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# Forest Service Law Enforcement Officer Report: Nationwide Study

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Cover Photos:

Law enforcement officers assisting with fence construction (Region 2 photo) and surveying tree damage (Pacific Southwest Research Station).

## **Abstract**

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This study is the first in a series of studies to evaluate perceptions of USDA Forest Service law enforcement personnel of the roles, responsibilities, and issues entailed in their jobs. An email survey was administered to 404 law enforcement officers (LEOs) in national forests across the United States. In all, 294 were completed and returned. In response to the safety of forest visitors many respondents believed that forest visitors are safe from other visitors and are physically safe from site features. The LEOs reported feeling hampered in their jobs, however, by the large size and remoteness of the patrol areas, coupled with a lack of resources (e.g., personnel, equipment, and backup). Key characteristics of successes experienced by LEOs included adequate resources, collaboration, and communication. Nationally, LEOs characterized a successful law enforcement program as one that has sufficient resources, is understood by those engaged in or affected by the program, is staffed by highly qualified individuals, and has good leadership.

Keywords: Crime and violence, law enforcement, forest visitors, successful management.

## Executive Summary

This study was the first in a series of studies evaluating perceptions of USDA Forest Service (USFS) law enforcement personnel about their roles, responsibilities, and other issues pertaining to their jobs. The ultimate goals of the studies are threefold. First, the Law Enforcement and Investigations (LEI) studies serve as a followup to a previous qualitative study to learn more about crime and violence on national forests and grasslands and the impacts on recreation visitation and management of those national forests. Second, the LEI studies serve as a followup to a previous qualitative study testing the key characteristics of success in law enforcement, measuring opinions about recreation visitor and public safety, and evaluating impacts to natural resources. Third, the LEI studies serve to provide Credibility Through Accountability/Performance Accountability System information for LEI.

The research objectives for this Law Enforcement Officer (LEO) study were to:

- Develop, pretest, and administer a quantitative survey to gather information from LEOs about crime and violence at USFS sites nationwide.
- Confirm what crimes and violence are occurring on USFS sites, the extent of the crimes and the violence, and the impacts they have on public land management and public safety.
- Ascertain whether LEOs perceive that incidents of crime and violence are changing, and if so, why.
- Determine LEOs' perceptions of the impacts of crime and violence on recreation visitors and other forest users.
- Establish measures of law enforcement success.
- Identify successful LEI programs nationally, regionally, and locally.
- Test the key characteristics of law enforcement success.
- Identify additional successful strategies used by LEOs to deal with crime in forest settings.

An email survey preceded by an endorsement letter from the LEI Director was sent to 404 LEOs in the USFS. Of the 404 sent, 294 were completed and returned, for a response rate of 73 percent.

Randomly selected nonrespondents were contacted by telephone in July 2005. There were no significant differences between respondents and nonrespondents on selected variables (for example, years of experience questions, setting, and priority questions).

The LEOs who responded were mostly male, predominantly white, and many were several years away from retirement. There was some diversity as evidenced

by race and gender. Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

Each LEO respondent was responsible for a primary patrol area that totals a median 440,000 acres, although they usually patrolled less than that. While on patrol, their most common task was public relations/education/information, followed by issuing violations/warnings or performing investigations.

A major concern for the responding LEOs was the shortage of LEOs and Forest Protection Officers. Most reported having cooperative law enforcement agreements with county sheriff's offices, but, for many, their perceptions were that these services were not adequate in responding to or preventing crime. Opinions were mixed about whether LEO authority and jurisdiction were adequate for what they believed was expected or demanded of them. Respondents who were dissatisfied stated the reasons as: they had to depend on others to enforce state violation codes, they were not deputized, and an outdated Code of Federal Regulations hampered their effectiveness. A large proportion of LEOs who responded noted that they did not have adequate resources to do their jobs, with more personnel and equipment topping the list of needed resources.

Forest Service LEO respondents ranked their highest job priorities as protecting National Forest System (NFS) employees and forest users, followed by protecting forest resources, and protecting public property. They believed that the NFS line officers with whom they most commonly interacted had a somewhat different set of priorities. Nevertheless, almost half of the LEOs felt they had good relations and rapport with the line officers with whom they most commonly interacted. Most LEOs believed that LEI's relationship with the rest of the Forest Service should be one of collaboration and teamwork, but almost equal percentages thought that they were equal partners as thought they were outsiders to the USFS organization. Most felt supported by LEI line officers, NFS line officers, and local NFS employees.

Several types of crime were on the increase according to the LEOs who responded: dumping of household waste, criminal damage, and dumping of landscape waste topped the list, followed by indiscriminate shooting, road hazards, thefts of public property, and thefts of visitor personal property. Wildlife hazards, arson, weather hazards, suicides, murder, body dumping, and domestic violence were thought to remain unchanged from fiscal year 2003 to 2004. These LEOs were more likely to encounter dumping of household waste and landscape waste, theft of public property, and meth labs while patrolling during the week. They commonly dealt with dumping of household waste and landscape waste during daylight hours. When areas were crowded, they were more likely to encounter thefts of personal property, domestic violence, personnel threats, theft of public property, and criminal damage.

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**A major concern for the responding LEOs was the shortage of LEOs and Forest Protection Officers.**

More than one-third of the LEOs said they were threatened or attacked because of their job. Most said this was a common occurrence or related to drug activity.

Topping the list of priorities facing the law enforcement professionals, according to the LEOs who responded, were a perceived lack of adequate funding, safety for themselves and others, and management issues (such as morale improvement). Most LEOs believed that the NFS line officer with whom they most commonly interacted was in general agreement with their list of priorities.

The LEOs who responded see forest users (defined as forest users, the general public, and recreation visitors) as their primary customers. They believed that forest users want to be assured of a safe and enjoyable experience while on the forest, and that LEOs are doing their best to prevent crime and to protect the natural resources. About half of the LEOs felt that recreation visitors are mostly safe from other visitors and mostly physically safe from site features, whereas about one-quarter noted that these conditions varied within the patrol area. In general, LEO respondents noted that, in protecting forest users, they are hampered by their patrol areas' large sizes and remoteness, coupled with a lack of resources (e.g., law enforcement personnel, equipment, and lack of backup).

Most LEOs who responded reported that the quality of the natural resources in their patrol areas had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas. Nearly half of the LEOs believed that the media portrayal of crimes against resources was mostly positive, while just over half believed that the media portrayal of fire crimes was mostly positive.

The LEO respondents who volunteered law enforcement success stories reported successes in solving crimes and getting convictions, good cooperation, and proactive programs. Almost half of the LEOs described special policing programs that worked well. These included visible and concentrated patrols, cooperation with other law enforcement agencies, public education, public contact, and community policing and involvement. They measured their success by the positive perceptions held, or the lack of complaints made, by the public, NFS employees, and their cooperators, and by a reduction in violations. Failure of programs that were less successful was thought to be due to lack of support and too few officers.

A successful national program was characterized by respondents as one that has sufficient resources, is understood by those engaged in or affected by the program, is staffed by highly qualified individuals, and is under good leadership. Similarly, a successful regional program was characterized as one that has sufficient resources, is understood by those engaged in or affected by the program,

is staffed by highly qualified individuals, and is under good leadership. Locally, a successful program was characterized as one with understanding and good working relationships by those engaged in or affected by the program, staffed by highly qualified individuals, and having consistent policies and regulations.

In examining the data for common responses across questions, we found that one concern for USFS LEO respondents is relationships. The LEOs are especially concerned about the perceptions that others have of them, including people within and outside the agency. Good relationships, working together, and collaboration are ways they would measure success within the LEI program. Most problematic to having good relationships is the lack of understanding, support, and trust.

Another common response across questions indicated that one concern for USFS LEO respondents is lack of adequate resources. This was often expressed in terms of funding, personnel, and equipment. Fiscal concerns were raised often and seen as detrimental to getting the job done. This relates to the shortage of personnel; there are not enough funds to hire new LEOs. Equipment concerns were related to safety issues. These concerns were both internal and related to the safety of forest users. Specific comments were made about having the basic equipment the job requires.

Natural resource protection was believed to be important, too. Many LEO respondents reported increasing problems with forest users dumping household and landscape waste on national forest lands. They reported that the quality of the natural resources had been compromised during the time they worked at their respective forest/district. Protection of the natural resources was regarded as a component of a successful LEI program.

Safety of forest users, customers, and Forest Service employees was another concern. Urban-associated activities, drug activity, and motor vehicle violations were problematic and believed to be on the rise. These are some of the same activities described in the earlier qualitative studies.

Current successes in law enforcement were described as successes in solving crimes and getting convictions, good cooperation, and proactive programs. Several of the descriptions matched the key characteristics of success identified in earlier studies. These characteristics included adequate and appropriate resources, collaboration, and communication. These also related to the characteristics identified as integral to a successful law enforcement program, including resources and understanding.

Finally, we think there are several ways to use the results of this study of LEOs in the USFS. The identification of issues, particularly issues that are consistent across regions, could be used to prioritize law enforcement efforts. The case studies

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**Another common response across questions indicated that one concern for USFS LEO respondents is lack of adequate resources.**

of success indicated that focus on problem areas was important to overcoming the problems. In addition, some of the successes that have occurred, in combination with the characteristics identified as integral to a successful LEI program, could be identified as priority focus areas for officers and leaders. This has some serious implications for budgeting and staffing. Some consideration might be made of the current allocation of resources and whether it is congruent with the issues identified as most important or in need of resources by the LEOs.

On the face of the comments, it appears that a successful LEI program is all about the officers and their needs. Further examination of the many comments indicates a great desire to work for the public good, keep visitors safe, and protect the land base; serving their needs is simply a way to reach these broader goals.

Additional studies planned for assessing the LEI program measure opinions of other employees within the enforcement branch as well as the investigative branch. They will be asked questions similar to the ones asked of the LEOs. In addition, the authors will be surveying customers of LEI, including district rangers and forest supervisors. It is hoped together these will provide a balanced picture of LEI in the USFS.



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## Introduction

Crime is a part of the national forest setting. Crime and acts of violence make the work of national forest and grassland managers more hazardous and jeopardize the safety of forest users. To understand and respond appropriately to current and future needs of the Forest Service to address issues related to crime and violence on national forests and grasslands, it is important to hear from the professionals most closely associated with those issues—the law enforcement officers (LEOs) of the USDA Forest Service (USFS).

One reason for conducting this study was to respond to the federal initiative for performance-based measures. As a consequence of budget cuts and competing demands for federal dollars, the USFS must demonstrate its accountability to Congress, the Office of Management and Budget, the Government Accountability Office, and the general public. The USFS must be accountable for its level of performance. Under the aegis of Credibility Through Accountability/Performance Accountability System (CTA/PAS), USFS Law Enforcement and Investigations (LEI) was tasked with developing and implementing performance outcome measures. The LEI also wanted recognition for the benefits that accrue to visitors, employees, and cooperators beyond what is addressed in the performance measures. They wanted an opportunity to “tell their story.” They believe that “locking up bad guys and writing tickets” does not adequately address the benefits LEI provides. This report includes CTA/PAS performance measures for USFS law enforcement as well as many of the stories, opinions, and institutional memories of dedicated USFS LEOs.

This is the first in a series of studies needed to address the CTA/PAS component. Following this study are the Special Agents in Charge study, the Patrol Commanders and Patrol Captains study, the Special Agents study, and finally, the study that includes forest supervisors and district rangers. Results from those studies will appear in other reports.

This study would not be possible without the support of LEI in the Washington Office, and officers and supervisors nationwide.

## Background

Research on national forest crime is limited. Historically, research efforts focused on vandalism (Christensen and Clark 1978), especially graffiti and target shooting. More recently, Munson (1995) noted problems such as the dumping of garbage and toxic chemicals, vandalism, marijuana cultivation, and timber thefts. Marosi (1999) found that national forests were being used as a dumping ground for murders committed elsewhere, especially in urban-proximate forests (those within an hour’s

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**Crime is a part of the national forest setting.**

drive of a million or more people). Pendleton (1996) found a 100-percent increase in national forest crime from 1989 to 1992. More recently, Chavez and Tynon (2000) found that clandestine methamphetamine (“meth”) manufacture and meth lab chemical dumps, once thought to be the bane of urban environments, indiscriminately endanger both those who visit and those who work on national forests. Meth has become a dangerous and environmentally damaging drug problem.

Chavez and Tynon (2000) reported on crime in a study conducted at eight USFS sites in four USFS regions. The kinds of crime taking place at these sites were sorted into the following crime categories: urban-associated crime (e.g., arson, body dumping, domestic violence, drive-by shooting, gang activity, murder, rape and sexual assault, suicide); assault (e.g., personal assault, criminal property damage, threats against property); drug activity (e.g., marijuana cultivation, meth labs, meth chemical dumps, armed defense of crops); and takeover or violence perpetrated by members of extremist and nontraditional groups (e.g., satanic cults, EarthFirst!, survivalists, militia/supremacy groups). Later research at other USFS sites lent support to those findings (Chavez et al. 2004, Tynon and Chavez 2006).

These crime categories are familiar to readers of the USDA Forest Service Law Enforcement and Investigations Weekly Report (LEI Summary), where selected topics are reported each week. An analysis of 5 years of data (from October 1997 through the end of September 2002) revealed that the percentages in the LEI Summary report mimic estimates from managers’ perceptions of time spent in city law enforcement (such as domestic violence or murder) vs. natural resources law enforcement (such as timber theft) (Tynon and Chavez 2002, Tynon et al. 2001). The analysis of the LEI Summary reports indicated that about 17 percent of USFS LEO time was spent conducting natural resources law enforcement, and that 48 percent of their time was spent investigating urban crime (the remainder of topics and time were for assault, drug activities, and extremist groups). These groupings are based on the work by Chavez and Tynon (2000).

### **Crime mitigation efforts—**

In addition to identifying the kinds of crime that are occurring, it is important to understand how to mitigate crime. Case study research conducted at two USFS sites revealed strategies that resulted in areas safer for visitors, natural resource managers, and staff. Chavez et al. (2004) conducted face-to-face interviews with LEOs, district rangers, recreation officers, public affairs officers, resource specialists, and recreation planners, as well as interviews with those outside the agency (e.g., county sheriff’s deputies, a resort owner, public relations employees, and community representatives). One major benefit of conducting indepth interviews is

flexibility. Respondents can “elaborate, question, go off on (informative) tangents, and often provide answers to questions that the interviewer did not foresee being asked” (Lersch 2004: 25).

The interviews revealed problems common at both sites. These included assaults, drug abuse, alcohol abuse, and problems created by gang activity or members of extremist groups. Isolation or distance from assistance was also a familiar theme. Also identified were watershed events that led to action (a riot at one site and a murder at the other). Some of the specific actions taken to manage crime and violent acts and events were (1) development of sites, (2) addition of physical barriers (categorized as prohibition and harm reduction actions), (3) control of parking and motor vehicles, (4) increased law enforcement, (5) temporary and permanent closures of sites, and (6) traffic checkpoints.

Evaluation of the case studies resulted in identification of key characteristics of success in law enforcement. The key characteristics were force of personalities (i.e., attention to an area depended upon individuals, not on policies), adequate resources (i.e., money and people), persistence (i.e., planning, consistency, and visibility), collaboration (i.e., within the Forest Service, with other law enforcement agencies, with community and volunteer groups, and with recreation visitors and recreation clubs), and communication (e.g., a communication plan, getting the word out to the public, being reliable and being consistent).

The replication of site-specific actions might prove useful in other areas. But, the take-home message was that successful crime mitigation characteristics (e.g., force of personalities, adequate resources, persistence, collaboration, and communication) are not “business as usual” for law enforcement—they go beyond the cooperative agreements that already exist.

#### **Data collection issues on national forests—**

Obtaining statistical data to substantiate how much crime is occurring in USFS settings has been difficult because of the way crime is reported and recorded. Law enforcement agreements between the USFS and other law enforcement entities can result in several agencies tracking crime. Local sheriffs track incidents by using categories based on the Federal Bureau of Investigation Uniform Crime Reporting (UCR) guide. Part I of the UCR includes categories such as criminal homicide, forcible rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and arson. Part II includes other assaults, drug violations, stolen property (receiving, buying, possessing), vandalism, weapons-related offenses, driving under the influence (DUI), liquor law violations, drunkenness, and disorderly conduct (Lersch 2004). Part III of the UCR is about assists to USFS LEOs and assists to the public, where state or local law enforcement personnel contribute to USFS enforcement

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efforts. Although this information can be made available, local law enforcement officers or sheriffs, in general, do not specifically tie data to incidents on USFS lands—it is all combined with their other crime reports.

Forest Service LEOs track crime incidents by using their own database as well as using categories from the UCR guide. In addition, they have forest or land management-specific categories (e.g., campfire where prohibited, camping where prohibited, violating curfew). They track observations of problems, verbal warnings, and written warnings (together these are the total violations). They also track tickets given. Total violations and tickets written equal the total incidents or occurrences.

A significant problem is getting the data into the database. Originally, LEI entered crime data into a USFS system database called Law Enforcement Management Attainment Reporting System (LEMARS). Then, the USFS transported all their data into a new database program called Law Enforcement and Investigations Management Attainment Reporting System (LEIMARS). Unlike LEMARS, LEIMARS contains not only investigative information, but also the latitude and longitude coordinates of crime incidents, allowing it to serve as a geographic information system (GIS) database. Unfortunately, data for some sites were permanently lost during the transfer process. Problems with the new system (some data were either not recorded or disappeared after being entered into the program) are being corrected.

## Study Objectives

The LEIMARS remains the only available source of crime statistics for the entire 193 million acres of national forests and grasslands in the USFS system, but it does not capture all the crime or incidents that are occurring. When crime or incident data are collected by non-USFS law enforcement personnel, those data are not specifically earmarked to USFS lands, the data are not included in the USFS crime database, and the data are not available for analysis. Therefore, we decided to survey LEOs directly to obtain their perceptions rather than analyzing incomplete records of actual crimes. Previous research suggested that LEOs with several years of on-the-job experience might best know about crime and how crime and incidents have changed over time.

Specific research objectives were to:

- Develop, pretest, and administer a quantitative survey to gather information from LEOs about crime and violence at USFS sites nationwide.
- Confirm what crimes and acts of violence are occurring, the extent of crimes, and the impacts they have on public land management and public safety.

- Ascertain whether LEOs perceive that acts of crime and violence are changing, and if so, why.
- Determine LEOs' perceptions of the impacts of crime and violence to recreation visitors and other forest users.
- Establish measures of law enforcement success.
- Identify successful LEI programs nationally, regionally, and locally.
- Test the key characteristics of law enforcement success.
- Identify additional successful strategies used by LEOs to deal with crime in forest settings.

## **Methods**

Several individuals reviewed the first draft of the survey, including staff at LEI in the Washington office, leadership in the Alaska Region working on the CTA program, and fellow social scientists. We enlisted the cooperation and participation of all 404 LEOs in national forests across the United States by including an endorsement letter from the LEI director. We administered the questionnaire via email between February and late March 2005.

The questionnaire consisted of 46 questions, both closed- and open-ended, eliciting information about crime and violence that had occurred within the past year on each respective administrative unit. Four questions measured experience levels of respondents. Specifically, we asked LEOs about their years in law enforcement, years with USFS, years worked as an LEO with the USFS, and years at their current duty station. Questions that focused on respondents' areas of responsibility asked about the number of acres respondents normally patrol as well as the number for which they're responsible, the patrol setting (e.g., urban, semirural, remote), and the number of incidents in which they were personally involved. We also asked them to characterize their most common public contacts and to describe how they communicate with others in the USFS.

We asked a series of questions related to enforcement levels on an average day. This included questions about cooperation with other agencies and groups and perceptions about the adequacy of that coverage. Questions also addressed perceptions about authority and jurisdiction as well as resources necessary to do the job.

Questions that focused on respondents' roles in the USFS asked how their job fits into the USFS, what they perceived as their highest work priority, what they believe the relationship of LEI with the rest of the USFS should be, and where LEI fits within the organization and programs. We also asked LEOs if the line officer

with whom they most commonly interact knows and understands what LEOs do, and if they feel supported.

To get at the issues LEOs deal with, we asked them if 26 different types of crime, law enforcement violations, and other patrol activities had increased, decreased, or remained about the same from fiscal year (FY) 2003 to 2004. We asked LEOs to identify activities that were more common during the week, during daytime hours, or when areas were more crowded. We also asked LEOs if they had ever been threatened or attacked because of their job.

We asked two open-ended questions about priorities. In the first, we asked about priority issues facing the law enforcement profession in the USFS today. In the second, we asked how the priorities of the line officer with whom they most commonly interact compares with LEI priorities.

Several questions focused on USFS customers. Using open-ended questions, we asked LEOs to identify their customers and what they think customers want. We also asked them to characterize recreation visitor safety and any special problems they have protecting forest users in general. In another question we asked about the media portrayal of crimes against forest users.

We asked LEOs if the quality of the natural resources had degraded, improved, or remained about the same. We asked if maintenance of facilities and developed areas had changed. We also asked about media portrayals of fire crimes and crimes against resources.

We used several open-ended questions to identify measures of law enforcement success, including what LEOs believed worked well and what they tried that didn't work. We asked LEOs to characterize a successful LEI program nationally, regionally, and locally.

The final section of the survey contained a number of sociodemographic questions. The LEOs also had an opportunity to add final thoughts. A copy of the questionnaire used is included in appendix 1.

The email survey was administered according to Dillman's Total Design Method (Dillman 2000). To begin, the LEOs received an email message from the director of LEI. Next, they received the first mailing from us. This consisted of a personalized letter and a questionnaire. The next email was a "postcard" reminder sent 1 week later. In subsequent email contacts, the respondents received another copy of the questionnaire. Completed questionnaires were returned in several ways: via email, FAX, FedEx, or through the U.S. postal system.

## **Data Analysis**

The data were entered into an SPSS v. 12 software program. Frequencies were run on all variables to confirm data integrity.



Randomly selected nonrespondents (n = 12) were contacted by telephone in July 2005. There were no significant percentage differences between respondents and nonrespondents on selected variables (included years of experience questions, setting, and priority questions).

SPSS was used to analyze all variables. Either percentages or averages (and standard deviations) are provided, as appropriate. Chi-square statistics were also computed for selected comparisons.

## Results

Of the 404 questionnaires sent via email, 294 were completed and returned, for a response rate of 73 percent. The response rate for each USFS region is reported in the following tabulation. Results from the entire sample (n = 294) are reported first. Regional results are reported in the appendixes (2-10).

### Response rates by USFS region:

Region	Response rate	Number
	<i>Percent</i>	
1	69	24
2	73	24
3	56	21
4	78	25
5	66	45
6	77	40
8	77	76
9	82	28
10	92	11
Overall	73	294

Note that throughout the report, results are reported for all 294 respondents unless noted otherwise.

## Demographics

Most of the responding LEOs were male (83 percent versus 13 percent female). They averaged 42.9 years of age (n = 273; SD = 9.03). Examining age further we find a bimodal distribution, with 40 percent of LEOs between the ages of 30 and 39, and 31 percent of the LEOs between the ages of 50 and 59 (fig. 1).

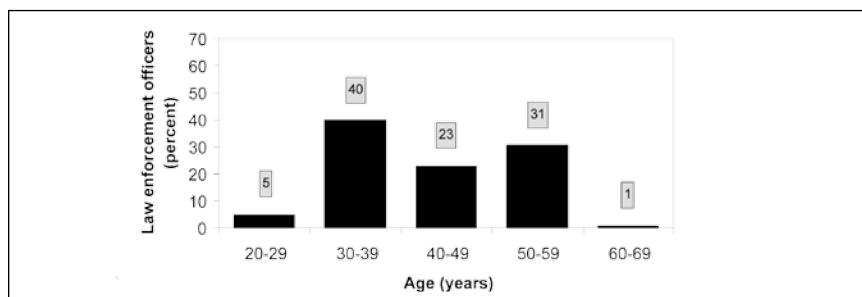


Figure 1—Percentage by age distribution (n = 273).

**The LEOs who responded had been in law enforcement an average of 14 years (n = 291; SD = 7.11), with about half (49.2 percent) reporting between 11 and 20 years in law enforcement.**

The majority of LEO respondents were White (74 percent). Others were Hispanic (5 percent), multiracial (5 percent), Indian/Native American (4 percent), Black (2 percent), Asian (1 percent), or “other” (2 percent). Years of school completed averaged 15.1 years (n = 255; SD = 1.78); half (50 percent) of the LEOs hold an academic degree related to their work in law enforcement.

Four questions measured experience. We asked how many years they had been in law enforcement, how many years with the Forest Service, how many years they had been a LEO with the Forest Service, and how many years they had worked at their current duty station. The LEOs who responded had been in law enforcement an average of 14 years (n = 291; SD = 7.11), with about half (49.2 percent) reporting between 11 and 20 years in law enforcement (fig. 2).

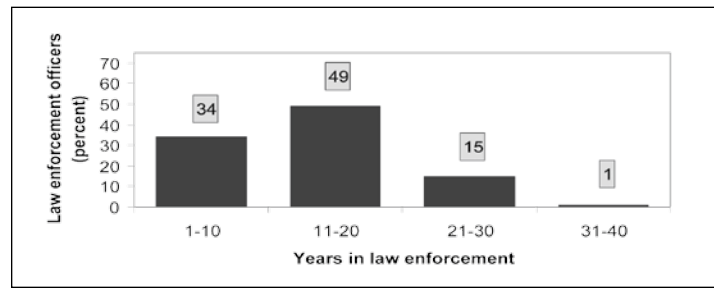


Figure 2—Percentage distribution by years in law enforcement (n = 291).

The LEO respondents had an average of 15.8 years (n = 291; SD = 10.31) with the Forest Service. More than one-third (37 percent) had worked for the Forest Service 10 years or fewer (fig. 3), and 27 percent had 5 or fewer years with the agency.

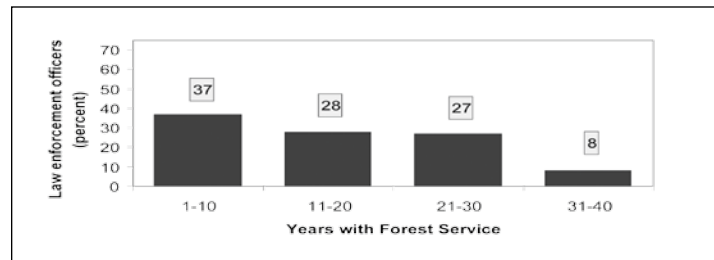


Figure 3—Percentage distribution by years of experience with the Forest Service (n = 291).

Respondents had been LEOs for the Forest Service an average of 10.3 years (n = 290; SD = 6.87). Half (50 percent) had worked as a LEO for the Forest Service 10 years or fewer (fig. 4), and 39 percent had 5 or fewer years as a LEO with the agency.

The LEO respondents had been at their duty station an average of 8 years (n = 288; SD = 6.34). Almost two-thirds (65 percent) had worked at their duty station for 10 years or fewer (fig. 5), and 50.3 percent had been at their duty station for 5 or fewer years.

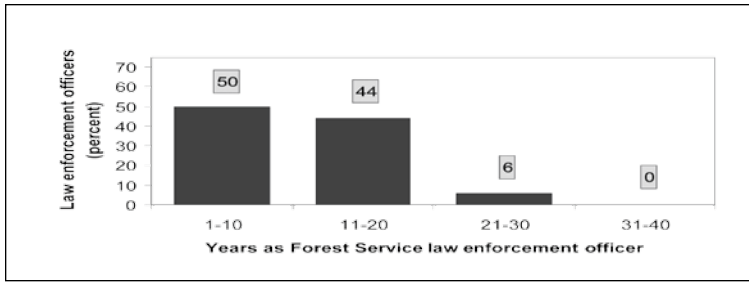


Figure 4—Percentage distribution by years of experience as a law enforcement officer with the Forest Service (n = 290).

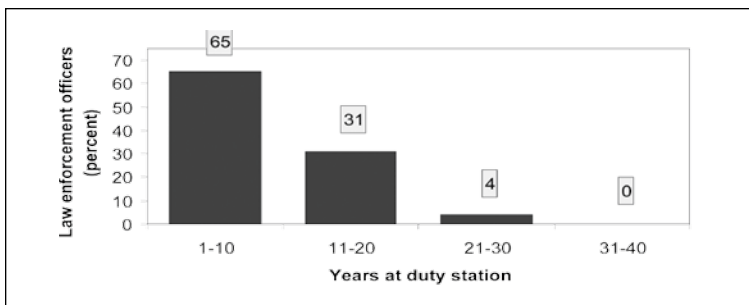


Figure 5—Percentage distribution by years of experience at the current duty station (n = 288).

### Demographic summary of respondents—

The LEOs who responded were mostly male, predominantly White, and several years away from retirement. There was some diversity evidenced by race and gender. Half of the LEOs held an academic degree related to their work in law enforcement. The LEOs had been in law enforcement an average of 14 years, and half had worked as a LEO for the USFS for 10 or fewer years.

### Background on Area of Responsibility

We asked several questions to gather background information about the LEOs’ area of responsibility. The exact question asked as well as response categories are provided in boxes prior to discussion of the results. We asked about acres in area of responsibility as well as acres normally accessed for patrol purposes. We also asked about the primary setting, number of incidents in which they were involved, the most common activity conducted during public contacts, and methods of communication within the Forest Service.

The LEOs who responded reported a median 440,000 acres in their primary area of responsibility (range 12,680 to 17,000,000 acres; n = 281), and further noted that they normally accessed a median 200,000 acres for patrol purposes (range 2,000 to 5,000,000 acres; n = 266).

The setting of the patrol area of responsibility differed. Most respondents reported their area of responsibility as semirural (43 percent), followed by

urban/urban-interface (18 percent), and extremely remote setting (13 percent). (Note that 25 percent of respondents did not reply to this question or marked more than one response.)

For each respondent, average total incidents personally involved in during FY04 (reported in LEIMARS, not including incidents the LEO merely reviewed or provided oversight on) was 290.9 (n = 227; SD = 237.1). Median number of incidents in FY04 was 300 (range 0 to 5,000; n = 202).

The LEO respondents were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Public relations/education/information was rated “1” by 45 percent, violation notices/warnings/investigations was rated “1” by 42 percent, non-violator public assistance was rated “1” by 6 percent, and search/rescue/medical response was rated “1” by 1 percent.

Respondents were asked about their communication with others in the Forest Service. Note that this question had no responses provided to respondents (called “open-ended”).<sup>1</sup>

The LEOs communicated with others in the Forest Service through various means. (Respondents could provide more than one response.) About one-third of all respondents (32 percent) said they communicated face-to-face (examples given included explaining what they were doing or frequently stopping by the office; giving information directly to other Forest Service employees). Other communication means included:

- 23 percent provided communications at group functions:
  - At meetings or training sessions
- 21 percent made themselves available to communicate:
  - Have an open-door policy
- 20 percent sent email messages
- 16 percent talked by phone
- 4 percent provided weekly reports:
  - Weekly report to LEI managers or weekly reports to the district ranger and staff
- 4 percent went to National Forest System job sites:
  - Accompanied field personnel to their job sites
- 18 percent had other comments:

<sup>1</sup> Having no response categories provided to respondents is called open-ended. Responses are coded into response categories after reading all responses. Many respondent comments have been paraphrased to ensure anonymity.

- Radio
- Listen
- Get involved

**Background on area of responsibility summary of responses—**

Each LEO respondent was responsible for a primary patrol area that totals a median 440,000 acres, although they usually patrolled less than that. While on patrol, their most common task was public relations/education/information, followed by issuing violations/warnings or performing investigations. Communication with others in the USFS is important to the LEOs, as evidenced by their efforts to attend meetings and other functions, or to make themselves available to communicate. They used email, phone, and weekly reports to get their messages out.

**Enforcement Level and Cooperation**

Several questions were asked to address enforcement levels that occur on an average day, cooperation with other agencies/groups, and perceptions about adequacy of that coverage. This section also addresses perceptions about authority and jurisdiction as well as resources necessary to do the job.

According to the LEOs who responded, on an average day, there was a median of 1 LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of responsibility (range 0 to 11; n = 291). Three-quarters (75 percent) reported 1 LEO, and 12 percent reported 2 LEOs. Also, on an average day, there was a median of 2 Forest Protection Officers (FPOs) responsible for law enforcement patrols or regulatory compliance in the patrol area of responsibility (range 0 to 29; n = 237). Just over half reported between none and 2 FPOs on an average day (16 percent said there was 1 FPO, 18 percent said there were 2 FPOs, and 18 percent said there were none).

More than 8 in 10 (86 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility; more than 6 in 10 (65 percent) reported too few FPOs in their patrol area of responsibility. Thirteen percent reported number of LEOs in their patrol area of responsibility was about right, and 24 percent reported the number of FPOs in their patrol area of responsibility was about right.

Nine in ten (91 percent) LEO respondents reported having cooperative law agreements with other law enforcement agencies. Most reported agreements with county sheriff’s offices (86 percent) or with state police (12 percent). Few had similar agreements with city/town/community law enforcement (6 percent), or others (5 percent).

We asked on an average day how many sworn personnel from other law enforcement agencies provide Forest Service **reimbursed** law enforcement services on or affecting the National Forest System (NFS) in the patrol area of responsibility.

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**More than 8 in 10 (86 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility; more than 6 in 10 (65 percent) reported too few FPOs in their patrol area of responsibility.**

City/town/community law enforcement sworn personnel ranged from none to 3 (n = 64), with a median of none. County sheriff's office law enforcement sworn personnel ranged from none to 6 (n = 229) with a median of 1. State police law enforcement ranged from none to 5 (n = 69), with a median of none.

We also asked if these **reimbursed** patrols offered adequate services or inadequate services in responding to or preventing crime. Perceptions about services from city/town/community law enforcement for those who had them (n = 63) varied greatly, with about one-third saying they were adequate (29 percent) and another 4 in 10 (40 percent) saying they were inadequate (32 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them (n = 256) were almost evenly split between those saying they were adequate (41 percent) and those saying they were inadequate (51 percent). Perceptions about services from state police law enforcement for those who had them (n = 83) differed greatly, with about one-third saying they were adequate (33 percent) and another 4 in 10 (42 percent) saying they were inadequate (25 percent did not know).

We asked on an average day how many sworn personnel from other law enforcement agencies provided **nonreimbursed** law enforcement services on or affecting the NFS in the patrol area of responsibility. City/town/community law enforcement sworn personnel ranged from none to 5 (n = 89), with a median of none. County sheriff's office law enforcement sworn personnel ranged from none to 30 (n = 181), with a median of 1. State police law enforcement sworn personnel ranged from none to 6 (n = 69), with a median of 1. "Other" law enforcement sworn personnel ranged from none to 10 (n = 76), with a median of 1. "Other" included Fish and Game, Fish and Wildlife, game officers/wardens, and Division of Wildlife/Conservation.

We also asked if these **nonreimbursed** patrols provided adequate services or inadequate services in responding to or preventing crime. Perceptions about services from city/town/community law enforcement for those who had them (n = 108) were mostly negative, with about 6 in 10 saying they were inadequate (56 percent), and 2 in 10 (20 percent) saying they were adequate (24 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them (n = 238) were mostly negative, with 6 in 10 saying they were inadequate (63 percent) and about one-quarter (25 percent) saying they were adequate (12 percent did not know). Perceptions about services from state police for those who had them (n = 180) were mostly negative, with more than half saying they were inadequate (56 percent) and 3 in 10 (29 percent) saying they were adequate (15 percent did not know).

The question about adequacy of authority and jurisdiction was open-ended (see footnote 1). The LEOs who responded were about evenly divided on whether their

authority and jurisdiction is adequate for what they feel is expected or demanded of them internally and externally (47 percent said yes, 52 percent said no). A total of 189 comments addressed concerns. These were grouped into four categories of responses: having to depend on others, the need to deputize LEOs, having out-of-date regulations to deal with, and “other.” Some examples follow:

- 40 percent said they had to depend on others:
  - Have to call sheriff to handle state crimes
  - U.S. Attorney’s Office does not always support us and fails to issue warrants or take cases to court
  - Lack concurrent jurisdiction from one region to another
- 30 percent felt that LEOs should be deputized:
  - Could cite and release
  - Issue citations for violations
  - Need to be able to enforce DUI
- 22 percent said LEI had out-of-date regulations to deal with:
  - Regulations have not been updated in years, and we are not able to enforce certain drug and alcohol laws, trespass regulations, and other aspects of the job
  - Many offenses would be easier to deal with if the Code of Federal Regulations (CFRs) adequately addressed the issues
- 8 percent had other comments:
  - USFS authorities are the most limited of any federal law enforcement agency
  - Unrealistic expectations are set for rural places

Note that the second part of this question had no responses provided to respondents (called open-ended—see footnote 1).

Three-quarters (75 percent) of respondents reported not having adequate resources to do their job. We asked what additional resources they might need. We received 297 separate responses that we grouped into six categories: personnel issues, equipment, fiscal constraints, deputizing LEOs, up-to-date regulations, and other. Almost equal percentages reported issues related to personnel or equipment. Some examples of each category follow:

- 38 percent said they needed additional personnel:
  - More LEOs on the job
  - Fill law enforcement vacancies
  - Office clerical help needed

- 36 percent said they needed additional equipment:
  - Specific law enforcement equipment is needed
  - More equipment is needed
- 13 percent said they needed fiscal increases:
  - Budget needs to be increased
  - Adequate outdoor clothing and uniform allowance needed
  - Cooperative law agreements with more money are needed
- 2 percent said there is a need to deputize LEOs:
  - State police officer status
  - State arrest authority
- 2 percent said they needed up-to-date regulations:
  - Realistic updated CFRs
  - Revise CFRs
- 9 percent had other comments:
  - Support from management
  - Less emphasis on counting tickets

#### **Enforcement level and cooperation summary of responses—**

A major concern for the LEOs who responded was the shortage of LEOs and FPOs. Most LEOs reported having cooperative law enforcement agreements with county sheriff's offices, but, for many, their perceptions were that these services were not adequate in responding to or preventing crime. Opinions were mixed about whether LEO authority and jurisdiction was adequate for what they believed was expected or demanded of them. Those who were dissatisfied noted that they had to depend on others to enforce state violation codes, felt that they should be deputized, and said that outdated CFRs hampered their effectiveness. A large proportion of LEOs noted that they did not have adequate resources to do their jobs, with personnel and equipment topping the list of needed resources.

#### **Roles**

A series of questions addressed the roles of the LEOs as well as how their jobs fit into the Forest Service. We asked about their highest work priority, the relationship of LEI with the rest of the Forest Service, and where LEI fits within the organization and its programs. We also asked if the NFS line officers know and understand what the LEOs do, and if LEOs feel supported.



The LEO respondents were asked to rank 1 to 4 their highest job priority (1 is highest priority) from the following list: protecting forest users, protecting resources, protecting NFS employees, and protecting public property. The tabulation below shows that responsibilities were tied for highest priority, as ranked by LEOs: protecting NFS employees and protecting forest users. They also were asked to rank 1 to 4 what they believed the NFS line officer with whom they most commonly interacted thought is the highest priority (protecting forest users, protecting resources, protecting NFS employees, or protecting public property). The LEO respondents reported their perception that the NFS line officers' highest priority was protecting NFS employees.

Priority	Average rank* Law enforcement officers' view	Average rank National Forest System officers' view
	Mean (number)	Mean (number)
Protecting NFS employees	1.8 (251)	1.7 (220)
Protecting forest users	1.8 (252)	2.3 (220)
Protecting resources	2.8 (251)	2.5 (221)
Protecting public property	3.6 (251)	3.5 (220)

\* Rank: 1 to 4, with 1 being highest priority.

LEO respondents were asked what they believed LEI's relationship with the rest of the Forest Service should be (note that this question was open-ended, see footnote 1). The majority felt it should be collaboration and teamwork. We grouped their responses into four categories:

- 57 percent said the relationship should be one of collaboration and teamwork:
  - Provide resource managers assistance in performing their jobs of managing the national forests
  - Being partners in an effort to serve the public in the most effective manner
  - Work as a team to solve problems and protect visitors and the resource
  - Should be considered an important part of the Forest Service
- 12 percent said they should remain a separate entity:
  - Maintain current stovepipe organization
  - LEI's relationship should remain segregated
- 10 percent said LEI served a protection role:
  - Protector of national forest resource, people, employees, and visitors
  - We need to provide adequate law enforcement presence on public land to deter crime and enforce the law (it) when necessary

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**Most LEO respondents were asked what they believed LEI's relationship with the rest of the Forest Service should be one of collaboration and teamwork.**

- 5 percent had other comments:
  - Some employees see us as the bad guys, out to bust them
  - LEI is busy just trying to stay alive in the agency

We asked the LEO respondents where LEI fits within the Forest Service organization and its programs (this question was open-ended; see footnote 1). The responses were quite varied. We grouped responses into the following categories: we are equal partners, we are outsiders, we serve a protection role, we are well-integrated, we are educators of the public and the NFS, we are forgotten/misunderstood, and other. An almost equal percentage indicated “equal partners” and “we are outsiders.” The following list indicates the percentage of respondents who made a comment in the category, and provides examples of each:

- 22 percent said they were equal partners in the USFS:
  - A major player in the future of the organization
  - We work with every aspect of the forest
  - We are part of the organization
- 21 percent said LEI was an outsider:
  - We are the ugly stepchild, bottom of the barrel
  - The Forest Service puts up with us because they have to
  - LEI seems to fall into the “necessary evil” category
  - We’re the black sheep because they don’t have control of us
- 10 percent said LEI served a protection role:
  - Enforcement of Forest Service regulations
  - Advisor to Forest Service employees regarding law enforcement actions
- 5 percent said LEI was well-integrated:
  - Independent from the supervision of the forest but integrated into the management of the forest
- 3 percent said LEI was an educator of the public and the NFS:
  - Educate Forest Service visitors and employees
- 3 percent said LEI was forgotten/misunderstood:
  - They forget about us a lot in the programs and organization
- 13 percent had other comments:
  - Make daily public contact
  - Try to maintain communications
  - We are too dependent

The LEO respondents were asked if the NFS line officer with whom they most commonly interact in their area knows and understands what they do (this question was open-ended; see footnote 1). About half reported that they had good relations and rapport with the NFS line officer:

- 47 percent said there were good relations/rapport:
  - NFS line officers definitely understand the LEO role in the organization and the LEO function to support the NFS in their management roles
  - Our line officers have attended law enforcement for managers at the federal law enforcement training center (FLETC), and all have been on ride-alongs
  - They understand what I do and they know the program
- 10 percent said LEOs provided information to enhance understanding:
  - Have to make an effort to make NFS line officers understand and communication is the key
- 3 percent said LEOs made frequent contacts

Other relations were not as good:

- 14 percent said NFS line officers did not understand the complexity/hazards of the LEO job:
  - Most of the line officers don't believe the LEO job extends beyond protecting the resources
  - They don't seem to acknowledge the hours we work, the people we deal with, or the authorities and jurisdictional problems we are stuck with
  - I think there is a low correlation to what we do and what they think we do
- 7 percent said the NFS line officer did not want information or details
- 5 percent said the NFS line officer needed training and ride-alongs
- 10 percent had other comments:
  - They are used to "old school" LEOs
  - They think we are here just to see how many tickets we can write

The majority of LEO respondents (74 percent) felt supported by LEI line officers. Those who did not feel supported by LEI line officers provided 49 responses explaining why. We grouped responses into categories. Many reported it was due to a lack of trust and understanding or a lack of resources. Responses included:

- 29 percent said there was a lack of trust/understanding:
  - An officer here is unreliable and untrustworthy

- Line is preoccupied with the “sky falling”
- They think paperwork and statistics are most important
- 22 percent said there was a lack of resources:
  - No funding to support us
  - Consistently underfunded
  - Lack equipment due to budget constraints
- 16 percent said there was a lack of contact/relationships:
  - They forget what it is like on the ground
  - We don’t see them
  - They set priorities from hundreds of miles away
- 8 percent said the mission was unclear:
  - Conflicting messages from LEI line
  - Their priorities emphasize numbers
- 3 percent said there was resentment toward law enforcement:
  - Slight anti-law-enforcement attitude
- 18 percent had other comments:
  - They would rather I only go out to patrol if there is a complaint
  - There is some question about whether they would support us when it comes to difficult decisions

The majority of LEO respondents (65 percent) felt supported by NFS line officers. Those who did not feel supported by NFS line officers provided 75 responses explaining why. Most of these said they felt resentment toward law enforcement or there was a lack of trust/understanding. Responses included:

- 29 percent said there was resentment toward law enforcement:
  - We have an anti-law-enforcement attitude in this area
  - Line officers want control back
  - I don’t feel that law enforcement is really wanted here by the line officers
- 23 percent said there was a lack of trust/understanding:
  - Most NFS line officers here do not know or understand what we do
  - See us as a necessary evil
  - Line tends to discount me because of my gender
- 17 percent said there was a lack of contact/relationship:
  - Haven’t heard from a line officer in years

- They don't show an interest in us
- 9 percent said there was a lack of resources:
  - They give us too much to do and no thank you
  - They don't let the FPOs write tickets or give warnings
- 7 percent said the mission was unclear:
  - They think my mission is one thing and it is another
- 15 percent had other comments:
  - Depends on the line officer
  - They do not want to be bothered unless it will affect their time or cause a problem with an elected official

The majority of LEO respondents (79 percent) felt supported by local NFS employees. Those who did not feel supported by local employees provided 36 responses explaining why. Most of these noted resentment toward law enforcement. Responses included:

- 33 percent said there was resentment toward law enforcement:
  - Some view us as rivals for funding
  - They wish we would just go away
  - Not everybody likes cops
- 22 percent said there was a lack of trust/understanding:
  - Local employees feel that we are not doing everything we can to ensure that the forest runs smoothly
  - They don't understand our viewpoint
  - They see things that they do not report to us
- 11 percent said there was a lack of contact/relationship:
  - If the line officer leaves us alone, then they do, too
  - If we are in the office it is to do paperwork
- 8 percent said there was a lack of resources:
  - Seasonals and low-level recreation and fire personnel try to help but there are just not enough of us to get the job done
- 25 percent had other comments:
  - Law enforcement is not part of their job and they don't want to hear about it
  - Treat us like "hunting dogs"—keep us in a kennel until there is a problem, then set us loose, and then back to the kennel when the problem is over
  - Lack of knowledge about why we are straight line

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**The majority of LEO respondents (79 percent) felt supported by local NFS employees.**

**Roles summary of responses—**

USFS LEOs who responded ranked their highest job priorities as protecting NFS employees and forest users, followed by protecting forest resources, and protecting public property. They believed that the NFS line officers with whom they most commonly interact had a somewhat different set of priorities. Nevertheless, almost half of the LEO respondents felt they had good relations and rapport with the line officers with whom they most commonly interacted. Most LEOs believed that LEI's relationship with the rest of the Forest Service should be one of collaboration and teamwork, but almost equal percentages thought that currently they were equal partners as thought that currently they were outsiders to the USFS organization. Most respondents felt supported by LEI line officers, NFS line officers, and local NFS employees. Those who felt they were not supported cited lack of funding, equipment, and other resources; lack of trust or understanding; or resentment toward law enforcement.

**Existing Issues**

The LEOs were asked about 27 different types of crime, law enforcement violations, and other patrol activities in their patrol area of responsibility (see table 1). First they were asked if these had increased, decreased, or remained about the same in FY04 as compared to FY03, and then were asked to specify which crimes and violations were more common during the week, during daytime hours, or when the area was more crowded. We also asked if the LEOs have ever been threatened or attacked because of their job.

At least 45 percent of the LEO respondents said eight activities had increased from FY03 to FY04. These increased activities included in rank order:

- Dumping of household waste
- Criminal damage
- Dumping of landscape waste
- Shooting (indiscriminate)
- Road hazards
- Thefts of public property
- Thefts of visitor personal property
- Meth labs

No activities were seen to be decreasing from FY03 to FY04 by a majority of respondents.

**Table 1—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	15	15	56	12
b. Domestic violence	28	4	48	18
c. Thefts of visitor personal property	47	8	38	5
d. Thefts of public property	47	6	40	4
e. Gang activity	24	2	37	33
f. Body dumping	12	3	50	30
g. Shooting (indiscriminate)	48	2	36	12
h. Suicides	24	6	54	14
i. Murder	11	5	51	28
j. Rape/sexual assault	15	4	47	31
k. Drive-by shooting	3	2	38	51
l. Criminal damage	67	3	25	3
m. Personnel threats	39	5	42	12
n. Threats against property	37	2	44	15
o. Marijuana cultivation	30	17	40	12
p. Meth labs	46	5	30	17
q. Meth chemical dump	44	5	32	16
r. Armed defense of crops	16	4	35	40
s. Dumping of household waste	67	7	21	4
t. Dumping of landscape waste	59	4	28	5
u. Trespass of undocumented immigrants	34	1	24	38
v. Armed defense of forest products	9	2	37	47
w. Natural fire hazards	42	10	37	9
x. Accidental fire activity	37	10	45	5
y. Weather hazards	31	2	56	8
z. Wildlife hazards	23	2	61	10
aa. Road hazards	48	2	42	5

Note: Row totals do not add to 100 percent owing to missing data. All percentages based on n = 294.

At least 45 percent of the LEO respondents said nine activities had remained the same from FY03 to FY04. These activities in rank order were:

- Wildlife hazards
- Arson
- Weather hazards
- Suicides
- Murder
- Body dumping
- Domestic violence
- Rape/sexual assault
- Accidental fire activity

To better understand the data, we conducted additional tests of association. We ran these for type of setting (e.g., semirural), and years of service (in law enforcement, years with the USFS, and years as a LEO with the USFS). Setting results from the study indicate increases in assaults in urban/urban interface settings ( $p = 0.000$ ,  $df = 2$ , Chi Square = 17.21); more domestic violence in urban/urban interface settings ( $p = 0.001$ ,  $df = 4$ , Chi Square = 19.02); more theft of personal property in urban/urban interface settings ( $p = 0.015$ ,  $df = 4$ , Chi Square = 12.03); and more gang activity in urban/urban interface settings ( $p = 0.003$ ,  $df = 4$ , Chi Square = 16.23). Other setting results indicate decreases in semirural settings in armed defense of crops ( $p = 0.040$ ,  $df = 4$ , Chi Square = 10.02) and dumping of landscape waste in remote settings ( $p = 0.020$ ,  $df = 4$ , Chi Square = 11.66).

Years of service analyses indicate that LEO respondents with 10 years or fewer in the USFS were more likely to indicate that domestic violence had remained the same ( $p = 0.011$ ,  $df = 6$ , Chi Square = 16.54) and that suicides had remained the same ( $p = 0.002$ ,  $df = 6$ , Chi Square = 21.14). Those LEOs with 21 to 30 years in law enforcement were more likely to indicate that marijuana cultivation had decreased ( $p = 0.029$ ,  $df = 6$ , Chi Square = 14.04), as did those with 21 to 30 years as a LEO with the USFS ( $p = 0.05$ ,  $df = 6$ , Chi Square = 9.47).

Of the patrol activities (table 1), the five reported by LEO respondents as more common **during the week** (rather than the weekend) were dumping of household waste (53 percent), dumping of landscape waste (37 percent), theft of public property (23 percent), methamphetamine labs (20 percent), and methamphetamine chemical dump (20 percent).

Of the above patrol activities (table 1), the five reported by LEO respondents as more common during **daytime hours** (as opposed to nighttime) were dumping of household waste (32 percent), dumping of landscape waste (23 percent), shooting (indiscriminate) (23 percent), marijuana cultivation (17 percent), and arson (15 percent).

Of the above patrol activities (table 1), the five reported by LEO respondents as more common when the **area is crowded** (as opposed to when not many visitors are in the area) were theft of personal property (41 percent), domestic violence (37 percent), personnel threats (31 percent), theft of public property (24 percent), and criminal damage (24 percent).

In response to an open-ended question, more than one-third (35 percent) of the LEO respondents reported they had been threatened or attacked because of their job. We asked about incidents in the past 3 years. The LEOs who said “yes” to the question provided 139 comments that we grouped into these categories: common occurrence; related to drug activity; during contact with recreation



visitors; shots were fired; related to natural resources, large groups, ranchers; or other. Most of these LEO respondents reported it to be a common occurrence.

Some examples follow:

- 22 percent said incidents were a common occurrence:
  - Have been threatened but not actually attacked
  - Verbal assaults
  - Threats of retaliation
- 13 percent said incidents were related to drug activity:
  - We raided a large marijuana operation and were told they put a contract out on our lives
  - After drugs were located, two male subjects became irate and threatened to kill us
- 11 percent said incidents occurred during contacts with recreation visitors:
  - Drunken forest visitors who have no respect for authority
  - Hit with an ice chest
- 6 percent said shots were fired
- 5 percent said incidents were related to protecting the natural resources:
  - Related to timber violations
  - Timber sale protestors
- 3 percent said incidents were related to large groups
- 2 percent said incidents were related to ranchers
- 37 percent had other comments:
  - Threatened by a squatter
  - Threatened when we tried to remove cattle
  - Irate miners who wanted to stay beyond camping limit

**Issues summary for respondents—**

Several types of crime were on the increase, according to the LEOs who responded. Dumping of household waste, criminal damage, and dumping of landscape waste topped the list, followed by indiscriminate shooting, road hazards, thefts of public property, thefts of visitor personal property, and meth labs. Wildlife hazards, arson, weather hazards, suicides, murder, body dumping, domestic violence, rape/sexual assault, and accidental fire activity were thought to remain unchanged from FY03 to FY04. The LEOs were more likely to encounter dumping of household waste and landscape waste, theft of public property, and meth labs while patrolling during the

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**Several types of crime were on the increase, according to the LEOs who responded. Dumping of household waste, criminal damage, and dumping of landscape waste topped the list, followed by indiscriminate shooting, road hazards, thefts of public property, thefts of visitor personal property, and meth labs.**

week. They reported more commonly dealing with dumping of household waste and landscape waste during daylight hours. When areas were crowded, they were more likely to encounter thefts of personal property, domestic violence, personnel threats, theft of public property, and criminal damage. More than one-third of the LEO respondents said they were threatened or attacked because of their job. Most of these said this was a common occurrence or related to drug activity.

## Priorities

The LEOs were asked two questions about priorities. They were asked their beliefs about the priority issues facing the law enforcement profession in the Forest Service today, and were asked how the priorities of the NFS line officer with whom they most commonly interact compares with LEI priorities.

LEO respondents commented on priority issues. The responses were quite varied and were grouped into these categories: fiscal, safety, management, occupational ideals, natural resource protection, cooperation, update rules and regulations, and other. Half the LEOs made a comment related to budgets. Examples of priority issues facing the law enforcement profession in the Forest Service today were:

- 50 percent said the priority was fiscal:
  - Additional funding needed
  - Everything revolves around the budget
  - Spending our budgets on real needs rather than fluff
  - Need to be fully funded to do the job
  - Need serious help to get the budget on track
- 19 percent said the priority was safety:
  - Officer safety and public safety
  - Safety should be priority one
  - Provide enough officers to protect the employees, public, and resources
- 18 percent said the priority was management:
  - Morale needs to be changed
  - Lack of consistency throughout the agency in administering policy
  - Reduce micromanaging from regional and Washington offices
- 17 percent said the priority was occupational ideals:
  - Getting over the last hurdle of considering ourselves police officers
  - Add better trained officers with a background of being a law enforcement officer

- Ability to recruit and keep good officers
- 14 percent said the priority was natural resource protection:
  - Protection of the natural resources by better trail maintenance, fire, and thinning management
  - Stop abuse of the natural resources
- 5 percent said the priority was cooperation:
  - Regaining acceptance and cooperation of other Forest Service employees
- 5 percent said the priority was to update rules and regulations:
  - Update authorities and jurisdiction to deal with what is actually occurring on the ground
- 12 percent had other comments:
  - Stress
  - Workload and demands are increasing
  - Lack of consistency within the organization—things are done differently by different regions

In an open-ended question, we asked how priorities of the NFS line officer with whom the LEOs most commonly interacted compared with LEI priorities. Most respondent comments indicated that there was general agreement between the NFS line officer and LEI priorities. Other categories of responses were conflicting priorities, apathy, duty station issues, desire for increased enforcement, and other. Some examples follow:

- 42 percent said there is general agreement in priorities:
  - I think the priorities are pretty close and work well together
  - The line officer's priorities become my priorities
  - We basically have the same priorities
- 21 percent said there are conflicting priorities:
  - They have little or no interest in law enforcement and are often in violation of state and Forest Service regulations themselves
  - Theirs is more on resources protection and less with public safety concerns
- 8 percent said the NFS line officer is apathetic:
  - The line officer does not have a big interest in it
- 2 percent said the NFS line officers want increased enforcement:
  - NFS line officers and Forest Service staff would like to see LEI in their districts more often

- 1 percent had duty station issues:
  - They don't want us to go to other districts or forests to help out with big problems there
- 5 percent had other comments:
  - We're doing more with less and that is causing everyone stress

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**Topping the list of priorities facing the law enforcement professionals were adequate funding, safety for themselves and others, and management issues.**

**Priorities summary of responses—**

Topping the list of priorities facing the law enforcement professionals were adequate funding, safety for themselves and others, and management issues (such as morale improvement), according to the LEO respondents. Most LEOs believed that the NFS line officer with whom they most commonly interacted was in general agreement with their list of priorities.

**Customers**

The LEOs were asked who their customers were and what they thought these customers wanted from LEI on NFS lands. We also asked about recreation visitor safety and special problems they faced in protecting all forest users. Another question asked about the media portrayal of crimes against forest users.

The LEOs who responded described their customers as forest users and Forest Service employees. The responses were categorized as follows:

- 72 percent said forest users:
  - Forest users
  - General public
  - Recreating public
- 40 percent said Forest Service employees
- 7 percent said the natural and cultural resources
- 6 percent said law-abiding users
- 6 percent said local agencies
- 5 percent said adjacent landowners
- 3 percent said violators of rules and regulations
- 3 percent had other comments:
  - Visitors to the United States
  - We do not have customers, we have visitors
  - Permittees

We also asked what they thought these customers want from LEI on NFS lands. Most comments from the LEOs who responded were related to safety/protection.

Other comments were grouped into prevention, conservation, action, use/access, unregulated activity, regulations that are clear and concise, crime opportunities, and other. Some examples of what LEOs said customers want follows:

- 57 percent said customers want safety/protection:
  - Safe area to go to
  - Safe work environment, safe recreation environment
  - Safe outdoor experience
  - They want to feel protected
- 22 percent said customers want prevention:
  - Patrols
  - See an officer
  - They want to see us
- 13 percent said customers want conservation:
  - Maintain the resource quality
  - Protection of the natural resources
- 11 percent said customers want action:
  - Arrests
  - Citations
  - Enforcement of rules
- 10 percent said customers want use/access:
  - Recreation opportunities, quality experiences
  - Access to resources and recreation
- 4 percent said customers want unregulated activity:
  - Be able to do as they please
  - Unrestricted use
- 3 percent said customers want regulations that are clear and concise
- 2 percent said customers want crime opportunities
- 19 percent had other comments:
  - Assistance and cooperation from other agencies, information
  - Fairness and consistency
  - Information and respect
  - Want their money's worth

**Recreation visitors—**

We asked the LEOs to think about recreation visitor safety in their primary patrol area of responsibility with respect to both personal safety from other visitors and physical safety from site features (e.g., hazardous trees, wild animals, road hazards, etc.). We also asked them to compare these to the average recreation visitors' neighborhood.

Many LEOs who responded said that recreation visitors were mostly safe (49 percent) from other visitors or that safety varied within the patrol area (30 percent). Nine percent said that recreation visitors were very safe from other visitors, 3 percent said recreation visitors were not safe, and 2 percent said it was very dangerous for visitors. Seven percent did not respond.

Most LEOs who responded said that recreation visitors are mostly physically safe (55 percent) from site features, and another 28 percent said that it differs within the patrol area. Five percent said that recreation visitors were very safe from site features, 2 percent said recreation visitors are not safe, and 1 percent said it was very dangerous. Nine percent did not respond.

LEO respondents said that, when compared to the average recreation visitors' neighborhood, recreation visitors were very or mostly safe (86 percent) onsite from other visitors and were very or mostly safe (84 percent) from site features.

The LEO respondents were asked the types of crime or law enforcement violations most commonly thought to affect recreation visitors. Their comments varied widely. We grouped responses into these categories: urban-associated crime, drug activity, motor vehicle violations, natural resource issues, dumping household/landscape waste/littering, vandalism, assaults, other violations, and other. Many noted urban-associated crime, drug activity and "other violations" (e.g., recreation fee violations) as ones most commonly affecting recreation visitors. Some examples follow:

- 62 percent said urban-associated crime:
  - Arson
  - Domestic violence
  - Homicides
  - Thefts of visitor personal property
- 55 percent said drug activity:
  - Drug possession
  - Methamphetamine labs and dumps
  - Marijuana cultivation
- 33 percent said motor vehicle violations:

- Driving while intoxicated
- Reckless driving
- Off-highway vehicle violations
- 30 percent said natural resource issues:
  - Hunting violations
  - Timber theft
  - Forest product theft
- 19 percent said dumping household/landscape waste/littering
- 19 percent said vandalism:
  - Property vandalism
  - Vandalism of government facilities
- 18 percent said assaults:
  - Physical violence from campers to other campers
- 43 percent said other types of violations:
  - Recreation fee violations
  - Juvenile parties
  - Illegal campsites
  - Hazardous materials violations
  - Fire violations
  - Poaching
  - Cattle rustling
  - Nonpayment of recreation fees
- 23 percent had other comments:
  - Disturbing the peace
  - Loud music
  - Unruly behavior
  - Loud groups

**Forest users—**

We asked what special problems LEOs have protecting forest users in their patrol area of responsibility. We grouped their comments into the following categories: remote/too large an area to patrol adequately; lack of basic patrol equipment/officers/cooperative agreements; drug activity; increasing uses; social conflicts; hostility/armed use; and other. Responses were varied, but most LEOs mentioned

remote/too large an area to cover and/or they lack the basic patrol equipment/officers/cooperative agreements. Some examples follow:

- 30 percent said remote/too large an area to cover adequately:
  - Remoteness to backup and medical attention
  - Not enough hours in the day to do the job correctly
  - Too big an area to cover with one officer
- 21 percent said lack of patrol equipment/officers/cooperative agreements:
  - Too few deputies
  - Lack of personnel
  - Lack authorities to take some actions
  - Need more cooperative agreements
- 10 percent said drug activity:
  - Too many parties
  - Have to deal with controlled substances
- 8 percent said increasing uses:
  - Too many of them and not enough of me
  - Large groups
  - Gang use
  - More raves or large group parties
- 7 percent said social conflicts:
  - Conflict between off-highway vehicle riders and hikers
  - Conflict between motorized and nonmotorized hunters
- 6 percent said hostility/armed use:
  - There is the occasional armed and dangerous person
  - Forest users are sometimes confronted by hostile, sometimes armed illegal occupancy suspects
- 24 percent had other comments:
  - Wildlife hazards
  - Inadequate CFRs
  - Lots of search and rescue missions
  - Time in the office means less time in the field
  - Getting lost in backcountry
  - Inadequate signing and no posting of regulations



The media portrayal of crimes against forest users in the patrol area of responsibility was described by respondents as either nonexistent (42 percent) or the media portrayal of crime was mostly positive (37 percent).

**Customer summary of responses—**

The LEO respondents described forest users (defined as forest users, the general public, and recreation visitors) as their primary customers. They believed that forest users wanted to be assured of having a safe and enjoyable experience while on the forest, and that LEOs were doing their best to prevent crime and to protect the natural resources. About half of the LEOs felt that recreation visitors were mostly safe from other visitors and mostly physically safe from site features, while about one-quarter noted that these conditions varied within the patrol area. The LEOs nevertheless believed that recreation visitors were safe from others and from site features. The three types of crime or law enforcement violations cited most often by LEOs as those that most commonly affect recreation visitors were urban-associated crimes (e.g., theft, weapons violations, and break-ins); drug activity; and motor vehicle violations. In general, LEOs noted that, in protecting forest users, they were hampered by their patrol areas' large sizes and remoteness, coupled with a lack of resources (e.g., inadequate numbers of law enforcement personnel, equipment, and lack of backup).

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**They believed that forest users wanted to be assured of having a safe and enjoyable experience while on the forest.**

**Natural Resources**

The LEOs were asked about their perceptions about the quality of the natural resources during the time they have worked at their current forest and about the level of maintenance of Forest Service facilities and developed areas. They also were asked about media portrayals of crime against resources and fire crimes.

Most of the responding LEOs reported that they thought the quality of the natural resources in their patrol area of responsibility had declined (61 percent) during the time they worked there. Others said it has remained the same (26 percent). Some said it had improved (10 percent).

Most of the LEO respondents said the maintenance of Forest Service facilities and developed areas in their patrol area of responsibility had declined (58 percent) during the time they worked there. Equal numbers said the maintenance had improved (19 percent) and it had remained the same (19 percent).

The LEOs perception of media portrayal of crimes against resources in the patrol area of responsibility was mostly positive (42 percent) or nonexistent (34 percent). The media portrayal of fire crimes in the patrol area of responsibility was mostly positive (55 percent) or nonexistent (22 percent).

**Natural resource summary of responses—**

For their patrol areas, most LEOs reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas. Nearly half of the responding LEOs believed that the media portrayal of crimes against resources was mostly positive, and just over half believed that the media portrayal of fire crimes was mostly positive.

**Success Stories**

A few LEOs shared success stories (22 percent). They provided 79 comments about successes; many were related to solving crimes and getting convictions. In addition, the comments the LEOs provided were grouped into the categories good cooperation, proactive programs, positive feedback/gratitude, operations work, and other. Some examples follow:

- 24 percent said solving crimes/getting convictions:
  - Resource theft dropped after use of zero tolerance policy
  - Recovering items stolen from federal property
  - Eradicating marijuana plants
  - Forest product thefts have decreased
  - Closed a dangerous place
  - Caught a career criminal with a large amount of drugs and money
- 16 percent said good cooperation:
  - With local tribes over burial sites
  - With Department of Fish and Game and Forest Service over poachers
  - With state conservation officers
  - 2002 Olympics cooperation
- 15 percent said proactive programs:
  - Developing a K-9 program
  - Alternative patrol methods
  - Use of Geographic Information System to help close and rehabilitate illegal trails
- 14 percent said positive feedback/gratitude:
  - LEOs make a difference
  - Have received letters of thanks
  - Lots of positive feedback from the community related to drug cases
- 9 percent said operations work:

- Search and rescue operations
- 21 percent had other comments:
  - Ability to overcome many obstacles to become a LEO
  - Staying in the job many years
  - Being able to get lots of training

Nearly half of the LEO respondents described special policing programs that have worked well (47 percent). The LEOs provided 163 comments about those programs. About one-third of the programs were categorized as related to patrol/visibility. Other categories were cooperation with other agencies, public education, public contact, community involvement, specialized equipment, and other. Some examples of comments follow:

- 34 percent said patrol/visibility:
  - Attention to problem areas, enforcement programs
- 16 percent said cooperation with other agencies
- 16 percent said public education:
  - Public events
  - Scout meetings
- 12 percent said public contact:
  - Getting to know people
- 11 percent said community involvement:
  - Volunteers
  - Youth programs
- 3 percent said specialized equipment
- 8 percent had other comments:
  - K-9 program
  - Added FPOs
  - Personal belief that it is better to gain future compliance than to write a ticket

We asked how LEOs measure the success of the policing programs. Most of the responses were related to positive perceptions and reductions in violations. Other comments were:

- 28 percent said public/employee/cooperator perceptions are positive:
  - Measure by the public perception

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**We asked how LEOs measure the success of the policing programs. Most of the responses were related to positive perceptions and reductions in violations.**

- Accolades received by cooperating agencies
- Word of mouth from local citizens
- Feedback from other agencies
- 25 percent said reduction in violations:
  - Measure by the number of violations
  - Reductions in violations
  - Fewer incidents
  - Public follows the rules
- 2 percent said cases are up-to-date:
  - Cases filed and tickets written
  - We produce a lot of paper, reports, cites to show our work
- 2 percent said preservation of natural resources:
  - Resource damage is down
- 9 percent had other comments:
  - Visitors feel safe going there
  - Develop community awareness program and watch people join in
  - No good way to measure

We asked what policing programs LEOs had tried (if any) that were not successful. We received 48 comments that differed widely. These were grouped into categories of problems deriving from law enforcement scheduling, increased patrols, drug policing, off-highway vehicle management, education of users, and other. Some examples follow:

- 20 percent said law enforcement scheduling:
  - FPO coverage is inconsistent and they get called away
  - Attempted to place FPOs across too large an area
- 18 percent said increased patrols:
  - Saturation patrols can never get the resources together when the weather is right
- 8 percent said drug policing:
  - The war on illegal drugs
- 8 percent said off-highway vehicle management:
  - Illegal off-highway vehicle use
  - User-built trail enforcement

- 4 percent said education of users
- 42 percent had other comments:
  - Timely response to ongoing resource calls
  - Programs that operate in a vacuum that result in little contact with people, other than violators, are unsuccessful
  - Being proactive has been discouraged because you have to let the public know exactly where the line is and hold that line
  - Fix-it tickets give the wrong impression to the public
  - Abandoned vehicles

The LEOs also were asked why they thought these programs were unsuccessful. Together they provided 48 comments that were mostly related to lack of support and too few officers. Other topics were not being popular with users, slow response time, too busy/too many priorities, and other. Some examples follow:

- 35 percent said lack of support:
  - Managing from the office
  - Other agencies don't always do what they should
  - Lack of support from local district on designating closures or restricting areas
  - Court system fails us when people are caught
  - Forest supervisors and district rangers need to see some direction for the FPOs before the program will actually work
- 19 percent said too few officers:
  - Inadequate coverage
  - Too many users and not enough officers
- 6 percent said not being popular with users:
  - They don't like closures and find new ways to get into areas we don't want them in
- 4 percent said slow response time
- 2 percent said too busy/too many priorities:
  - Unclear what we should be focusing on
  - Triage enforcement does not work if you don't have the people needed to do it
- 31 percent had other comments:
  - Lack equipment

- One way to do things does not fit all, such as zero tolerance
- Get caught up in the “we’ve never done it that way” syndrome
- No good way to count success because if we do our job then violations go down but low numbers don’t count as success

#### **Success stories summary of responses—**

LEOs who volunteered law enforcement success stories reported successes in solving crimes and getting convictions, good cooperation, and proactive programs. Almost half of the LEO respondents described special policing programs that worked well. These included visible and concentrated patrols, cooperation with other law enforcement agencies, public education, public contact, and community policing and involvement. They measured their success by the positive perceptions held, or the lack of complaints made, by the public, NFS employees, and their cooperators, and by a reduction in violations. Programs perceived as less successful were thought to be so owing to lack of support and too few officers.

#### **Successful LEI Program**

We asked LEOs to describe a successful **national** program. Responses differed widely and were grouped into categories related to resources, understanding/interaction, personnel, leadership, consistent policies/regulations, support/trust, occupational ideals, good communication, and other. Some examples of LEO comments follow:

- 23 percent said resources:
  - Train all employees well, funding for the program
  - Solve the budget problems facing the Forest Service and LEI
  - FLETC needs to be more flexible about use of specialized equipment
  - Distribute funding equitably
  - Reduce number of agents in Washington office and get funds to the ground
- 17 percent said understanding/interaction:
  - Share mission with remainder of Forest Service
  - It’s all about building and maintaining relationships at all levels
  - Increased awareness by the public about what we do and why we do it
  - More support from line/staff officers
- 17 percent said personnel:
  - Being able to fill jobs quicker when someone leaves
  - A program that ensures that it gets the people it needs

- We need more officers for the benefit of LEI
- Need at least two officers per district and at least one special agent
- 16 percent said leadership:
  - Forest Service director of LEI needs to be filled from Forest Service ranks
  - Spend time in the field to keep it real
  - Demand excellence, honesty, and integrity
- 14 percent said consistent policies/regulations:
  - Be more consistent throughout the Nation with regard to how things are done
  - Setting national standards, revising our codes
  - Consistent protocols from region to region
- 10 percent said support/trust:
  - Get the recognition we deserve
  - Fully integrated into the Forest Service
  - Support from the top down
- 8 percent said occupational ideals:
  - Develop LEO job standards
  - Career ladder for officers
  - Use sheriff's office model
- 6 percent said good communication:
  - Make sure the Chief knows what we do and our successes
- 12 percent had other comments:
  - Protect the resources, the public, and employees
  - Separate from Forest Service line
  - Program needs to be more diverse and well-rounded

The LEOs were asked to describe a successful **regional** program. Responses varied widely and were grouped into categories related to resources, understanding/interaction, personnel, leadership, support/trust, occupational ideals, consistent policies/regulations, good communication, and other. Some examples of LEO comments follow:

- 24 percent said resources:
  - Supply equipment necessary to do the job safely and effectively
  - Allow and encourage training

- Adequate budget to perform duties
- Have the funding needed to support the needs of the personnel to get the job done
- Less overhead
- 19 percent said understanding/interaction:
  - Work closely with Forest Service regional staff
  - A program that is associated well with the rest of the national forest at the regional level in identifying and obtaining the needs of the LEOs and agents in the field at the local level
- 17 percent said personnel:
  - Staffing levels
  - More officers on patrol
  - Tenure and experience of LEOs should be considered an asset, and full-time LEOs should be given priority status for promotional opportunities within LEI
- 14 percent said leadership:
  - Give the local forest or zone law enforcement supervisors more authority and responsibility to deal with local needs
  - Clear direction
- 10 percent said support/trust:
  - Actual law enforcement backbone that backs its officers
  - Regional office would have the support of the Washington office
  - A good Special Agent in Charge (SAC) that fights for your region and knows what it is like to be in the field and conveys that to the director
- 10 percent said occupational ideals:
  - Develop LEO job standards
  - LEOs should have pride in the profession
  - There should be accountability for lack of production
- 8 percent said consistent policies/regulations:
  - Consistency between zones
  - Better laws, with no forest special rules
- 7 percent said good communication:
  - People need to hear about what we do
  - Zone commanders would be in close communication with the region



- 9 percent had other comments:
  - Pick a couple of issues and focus on them tenaciously
  - Meet the needs and priorities of the region while at the same time maintaining a positive working environment for law enforcement personnel

The LEOs were asked to describe a successful **local** program. Responses differed widely and were grouped into these categories: understanding/interaction, personnel, consistent policies/regulations, resources, good communication, support/trust, leadership, and other. Some examples of LEO comments follow:

- 23 percent said understanding/interaction:
  - District ranger includes the LEO in planning purposes and asks for input on restrictions and closures
  - Get the respect of your cooperators by running a professional and proactive law enforcement program
  - Forest supervisor and district rangers work closely with law enforcement
  - Maintain good working relations with locals
- 21 percent said personnel:
  - Sufficient officers to cover area
  - Enough officers to do the job safely
  - Change back to old system so have fewer supervisors and more LEOs
- 12 percent said consistent policies/regulations:
  - Clearly identify objectives and performance measures
  - There is not enough consistency in policy decisions
- 10 percent said resources:
  - Support with budget and equipment
  - More dollars to adequately fund LEO positions
- 9 percent said good communications:
  - A program where the LEO communicates weekly with the district ranger
  - Keep regions updated on what the issues are, and how to best solve them
- 9 percent said support/trust:
  - LEOs are given the tools and support needed to do the job safely and efficiently
  - LEI is well thought of, both inside and outside the Forest Service
- 8 percent said leadership:

- Provides strong leadership
- Need an intelligent and great communicator and motivator
- 9 percent had other comments:
  - Increase in compliance owing to LEI efforts
  - Get rid of stovepipe structure
  - Reward officers for going beyond their duty

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**Nationally, a successful program was characterized by respondents as one having sufficient resources, and is understood by those engaged in or affected by the program, staffed by highly qualified individuals, and under good leadership.**

**Successful LEI program summary of responses—**

Nationally, a successful program was characterized by respondents as one having sufficient resources, and is understood by those engaged in or affected by the program, staffed by highly qualified individuals, and under good leadership. Similarly, a successful program regionally was characterized as one having sufficient resources, and is understood by those engaged in or affected by the program, is staffed by highly qualified individuals, and is under good leadership. Locally, success depended on understanding and good working relationships by those engaged in or affected by the program, having a program staffed by highly qualified individuals, and having consistent policies and regulations.

**Other Comments**

We asked the LEOs if there was anything else they would like to tell us. Some comments were positive, most were negative, and others were about the survey itself:

Positive comments (8 percent) included these:

- I love my job. I just wish it was a full-time LEO.
- I have worked for the forest in all departments and LEO work is the best job the Forest Service has to offer.
- LEI has come a long way over the years. I believe the Forest Service is a good agency and I am proud to be a LEO.
- I truly believe that things are going in a good direction for USFS LEI, but there is a lot of work to do.
- Forest Service law enforcement in relation to jobs and equipment has come a long way, and we need to appreciate where we are, and the support of the agency.
- With all the problems and issues of working for the federal government as a Forest Service LEO, it is still a very gratifying and noble profession.

Negative comments (20 percent) included these:

- Management within LEI has gone from a family-oriented organization striving to help the LEOs to one that is not caring about a person’s family. I’m never allowed a weekend off unless on leave.

- The Forest Service is an excellent agency; however, the Forest Service has changed dramatically in the past several years. As a result of the budget constraints, the Forest Service has been looking at several ways to conduct business, and the productivity and the quality of service has decreased. Forest Service employees in general are not having fun doing their job anymore like they used to.
- Current management demands we give up everything in our lives to work in these positions. We are on call 24 hours a day, 7 days a week.
- Women are treated differently than men from my experience and other women I have talked to. They are slighted in opportunities for career growth and development, among other problems.
- Please pass this information on without any alterations. The feeling in the field is that we are not supported in the field because of the Washington office. We need funding, training, and equipment to keep public lands safe for all people to enjoy. [Examples of equipment deleted.] Our criminals are nationwide and move a lot. [Deleted continued concern over equipment]. I love my job and consider it an honor. We need to make some changes, or we will continue to lose the battle to save our forests, and lose good officers to other agencies.
- There is no other job I would want than a K-9 officer. I typically get to be in the heat of things. I feel the K-9 program is underfunded and not completely used by LEI to its maximum benefits. I do not get benefits to cover the additional costs and the 24-hour responsibility.
- It is imperative that the vacant positions are filled. The workload is increasing and cannot be handled by current staffing. It is also negatively affecting the morale of current LEOs. This downward trend cannot continue if we are to be a successful program.
- I think the decision to get a “gold badge” for everyone, a “dress uniform” and “Executive Series” status for the director position as some of the first agenda items shows how out of touch the [previous] director is with what our problems are. With drugs in the forest, lack of equipment, budget shortfalls, and this is what he announces in one of his first messages speaks volumes.  
Comments about the survey (10 percent) included these:
- I'd like to see the data compiled from this project reach everyone in the Forest Service. Not just regurgitated to LEI, but to everyone in the Forest Service, from the Chief all the way down to the technicians.

- I hope this survey really helps law enforcement.
- Thank you for producing this survey, and I only hope that it is not like the rest of the efforts to try to fix things and nothing happens.
- Question why you need to do this survey. We submitted a survey of some sort at one time. We submit these surveys just to benefit something. I know no improvement would be made in the field of law enforcement.
- My fellow officers and I have taken time to complete this survey. Hopefully something positive will result from it.
- While trying not to be negative I don't really feel this will accomplish much. This is probably the third or fourth survey I have completed during my career and I haven't seen anything positive or beneficial to the law enforcement program.
- I think this study is just another way of wasting money that can be better spent for equipment, training, and hiring additional LEOs. I think it is pretty sad that we have to show what we do. I have been doing this job 19 years and no one knows what we do??? If this is voluntary then why are you sending out reminders??

“Other” comments (4 percent) included these:

- The LEOs need more appreciation for the risk they take protecting employees, forest visitors, and the natural resources.
- The USFS LEI priority has to shift from resource protection to protection of the public, and law enforcement needs the authority, policies, and tools to do that.
- Are we going to survive as an agency within an agency?
- I would like to see the amount of paperwork reduced.

## Discussion

This study was the first in a series of studies evaluating perceptions of law enforcement personnel in the USFS. The ultimate goals of the work are threefold. First, the LEI studies serve as a followup to a previous qualitative study to learn more about crime and violence on national forests and grasslands, and the impacts on recreation visitation and management of those national forests (Chavez and Tynon 2000, Tynon and Chavez 2002, Tynon et al. 2001). Second, the LEI studies serve as a followup to a previous qualitative study testing the key characteristics of success in law enforcement, measuring opinions about recreation visitor and public safety, and evaluating impacts to natural resources (Chavez et al. 2004, Tynon and Chavez

2006). Third, the LEI studies serve to provide Credibility Through Accountability/Performance Accountability System information for LEI.

This study met several specific goals. We gathered information from LEOs about crime and violence at USFS sites nationwide; reported what crimes and acts of violence are occurring, the extent of crimes, and the impacts they have on public land management and public safety; determined LEOs' perceptions of the impacts of crime and violence to recreation visitors and other forest users; identified what LEOs believed to be measures of law enforcement success; identified successful LEI programs nationally, regionally, and locally; tested the key characteristics of law enforcement success; and identified additional successful strategies used by LEOs to deal with crime in forest settings. Summaries of specific subject findings are found within the report. The purpose of this section is to discuss some overall findings.

The LEOs who responded bring years of experience that lend credence to their perceptions about their job and their place in the USFS. These LEOs were dealing with an extremely varied array of crimes and acts of violence. Many of these incidents were thought to either remain at the same rate of occurrence in FY04 compared to FY03 or were thought to be on the increase. At the same time, officers were patrolling large numbers of acres with what they perceived to be too few officers (LEOs and FPOs) and sometimes inadequate external support. One concern that was raised frequently was associated with limitations associated with their mandated dependence on others. The need to rely on others was related to current regulations, and many suggested those regulations were in need of change.

In examining the data for common responses across questions, we found that one concern for the responding USFS LEOs is relationships. The LEOs were especially concerned about the perceptions that others had of them, including people within and outside the agency. Good relationships, working together, and collaboration were ways they would measure success within the LEI program. Most problematic to the development of good relationships were the lack of understanding, support, and trust from others.

Another common response across questions indicated that one concern for responding USFS LEOs was lack of adequate resources. This was often expressed in terms of deficiencies in funding, personnel, and equipment. Fiscal concerns were raised often and seen as detrimental to getting the job done. This relates to the shortage of personnel; there were not enough funds to hire new LEOs. Equipment concerns were related to safety issues. These concerns were both internal and related to the safety of forest users. Specific comments were raised about not having the basic equipment the job requires.

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**The LEOs were especially concerned about the perceptions that others had of them, including people within and outside the agency.**

Natural resource protection was seen as important, too. Many of the LEOs reported increasing problems with forest users dumping household and landscape waste on national forest lands. They reported that the quality of the natural resources had been compromised during the time they worked there. Protection of the natural resources was seen as a component of a successful LEI program.

Safety of forest users, customers, and Forest Service employees was another concern. Urban-associated activities, drug activity, and motor vehicle violations were problematic and seen as on the rise. These are some of the same activities described in the earlier qualitative studies (Chavez and Tynon 2000, Tynon and Chavez 2002, Tynon et al. 2001).

Successes in law enforcement were described as successes in solving crimes and getting convictions, good cooperation, and proactive programs. Several of the descriptions matched the key characteristics of success we identified in earlier studies (Chavez et al. 2004, Tynon and Chavez 2006). These characteristics included adequate and appropriate resources, collaboration, and communication. These also tie into the characteristics identified as integral to a successful law enforcement program, including adequate resources and understanding.

Finally, we think there are several ways to use the results of this study of LEOs in the USFS. The identification of issues, particularly issues that are consistent across regions, could be used to prioritize law enforcement efforts. The case studies of success indicated that focus on problem areas was important to overcoming the problems. In addition, some of the successes that have occurred, in combination with a focus on the characteristics identified as integral to a successful LEI program could be identified as a priority focus area for officers and leaders. This has some serious implications for budgeting and staffing. Some consideration might be made of the current allocation of resources and whether it is congruent with the issues identified by the LEOs.

On the face of the comments, it appears that criteria deemed important for a successful LEI program all focus on officers and their needs. Further examination of the many comments indicates a great desire by the LEOs to work for the public good, keep visitors safe, and protect the land base; serving their needs is simply a way to reach these broader goals.

Additional studies planned for assessing the LEI program will measure opinions of other employees within the enforcement branch as well as the investigative branch. They will be asked questions similar to the ones asked of the LEOs. In addition, we will be surveying customers of LEI including district rangers and forest supervisors. It is hoped together these will provide a balanced picture of LEI in the USFS.

## Acknowledgments

We are indebted to representatives of LEI and the Pacific Southwest Research Station (PSW) for their efforts.

From LEI, USFS: Ron Sprinkle, then Director LEI; David Ferrell, Deputy Director; Jonathan Herrick, Region 10; Ann Melle, Washington office (WO); Pat Henderson, Region 2/WO; Gordon Gregg, Region 8; and Richard Glodowski, Region 9. We appreciate the funding provided from the Washington office for office support staff at the PSW.

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## Appendix 1: LEO Survey Questionnaire

Dear FS Law Enforcement Officer,

You recently received a letter from Director Sprinkle about the Law Enforcement Officer survey being conducted by myself (Dr. Debbie Chavez, PSW) and Dr. Jo Tynon (Oregon State University). We thank you for taking time from your busy schedules to respond to this survey.

In the last few years, law enforcement officers (LEOs) in the USFS have faced some tough challenges. In order to understand and respond appropriately to current and future needs, it is important to hear from you. This study is part of a larger effort to capture law enforcement successes so that others can benefit from what already works. We are also partnering with those who seek to develop meaningful performance measures for what you do. This study is one way for you to tell your story.

Completing the questionnaire will take about 30 minutes of your time. Your answers will be coded for computer analysis, combined with those from other LEOs, and used for statistical summaries only. At no time will your name be released or associated with your responses. Your participation in this study is voluntary and you may refuse to answer any question. Your participation is vital to the study, and to future planning for LE&I. **Responses are due March 21.**

The answers you provide will be kept confidential to the extent permitted by law. Special precautions have been established to protect the confidentiality of your responses. The identification number associated with your questionnaire will be removed once your questionnaire has been returned. We use the number to contact those who have not returned their questionnaire, so we do not burden those who have responded. Your completed questionnaire will be destroyed once your responses have been tallied. There are no foreseeable risks to you as a participant in this project, nor are there any direct benefits. However, your participation is extremely valued.

If you have any questions about the survey, please contact Debbie Chavez at (951) 680-1558 (email [dchavez@fs.fed.us](mailto:dchavez@fs.fed.us)) or Jo Tynon at (541) 737-1499 (email [Jo.Tynon@oregonstate.edu](mailto:Jo.Tynon@oregonstate.edu)). If we are not available when you call, please leave a message and one of us will call you back. If you have questions about your rights as a participant in this research project, please contact the Oregon State University Institutional Review Board (IRB) Human Protections Administrator at (541) 737-3437 (email [IRB@oregonstate.edu](mailto:IRB@oregonstate.edu)).

Responses can be sent in several ways: You can send the completed survey via e-mail to [dchavez@fs.fed.us](mailto:dchavez@fs.fed.us), you can fax it to Debbie Chavez at (951) 680-1501, or you can mail it to Debbie Chavez at PSW, 4955 Canyon Crest Drive, Riverside, CA 92507.

Thank you for your help. We appreciate your cooperation.

Sincerely,

*Deborah J. Chavez*, Ph.D.,  
Research Social Scientist  
PSW Research Station  
USDA Forest Service  
4955 Canyon Crest Dr.  
Riverside, CA 92507-6099

*Joanne F. Tynon*, Ph.D., Social Scientist  
Forest Recreation Resources  
Department of Forest Resources  
107 Peavy Hall  
College of Forestry  
Oregon State University  
Corvallis, OR 97331-5703



7. Do you have cooperative law agreements with other law enforcement agencies?

\_\_\_\_\_ no  
 \_\_\_\_\_ yes

\_\_\_\_\_ City/town/community law enforcement  
 \_\_\_\_\_ County Sheriff's office  
 \_\_\_\_\_ State Police  
 \_\_\_\_\_ other (please explain: \_\_\_\_\_)

8. On an average day, how many sworn personnel from other law enforcement agencies provide FS reimbursed law enforcement services on or affecting the NFS in your patrol area of responsibility?

\_\_\_\_\_ # City/town/community law enforcement  
 \_\_\_\_\_ # County Sheriff's office  
 \_\_\_\_\_ # State Police  
 \_\_\_\_\_ # other (please explain: \_\_\_\_\_)

9. Do you think the reimbursed patrols/enforcement work by cooperating law enforcement officers in your patrol area offer adequate services or inadequate services in responding to or preventing crime?

City/town/community:	County Sheriff's:	State Police:
_____ adequate	_____ adequate	_____ adequate
_____ inadequate	_____ inadequate	_____ inadequate
_____ don't know	_____ don't know	_____ don't know

10. On an average day, roughly how many sworn personnel from other law enforcement agencies provide law enforcement services on or affecting the NFS that are NOT reimbursed by the FS in your patrol area of responsibility?

\_\_\_\_\_ # City/town/community law enforcement  
 \_\_\_\_\_ # County Sheriff's office  
 \_\_\_\_\_ # State Police  
 \_\_\_\_\_ # other (please explain: \_\_\_\_\_)

11. Do you think the level of non-reimbursed services by non-FS law enforcement officers in your patrol area are adequate or inadequate in preventing or responding to crime?

City/town/community:	County Sheriffs:	State Police:
_____ adequate	_____ adequate	_____ adequate
_____ inadequate	_____ inadequate	_____ inadequate
_____ don't know	_____ don't know	_____ don't know

12. When you think about recreation visitor safety in your primary patrol area of responsibility, do you think it is very safe, mostly safe, not safe, very dangerous, or it varies within your patrol area of responsibility? Please respond for personal safety from other visitors and for physical safety from site features (e.g., hazard trees, wild animals, road hazards, etc).

Personal safety from other visitors:

- \_\_\_\_\_ recreation visitors are very safe here
- \_\_\_\_\_ recreation visitors are mostly safe here
- \_\_\_\_\_ recreation visitors are not safe here
- \_\_\_\_\_ it is very dangerous for visitors here
- \_\_\_\_\_ it varies within the patrol area
- \_\_\_\_\_ don't know

Physical safety from site features:

- \_\_\_\_\_ recreation visitors are very safe here
- \_\_\_\_\_ recreation visitors are mostly safe here
- \_\_\_\_\_ recreation visitors are not safe here
- \_\_\_\_\_ it is very dangerous for visitors here
- \_\_\_\_\_ it varies within the patrol area
- \_\_\_\_\_ don't know

13. When you think about recreation visitor safety in your patrol area of responsibility, do you think it is very safe, mostly safe, not safe, or very dangerous in your patrol area compared to places in the average recreation visitors' neighborhood?

Personal safety from other visitors:

- \_\_\_\_\_ recreation visitors are very safe here
- \_\_\_\_\_ recreation visitors are mostly safe here
- \_\_\_\_\_ recreation visitors are not safe here
- \_\_\_\_\_ it is very dangerous for visitors here
- \_\_\_\_\_ don't know

Physical safety from site features:

- \_\_\_\_\_ recreation visitors are very safe here
- \_\_\_\_\_ recreation visitors are mostly safe here
- \_\_\_\_\_ recreation visitors are not safe here
- \_\_\_\_\_ it is very dangerous for visitors here
- \_\_\_\_\_ don't know

14. What types of crimes or law enforcement violations most commonly affect recreation visitors to your patrol area of responsibility?

15. Do you think the following crimes, law enforcement violations, and other patrol activities in your patrol area of responsibility have increased, decreased, or remained about the same in the last fiscal year (FY04) as compared to FY03.

	Increased	Decreased	Remained the same	Don't know
a. Arson	_____	_____	_____	_____
b. Domestic violence	_____	_____	_____	_____
c. Thefts of visitor personal property	_____	_____	_____	_____

d. Thefts of public property	_____	_____	_____	_____
e. Gang activity	_____	_____	_____	_____
f. Body dumping	_____	_____	_____	_____
g. Shooting (indiscriminate)	_____	_____	_____	_____
h. Suicides	_____	_____	_____	_____
i. Murder	_____	_____	_____	_____
j. Rape / sexual assault	_____	_____	_____	_____
k. Drive-by shooting	_____	_____	_____	_____
l. Criminal damage	_____	_____	_____	_____
m. Personnel threats	_____	_____	_____	_____
n. Threats against property	_____	_____	_____	_____
o. Marijuana cultivation	_____	_____	_____	_____
p. Meth labs _____	_____	_____	_____	_____
q. Meth chemical dump	_____	_____	_____	_____
r. Armed defense of crops	_____	_____	_____	_____
s. Dumping of household waste	_____	_____	_____	_____
t. Dumping of landscape waste	_____	_____	_____	_____
u. Trespass of undocumented immigrants	_____	_____	_____	_____
v. Armed defense of forest products	_____	_____	_____	_____
w. Natural fire hazards	_____	_____	_____	_____
x. Accidental fire activity	_____	_____	_____	_____
y. Weather hazards	_____	_____	_____	_____
z. Wildlife hazards	_____	_____	_____	_____
aa. Road hazards	_____	_____	_____	_____
bb. Other _____	_____	_____	_____	_____

15a. Of the above, which ones are more common during the week (rather than the weekend; list the letter of the items, for example, b & d): \_\_\_\_\_

15b. Of the above, which are more common during the daytime hours (as opposed to nighttime): \_\_\_\_\_

15c. Of the above, which are more common when the area is crowded (as opposed to when not many visitors are in the area): \_\_\_\_\_

16. What special problems do you have protecting forest users in your patrol area of responsibility?

17. During the time you have worked in your patrol area of responsibility have you seen the quality of the natural resources in your patrol area degrade, improve, or remain the same? How about the maintenance of FS facilities and developed areas?

Quality of the natural resources:

- \_\_\_\_\_ degraded
- \_\_\_\_\_ improved
- \_\_\_\_\_ remained the same
- \_\_\_\_\_ don't know

Maintenance of FS facilities and developed areas:

- \_\_\_\_\_ degraded
- \_\_\_\_\_ improved
- \_\_\_\_\_ remained the same
- \_\_\_\_\_ don't know

18. Rank 1 to 4 your highest priority (1 is highest priority). Is it protecting forest users, protecting resources, protecting NFS employees, or protecting public property? Rank 1 to 4 what you believe the NFS line officer you most commonly interact with thinks is your highest priority: protecting forest users; protecting resources; protecting NFS employees; or protecting public property? (1 is NFS line officers' view of your highest priority)

Your view:

- \_\_\_\_\_ protecting forest users
- \_\_\_\_\_ protecting resources
- \_\_\_\_\_ protecting NFS employees
- \_\_\_\_\_ protecting public property
- \_\_\_\_\_ don't know

NFS line officers' view:

- \_\_\_\_\_ protecting forest users
- \_\_\_\_\_ protecting resources
- \_\_\_\_\_ protecting NFS employees
- \_\_\_\_\_ protecting public property
- \_\_\_\_\_ don't know

19. Is your authority and jurisdiction adequate for what you feel is expected or demanded of you internally and externally?

- \_\_\_\_\_ yes
- \_\_\_\_\_ no

If no, please explain:

20. What has been the media portrayal of crimes against forest users, crimes against resources, and fire crimes in your patrol area of responsibility?

Crimes against forest users:

\_\_\_\_\_ mostly positive

\_\_\_\_\_ mostly negative

\_\_\_\_\_ no coverage

\_\_\_\_\_ don't know

Crimes against resources:

\_\_\_\_\_ mostly positive

\_\_\_\_\_ mostly negative

\_\_\_\_\_ no coverage

\_\_\_\_\_ don't know

Fire crimes:

\_\_\_\_\_ mostly positive

\_\_\_\_\_ mostly negative

\_\_\_\_\_ no coverage

\_\_\_\_\_ don't know

21. Do you have adequate resources to do your job?

\_\_\_\_\_ no

\_\_\_\_\_ yes

If not, what additional resources do you need?

22. What do you believe LE&I's relationship with the rest of the FS should be?

23. Where does LE&I fit within the FS organization and programs?

24. Do you have any special policing programs that have worked well?

\_\_\_\_\_ no

\_\_\_\_\_ yes. What are they?

25. How do you measure the success of your policing programs?

26. What policing programs have you tried (if any) that were not successful? Briefly explain why they were not successful.

27. What do you believe are the priority issues facing the law enforcement profession in the FS today?

28. How do the priorities of the NFS line officer you most commonly interact with in your patrol area of responsibility compare with LE&I priorities?

29. Does the NFS line officer you most commonly interact with in your area know what you do? Further, do they understand what you do?

30. Whom do you believe your “customers” are?

31. What do you believe your customers want from LE&I on NFS lands?

32. Do you feel supported by LE&I line officers, NFS line officers, or local NFS employees?

LE&I line officers:

NFS line officers:

Local NFS employees:

\_\_\_\_\_ yes

\_\_\_\_\_ yes

\_\_\_\_\_ yes

\_\_\_\_\_ no, please explain

\_\_\_\_\_ no, please explain

\_\_\_\_\_ no, please explain

33. How well do you communicate with others in the Forest Service in your area of responsibility? Please explain and add how you go about communicating.

34. How would you describe a successful LE&I program nationally, regionally, and locally?

Nationally:

Regionally:

Locally:



35. Do you have a LE success story you'd like to share?

\_\_\_\_\_ no

\_\_\_\_\_ yes, please describe:

36. Have you ever been threatened or attacked because of your job?

\_\_\_\_\_ no

\_\_\_\_\_ yes. Please briefly describe incidents in the past 3 years.

**Please tell us about yourself.**

37. I am \_\_\_\_\_ male \_\_\_\_\_ female

38. I am \_\_\_\_\_ years old

39. I consider myself:

\_\_\_\_\_ Black \_\_\_\_\_ White \_\_\_\_\_ Hispanic

\_\_\_\_\_ Asian \_\_\_\_\_ Multiracial

\_\_\_\_\_ Other: \_\_\_\_\_

40. I have been in law enforcement a total of \_\_\_\_\_ years.

41. I have been with the FS a total of \_\_\_\_\_ years

42. I have been an LEO for the FS a total of \_\_\_\_\_ years

43. I have been an LEO at this duty station \_\_\_\_\_ years.

44. I have completed (please circle)

9 10 11 12            13 14 15 16 17 18 19 20 21 22+

High School            College through Graduate School

45. The highest academic degree I hold is:

\_\_\_\_\_

46. My academic degree is related to my work in law enforcement

\_\_\_\_\_ yes

\_\_\_\_\_ no

Is there anything else you would like to tell us?

**Thank you!!!**

We do appreciate the time and effort it took to complete this questionnaire. The results will be summarized into a report for LE&I in the Washington Office and will later be included in published manuscripts. Your individual data will not be disclosed to anyone.

## Appendix 2: Region 1 Results

Results are reported for all 24 respondents from Region 1 unless noted otherwise. Response rate was 67 percent. Caution should be used in interpretation owing to the small sample size. See appendix 1 for survey questionnaire.

### Demographics

Most of the Region 1 law enforcement officers (LEOs) who responded were male (83 percent versus 17 percent female). They averaged 38.8 years of age ( $n = 24$ ;  $SD = 10.1$ ). Fifty-five percent of LEOs were between the ages of 20 and 39, and 42 percent of the LEOs were between the ages of 40 and 59.

The majority of LEOs who responded for this region were White (92 percent). Others were Hispanic (4 percent), or multiracial (4 percent). Years of school completed averaged 15.1 years ( $n = 21$ ;  $SD = 1.6$ ), with more than half (58 percent) of the LEOs holding an academic degree related to their work in law enforcement.

The LEOs who responded had been in law enforcement an average of 10.5 years ( $n = 23$ ;  $SD = 7.1$ ), with about half (48 percent) reporting less than 7 years in law enforcement.

The LEO respondents had an average 14.3 years ( $n = 24$ ;  $SD = 10.9$ ) with the Forest Service. Almost half (46 percent) had worked for the Forest Service 10 or fewer years, and 38 percent had 5 or fewer years with the agency.

Respondents had been a LEO for the Forest Service an average of 9 years ( $n = 24$ ;  $SD = 7.3$ ). Half (50 percent) had worked as a LEO for the Forest Service 5 or fewer years, and 63 percent had 10 or fewer years as a LEO with the agency.

The LEO respondents in this region had been at their duty station an average of 6 years ( $n = 24$ ;  $SD = 1.6$ ). Three-fourths (75 percent) had worked at their duty station for 10 years or less, and 54 percent had been at their duty station for 5 or fewer years.

### Demographic summary of respondents—

Region 1 LEO respondents were mostly male, predominantly White, and several years away from retirement. Almost half of them had 10 or fewer years vested in law enforcement either with the U.S. Forest Service (USFS) or elsewhere. Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

### Background on Area of Responsibility

The LEOs who responded reported an average 896,720 acres in their primary area of responsibility ( $n = 23$ ;  $SD = 487,296$ ), and further noted that they normally accessed an average 548,182 acres for patrol purposes ( $n = 22$ ;  $SD = 482,727$ ).

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**The LEOs who responded had been in law enforcement an average of 10.5 years.**

Patrol area of responsibility varied. Most who responded reported their area of responsibility as semirural (33 percent), followed by extremely remote setting (25 percent), and urban/urban interface (8 percent). (Note that 33 percent of respondents did not reply to this question or marked more than one response.)

Average total incidents the LEO was personally involved in during FY04 (reported in Law Enforcement and Investigations Management Attainment Reporting System, not including incidents the LEO merely reviewed or provided oversight) by the LEO respondents was 211 (n = 19; SD = 83.0). The average number of incidents in FY04 was 359 (n = 18; SD = 250).

The LEOs were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Public relations/education/information was rated “1” by 67 percent of respondents, violation notices/warnings/investigations was rated “1” by 29 percent, nonviolater public assistance was rated “1” by zero percent, and search/rescue/medical response was rated “1” by zero percent.

Region 1 LEO respondents communicated with others in the Forest Service in their area of responsibility through various means. Responses were grouped into the following categories:

- 42 percent LEOs provide communication at group functions:
  - I attend meetings
  - I attend staff meetings and stress an open door policy to all U.S. Forest Service (USFS) employees
  - I attend all district/family meetings and functions
  - Zone meetings a few times a year and the entire region at in-service training
- 38 percent talk face-to-face with others:
  - I visit with people
  - In person visits
  - Talk with district employees on a regular basis about how they are doing and what they are seeing in the forest
- 25 percent make themselves available to communicate:
  - I make a point of being in the office one or two mornings early so I’m available for people to stop in and talk
  - I always make myself available 24/7 by phone or radio
- 17 percent talk by phone
- 17 percent send email

- 4 percent send weekly reports
- 17 percent had other comments:
  - Communication is a two-way street, both parties need to be open to observations and suggestions
  - In my area one ranger is open and supportive

**Area of responsibility summary of responses—**

Region 1 LEO respondents were responsible for a primary patrol area that totals, on average, over 800,000 acres, although they usually patrolled less than that. While on patrol, their most common task was public relations/education/information, followed by issuing violations/warnings or performing investigations. Communication with others in the USFS is important to Region 1 LEO respondents, as evidenced by their efforts to attend meetings and other functions, or otherwise talk face to face. They utilized the phone, email, and weekly reports to get their messages out.

**Enforcement Level and Cooperation**

According to Region 1 LEO respondents, on an average day, there was one LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of responsibility (SD = 0.0; n = 24). Also, on an average day, there was a median of 2 Forest Protection Officers (FPOs) responsible for law enforcement patrols or regulatory compliance in the patrol area of responsibility (range 0-6; n = 19). Over half reported between none and two FPOs on an average day (29 percent said there were none, 8 percent said there was one FPO, 17 percent said there were two FPOs).

About 8 in 10 (79 percent) LEO respondents reported there were too few law enforcement officers in their patrol area of responsibility, whereas more than 7 in 10 reported too few FPOs in their patrol area of responsibility (75 percent). Twenty-one percent reported the number of LEOs in their patrol area of responsibility was about right, and 17 percent reported the number of FPOs in their patrol area of responsibility was about right.

All LEO respondents in Region 1 reported having cooperative law agreements with other law enforcement agencies. All reported agreements with county sheriff's offices (100 percent). Some had similar agreements with state police (13 percent) or others (13 percent; e.g., Fish and Game).

City/town/community reimbursed law enforcement sworn personnel ranged from none to 2 (n = 18), with a median of zero. County sheriff's office law enforcement sworn personnel ranged from none to 5 (n = 23) with a median of 1. State police law enforcement sworn personnel ranged from none to 2 (n = 8), with a median of zero.

Perceptions about reimbursed services from city/town/community law enforcement for those who had them was evenly split with 40 percent saying they were adequate and 40 percent saying they were inadequate (20 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them were also split between those saying they were adequate (38 percent) and those saying they were inadequate (54 percent). Perceptions about services from state police law enforcement for those who had them were evenly split with 40 percent saying they were adequate and 40 percent saying they were inadequate (20 percent did not know).

City/town/community nonreimbursed law enforcement sworn personnel ranged from none to 2 (n = 10), with a median of zero. County sheriff's office law enforcement sworn personnel ranged from none to 2.5 (n = 14) with a median of 0.3. State police law enforcement sworn personnel ranged from none to 2 (n = 14), with a median of zero. "Other" law enforcement sworn personnel ranged from none to 3 (n = 7), with a median of 1. "Other" included Fish and Game, Fish and Wildlife, Game Officers/Wardens, and Division of Wildlife/Conservation.

Perceptions about nonreimbursed services from city/town/community law enforcement for those who had them was evenly split with 40 percent saying they were adequate and 40 percent saying they were inadequate (20 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them were somewhat negative with more saying they were inadequate (55 percent) than said they were adequate (35 percent; 10 percent did not know). Perceptions about services from state police for those who had them were mostly negative with more than half saying they were inadequate (54 percent), and 15 percent saying they were adequate (17 percent did not know).

Region 1 LEO respondents were evenly divided on whether their authority and jurisdiction was adequate for what they feel was expected or demanded of them internally and externally (50 percent said yes, 50 percent said no). We asked those who said no to give an explanation. We received 17 responses:

- 41 percent had to depend on others:
  - Our ability to deal with drug issues is greatly hindered by the unwillingness of the U.S. Attorney's Office to allow us to enforce Title 21 drug laws and juvenile cases, so we end up spending more time on cases waiting for the county to respond
  - Should not have to rely on county deputies that never patrol the forest to enforce drivers' under the influence (DUI) laws and other major traffic offenses

- No authority to elevate collateral bond amount...must have patrol captain or special agent approval
- 18 percent said LEOs should be deputized:
  - Unable to make deputization through the county or state
  - Need proprietary jurisdiction, or be deputized so we can enforce state codes that occur in our area of responsibility on national forest that are not covered by our Code of Federal Regulations [CFRs], no state peace officer authority
- 18 percent said they had out-of-date regulations to deal with:
  - Current laws and regulations pertaining to the National Forest System [NFS] are geared towards resource protection and are outdated
  - Recently we received state authority in certain counties, this is not the case in most of the West, this is due to outdated and antiquated CFR's [no sub-part A orders for traffic violation, DUI, narcotics violation, minors in possession, etc.], and lack of concurrent jurisdiction
- 23 percent had other comments:
  - Our judge does not want tickets written to kids under the age of 18 years old [ties our hands in dealing with juveniles]
  - Many USFS LEOs are stationed in small, remote areas where they are one of maybe two or three total law enforcement personnel; I am in that very situation, my community views me as "one of the cops."

Almost 9 in 10 (87 percent) reported not having adequate resources to do their job. Those who felt the resources were inadequate were asked what additional resources were needed. We received 33 responses:

- 52 percent said equipment:
  - Better equipment
  - Up-to-date equipment
- 18 percent said fiscal:
  - Every time I ask for equipment I get told by my supervisor "no" due to budget; supervisor stated that if I need something to buy it myself
  - Our region says we cannot afford all the safety equipment
- 12 percent said personnel:
  - Tremendous area to cover with no agency assistance, and very little law enforcement assistance from our two small rural county sheriff's departments

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**Almost 9 in 10 (87 percent) reported not having adequate resources to do their job.**

- 6 percent said deputize LEOs
- 6 percent said up-to-date regulations
- 6 percent had other comments:
  - I have the bare minimum dispatch

#### **Enforcement level summary of responses—**

A major concern for Region 1 LEO respondents was the shortage of LEOs and FPOs. All reported having cooperative law enforcement agreements with county sheriff's offices but, in general, their perceptions were that these services were not adequate in responding to or preventing crime. Opinions were mixed about whether LEO authority and jurisdiction was adequate for what they believe is expected or demanded of them. Those who were dissatisfied noted that they had to depend on others to enforce state violation codes because they were not deputized and that an outdated CFR hampers their effectiveness. A large proportion of Region 1 LEOs noted that they did not have adequate resources to do their jobs, with a lack of equipment topping the list of needed resources.

#### **Roles**

The LEO respondents were asked to rank 1 to 4 their highest job priority (1 is highest priority) whether it is protecting forest users, protecting resources, protecting NFS employees, or protecting public property. The LEOs reported their highest priorities as protecting forest users (46 percent ranked this a "1"), followed by protecting forest resources (21 percent) and protecting NFS employees (17 percent). They were also asked to rank 1 to 4 what they believed the NFS line officer they most commonly interacted with thought is the highest priority: protecting forest users, protecting resources, protecting NFS employees, or protecting public property. LEOs reported the highest priority as protecting resources (33 percent ranked this a "1"), then protecting NFS employees (29 percent).

The LEOs were asked what they believed Law Enforcement and Investigation's (LEI) relationship with the rest of the Forest Service should be. Most comments were about collaboration and teamwork:

- 67 percent said collaboration and teamwork:
  - All work together for mutual goals
  - We should work well together and be involved with our districts
  - Work together with the districts and forest employees to care for the land and serve the people, also, to work very closely with other local law enforcement agencies and other LEOs



- 17 percent said separate entity:
  - While it is obvious that we need to work together, I think that LEI should be even more separated from the rest of the USFS; we need to function as a more autonomous entity
  - I personally believe we should have clear and open channels of communication; however, I firmly believe that we need to continue to separate our lines of authority away from USFS managers, who really have no understanding of law enforcement or public safety

We asked the LEOs where LEI fits within the Forest Service organization and programs. Responses were categorized as:

- 29 percent said equal partners:
  - LEI has a hand in everything; it works with every aspect of the USFS
  - It is an important part of all programs and organizations
- 17 percent said they serve a protection role:
  - Protect the resources and the vested interests of the government, protect the people—public and USFS employees
- 17 percent said outsiders to the agency:
  - It seems as if LEI is considered bottom of the barrel; although budgets are always lacking, every other program area thinks we have an endless supply of money
- 4 percent said LEI is well-funded and integrated
- 13 percent had other comments:
  - As a support function
  - When decisions are made, i.e., off-highway vehicle (OHV) policy, LEI should be deeply involved as LEI has to enforce these policies

The LEOs were asked if the NFS line officer with whom they most commonly interacted in their area knows and understands what they do. We received 22 responses:

- 46 percent said they had good relations and rapport with the NFS line officer
  - The line officer has a good understanding of what I do
  - I believe they do have a pretty good understanding of my role in the larger scheme
  - They try to understand

- 21 percent said NFS line officers did not understand the complexity/hazards of the LEO job:
  - They know the general idea of what I do, but they don't fully understand what I deal with on a daily basis
  - For the most part, most of the line officers are used to "old school" LEOs; by that I mean, the majority of the "old school" LEOs don't believe our job extends beyond protecting the resources
- 13 percent said LEOs provide information to enhance understanding:
  - I explain my authority and my objectives with my ranger constantly, just as I learn something new every day, so does the ranger
- 4 percent said the line officer went on ride-along
- 8 percent had other comments:
  - I don't know

Most LEOs felt supported by LEI line officers (67 percent said yes). We also asked for an explanation if they did not feel supported. We received only seven responses:

- 29 percent said lack of resources:
  - LEI line officers appear to have difficulty securing funding to effectively support the patrol officers in our zone
  - I get tired of hearing there is no money and that we should get the forest to pay for equipment we need
- 29 percent said lack of trust/understanding:
  - The LEI line officers it seems would rather you sit in your office and keep the line officer happy and only go out if you are called on a complaint
- 13 percent said resentment toward law enforcement:
  - There is a slight anti-law-enforcement attitude around here
- 29 percent had other comments:
  - I do not feel that the LEI management would support me if it would not benefit them, at least the current regional management, I felt in the past I could depend on their support

Most LEOs felt supported by NFS line officers (75 percent said yes). We also asked for an explanation if they did not feel supported. We received only five responses:

- 40 percent said lack of resources:

- We need funding
- Many USFS employees are used to getting by cutting corners
- 20 percent said there was resentment toward law enforcement:
  - Support depends on the individual as many rangers do not want to be told “no”
- 20 percent said there was a lack of trust/understanding:
  - My role in keeping things safe for the forest user conflicts with their role as a resource administrator, or their desires as a resource administrator are not legally enforceable
- 20 percent had other comments:
  - There are some that don’t agree with some NFS policies, and will find “loopholes” in the policies and advise visitors on how to “beat” the system

Most LEOs felt supported by local NFS employees (71 percent said yes). We also asked for an explanation if they did not feel supported. We received only six responses:

- 33 percent said there was resentment toward law enforcement:
  - Last year some employees were cited on a possessions charge and they are not supportive
  - Some NFS employees don’t feel we should have federal law enforcement or they do not agree with USFS regulations
- 33 percent said there was a lack of trust/understanding:
  - If Forest Service policy was more clear and concise, and a hard line drawn in the sand, it might help to alleviate some of the loopholes
  - Some employees look at us as the “bad guys,” they think we are trying to “bust” them with something
  - Feel law enforcement is in no way part of their job and don’t even want to hear about it, much less be part of it
- 17 percent said there was a lack of resources:
  - Only because of personal relationships and appeals from me for them to help me do my job (they help by being my eyes and ears on the forest)
- 17 percent had other comments:
  - The attitude of these folks reflects their leadership as well as our law enforcement leadership here at the local level

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**Most LEOs felt supported by local NFS employees**

### Roles summary of responses—

Region 1 LEO respondents ranked their highest job priorities as protecting forest users, followed by protecting forest resources, and protecting NFS employees. They believed that the NFS line officers with whom they most commonly interacted had a different set of priorities, with protecting resources first, followed by protecting NFS employees. Nevertheless, almost half of the Region 1 LEO respondents felt they had good relations and rapport with the line officers with whom they most commonly interacted and that the line officer had a good understanding of what the LEOs do. Most Region 1 LEO respondents believed that LEI's relationship with the rest of the Forest Service is one of collaboration and teamwork and that LEI is an equal partner within the Forest Service organization. Most felt supported by LEI line officers, NFS line officers, or local NFS employees. Those who felt they were unsupported cited lack of funding, equipment, and other resources; lack of trust or understanding; or resentment toward law enforcement.

### Existing Issues

At least 50 percent of the LEO respondents in Region 1 said the following activities had **increased** from FY03 to FY04 (see table 2); these are in rank order:

- Criminal damage
- Shooting (indiscriminate)
- Natural fire hazards
- Thefts of public property
- Meth labs
- Meth chemical dumps
- Dumping of household waste
- Thefts of visitor personal property
- Accidental fire activity
- Road hazards

Arson was the activity most (21 percent) said had **decreased** from FY03 to FY04, although 21 percent also said it had increased, and 42 percent that it had stayed the same.

At least 50 percent of the LEO respondents in Region 1 said the following activities had **remained the same** from FY03 to FY04 (see table 2):

- Gang activity
- Suicides

- Murder
- Drive-by shooting
- Threats against property

We asked LEOs to tell us which of the above were more common **during the week** (rather than the weekend). The top ones were:

- 46 percent            Dumping household waste
- 38 percent            Dumping of landscape waste
- 21 percent            Meth labs
- 17 percent            Criminal damage
- 17 percent            Theft of public property
- 17 percent            Threats against property

**Table 2—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility for Region 1**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	21	21	42	13
b. Domestic violence	42	0	42	13
c. Thefts of visitor personal property	54	4	33	4
d. Thefts of public property	63	4	25	4
e. Gang activity	13	0	58	25
f. Body dumping	8	0	42	46
g. Shooting (indiscriminate)	71	0	17	4
h. Suicides	25	0	58	13
i. Murder	17	0	50	25
j. Rape/sexual assault	17	0	42	38
k. Drive-by shooting	0	1	50	42
l. Criminal damage	75	4	8	4
m. Personnel threats	42	4	38	13
n. Threats against property	38	0	50	8
o. Marijuana cultivation	25	8	42	21
p. Meth labs	58	8	21	8
q. Meth chemical dump	58	4	25	8
r. Armed defense of crops	4	4	42	46
s. Dumping of household waste	58	0	29	8
t. Dumping of landscape waste	46	0	33	17
u. Trespass of undocumented immigrants	21	0	29	46
v. Armed defense of forest products	8	0	33	54
w. Natural fire hazards	67	17	4	8
x. Accidental fire activity	54	17	17	8
y. Weather hazards	25	17	42	13
z. Wildlife hazards	38	4	38	17
aa. Road hazards	54	0	33	8

Note: Do not add to 100 percent owing to missing data. All percentages based on n = 24.

We asked LEOs to tell us which of the above were more common during **daytime hours** (as opposed to nighttime). The top responses were:

- 25 percent Criminal damage
- 22 percent Dumping household waste
- 17 percent Dumping of landscape waste
- 13 percent Marijuana cultivation

We asked LEOs to tell us which of the above were more common when the **area is crowded** (as opposed to when not many visitors are in the area). The top mentions were:

- 46 percent Theft of personal property
- 42 percent Domestic violence
- 33 percent Personnel threats
- 25 percent Criminal damage
- 25 percent Accidental fire activity

One-third (33 percent) of Region 1 LEO respondents said they had been threatened or attacked because of their job. We asked about incidents in the past 3 years. We asked them to describe the incident and received nine responses:

- 44 percent said it occurred during contacts with recreation visitors:
  - They were all empty threats by an angry violator that was just venting
  - Verbally threatened by a group of campers, situation was deescalated
  - Was threatened by a subject who is slightly mental; subject threatened me over the result of a vehicle accident in which he was involved
  - Threatened, not actually attacked; had a guy threaten to ram my vehicle with his
- 11 percent said it related to natural resources:
  - I seized an individual's firewood one time, and he told me that if he ever saw me out not in uniform, that he'd like to "dance." I asked him if he was threatening me and he said "no." I asked what he meant by that, and he said nothing, and got in his truck and drove off
- 44 percent had other comments:
  - Verbally, threat of being killed once; stories made up that we did something we didn't
  - I have been threatened; I was told if I show up at a hunting camp I better have a big gun

- One time I was in a restaurant with my family having lunch and happened to strike up a conversation with a local, when I told him what I did for a living, he responded by telling me that I “better not be harassing them when they ride (snowmobiling) in the wilderness, you hear?”
- I have not had an incident in the last 3 years

**Existing issues summary of responses—**

Most types of crime in Region 1 were on the increase, according to the LEOs who responded to the survey. Criminal damage and indiscriminate shooting topped the list, followed by thefts of public property and the increasingly pervasive problem of meth labs and meth chemical dumps. Only arson appeared to be in decline. Gang activity, suicides, murder, drive-by shootings, and threats against property remained unchanged from FY03 to FY04. The LEOs were more likely to encounter dumping of household waste and landscape waste, and meth labs while patrolling during the week. They commonly dealt with criminal damage, and dumping of household waste and landscape waste during daylight hours. When areas were crowded, they were more likely to encounter thefts of personal property, domestic violence, personnel threats, and criminal damage. One-third of Region 1 LEO respondents said they were threatened or attacked because of their job, most incidents occurred during contacts with recreation visitors.

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**Most types of crime in Region 1 were on the increase, according to the LEOs who responded to the survey.**

**Priorities**

Most comments about the priority issues facing the law enforcement profession in the Forest Service today were related to budget, safety, and natural resource protection:

- 38 percent said fiscal:
  - Budget lack of funds
  - Shortage of funding for equipment, training, and wages
- 33 percent said safety:
  - Public safety (traffic, mixed-use access, etc.)
  - No training to attend which means an unsafe atmosphere for an LEO to be working in to maintain any proficiency in their job
- 33 percent said natural resource protection:
  - All-terrain vehicle use is growing with increase to resource damage
  - Unlawful dumping of hazardous materials and other waste products
  - I feel that recently the USFS has strayed away from hiring folks that have

that desire to protect resources and are hiring more and more officers with no degree or degrees in criminal justice with no resource background at all

- 21 percent said occupational ideals:
  - If this trend continues, I think the knowledge of the resource that the public expects from officers is going to greatly diminish
  - Upset/unhappy officers is on rise and could have an effect on decisionmaking/working relationships
- 17 percent said management:
  - Lack of enforcement commitment by land managers
  - Management of motorized use
- 13 percent said to update rules and regulations:
  - Update authorities and jurisdiction to deal with what is actually occurring on the ground
  - I also think jurisdictional issues as well as our extremely outdated CFRs are a huge issue USFS LEI needs to face immediately
- 4 percent said cooperation:
  - We also need to have a good working relationship with the USFS [FPOs] and other agencies so they could help us do our job better
- 4 percent had other comments:
  - Overcrowding within designated and dispersed camping areas

Officers were asked how the priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities. The number who said they were in general agreement equaled the number who said they were conflicting:

- 29 percent said general agreement:
  - They are the same
  - Very similar, with the addition of urban-interface mitigation and timber harvest management
  - I think the priorities are pretty close and work well together
- 29 percent said conflicting priorities:
  - Different, as I work with two rangers: one is a great supporter the other is not a supporter of law enforcement
  - Completely opposite, they have little or no interest in law enforcement and are often in violation of state and USFS regulations themselves



- Definitely not on the same page
- 4 percent said apathetic:
  - Generally they are in line, but he doesn't have a big interest in it
- 8 percent had other comments:
  - Priorities for line officers tend to be natural resource related

### **Priorities summary of responses—**

Lack of adequate funding, safety for themselves and others, and the protection of natural resources top the list of priorities facing the law enforcement professionals, according to Region 1 LEO respondents. One interesting outcome was that an equal proportion of LEOs believe that the NFS line officer with whom they most commonly interacted was either in general agreement with, or directly opposed to, their list of priorities.

### **Customers**

The LEOs described their customers as:

- 79 percent said forest users:
  - The public
  - People using NFS lands (especially recreationists)
  - Forest users
  - My customers are the people visiting our lands
  - Campers, motorized-vehicle users, hunters, berry pickers, rafters, fisherman, fuelwood cutters
- 33 percent said Forest Service employees
- 4 percent said the natural and cultural resources

We also asked what the LEOs believed their customers want from LEI on NFS lands. The responses were varied, but most were related to safety/protection:

- 50 percent said safety/protection:
  - Safe and enjoyable experience and preservation of NFS lands
  - They want information and somebody patrolling so they feel safe
  - To have a safe area to recreate in
  - A safe place to recreate and have fun
  - Protection from criminal activity and criminals
- 21 percent said prevention:

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**Lack of adequate funding, safety for themselves and others, and the protection of natural resources top the list of priorities facing the law enforcement professionals, according to Region 1 LEO respondents.**

- Visibility so they know we are out there to help/assist them
- They want us to protect the resource and “get the bad guys” whether it’s drug smugglers, dope growers, illegal firewood cutters, illegal poachers, etc.
- It is my belief that customers want to know that LEI is working hard to protect national treasures from being looted, vandalized, and destroyed
- 17 percent said conservation:
  - I believe our customers want LEI to protect our natural resources so they do not get abused and damaged
- 8 percent said use/access:
  - More open roads, and unlimited access to anywhere, all the time
- 8 percent said unregulated activity:
  - In our area half want to come into the woods and do whatever they want
- 4 percent said action:
  - Enforcement of laws and regulations that protect them and the resources
- 4 percent said crime opportunities:
  - Some people want to engage in crime
- 17 percent had other comments:
  - They want to be able to take their kids out on USFS lands without having to deal with a bunch of drunks, drug abusers, and jerks that tend to have the run of the forest right now

#### **Recreation visitors—**

Most Region 1 LEO respondents said that recreation visitors are mostly safe (50 percent) from other visitors or that it varies within the patrol area (25 percent). Eight percent said that recreation visitors were very safe from other visitors, whereas 4 percent said recreation visitors were not safe. Most Region 1 LEO respondents said that recreation visitors were mostly physically safe (54 percent) from site features or that it varies within the patrol area (25 percent). Four percent said that recreation visitors were very safe from site features, whereas 4 percent said recreation visitors were not safe.

Region 1 LEO respondents said that as compared to the average recreation visitors’ neighborhood, recreation visitors were mostly safe (88 percent) onsite from other visitors and were mostly safe (88 percent) from site features.

We asked what types of crime or law enforcement violations most commonly affect recreation visitors in Region 1. Responses were quite varied:

- 58 percent said urban-associated crime:
  - Theft; theft of personal property and break-ins to recreation lease cabins
  - Weapons violations
  - Crimes by people passing through the area
  - Criminal elements present
  - Discharging firearms in a dangerous manner
- 58 percent said motor vehicle violations:
  - Motorized vehicles in nonmotorized areas
  - Parking in “No Parking” areas
  - Traffic violations
  - Vehicles parked off roadway and spurs in campgrounds
  - State code motor vehicle violations
- 54 percent said natural resource issues:
  - Resource damage due to OHVs, Jeeps and four-wheel drive vehicles
  - Fuel-wood violations
  - Resource damage violations
  - Unattended fires
  - Violating state fish and game laws
- 33 percent said drug activity:
  - Drug activity along with large juvenile parties
  - Simple possession of illegal drugs and/or alcohol
- 25 percent said vandalism:
  - Destruction of property
  - Damage to government property
  - Destruction/damage of public property
- 21 percent said dumping of household/landscape waste/littering:
  - Littering/dumping of trash
  - Unauthorized dumping of human waste [fecal matter] in and around dispersed camping areas
- 17 percent said assaults:
  - Fighting
  - Domestic violence

- 62 percent said other violations:
  - Most any type of violation affects visitors in one way or another
  - Violations of CFRs, or area closure violations
  - Occupancy and use violations
  - Hunting violations
  - Occupancy and use violations, such as camping longer than allowed, transient people living on the forest, etc.
- 38 percent had other comments:
  - Grizzly bear food storage special order/wilderness issues/off-road travel
  - Public order offenses, such as disorderly conduct, loud noise, public intoxication
  - Recreation issues regarding campground regulations, i.e., noise complaints and disorderly conduct, pet issues

**Forest users—**

We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most comments were related to the area being too large to cover and the lack of resources:

- 33 percent said remote/too large an area to cover:
  - It is a large area with hundreds of dispersed sites, and response times to incidents are extensive
  - Too large of an area
  - Remoteness
- 29 percent said lack basic patrol equipment/officers/coop agreements:
  - Lack of tools/resources
- 8 percent said drug activity:
  - Methamphetamine labs; marijuana gardens
- 8 percent said social conflicts:
  - Large numbers of recreationists...leads to conflicts between locals and other visitors
- 8 percent said hostility/armed use:
  - Weapons violations
  - People shooting in an unsafe manner
- 25 percent had other comments:

- Getting bogged down with paperwork and dealing with a supervisor who micromanages everybody
- Grizzly bears/terrain hazards

The media portrayal of crimes against forest users in the patrol area of responsibility was described as mostly positive (50 percent) or nonexistent (17 percent).

#### **Customer summary of responses—**

Region 1 LEO respondents described their primary customers as forest users (defined as recreation visitors, the public, etc.). They believed that forest users wanted to be assured of a safe and enjoyable experience while on the forest and wanted LEOs to do their best to prevent crime and to protect the natural resources. Only half of Region 1 LEOs felt that recreation visitors are mostly safe from other visitors and mostly physically safe from site features, while one-quarter noted that these conditions varied within the patrol area. The LEOs nevertheless believed that recreation visitors were much safer from others and from site features in the recreation area compared to visitors' own neighborhoods. The top three types of crime or law enforcement violations that LEOs said most commonly affected recreation visitors were urban-associated crimes (e.g., theft, weapons violations, and break-ins); motor vehicle violations; and natural resource damage from OHVs and four-wheel drive vehicles. In general, LEOs noted that in protecting forest users, they were hampered by their patrol areas' large size and remoteness, coupled with a lack of resources (e.g., law enforcement personnel, equipment, and lack of backup). Half of the Region 1 LEOs believed that the media portrayal of crimes against forest users was mostly positive.

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**They believed that forest users wanted to be assured of a safe and enjoyable experience while on the forest and wanted LEOs to do their best to prevent crime and to protect the natural resources.**

#### **Natural Resources**

Most of Region 1 LEO respondents (67 percent) reported the quality of the natural resources in their patrol area of responsibility had declined during the time they worked there. Others (29 percent) said it had remained the same. They also said the maintenance of Forest Service facilities and developed areas in their patrol area of responsibility had declined (63 percent) during the time they worked there. An equal number said the maintenance had improved (17 percent) and said it had remained the same (17 percent).

The media portrayal of crimes against resources in the patrol area of responsibility was mostly positive (42 percent) or nonexistent (34 percent). The media portrayal of fire crimes in the patrol area of responsibility was mostly positive (55 percent) or nonexistent (22 percent).

### **Natural resources summary of responses—**

In their patrol area, Region 1 LEO respondents reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas. Nearly half of the Region 1 LEOs believed that the media portrayal of crimes against resources was mostly positive, whereas just over half believed that the media portrayal of fire crimes was mostly positive.

### **Success Stories**

The LEOs were asked if they had a law enforcement success story they would like to share. Only 21 percent did. We received nine descriptions of successes:

- 33 percent said proactive programs
  - Initiated a case, an Archeological Resource Protection Act violation, where a young man found and removed human remains from a previously unknown Native American burial site
- 22 percent said good cooperation:
  - I feel that I have made great strides in mending some of the discontent towards law enforcement locally and have started to build some good working relationships with the USFS folks
  - Many cases come to mind, but one that I am personally fond of involved cooperative effort between Fish and Game and USFS LEI
- 22 percent said positive feedback/gratitude:
  - I would just like to say that I am extremely proud and blessed to be doing a job which I very much enjoy
  - Not only to be a protector for some of our Nation's most precious treasures, but I also get to speak and educate visitors from all over the country
- 11 percent said solving crimes/getting convictions:
  - I have personally trained K-9 teams
- 11 percent had other comments:
  - People who visit our national forests regularly completely understand the need for and the lack of law enforcement

Several Region 1 LEOs described special policing programs that had worked well (45 percent). We asked them to describe these special policing programs and received 12 responses:

- 33 percent said patrol/visibility:

- K-9 program
- Our unit occasionally conducts concentrated emphasis patrols in visitor high-use areas with multiple agencies
- If an officer has active FPOs, the policing is much better
- 33 percent said community involvement:
  - Community policing
  - Landowner involvement in high-use or problem areas to report crimes
  - Involvement of adjacent private landowners in reporting and/or policing “problem areas” of NFS lands
- 17 percent said cooperation with other agencies:
  - Right now we are working with the sheriff’s office, police departments on a juvenile drinking task force
  - The district and law enforcement and the county formed a task force to take an area back for families
- 17 percent said public education:
  - Education of the public
  - I have taught a youth snowmobile safety program that has been very well received

We asked LEOs how they measured the success of the policing programs. Most comments were related to positive perceptions and reductions in violations:

- 29 percent said public/employee/cooperator perceptions are positive:
  - The public perception of the enforcement and the line personnel’s perception
  - Word of mouth from local citizens
  - Lack of complaints by the public
- 29 percent said reduction in violations:
  - If the crime goes down in that area
  - The fewer the incidents, the more successful we think we are
  - Reduction in violations, nonrepeat violators
- 4 percent said cases are up-to-date
- 4 percent said preservation of natural resources:
  - If resource damage is down
  - Less damage to property and resources
- 21 percent had other comments:

- Feedback from other police agencies that the K-9 has done work for, K-9 statistics
- Job satisfaction and ability to make a difference

We also asked if Region 1 LEOs had policing programs they tried that were unsuccessful. We received only two responses: increased patrols (50 percent; e.g., responding to ongoing resource calls they are gone by the time you get there, need to determine a problem area and work the area) and other (50 percent; e.g., illegal OHV use and user-built-trail enforcement, lack of required equipment (OHV), high density of road closures without signs, gates, or physical closures). We also asked for explanations why these were not successful. We received two responses: lack of support (50 percent) and slow response time (50 percent).

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**Some Region 1 LEO respondents volunteered law enforcement success stories about being proactive, having good cooperation and good relationships with others, and offering positive feedback or expressions of gratitude.**

#### **Success stories summary of responses—**

Some Region 1 LEO respondents volunteered law enforcement success stories about being proactive, having good cooperation and good relationships with others, and offering positive feedback or expressions of gratitude. Almost half of the LEOs described special policing programs that worked well. These included visible and concentrated patrols, community policing and involvement, cooperation with other law enforcement agencies, and public education. They measured their success by the positive perceptions held, or the lack of complaints made, by the public, NFS employees, and their cooperators, and by a reduction in violations and repeat violators.

#### **Successful LEI Program**

The LEOs were asked to describe a successful **national** LEI program. Responses were quite varied:

- 25 percent said resources:
  - Ideally LEI would be sufficiently funded
  - They need to strive to provide LEO and agents with all of the necessary equipment to do their jobs
- 25 percent said understanding/interaction:
  - It is important to have people who understand the USFS and how it works to be effective
  - Keep everybody informed about changes, updates, decisions, etc.
- 25 percent said personnel:
  - Federal law enforcement recruits and retains highly qualified individuals, integrates LEI into all aspects of the USFS



- 21 percent said consistent policies/regulations:
  - Setting national standards
  - Revising our codes
- 17 percent said leadership:
  - I believe the director needs to be from the Forest Service ranks and not from another agency
  - At the national level, LEI seems somewhat obscure and distant
- 8 percent said support/trust:
  - Washington office LEI should provide solid support and open information to the ground
- 4 percent said occupational ideals:
  - Appropriate attire
- 4 percent said good communication
- 17 percent had other comments:
  - I would like to see a national public information effort to introduce LEI to the general public
  - Field work and proactive enforcement suffers from an increasing administrative workload that could be partially relieved through the addition of administrative staff and the addition of field officers to ensure that adequate patrol coverage can be maintained without officers working significant amounts of overtime

The LEOs were asked to describe a successful **regional** LEI program. One-third had a comment related to resources, and another 3 in 10 were related to understanding/interaction:

- 33 percent said resources:
  - Budget
  - One that is funded properly, and officers have the equipment they need
- 29 percent said understanding/interaction:
  - All LEOs and special agents work together as a team
  - At the regional level, I believe that a successful LEI program would place more emphasis on establishing and maintaining effective working relationships with state governments and other cooperating agencies
- 17 percent said support/trust:
  - Support from supervisors

- Support for the officer
- 17 percent said occupational ideals:
  - Progressive, heading toward being an established group of LEOs
- 13 percent said personnel:
  - I would like to see the regional supervision take a much greater interest in creating a better relationship with the other local agencies and try to foster a better working relationship with them
  - Recruits and retains highly qualified individuals
- 13 percent said leadership:
  - Provides leadership and direction to regional staff
- 13 percent said consistent policies/regulations:
  - Continuously works to modernize and standardize LEI operations in the region, seeks to identify and resolve regional law enforcement issues/problems
- 4 percent said good communication
- 4 percent had other comments:
  - Regionally the program is successful and squared away

The LEOs were asked to describe a successful **local** LEI program. Responses were varied:

- 38 percent said understanding/interaction:
  - LEOs should have a basic understanding of resource management and protection as well as law enforcement to function well in the USFS
  - Need to be integrated into the USFS
  - Having good relationships with the local law enforcement and working toward common goals
- 21 percent said personnel:
  - I believe that the special agent assigned to the forest could supervise the LEOs in a more efficient manner and would get a lot more law enforcement missions accomplished
- 21 percent said leadership:
  - I would like to see the patrol captain take a more personal role in leadership with individual officers
- 17 percent said occupational ideals:
  - LEOs and special agents are thought of as law enforcement experts by local

law enforcement organizations, i.e., sheriff, city, state

- 13 percent said consistent policies/regulations:
  - To be more consistent throughout the Nation in regards to how things are done; every region operates differently with different enforcement capabilities
- 13 percent said resources:
  - All agencies using resources available to them
- 8 percent said good communications
- 4 percent said support/trust:
  - Regional and national LEI should view themselves as existing to support work/contacts/enforcement/compliance done at the local/ground level
- 8 percent had other comments:
  - Patrol, timely response to incidents, completion of cases, protection of the public and employees

**Successful LEI program summary of responses—**

A successful national program was characterized as one with sufficient resources and that is understood by those engaged in or affected by the program, is staffed by highly qualified individuals, and is under good leadership. A successful regional program was characterized as one with adequate resources and a good working relationship by those engaged in or affected by the program. Having the support and trust of others, and being acknowledged for their work were also noted as important. Locally, success depended on understanding and good working relationships by those engaged in or affected by the program, followed by greater efficiency in personnel matters, good leadership, and acknowledgment.

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**A successful regional program was characterized as one with adequate resources and a good working relationship by those engaged in or affected by the program.**



## Appendix 3: Region 2 Results

Results are reported for all 24 respondents from Region 2 unless noted otherwise. Response rate was 73 percent. Caution should be used in interpretation owing to small sample sizes. See appendix 1 for the survey questionnaire.

### Demographics

Most of the Region 2 law enforcement officers (LEO) respondents were male (83 percent versus 8 percent female). They averaged 44.4 years of age ( $n = 22$ ;  $SD = 10.3$ ). Forty-one percent of LEOs were between the ages of 20 and 39, and half (50 percent) of the LEOs were between the ages of 40 and 59.

The majority of LEO respondents were White (71 percent). Others are Hispanic (17 percent), or multiracial (8 percent). Years of school completed averaged 16.1 years ( $n = 22$ ;  $SD = 2.2$ ), with more than half (58 percent) of the LEOs holding an academic degree related to their work in law enforcement.

The LEOs had been in law enforcement an average 16.7 years ( $n = 24$ ;  $SD = 8.1$ ), with about half reporting about 15 years in law enforcement.

The LEO respondents had an average 17.5 years ( $n = 24$ ;  $SD = 9.7$ ) with the Forest Service. Several (17 percent) had worked for the Forest Service 10 or fewer years, and 16 percent had 5 or fewer years with the agency.

Respondents had been a LEO for the Forest Service an average 11.9 years ( $n = 24$ ;  $SD = 7.5$ ). About 3 in 10 (29 percent) had worked as a LEO for the Forest Service 5 or fewer years, and 38 percent had 10 or fewer years as a LEO with the agency.

The LEOs had been at their duty station an average 7.5 years ( $n = 24$ ;  $SD = 6.7$ ). Two-thirds (67 percent) had worked at their duty station for 10 years or fewer, and 54 percent had been at their duty station for 5 or fewer years.

### Demographic summary of respondents—

Region 2 LEO respondents were mostly male, predominantly White, and several years away from retirement. More than half hold an academic degree related to their work in law enforcement. Almost half of them had about 15 years' experience in law enforcement, with an average of almost 12 years as an LEO with the U.S. Forest Service (USFS). Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

### Background on Area of Responsibility

The LEO respondents reported an average 873,726 acres in their primary area of responsibility ( $n = 24$ ;  $SD = 544,808$ ), and further noted that they normally accessed a median 300,000 acres for patrol purposes ( $n = 22$ ; range 10,000 to 1,599,986).

Patrol area of responsibility varied. Most reported their area of responsibility as semirural (38 percent), followed by urban/urban-interface (21 percent) and extremely remote setting (4 percent). [Note that 38 percent of respondents did not reply to this question or marked more than one response.]

Reported average total incidents personally involved in during FY04 (reported in the Law Enforcement and Investigations Management Attainment Reporting System, not including incidents the LEO merely reviewed or provided oversight on) was 269 (n = 23; SD = 176.0). The average number of incidents in FY04 was 438 (n = 20; SD = 333.0).

The LEO respondents were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Violation notices/warnings/investigations were rated "1" by 46 percent, public relations/education/information were rated "1" by 42 percent.

We asked LEOs how well they communicated with others in the Forest Service in their area of responsibility. Comments from respondents were mostly on how they communicated:

- 33 percent said they talked face-to-face with others:
  - Lots of face-to-face time
  - Personal contact is made on a daily basis with each staff officer to discuss any problems or violations occurring within their areas of responsibility
  - Face to face
- 29 percent said they made themselves available to communicate:
  - My door is always open to any employee that wishes to discuss Law Enforcement and Investigations [LEI], or LEI/resource integration issues
  - Communicate every day
  - I take the time to inform those who provide me with information
- 21 percent said they provided communications at group functions:
  - I regularly attend the staff meeting on the ranger district that I am responsible for
  - We communicate well by meetings
- 21 percent said they used the telephone
- 21 percent said they sent email
- 4 percent said they sent weekly reports
- 21 percent had other comments:

- I spend time in the office and in the field making sure I understand and know what is going on with all the programs
- I try and keep them apprised of what is going on during the weekends and issues that I have had to deal with

**Area of responsibility summary of responses—**

Region 2 LEO respondents were responsible for a primary patrol area that totals, on average, over 800,000 acres, although they usually patrolled less than that. While on patrol, their most common task was making public contact, followed by issuing violations/warnings or performing investigations, and public relations/education/information. Communication with others in the USFS is important to Region 2 LEO respondents, as evidenced by their efforts to talk face to face, make themselves available via an open-door policy and other techniques, and to attend meetings and other functions where they can facilitate communications. They utilized the phone, email, and weekly reports to get their messages out.

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**While on patrol, their most common task was making public contact, followed by issuing violations/warnings or performing investigations, and public relations/education/information.**

**Enforcement Level and Cooperation**

According to the respondents, on an average day, there was one LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of responsibility (SD = 0.62; n = 24). Also, on an average day, there were an average 2.2 Forest Protection Officers (FPOs) responsible for law enforcement patrols or regulatory compliance in the patrol area of responsibility (SD = 1.74; n = 22).

About 9 in 10 (92 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, whereas more than 6 in 10 reported too few FPOs in their patrol area of responsibility (63 percent). Only 4 percent reported the number of LEOs in their patrol area of responsibility was about right, and 25 percent reported the number of FPOs in their patrol area of responsibility was about right.

All LEO respondents reported having cooperative law agreements with other law enforcement agencies. All reported agreements with county sheriff's offices (100 percent). Some had similar agreements with state police (8 percent), or others (17 percent).

County sheriff's **reimbursed** law enforcement sworn personnel ranged from none to 2 (n = 21) with an average of 1. The average for state police law enforcement was zero across the region.

As to perceptions about **reimbursed** services from county sheriff's law enforcement for those who had them, responses were mostly negative with about one-third saying they were adequate (39 percent) and 6 in 10 saying they were

inadequate (61 percent). Perceptions about services from state police law enforcement for those who had them were evenly split with 50 percent saying they were adequate and 50 percent saying they were inadequate.

City/town/community **nonreimbursed** law enforcement sworn personnel ranged from none to 2 (n = 6), with a median of 0.5. County sheriff's office law enforcement sworn personnel ranged from none to 30 (n = 21) with a median of 1. State police law enforcement sworn personnel ranged from none to 5 (n = 11), with an average of 1.8.

Perceptions about **nonreimbursed** services from city/town/community law enforcement for those who had them were mostly negative with 29 percent saying they were adequate and 71 percent saying they were inadequate. Perceptions about services from county sheriff's law enforcement for those who had them were somewhat negative with more saying they were inadequate (59 percent) than said they were adequate (36 percent). Perceptions about services from state police for those who had them were about even with almost half saying they were inadequate (42 percent), and 50 percent saying they were adequate.

More than two-thirds (71 percent) of the LEO respondents said their authority and jurisdiction were not adequate. We asked for explanations and received 22 responses:

- 41 percent said they had to depend on others:
  - We often have to call a sheriff to handle state crimes
  - Many times there are state violations that I cannot deal with and have no way to get a deputy or other law enforcement to my location
  - One example is driving under the influence; having to wait for a trooper to come to the scene is a problem
  - Too often the Forest Service LEO may be the only officer responding to an incident where only a state law has been violated
- 23 percent said LEOs should be deputized:
  - We need to have more authority to enforce state laws, or more federal regulations that address violations of state laws
  - To take action, one must have the authority and jurisdiction or one stands alone
  - Some state authority would be good
- 23 percent said they had out-of-date regulations to deal with:
  - Some Code of Federal Regulations (CFRs) are weak and vague
- 13 percent had other comments:
  - The public sees a cop, and they expect us to respond and deal with the situation
  - They don't understand our authority or jurisdiction



About 8 in 10 (83 percent) respondents reported not having adequate resources to do their job. We asked what additional resources they needed and received 23 responses:

- 52 percent said personnel:
  - We could use more LEOs to help provide more patrols
  - More man power, i.e. more LEO's per acre
  - More FPOs as well as more county sheriff deputies
  - More FPOs doing weekend/holiday coverage
  - Need more law enforcement law enforcement help
- 17 percent said equipment:
  - Need some additional equipment
  - Need a variety of supplies and equipment
- 13 percent said fiscal:
  - The land management agencies spend lots of money on media for fire, but little or no money is spent on media for problems like off-road vehicle use or vandalism or dumping of trash
  - Need more money sent to the county law enforcement agencies
  - More co-op law dollars
- 4 percent said deputize LEOs
- 4 percent said up-to-date regulations (e.g., better CFRs)
- 9 percent had other comments:
  - Good FPOs
  - I'm thinking of FPOs as at least educators

**Enforcement level summary of responses—**

A major concern for Region 2 LEO respondents was the shortage of LEOs and FPOs. All reported having cooperative law enforcement agreements with county sheriff's offices but, in general, their perceptions were that these services were not adequate in responding to or preventing crime. Most LEO respondents said that their authority and jurisdiction was not adequate for what they believed was expected or demanded of them in their job. Those who were dissatisfied noted that they had to depend on others to enforce state violation codes because they were not deputized and that outdated CFRs hamper their effectiveness. A large proportion of Region 2 LEOs noted that they did not have law enforcement personnel, they lacked the necessary equipment to do the job, and there was not enough money dedicated to law enforcement.

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**The LEO respondents reported the highest priority as protecting NFS employees, followed by protecting resources then protecting forest users.**

## Roles

The LEOs were asked to rank 1 to 4 their highest job priority (1 is highest priority) whether it is protecting forest users, protecting resources, protecting National Forest System (NFS) employees, or protecting public property. The LEO respondents reported their highest priorities as protecting forest resources (33 percent ranked this as “1”), followed by protecting forest users (25 percent), and protecting NFS employees (25 percent).

They were also asked to rank 1 to 4 what they believed the NFS line officer they most commonly interacted with thought is the highest priority. The LEO respondents reported the highest priority as protecting NFS employees (29 percent ranked this a “1”), followed by protecting resources (25 percent), then protecting forest users (21 percent).

The LEOs were asked what they believed LEI’s relationship with the rest of the Forest Service should be. Most comments were related to collaboration and teamwork:

- 58 percent said collaboration and teamwork:
  - To work together, which we do
  - Partners
  - Everyone needs to realize that we all work for the same organization
  - We need to work very closely with the forests we are stationed at
  - It is important to be a team player and to be involved in the district/forest
  - It should be an equal partnership
  - Equal voice and grade level
- 21 percent said separate entity:
  - Separate chain of command
  - Separate
  - An integral but separate part of the agency
- 4 percent said serve a protection role
- 13 percent had other comments:
  - Provide enforcement support in implementation of forest management tools

We asked the LEOs where LEI fits within the Forest Service organization and programs. Responses were varied:

- 29 percent said equal partners:
  - Should be an equal partner
  - Side by side, or hand and hand

- LEI should be a working partner within the rest of the USFS organization
- 13 percent said serve a protection role:
  - We're a support organization that represents the USFS and does the enforcement/investigations to meet the needs of the rest of the USFS
  - We need to be viewed as a police component of a resource management agency
- 8 percent said outsiders to the agency:
  - Behind the "out-house"
- 4 percent said we're forgotten/misunderstood:
  - My observation is that LEI doesn't have a clear vision of who we are and where we fit into the USFS organization
- 4 percent said we're educators of the public and NFS:
  - Through education, engineering, and enforcement
- 25 percent had other comments:
  - LEI should be a staff unit to serve and support the functions of the rest of the agency
  - We must have a unique chain of command and leadership, but we must also be an integrated part of the USFS
  - Stovepipe, still able to investigate USFS employees
  - Where we are currently

Most LEOs said they had good relations and rapport with the NFS line officer with whom they most commonly interacted:

- 38 percent said good relations and rapport with the NFS line officer:
  - I communicate very well with all the line officers on my forest.
  - I have developed a good working relationship with my ranger
- 8 percent said LEOs provide information to enhance understanding:
  - They are very supportive
  - The line officer has a good understanding in part because he attended the law enforcement for managers course
- 8 percent said NFS line officers do not understand the complexity/hazards of the LEO job:
  - I do not think that they view us as police officers. I am not sure that they have a clear understanding of what we do
- 4 percent said LEOs make frequent contact:

- I try to take the time to meet with them and keep them well informed of my activities
- 4 percent said NFS needs training and ride-alongs
- 4 percent said NFS does not want information or details
- 4 percent said NFS asks LEOs to do improper things:
  - Line officers expect me to arrest (or shoot) people on command without regard to law, jurisdiction, authority, etc.
- 21 percent had other comments:
  - Line officers see LEI as failing to maintain/support/enforce management plans/programs/policies

Most LEOs felt supported by LEI line officers (79 percent). We received two explanations from those not feeling supported:

- 50 percent said lack of trust/understanding:
  - It has been my experience that there is a lack of support by some LEI line officers above the patrol captain rank
- 50 percent had other comments:
  - LEI does not show good support to its officers

Most LEO respondents felt supported by NFS line officers (63 percent). Those who did not were asked for an explanation (n = 6):

- 50 percent said resentment toward law enforcement:
  - NFS line officers see LEI as a necessary evil
  - If they had their choice, we would be abolished and our service would be contracted out to the local authorities
- 17 percent said lack of trust/understanding:
  - Some NFS line officers and employees are locked in the USFS of the past
- 33 percent had other comments:
  - I think that there is some distrust by Officers that they will be on our side when it comes to difficult situations
  - I have some support, but it is hit and miss

The LEOs were asked if they felt supported by local NFS employees. Most LEO respondents felt supported by local NFS employees (63 percent). Those who did not were asked for an explanation (n = 5):

- 40 percent said resentment toward law enforcement:

- NFS employees see LEI as a necessary evil
- If they had their choice, we would be abolished and our service would be contracted out to the local authorities
- 20 percent said lack of trust/understanding:
  - There is still some lack of knowledge that we are a straight line organization and why we are that way
- 40 percent had other comments:
  - The majority of the local NFS employees are from the era of when LEOs worked for district rangers

### Roles summary of responses—

Region 2 LEOs ranked their highest job priorities as protecting forest resources, followed by protecting forest users, and protecting NFS employees. They believed that the NFS line officers with whom they most commonly interacted had a different set of priorities, with protecting forest users first, followed by protecting resources, and protecting NFS employees. Nevertheless, Region 2 LEO respondents felt they had good relations and rapport with the line officers with whom they most commonly interacted. Over half of the Region 2 LEO respondents believed that the LEI's relationship with the rest of the Forest Service was one of collaboration and teamwork and that LEI should remain a separate entity from the rest of the Forest Service organization. On the other hand, one-third of Region 2 LEO respondents felt that LEI should be an equal partner within the Forest Service. Most felt supported by LEI line officers, NFS line officers, and local NFS employees. Those who felt they were unsupported cited lack of trust or understanding and resentment toward law enforcement.

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**They believed that the NFS line officers with whom they most commonly interacted had a different set of priorities.**

### Existing Issues

At least 50 percent of the LEO respondents in Region 2 said the following activities had **increased** from FY03 to FY04 (see table 3); these are in rank order:

- Criminal damage
- Dumping of household waste
- Shooting (indiscriminate)
- Thefts of visitor personal property
- Dumping of landscaping waste

At least 50 percent of the LEO respondents in Region 2 said the following activities had **remained the same** from FY03 to FY04 (see table 3); these are in rank order:

- Wildlife hazards

**Table 3—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility for Region 2**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	25	8	42	21
b. Domestic violence	38	4	46	13
c. Thefts of visitor personal property	50	8	33	8
d. Thefts of public property	42	4	46	8
e. Gang activity	21	8	42	29
f. Body dumping	4	8	58	29
g. Shooting (indiscriminate)	58	0	29	13
h. Suicides	33	0	50	17
i. Murder	8	13	38	38
j. Rape/sexual assault	17	4	46	33
k. Drive-by shooting	8	0	46	46
l. Criminal damage	67	0	25	8
m. Personnel threats	42	0	46	13
n. Threats against property	38	0	38	21
o. Marijuana cultivation	17	8	46	29
p. Meth labs	46	8	21	25
q. Meth chemical dump	42	4	25	25
r. Armed defense of crops	8	0	33	54
s. Dumping of household waste	67	4	21	8
t. Dumping of landscape waste	50	4	29	8
u. Trespass of undocumented immigrants	8	0	25	67
v. Armed defense of forest products	8	4	33	50
w. Natural fire hazards	42	17	33	8
x. Accidental fire activity	29	17	46	8
y. Weather hazards	29	0	58	13
z. Wildlife hazards	25	0	67	8
aa. Road hazards	33	4	54	8

Note: Do not add to 100 percent owing to missing data. All percentages based on n = 24.

- Weather hazards
- Body dumping
- Road hazards
- Suicides

We asked the LEOs which of the above were more common **during the week** (rather than the weekend). Most responses were in the following categories:

- 54 percent said dumping household waste
- 38 percent said theft of personal property
- 38 percent said dumping of landscape waste
- 29 percent said meth labs

- 21 percent said arson
- 21 percent said theft of public property
- 21 percent said criminal damage
- 21 percent said meth chemical dumping

We asked the LEOs which of the above were more common **during daytime hours** (as opposed to nighttime). Most responses were in the following categories:

- 33 percent said shooting
- 17 percent said natural fire hazards
- 13 percent said arson
- 13 percent said theft of public property
- 13 percent said criminal damage
- 13 percent said road hazards

We asked the LEOs which of the above were more common when the **area is crowded** (as opposed to when not many visitors are in the area). Most responses were in the following categories:

- 38 percent said domestic violence
- 33 percent said theft of personal property
- 25 percent said personnel threats
- 17 percent said gang activity
- 17 percent said criminal damage

One-third (33 percent) of Region 2 LEO respondents said they had been threatened or attacked because of their job. We asked them to briefly describe incidents in the past 3 years and received nine responses:

- 33 percent said common occurrence:
  - We are threatened often when we deal with the public; most often it is verbal
  - Verbal threats are common and the only type of threat in the past 3 years
  - Mostly verbal assaults, threats of retaliation
- 22 percent said shots were fired:
  - Well someone lobbed a bullet in my direction
  - I've had my animals shot because my neighbors hated the Forest Service
- 11 percent said large group problems:
  - Dealing with people drinking alcohol, big parties on the forest
- 33 percent had other comments:

- Prior to 3 years ago, I had a motorist attempt to run me over
- About 2 years ago, a subject attempted to grab my baton from my belt during a contact with a large group
- I have had to go out and deal with some volatile individuals over the last 3 years

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**Several types of crime in Region 2 were on the increase, according to LEO respondents. Topping the list were criminal damage and dumping of household waste, followed by indiscriminate shooting, thefts of visitor personal property and dumping of landscape waste.**

#### **Existing issues summary of responses—**

Several types of crime in Region 2 were on the increase, according to LEO respondents. Topping the list were criminal damage and dumping of household waste, followed by indiscriminate shooting, thefts of visitor personal property and dumping of landscape waste. Wildlife hazards, weather hazards, body dumping, road hazards, and suicides remained unchanged from FY03 to FY04. The LEO respondents were more likely to encounter dumping of household waste, thefts of personal property, dumping of landscape waste, meth labs, and, to a lesser extent, arson, thefts of public property, criminal damage, and meth chemical dumping while patrolling during the week. They commonly dealt with indiscriminate shooting, natural fire hazards, arson, thefts of personal property, criminal damage, and road hazards during daylight hours. When areas were crowded, they were more likely to encounter domestic violence, thefts of personal property, personnel threats, gang activity, and criminal damage. One-third of Region 2 LEO respondents said they were threatened or attacked because of their job. Of those who elaborated on this, one-third said it was a common occurrence and, in some cases, shots were fired.

#### **Priorities**

The LEOs were asked the priority issues facing the law enforcement profession in the Forest Service today. Most comments were related to budget:

- 54 percent said fiscal:
  - Lack of funding, lack of LEOs
  - More funding, higher grade level for journeyman LEOs (GS-11)
  - Obtaining adequate funding and staffing
- 21 percent said management:
  - There is a lack of consistency within the organization
  - Things are done differently in different regions
  - More facilities to better manage our users
  - Way too many hours (I'm doing this survey at 11:30 p.m. on my day off)
- 17 percent said occupational ideals:
  - Need dedication



- We're hiring more and more officers and agents that are interested in being police officers and detectives with little knowledge of or interest in natural resources
- 4 percent said safety:
  - More law enforcement needed in order to begin to reduce crime and serve as a deterrent
- 4 percent said natural resource protection:
  - Trying to protect resources experiencing increased visitor pressure
- 4 percent said update rules and regulations
- 4 percent said cooperation
- 25 percent had other comments:
  - Much of our patrol time is spent doing administrative duties instead of being in the field
  - The districts need to realize we may not be able to do it all

The LEOs were asked how priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities. More than one-third said they were in general agreement:

- 38 percent said general agreement:
  - For the most part, they coincide very well
  - They are generally the same
  - We work as a team to implement management decisions that will address those issues
- 25 percent said conflicting priorities:
  - The priorities are not comparable owing to the different goals each is trying to reach
  - Forest supervisor wants resource-orientated LEOs, not "city cop" types
  - Line officers want to pick and choose the cases we work based on political expediency and personal likes and dislikes of the violators
- 8 percent said apathetic:
  - I feel my line officer focuses too strongly on the concentrated use of a resort area, and not enough on resources and wilderness/dispersed recreation
- 4 percent had other comments:
  - They are generally the same; however, poor planning or the failure to release information to the LEO on the ground will constitute an emergency

**Priorities summary of responses—**

Lack of adequate funding was at the top of the list of priorities facing the law enforcement professionals according to Region 2 LEO respondents. Lack of consistency in how things are managed and dedication were also noted. Almost as many LEO respondents believed that the NFS line officer with whom they most commonly interacted was either in general agreement with, or directly opposed to, their list of priorities.

**Customers**

LEOs were asked to describe their customers:

- 71 percent said forest users:
  - The public
  - Our publics are all forest users regardless of financial or political standing
  - The forest users
- 54 percent said Forest Service employees
- 4 percent said law-abiding users
- 4 percent said local agencies
- 4 percent had other comments:
  - Visitors to the United States

The LEOs were asked what they believe their customers want from LEI on NFS lands. Most comments were related to safety and protection:

- 63 percent said safety/protection:
  - Safe and enjoyable experience and preservation of NFS lands
  - They want information and somebody patrolling so they feel safe, and often, they just want to talk to “the ranger” as part of their experience
  - A safe place to recreate
  - They want to be able to take their kids out on USFS lands without having to deal with a bunch of drunks, drug abusers, and jerks that tend to have the run of the forest right now
- 25 percent said prevention:
  - Customers want to know that LEI is working hard to protect national treasure from being looted, vandalized, and destroyed, so that they (the customer) regardless of geography, and their grandchildren can look forward to experiencing wild places that are reasonably unencumbered by signs of human intervention into perpetuity

- 17 percent said action:
  - Visibility so they know we are out there to help/assist them
  - Ability to answer questions and deal with various people in a competent manner
  - Enforcement of laws and regulations that protect
- 8 percent said use/access:
  - A place to recreate, hunt, fish, cut firewood, and ride all-terrain vehicles (ATVs)
  - More open roads, and unlimited access to anywhere, all the time
- 4 percent said conservation:
  - They want national forest lands to be a safe and pleasant place to visit and they want their natural resources protected
- 13 percent had other comments:
  - Fewer Californians are another common request
  - I believe they want to see a person who likes their job and most importantly understands the resources

**Recreation visitors—**

Region 2 LEO respondents said that recreation visitors were mostly safe (50 percent) from other visitors or that it varied within the patrol area (33 percent). Thirteen percent said that recreation visitors were very safe from other visitors. Most Region 2 LEO respondents said that recreation visitors were mostly physically safe (58 percent) from site features or that it varied within the patrol area (33 percent).

Region 2 LEO respondents said that as compared to the average recreation visitors' neighborhood, recreation visitors were mostly safe (71 percent) onsite from other visitors and were mostly safe (88 percent) from site features.

The LEOs were asked what types of crime or law enforcement violations most commonly affect recreation visitors in Region 2. The responses varied:

- 63 percent said urban-associated crime:
  - Illegal shooting; shooting in campgrounds, use of the national forest for residential purposes
  - Theft, robbery, rape, endangerment, disturbance, illegal outfitters, disorderly conduct, domestic violence, murder, theft of personal property
  - Threats and threatening behavior from other visitors, disorderly conduct
- 38 percent said assaults:
  - Simple assaults by other visitors (sexual or otherwise)
- 25 percent said motor vehicle violations:

- Careless driving, drunk driving
- Car clouting, motorized recreation violations, operating where prohibited, exceeding safe vehicle speed on forest roads and trails
- 25 percent said drug activity:
  - Alcohol and drug-related incidents, alcohol/drug violations, transportation of drugs
- 21 percent said natural resource issues:
  - Resource damage
- 4 percent said dumping household/landscape waste/littering
- 4 percent said vandalism
- 46 percent said other violations:
  - Hunting camp squabbles, discharging fireworks
  - Use of fireworks resulting in fires
  - Threats and threatening behavior from other visitors
  - Game violations/hunting violations
  - Occupancy and use
- 33 percent had other comments:
  - Loud music, inappropriate behavior, loud parties at night
  - User conflicts that impact other user enjoyment
  - Serious conflicts between motorized (snowmobile) and nonmotorized (skiers, snowshoers) on common use trails
  - Disputes between users over such things as noise, actions of their children, locations of campsites

**Forest users—**

We asked if the LEOs had special problems protecting forest users in their patrol area of responsibility. Most comments were related to coverage of large areas and lack of resources:

- 21 percent said remote/too large area to cover:
  - Vast amount of wilderness
  - Too many acres, too few LEOs and FPOs
  - Always seem to be in the wrong place, often hear “you should have been here yesterday”

- 21 percent said lack basic patrol equipment/officers/co-op agreements:
  - Not enough law enforcement patrol
  - Lack of personnel (LEO, FPO, district staff, volunteer, etc.)
  - Too few USFS employees work on weekends and holidays
- 8 percent said increasing uses:
  - Too many people; high amount of recreation use, especially on spring/summer weekends
- 8 percent said social conflicts:
  - Crimes against persons/property
  - Conflicts between nonmotorized and motorized recreation user groups using the same trails
- 17 percent had other comments:
  - ATV operation on forest roads
  - Underage alcohol parties (“keggers”) that may involve 10 to 150 people at one time
  - Lack of management vision and focus

The media portrayal of crimes against forest users in the patrol area of responsibility was described as mostly positive (50 percent), or nonexistent (42 percent).

#### **Customers summary of responses—**

Region 2 LEO respondents saw forest users, defined generically as “the public” or all forest users, and Forest Service employees, as their primary customers. They believed that forest users wanted to be assured of a safe and enjoyable experience while on the forest, and that LEOs were doing their best to prevent crime and to protect the natural resources. They felt that their customers could depend on them to take appropriate action when necessary. Half of Region 2 LEO respondents felt that recreation visitors were mostly safe from other visitors and slightly more than half felt that recreation visitors, were mostly physically safe from site features, whereas one-third noted that these conditions differed within the patrol area. Urban-associated crime (e.g., theft, indiscriminate shooting, domestic violence, and rape) was at the top of the list of crimes or law enforcement violations that LEO respondents said most commonly affected recreation visitors. This was followed by assaults by other visitors (sexual or otherwise); motor vehicle violations; drug activity; and natural resource damage. In general, LEO respondents noted that in

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**They felt that their customers could depend on them to take appropriate action when necessary.**

protecting forest users, they were hampered by their patrol areas' large size and remoteness, coupled with a lack of resources in the form of basic patrol equipment, officers, and cooperative agreements. Half of the Region 2 LEOs believed that the media portrayal of crimes against forest users was mostly positive.

## Natural Resources

Most of Region 2 LEO respondents reported the quality of the natural resources in their patrol area of responsibility had declined (58 percent) during the time they worked there. Others said it has remained the same (29 percent). They also said the maintenance of Forest Service facilities and developed areas in their patrol area of responsibility had declined (71 percent) during the time they worked there. Others said it had remained the same (17 percent) or had improved (8 percent).

The media portrayal of crimes against resources in the patrol area of responsibility was mostly positive (58 percent) or nonexistent (25 percent). The media portrayal of fire crimes in the patrol area of responsibility was mostly positive (67 percent) or nonexistent (13 percent).

### **Natural resources summary of responses—**

In their patrol area, Region 2 LEO respondents reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas. Just over half of the Region 2 LEO respondents believed that the media portrayal of crimes against resources was mostly positive, and two-thirds believed that the media portrayal of fire crimes was mostly positive.

## Success Stories

A few LEOs from Region 2 had success stories to share (21 percent). They provided the following descriptions (n = 9):

- 22 percent said solve crimes/get convictions:
  - Success owing to zero tolerance of theft when discovered, and working with timber staff in reinforcing contract penalties beyond the norm of double stumpage
  - I'm proud of the success that has been gained on this unit by using check-points
- 22 percent said proactive programs:
  - Allowing us to "patrol" in alternative methods
  - I have had several successes throughout my career resulting in awards certificates

- 22 percent said good cooperation:
  - Staying consistent with enforcement and education, while treating the public fairly
  - I have been able to break down communication barriers with district staff and opened up good communications with district staff and entangled their priorities with mine
- 33 percent had other comments:
  - Since LEO has become a major role in the forest, we have become one of the main contacts with the public
  - Because of the presence of the LEOs, the public has become more aware of the laws protecting our natural resources
  - My success story is being able to communicate to my community

We asked if the LEOs had special policing programs that have worked well. Almost half did (54 percent). The respondents provided 10 responses to describe special policing programs:

- 40 percent said patrol/visibility:
  - Working out on the ground
  - Use of road checkpoints
  - The recreation area has four FPOs, who focus on enforcement and management in this highly used area
  - I utilize mountain bike patrols in developed areas during busy periods
- 20 percent said public education:
  - Public education and communication
  - Educating new forest users is still a critical part of the overall USFS
  - An in-school program for...students at a technical institute
- 20 percent said public contact:
  - Dealing with the public/resource
  - Making contact with forest visitors
  - With the county, locals who are on the same page, and volunteer groups
- 10 percent said cooperation with other agencies:
  - A great relationship with the USA, federal courts
- 10 percent had other comments:
  - I try to build as many alliances as I can

We asked LEOs how they measure the success of their policing program:

- 25 percent said reduction in violations:
  - Crime reduction
  - Decrease in violations
  - Success is measured by an overall decrease in violations over a long period
  - Success is measured in the number of violations not occurring as opposed to the occurrences in past years when compared to the drastic increases in the number of forest visits
- 13 percent said public/employee/cooperator perceptions are positive:
  - Thank-you notes received from the public
  - By the comments I get back from the public
  - Incident statistics and input from the public, agency employees, and other agencies
  - Very positive comments from family groups and other users coming through the checkpoint and campgrounds in the area
- 4 percent had other comments:
  - Reduced resource damage

The LEOs were asked what policing programs they had tried (if any) that were not successful. They provided six responses including:

- 50 percent said law enforcement scheduling
- 17 percent said increased patrols:
  - Saturation patrols
- 33 percent had other comments:
  - Closure of areas
  - Install obstacles to keep people out

We also asked them to explain why these were not successful. They provided four responses: unpopular with users (25 percent; e.g., it's easy on the lazy, but one size does not fit all), and other (75 percent; e.g., the "kick xxx and take names" approach does not seem to work—breeds resentment and less compliance overall with many types of regulations; managing from the office).

#### **Success stories summary of responses—**

Some Region 2 LEO respondents who volunteered law enforcement success stories about solving crimes and getting convictions, being proactive, and having good



cooperation with the public and others. When special policing programs worked well, LEO respondents attributed their success to patrol visibility, public education, and public contact. They primarily measured their success by a reduction in violations, although they also mentioned the positive perceptions held by the public, NFS employees, and their cooperators. What didn't seem to work were scheduling issues or increased patrols.

## Successful LEI Program

The LEOs were asked to describe a successful **national** LEI program:

- 15 percent said resources:
  - Getting the support and funding to do our jobs on the ground
- 13 percent said understanding/interaction:
  - Working with the Washington office and returning to the field to stay in touch
  - Work better with the general Forest Service
- 13 percent said personnel:
  - Being able to fill jobs quicker when someone leaves
- 13 percent said consistent policies/regulations:
  - One that supports its officers that are on the ground and will not abandon its officers owing to politics or pressure from line officials
  - We need a systematic rewrite of the CFRs
- 13 percent said support/trust:
  - Work internally first
  - Line officers support the regions with what they want to accomplish and fight for funding
- 13 percent said occupational ideals:
  - Need health and weight standards
- 8 percent said leadership:
  - Demand excellence, honesty, and integrity
  - Provide the liaison with NFS, Congress, and administration
- 8 percent said good communication:
  - An increased awareness by our public of what we in LEI do and how it differs from other agencies like the National Park Service
- 8 percent had other comments:

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**When special policing programs worked well, LEO respondents attributed their success to patrol visibility, public education, and public contact.**

- There seems to be lots of expensive positions at the top while we struggle for basic needs in the field

The LEOs were asked to describe a successful **regional** LEI program:

- 17 percent said personnel:
  - Filling jobs that are vacant as soon as possible
  - Fight for a baseline staffing
- 17 percent said understanding/interaction:
  - Making sure all zones work together
- 13 percent said have consistent policies/regulations:
  - We need more consistency between regions
  - Develop a consistent and fair performance and award system
- 8 percent said leadership:
  - Get rid of the passive aggressive management style that we're now shackled with and demonstrate that honesty and integrity mean something
  - I would like to see more leadership from the region regarding revising the CFRs and addressing issues with the federal district court
- 4 percent said resources:
  - Making every effort to get needed funding
  - Getting the resources needed to get any task done
- 4 percent said support/trust:
  - Support from assistant special agent in charge
- 4 percent said occupational ideals:
  - Require supervisors to know their jobs, and perform
- 8 percent had other comments:
  - We have people in positions where they have no business being and leading

The LEOs were asked to describe a successful **local** LEI program:

- 25 percent said occupational ideals:
  - Meetings, friendships, relationships, and partnerships throughout
  - It would be nice to light a fire under a couple of LEOs to increase their productivity
- 17 percent said personnel:
  - Maintain one LEO per district and one supervisory LEO per forest

- We could use a couple more LEOs
- 8 percent said understanding/interaction:
  - LEOs working closely with district staff and identifying properties together and supporting district staff in law enforcement as well as other projects
- 4 percent said consistent policies/regulations:
  - Better laws and authority—no subpart B
- 4 percent said support/trust:
  - Trust and common goals between the LEOs and line officers
- 17 percent had other comments:
  - We need to ensure that local employees and the public are aware of who we are and what we do
  - Working closely with our cooperators to provide a safe experience to our visitors and employees
  - Preventing theft and damage to property of the USFS and resource damage

**Successful LEI program summary of responses—**

A successful national program was characterized by respondents as one that has sufficient resources, is understood by those engaged in or affected by the program, is staffed by qualified personnel, uses consistent policies and regulations, has an atmosphere of support and trust, and one that recognizes or acknowledges the ranks. A successful regional program was characterized as one with adequate personnel, is understood by those engaged in or affected by the program, has consistent policies and regulations and, to a lesser extent, demonstrates good leadership. Locally, success would depend on achieving occupational ideals, followed by having adequate personnel to do the job, and understanding and good working relationships by those engaged in or affected by the program.



## Appendix 4: Region 3 Results

Results are reported for all 22 respondents from Region 3 unless noted otherwise. Response rate was 54 percent. Caution should be used in interpretation owing to small sample sizes. See appendix 1 for the survey questionnaire.

### Demographics

Most of the Region 3 law enforcement officer (LEO) respondents were male (81 percent versus 17 percent female). They averaged 44.6 years of age ( $n = 20$ ;  $SD = 9.4$ ). Forty percent of LEOs were between the ages of 28 and 40, and 60 percent of the LEOs were between the ages of 41 and 57.

The majority of LEO respondents were White (67 percent). Others were Hispanic (19 percent), or multiracial (10 percent). Years of school completed averaged 14.3 years ( $n = 18$ ;  $SD = 2.1$ ), with 4 in 10 (43 percent) of the LEOs holding an academic degree related to their work in law enforcement.

The LEO respondents had been in law enforcement an average of 14.2 years ( $n = 21$ ;  $SD = 8$ ), with about 3 in 10 (29 percent) reporting less than 7 years in law enforcement.

The respondents had an average of 16.6 years ( $n = 21$ ;  $SD = 11.4$ ) with the Forest Service. More than one-third (38 percent) had worked for the Forest Service 10 or fewer years, and 29 percent had 5 or fewer years with the agency.

Respondents had been LEOs for the Forest Service an average of 10 years ( $n = 21$ ;  $SD = 7.4$ ). About 4 in 10 (43 percent) had worked as a LEO for the Forest Service fewer than 5 years, and 52 percent had 10 or fewer years as a LEO with the agency.

The LEO respondents had been at their duty station an average of 7 years ( $n = 21$ ;  $SD = 6.9$ ). Two-thirds (67 percent) had worked at their duty station for 10 years or less, and 62 percent had been at their duty station for 5 or fewer years.

### Demographic summary of respondents—

Region 3 LEO respondents were mostly male, predominantly White, and several years away from retirement. Diversity in the ranks was evidenced by the relatively high proportion of Hispanic and multiracial LEOs. Many Region 3 LEO respondents hold an academic degree related to their work in law enforcement. This is an experienced group with an average of 16+ years with the Forest Service and an average of 14+ years in law enforcement. Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

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**Region 3 LEO respondents were mostly male, predominantly White, and several years away from retirement. Diversity in the ranks was evidenced by the relatively high proportion of Hispanic and multiracial LEOs.**

## Background on Area of Responsibility

The LEO respondents reported an average of 936,240 acres in their primary area of responsibility (n = 21; SD = 567,770), and they normally accessed a median 250,000 acres for patrol purposes (n = 17; range = 2,500 to 1,500,000).

Patrol area of responsibility differed. Most reported their area of responsibility as semirural (24 percent), followed by extremely remote setting (14 percent), and urban/urban-interface (29 percent). Note that 33 percent of respondents did not reply to this question or marked more than one response.

Average total incidents personally involved in during FY04 (reported in Law Enforcement and Investigations Management Attainment Reporting System, not including incidents the LEO merely reviewed or provided oversight) was 198 (n = 12; SD = 163). The median number of incidents for respondents in FY04 was 573 (n = 14; SD = 60 to 3,935).

The LEOs were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Violation notices/warnings/investigations was rated “1” by 29 percent, public relations/education/information was rated “1” by 43 percent, and nonviolater public assistance was rated “1” by 10 percent.

Region 3 LEO respondents communicated with others in the Forest Service in their area of responsibility through various means. We grouped their responses into the following categories:

- 24 percent said talk face-to-face with others:
  - I talk to all employees possible in person on days when I am in the office
  - My favorite way to communicate is face to face whenever possible
  - The key to my success is to take the time to visit with them personally
- 24 percent said talk by phone:
  - Advise local sheriff and state officer on incidents, by phone
  - Law Enforcement and Investigations (LEI) provided me with a cell phone and I always have it with me
  - Be available at all times (cell phone) for questions and concerns
- 19 percent said LEOs provide communication at group functions:
  - I attend staff meetings
  - One of the easiest ways to become involved is to attend weekly staff meetings, and district parties, or potlucks
- 14 percent send email:
  - Most everyday I access my email

- Respond to email
- 10 percent made themselves available to communicate:
  - Always make myself available to anyone I could help
- 5 percent said they go to the National Forest System (NFS) job site:
  - Constant contact with fire and recreation crews out in the field
- 29 percent had other comments:
  - I dispatch with local Sheriff's dispatch
  - I have established a very good working relationship with the other employees in other functions
  - To make sure they know that LEI is just another function in the U.S. Forest Service (USFS) for the same goal and mission, and we all work for the public
  - I explain and work with them to show how enforcement can benefit them, the visitors and the resource

**Area of responsibility summary of responses—**

Region 3 LEO respondents were responsible for a primary patrol area that totals, on average, over 900,000 acres, although they usually patrolled much less than that. While on patrol, their most common task was making public contact, followed by issuing violations/warnings or performing investigations, and public relations/education/information. Communication with others in the USFS was important to Region 3 LEO respondents, as evidenced by their efforts to talk face to face, talk by phone, and attend meetings and other functions where they can facilitate communications. They take advantage of email communications and make themselves available in order to get their messages out.

**Enforcement Level and Cooperation**

According to respondents, on an average day, there was 1 LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of responsibility (SD = 0.7; n = 21). Also, on an average day, there were a median 2 Forest Protection Officers (FPOs) responsible for law enforcement patrols or regulatory compliance in the patrol area of responsibility (range 0 to 28; n = 21). Over half reported between none and 2 FPOs on an average day (14 percent said there were none, 67 percent said there was 1 FPO, 14 percent said there were 2 FPOs).

About 8 in 10 (86 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, whereas more than 7 in 10 reported too few FPOs in their patrol area of responsibility (91 percent). Ten percent reported the

number of LEOs in their patrol area of responsibility was about right, and 5 percent reported the number of FPOs in their patrol area of responsibility was about right.

All LEO respondents reported having cooperative law agreements with other law enforcement agencies. All reported agreements with county sheriff's offices (100 percent). Some had similar agreements with state police (14 percent) or others (5 percent; e.g., Fish and Game).

City/town/community **reimbursed** law enforcement sworn personnel ranged from none to 1 (n = 5), with a median of zero. County sheriff's office law enforcement sworn personnel ranged from none to 5 (n = 15) with a median 0.5. State police law enforcement sworn personnel ranged from none to 5 (n = 5), with a median zero.

Perceptions about **reimbursed** services from city/town/community law enforcement for those who had them was evenly split with 40 percent saying they were adequate (60 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them were also split between those saying they were adequate (48 percent) and those saying they were inadequate (43 percent). Perceptions about services from State Police law enforcement for those who had them were split with 44 percent saying they were adequate and 11 percent saying they were inadequate (44 percent did not know).

City/town/community **nonreimbursed** law enforcement sworn personnel ranged from none to 2 (n = 7), with a median zero. County sheriff's office law enforcement sworn personnel ranged from none to 3 (n = 10) with a median 0.5. State police law enforcement sworn personnel ranged from none to 2 (n = 13), with a median zero. Two reported "other" law enforcement sworn personnel were reported. "Other" included Fish and Game, Fish and Wildlife, Game Officers/Wardens, and Division of Wildlife/Conservation.

Perceptions about **nonreimbursed** services from city/town/community law enforcement for those who had them was fairly evenly split with 25 percent saying they were adequate and 38 percent saying they were inadequate (38 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them were somewhat negative with more saying they were inadequate (40 percent) than said they were adequate (33 percent; 27 percent did not know). Perceptions about services from state police for those who had them were split with some saying they were inadequate (25 percent), and 25 percent saying they were adequate (50 percent did not know).

Region 3 LEO respondents were evenly divided on whether their authority and jurisdiction was adequate for what they feel was expected or demanded of them



internally and externally (48 percent said yes, 43 percent said no). We asked those who said no to give an explanation. We received 12 responses:

- 50 percent said LEOs should be deputized:
  - Being granted state officer authority would also help
  - Having state authority would allow for the officer to be better utilized
  - Many of the crimes and people we deal with can be better addressed by using state law as opposed to federal
  - State authority would be an asset insofar as liability and effectiveness is concerned
  - Our authority and jurisdiction has remained stagnant, while crime variety and frequency have increased
  - I would like to have state peace officer authority
- 33 percent said they had to depend on others:
  - We are forced to adopt state laws to be able to do enforcement actions on traffic
- 17 percent said they had out-of-date regulations to deal with:
  - The regulations have not been updated for several years and we are not able to enforce certain drug and alcohol laws, trespass regulations, and other aspects of the job

About 8 in 10 (81 percent) reported not having adequate resources to do their job. Those who felt the resources were inadequate were asked what additional resources were needed. We received 22 responses:

- 64 percent said personnel:
  - Additional dispatch services
  - Additional LEOs are needed to have more law enforcement presence, fast response time to reported crimes or incidents
  - More manpower
  - Urban interface forests need additional LEOs to better protect the resources and forest users
  - More responsive dispatch
  - Onsite administrative assistance
  - Many more LEOs and FPOs
- 32 percent said equipment
- 4 percent said up-to-date regulations

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**About 8 in 10 (81 percent) reported not having adequate resources to do their job.**

### **Enforcement level and cooperation summary of responses—**

A major concern for Region 3 LEO respondents was the shortage of LEOs and FPOs. All reported having cooperative law enforcement agreements with county sheriff's offices but, in general, their perceptions were mixed as to whether or not these services were adequate in responding to or preventing crime. Most LEO respondents said that their authority and jurisdiction were not adequate for what they believed was expected or demanded of them in their job. Those who were dissatisfied noted that they were not deputized, that they had to depend on others to enforce state violation codes, and that an outdated Code of Federal Regulations (CFRs) hampers their effectiveness. A large proportion of Region 3 LEO respondents noted that they did not have adequate resources to do their job. Specifically, they noted a lack of law enforcement personnel, and a lack of necessary equipment to do the job.

### **Roles**

The LEOs were asked to rank 1 to 4 their highest job priority (1 is highest priority) whether it is protecting forest users, protecting resources, protecting NFS employees, or protecting public property. The LEO respondents reported their highest priorities as protecting forest users (29 percent ranked this a "1"), and protecting NFS employees (29 percent), followed by protecting forest resources (14 percent). They were also asked to rank 1 to 4 what they believed the NFS line officer they most commonly interacted with thought is the highest priority [protecting forest users, protecting resources, protecting NFS employees, or protecting public property]. The LEOs reported the highest priority as protecting forest users (24 percent ranked this as "1"), protecting NFS employees (33 percent), and protecting resources (14 percent).

The LEOs were asked what they believed LEI's relationship with the rest of the Forest Service should be. We grouped their responses into the following categories:

- 76 percent said collaboration and teamwork:
  - LEI's relationship with the USFS should be a close and semiopen relationship
  - Should have a good relationship with the rest of the USFS
  - We should be considered as part of the whole instead of the stepchild that has to sit on the back porch and fight with the dogs for scraps
  - USFS line/staff officers, employees, need to support LEI more than they think they do
  - We are part of the Forest Service and should be thought of as such
  - One team

- 5 percent said serve a protection role:
  - LEI should work with the line officers and the field staff to facilitate our common goal of protecting the land and servicing the people
- 10 percent had other comments:
  - LEI must also be able to manage and control all law enforcement activities without restrictions or limitations by law enforcement personnel
  - Still needs to improve
  - Budget needs to improve

We asked the LEOs where LEI fits within the Forest Service organization and programs.

- 29 percent said equal partners:
  - LEI must be integral
  - We should be afforded the same budget and program considerations as other branches in the organization
  - Should be eye to eye
  - Need to be at the same table when plans and budget are in the works
- 24 percent said outsiders to the agency:
  - We are used as a last resort and viewed as a necessary evil
  - I feel at the very bottom
- 10 percent said serve a protection role:
  - As a key ingredient making sure people and resources are protected within the system
  - Most LEOs that I know feel that we are primarily policemen
- 5 percent said we're well-funded and integrated
- 5 percent said we're forgotten/misunderstood:
  - There are still some district rangers who still don't feel LEO should interfere with district issues
- 14 percent had other comments:
  - As a major player in the future of the organization
  - Should be more accessible to other programs
  - LEI totally fits within the USFS organization in that LEI enforces the federal rules and regulations

The LEOs were asked if the NFS line officer with whom they most commonly interacted in their area knows and understands what they do. We grouped their responses into the following categories:

- 71 percent said they had good relations and rapport with the NFS line officer:
  - Yes, the primary line officer does, I brief him on activities
  - I believe he has a good idea
  - Yes, they know and support
  - Yes, they have a general idea of what we do, but are commonly shocked when we deal with the more violent and/or stressful aspects of our job
- 24 percent said NFS line officers did not understand the complexity/hazards of the LEO job:
  - As I stated earlier, non-law-enforcement personnel rarely understand why anyone would do or want to do what LEOs do
  - Does not understand
- 10 percent said the line officer went on ride-alongs:
  - They also do ride-alongs with me
  - They ride with me on a frequent basis
- 5 percent said LEOs provided information to enhance understanding:
  - For the most part they are very appreciative for the support and response given by LEI
- 5 percent said they had frequent contacts:
  - We speak often, and quite candidly
- 5 percent said NFS needs training and ride-alongs:
  - District ranger does not go to the field or relate to the people that work in the field
- 5 percent said NFS does not want information or details:
  - The other line officer in the remote area seems to care less until he needs law enforcement

The LEOs were asked if they felt supported by LEI line officers, NFS line officers, or local NFS employees. Most LEOs felt supported by LEI line officers (95 percent said yes). We also asked for an explanation if they did not feel supported. We received no responses.

Most LEOs felt supported by NFS line officers (67 percent said yes). We also asked for an explanation if they did not feel supported. We received only two responses:

- 50 percent said resentment toward law enforcement
- 50 percent said lack of contact/relationship with NFS line officers

Most LEOs felt supported by local NFS employees (76 percent said yes). We also asked for an explanation if they did not feel supported. We received only two responses:

- 50 percent said lack of contact/relationship with local NFS employees
- 50 percent had other comments:
  - I don't get many reports of things that people in the field have seen

#### **Roles summary of responses—**

Region 3 LEO respondents ranked their highest job priorities as protecting forest users and protecting NFS employees, followed by protecting forest resources. They believed that the NFS line officers with whom they most commonly interacted had a similar set of priorities. Region 3 LEO respondents felt they had good relations and rapport with the line officers with whom they most commonly interacted. Most of the Region 3 LEOs believed that the LEI's relationship with the rest of the Forest Service is one of collaboration and teamwork. But, although one-third of Region 3 LEO respondents felt that LEI is an equal partner within the Forest Service, one-quarter felt like outsiders within the agency. Nevertheless, most felt supported by LEI line officers, NFS line officers, and local NFS employees. Those who felt they were unsupported cited resentment toward law enforcement and either a lack of contact or a lack of relationship with their NFS line officer or with local NFS employees.

#### **Existing Issues**

LEO respondents in Region 3 said the following activities had **increased** from FY03 to FY04 by at least 50 percent (see table 4); these are rank ordered:

- Dumping landscape waste
- Trespass of undocumented immigrants
- Thefts of visitor personal property
- Shooting (indiscriminate)
- Criminal damage
- Dumping of household waste

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**Most LEOs felt supported by LEI line officers.**

- Accidental fire activity
- Thefts of public property
- Natural fire hazards
- Road hazards

Fifty-two percent of the LEO respondents in Region 3 said wildlife hazards had remained the same from FY03 to FY04.

We asked LEOs to tell us which of the above were more common **during the week** (rather than the weekend). The items mentioned most often were:

- 67 percent said dumping household waste
- 52 percent said dumping of landscape waste
- 29 percent said meth labs

**Table 4—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility for Region 3**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	10	10	43	29
b. Domestic violence	29	5	48	14
c. Thefts of visitor personal property	62	10	19	5
d. Thefts of public property	52	5	29	10
e. Gang activity	48	5	29	14
f. Body dumping	19	0	43	29
g. Shooting (indiscriminate)	62	0	29	5
h. Suicides	24	0	43	19
i. Murder	14	5	38	33
j. Rape/sexual assault	10	0	24	57
k. Drive-by shooting	0	0	29	62
l. Criminal damage	62	5	19	10
m. Personnel threats	38	0	29	24
n. Threats against property	48	0	14	33
o. Marijuana cultivation	14	14	29	33
p. Meth labs	10	10	29	38
q. Meth chemical dump	19	10	33	29
r. Armed defense of crops	19	5	14	48
s. Dumping of household waste	62	10	19	5
t. Dumping of landscape waste	67	5	14	10
u. Trespass of undocumented immigrants	67	0	14	14
v. Armed defense of forest products	5	5	38	38
w. Natural fire hazards	52	5	28	10
x. Accidental fire activity	57	0	29	10
y. Weather hazards	43	0	43	10
z. Wildlife hazards	24	0	52	14
aa. Road hazards	52	0	33	4

Note: Do not add to 100 percent owing to missing data. All percentages based on n = 22.

- 29 percent said theft of public property
- 19 percent said threats against property
- 5 percent said criminal damage

We asked LEOs to tell us which of the above were more common during the **daytime hours** (as opposed to nighttime). The items mentioned most often were:

- 48 percent said shooting
- 33 percent said dumping household waste
- 29 percent said dumping of landscape waste
- 10 percent said criminal damage

We asked LEOs to tell us which of the above were more common when the **area is crowded** (as opposed to when not many visitors are in the area). The items mentioned most often were:

- 62 percent said domestic violence
- 57 percent said theft of personal property
- 48 percent said personnel threats
- 29 percent said criminal damage
- 14 percent said accidental fire activity

About one-half (52 percent) of Region 3 LEO respondents said they have been threatened or attacked because of their job. We asked them to describe the incident and received 12 responses:

- 17 percent said it was a common occurrence:
  - Many times
  - I've been in some fights over the years and in fact received a minor injury in an altercation a couple of weeks ago
  - We get attacked and threatened more because the bad guys know that we're cops, even if that status is not clear to other people
  - The incidents range from verbal threats to myself and my family, or to my professional career, which occur almost weekly, and are part of the job
- 17 percent said ranchers:
  - During a gathering of trespass livestock, a female called my home and stated I know where you live and what you drive
  - Three officers were assaulted by the rancher where the cattle were being removed
  - I was almost run down by a rider on a horse once

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**About one-half (52 percent) of Region 3 LEO respondents said they have been threatened or attacked because of their job.**

- 8 percent said drug activity:
  - Numerous assaults by drug and alien smugglers
- 8 percent said shots fired:
  - Two individuals tried to kill me by shooting
- 50 percent had other comments:
  - Verbal threats while suspect is transported to trial
  - I have been threatened in the past because of my job, but not in the past 3 years
  - Almost run over by suspect, vehicle nearly rammed by other vehicle during pursuit

#### **Existing issues summary of responses—**

Several types of crime, law enforcement violations, and other patrol activities in Region 3 were on the increase according to LEO respondents. Dumping of landscape waste, trespass by undocumented immigrants, thefts of visitor personal property, indiscriminate shooting, criminal damage, and dumping of household waste topped the list, followed by accidental fire activity, thefts of public property, natural fire hazards, and road hazards. Only wildlife hazards was thought by most to have remained unchanged from FY03 to FY04. The LEOs were more likely to encounter dumping of household waste and dumping of landscape waste followed, to a lesser extent, by meth labs, thefts of public property, and thefts against property while patrolling during the week. They commonly dealt with indiscriminate shooting, and dumping of household and landscape waste during daylight hours. When areas were crowded, they were more likely to encounter domestic violence, thefts of personal property, personnel threats, and criminal damage. One-half of Region 3 LEO respondents said they were threatened or attacked because of their job. Most of those who elaborated on this said it was either a common occurrence or the threats were identified as originating from ranchers. Some threats were associated with drug activity, and some personnel encountered gunfire.

#### **Priorities**

According to the respondents, priority issues facing the law enforcement profession were:

- 52 percent said fiscal:
  - Increase the manpower
  - The lack of funding
  - Recruiting
  - We need a replacement workforce



- Too few officers/budget constraints when use and demand by visitors is increasing
- With the shrinking budgets, many line officers would like to see us disappear so that the money could be spent on “priority” projects
- 24 percent said management:
  - Lack of or limited support from the United States Attorney when prosecuting defendants accordingly
  - Balancing what is best for the resources, the public, the rest of the USFS and LEI
  - Federal law enforcement training center should not govern every policy the USFS has
  - Integration of LEI into planning and problem-solving at all levels
- 19 percent said natural resource protection
- 19 percent said occupational ideals:
  - Standardizing law enforcement training requirements
  - Training and retaining a strong workforce
- 14 percent said cooperation:
  - Interact with other federal enforcement agencies to create a good working relationship
  - The lack of support from the rest of the agency
- 10 percent said safety:
  - Protecting the life and property, and USFS employees, and the public
  - Increasing urban-interface crime being viewed by staff in supervisor’s office, regional office, and Washington office through the rose-colored glasses of tradition
- 5 percent said update rules and regulations:
  - Develop policy that can be met
- 29 percent had other comments:
  - Livestock grazing and trespass
  - Off-road vehicle use
  - Occupancy violations
  - Justifying your job by caseload stats
  - Increased off-highway vehicle (OHV) activity on roadways

- Fire-related issues, investigation, and prevention
- Diversity
- Retirement rate

Officers were asked how the priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities. Their responses were:

- 57 percent said general agreement:
  - Respect both positions and keep both informed on status of situations occurring on forest
  - LEI and USFS line share the priorities
  - Fairly well in concept
  - Line officers in my area have a good working relation-same priorities
  - The line officers that I interact with are reasonably supportive of law enforcement and I think that our priorities are similar
  - We share the same priorities and frustrations
  - Somewhat the same
- 29 percent said conflicting priorities:
  - Some do not think more enforcement is the answer
  - The line officers often have trouble accepting the reasoning that prevention and/or enforcement of traditional crime will also reduce or prevent resource type crimes
  - I worked with two districts more than the other three districts
  - One line officer, more remote district seems to want to run his district and personnel as he wants
- 5 percent said they want increased law enforcement/visibility:
  - NFS line officers and USFS staff would like to see LEI in their districts more often
- 10 percent had other comments:
  - We seem to only react instead of being proactive when issues arise

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**Lack of adequate funding was at the top of the list of priorities facing the law enforcement professionals according to Region 3 LEO respondents.**

**Priorities summary of responses—**

Lack of adequate funding was at the top of the list of priorities facing the law enforcement professionals according to Region 3 LEO respondents. Lack of consistency in how things are managed, natural resource protection issues, and occupational ideals were also noted. More LEO respondents believed that the NFS line

officer with whom they most commonly interacted was in general agreement with their list of priorities than directly opposed to them.

## Customers

The LEO respondents were asked to describe their customers. Most were described as forest users (86 percent; e.g., visitors and users of the forest; my “customers” are the public and the district/forest personnel; USFS permittees; the common citizens of the United States and other countries who use the national forests in a lawful and peaceful manner; the average campers who enjoy the forest, not the hunters or local residents; tax-paying people; real forest users; the general public who recreate on the forest) or Forest Service employees (38 percent; e.g., supervisor; district ranger; district employees; Forest Service employees; USFS employees who work on the forest). Others said customers included the natural and cultural resources (10 percent; e.g., the resources and wildlife are also customers).

We also asked what the LEOs believed their customers want from LEI on NFS lands. More than one-third of respondents said safety/protection. Examples of what LEOs said customers want:

- 67 percent said safety/protection:
  - Public safety
  - A safe and clean place to recreate
  - Protection with a safe environment
  - To be able to recreate in a safe environment in all aspects of recreation
  - Management of the area to ensure their safety and enjoyment of the area
  - Most forest visitors want a peaceful and safe experience
- 19 percent said prevention:
  - Keep the area safe for use
- 19 percent said use/access:
  - To use the land the way they want to
- 10 percent said conservation:
  - Protection of resources
  - Protection of the resource until it means they can't do what they want to do
  - A safe clean environment
- 10 percent said action:
  - A responsive organization

- 5 percent said unregulated activity:
  - Without too many regulations to spoil the visit
- 5 percent said regulations that are clear and concise:
  - Enforcement of the agency’s rules, regulations, and policies
- 48 percent had other comments:
  - They want to be able to recreate or collect forest products where and when they want to
  - It’s confusing—most of the public wants the rules enforced—until you write them a ticket!

#### **Recreation visitors—**

Most Region 3 LEO respondents said that recreation visitors were mostly safe (48 percent) from other visitors or that it varied within the patrol area (38 percent). Most Region 3 LEOs said that recreation visitors were mostly physically safe (43 percent) from site features or that it varied within the patrol area (38 percent).

Region 3 respondents said that as compared to the average recreation visitors’ neighborhood, recreation visitors were mostly safe (76 percent) onsite from other visitors and were mostly safe (91 percent) from site features.

We asked what types of crime or law enforcement violations most commonly affect recreation visitors in Region 3. We grouped their responses into the following categories:

- 67 percent said urban-associated crime:
  - Frequent theft of forest visitor’s personal property
  - Domestic abuse
  - Gang activity
  - Criminal damage
  - Hate groups, militia groups
- 62 percent said drug activity:
  - Use of drugs or alcohol
  - Drug abuse
  - Methamphetamine use
  - Marijuana possession
- 43 percent said dumping household/landscape waste/littering:
  - Criminal dumping
  - Littering, dumping

- 33 percent said assaults:
  - Simple assault
  - Assaults
- 24 percent said motor vehicle violations:
  - OHV/all-terrain vehicle (ATV) violations, OHV use/damage
  - Vehicle accidents
  - Vehicle violations such as speed, reckless operation, and driving under the influence
- 24 percent said natural resource issues:
  - Natural resource damage
- 14 percent said vandalism:
  - Vandalism to facilities
  - Damage to government property
- 43 percent said other violations:
  - Nonpayment of fees, we have underage consumption, fuel-wood cutting or collection, dumping
  - Extremely large number of alcohol-related incidents
  - People that attempt to camp for periods longer than allowed by order
  - Wildlife poachers
- 43 percent had other comments:
  - Some recreation visitors that comply with regulations are disturbed by those that do not comply
  - Disputes between recreation visitors over campground units within popular campgrounds

**Forest users—**

We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources. Some examples follow:

- 19 percent said they lack basic patrol equipment/officers/co-op agreements:
  - As a reserve LEO and not having a LEO it is difficult to do more than one job
  - Not enough personnel to take care of the area
  - Lack of LEOs and FPOs
  - Time spent in the office translates into less time in the field

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**We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources.**

- 14 percent said remote/too large area to cover:
  - Keeping them in the designated safe areas
  - Response time is too long
  - The amount of area to cover with one officer
- 10 percent said social conflicts:
  - Domestic violence
  - Personnel threats; threats against property
  - Disorderly conduct by other forest users
- 5 percent said drug activity
- 5 percent said hostility/armed use:
  - Shooting—indiscriminant
- 5 percent said increase in uses:
  - Large crowds
- 52 percent had other comments:
  - Protection or prevention against theft of forest users' personal property
  - OHV use, ATVs
  - A lack of support to update current outdated CFRs and regulations
  - Search and rescue, outfitter and guide issues, and weather issues
  - Law enforcement staff officers refuse to accept there are bad guys in the forest, or care about their employees' safety, and or the public safety
  - Trespass of undocumented immigrants
  - Underage drinking

The media portrayal of crimes against forest users in the patrol area of responsibility was described as nonexistent (43 percent) or positive (33 percent).

#### **Customers summary of responses—**

Region 3 LEO respondents described forest users and Forest Service employees as their primary customers. They believed that their customers primarily wanted a safe and enjoyable experience while on the forest. In addition, they believed their customers wanted LEOs to do their best to prevent crime but also to allow unfettered use and access. About half of Region 3 LEO respondents felt that recreation visitors were mostly safe from other visitors and slightly fewer than half felt that recreation visitors were mostly physically safe from site features, while over one-third noted that these conditions varied within the patrol area. Urban-associated

crime (e.g., theft, domestic violence, gang activity, hate groups, and militia groups) and drug activity were at the top of the list of crimes or law enforcement violations that LEO respondents said most commonly affected recreation visitors. This was followed by dumping of household/landscape waste, assaults, motor vehicle violations, and natural resource damage. In general, LEO respondents noted that in protecting forest users, they were hampered by a lack of resources in the form of basic patrol equipment, officers, and cooperative agreements coupled with their patrol areas' large size and remoteness, and social conflicts (e.g., domestic violence, threats against personnel and property, and disorderly conduct). One-third of the Region 3 respondents believed that the media portrayal of crimes against forest users was mostly positive.

## **Natural Resources**

Most of Region 3 LEO respondents reported the quality of the natural resources in their patrol area of responsibility had declined (81 percent) during the time they worked there. Others said it has remained the same (10 percent). They also said the maintenance of Forest Service facilities and developed areas in their patrol area of responsibility had declined (57 percent) during the time they worked there. Others said the maintenance had improved (29 percent) or said it had remained the same (14 percent).

The media portrayal of crimes against resources in the patrol area of responsibility was mostly positive (38 percent) or nonexistent (33 percent). The media portrayal of fire crimes in the patrol area of responsibility was mostly positive (71 percent) or nonexistent (14 percent).

### **Natural resources summary of responses—**

In their patrol area, Region 3 LEO respondents reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas. Just over one-third of the Region 3 LEOs believed that the media portrayal of crimes against resources was mostly positive, whereas 7 in 10 believed that the media portrayal of fire crimes was mostly positive.

## **Success Stories**

The LEOs were asked if they had a law enforcement success story they would like to share. Only 14 percent did. We received three descriptions of successes:

- 33 percent said solving crimes/getting convictions:
  - Every “active” LEO makes a difference every day when they put the uniform, badge, and gun on

- The suspect was charged, paid a collateral fine, and made to pay for the damage to the vehicles he caused
- 33 percent said operations work:
  - I took a K-9 program on the forest to a much higher level of training and success
- 33 percent had other comments:
  - Every time that officer comes home is the real law enforcement success story

Several Region 3 LEOs described special policing programs that have worked well (48 percent). We asked them to describe these special policing programs and received 17 responses:

- 29 percent said cooperation with other agencies:
  - Policing through partnership where LEI worked with several local law enforcement agencies
  - Develop and maintain a strong working relationship with local, county, state, and other federal law enforcement agencies
  - Assisting other agencies with crimes against forest users
  - Special deputization by the local sheriff’s office has allowed me to take action and intervene in state crimes, thereby becoming a “force multiplier” for the county and the USFS
  - The use of military forces and the National Guard
- 18 percent said patrol/visibility:
  - Control large group gatherings
  - Enforcement on large alcohol and drug parties
- 18 percent said public education:
  - Working with the schools to educate the students
  - Media presentations to inform the public
- 12 percent said public contact:
  - LEI organizes annual law enforcement saturation patrols to enforce the regulations and polices regarding sales of special use permits for firewood and forest timber products
  - Use USFS comics, coloring books, frisbees, and trash bags to approach, observe, and contact forest visitors
- 5 percent said community involvement
- 18 percent had other comments:
  - Develop and maintain a strong relationship with non-LEI in the USFS



We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources. Those and other examples follow:

- 29 percent said reduction in violations:
  - By the decrease in activity in the problem areas
  - The number of tickets and warnings and the diversity of the personnel engaged in issuing warnings and violation notices
  - Drop in a particular crime trend
- 19 percent said public/employee/cooperator perceptions are positive:
  - By feedback from visitors, staff, and other law enforcement agencies
  - Visitor/users inform you of what's happening on the forest
  - Through feedback from the patrol captains
  - Public's positive feedback
- 5 percent said preservation of natural resources:
  - Prevention of damage to resource
- 10 percent had other comments:
  - Number of lawsuits prevented

We also asked if LEOs had policing programs they tried that were unsuccessful. We received only four responses: increased patrols (25 percent; e.g., littering operations/the amount of forest users is too great), OHV management (25 percent; e.g., lots of visitor contacts concerning certain regulations [ATV use]), and other (50 percent; e.g., I once tried to institute a volunteer patrol program with citizens, and the idea got immediately bogged down in the same old "we've never done that before"; working with other agencies that are not used to working away from the blacktop; littering operations). We also asked for explanations why these were not successful. We received five responses: lack of support (80 percent) and other (20 percent).

#### **Success stories summary of responses—**

The three Region 3 LEOs who volunteered law enforcement success stories reported solving crimes and getting convictions and performing operations work. When special policing programs worked well, LEO respondents attributed their success to cooperation with other agencies, patrol visibility, public education, and public contact. They primarily measured their success by a reduction in violations, although they also mentioned the positive perceptions held by the public, NFS

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**We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources.**

employees, and their cooperators. What didn't seem to work were increased patrols and OHV management that included visitor contact concerning regulations. The LEOs noted that a lack of support contributed to their lack of success.

### Successful LEI Program

The LEO respondents were asked to describe a successful **national** LEI program:

- 29 percent said resources:
  - A program with enough funding to do the job right!
  - Much of this involves equipment, including providing funds for equipment needs
  - A program that gains the necessary support, such as budget
- 19 percent said understanding/interaction:
  - We would be recognized as LEOs/investigators
  - The Washington office should also be aware of how much the Forest Service could contribute to border security and other homeland issues (railroads, highways, communications sites, pipelines, etc.) if the mission was adequately addressed
- 14 percent said personnel:
  - Solve the budget problems facing the Forest Service and LEI
  - More LEOs
- 14 percent said leadership:
  - We lack good leadership, and there appears to be a tendency to hire from the alphabet soup of agencies
- 14 percent said support/trust:
  - We would let the Washington office and the national media know what we are doing every day
  - A program that is respected and receives the necessary cooperation from the rest of the USFS and other federal agencies (law enforcement and non-law enforcement)
- 10 percent said consistent policies/regulations
- 5 percent said occupational ideals:
  - The national program in place is doing a great job of recruiting new employees into LEI and making it more diverse

The LEOs were asked to describe a successful **regional** LEI program:

- 24 percent said resources:

- A program with enough funding to do the job right!
- Need budget problems worked out
- 24 percent said personnel:
  - A successful program needs sufficient personnel
  - Money and personnel to work with
  - More officers to deal with increasing crime
- 19 percent said leadership:
  - Regions appear paralyzed by the lack of leadership
  - Leadership is very important; I think our leaders need to set good examples
  - It should also be capable of successfully communicating with the national program to ensure that the needs of the local/field units are met
- 19 percent said understanding/interaction:
  - To make sure they know that LEI is just another function in the USFS for the same goal and mission, and we all work for the public
  - Lots of interaction with line officers and staff
- 14 percent said occupational ideals:
  - Help others grow professionally and learn all they can about law enforcement and the Forest Service
- 10 percent said support/trust:
  - Support
  - Its primary mission should be the support of local field activities
- 5 percent said consistent policies/regulations:
  - No clear and consistent direction
  - They should also be fair and consistent with all employees
- 5 percent said good communication
- 5 percent had other comments:
  - It is going to take individuals who are more concerned about the agency and program rather than themselves to make LEI successful

The LEOs were asked to describe a successful **local** LEI program:

- 29 percent said personnel:
  - Staffed
  - More FPOs
  - More officers

- Having a full-time LEO would be a lot better
- To be as successful as possible, there should be an officer on each district and one for the wilderness
- 24 percent said understanding/interaction:
  - I believe our forest has a successful LEI program because all involved share the same goal and keep communication lines open
  - Locally, interact with the public
  - Lots of interaction with line officers and staff
- 14 percent said good communications:
  - It is paramount that we all communicate and try to keep informed on issues in our area as well as other areas
- 10 percent said support/trust:
  - LEOs are frustrated with an ever-increasing workload, and an ever-decreasing support base
  - Support of LEOs and active FPOs
- 10 percent said leadership:
  - The local program should be the most important
  - The local program should do all it can to help the field people get out and do their job
- 10 percent said occupational ideals:
  - To make sure leaders know that LEI is just another function in the USFS for the same goal and mission, and we all work for the public
- 5 percent said consistent policies/regulations
- 5 percent said resources:
  - A program with enough of funding to do the job right!

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**A successful regional program was characterized as one having sufficient resources, adequate personnel, and demonstrated leadership, and as one that is understood by those engaged in or affected by the program.**

**Successful LEI program summary of responses—**

A successful national program was characterized as one with sufficient resources, and adequate staffing levels, and as one that is understood by those engaged in or affected by the program. A successful regional program was characterized as one having sufficient resources, adequate personnel, and demonstrated leadership, and as one that is understood by those engaged in or affected by the program. Locally, success depended on having adequate personnel to do the job and understanding and good working relationships by those engaged in or affected by the program. Good communications was also mentioned.

## Appendix 5: Region 4 Results

Results are reported for all 25 respondents from Region 4 unless noted otherwise. Response rate is 78 percent. Caution should be used in interpretation owing to small sample sizes. See appendix 1 for the survey questionnaire.

### Demographics

Most of the Region 4 law enforcement officer (LEO) respondents were male (80 percent versus 16 percent female). They averaged 42 years of age ( $n = 23$ ;  $SD = 9.3$ ). Fifty-two percent of LEOs were between the ages of 29 and 38, and 48 percent of the LEOs were between the ages of 42 and 61.

The majority of LEO respondents were White (76 percent). Others were Hispanic (4 percent). Years of school completed averaged 16 years ( $n = 21$ ;  $SD = 1.6$ ), with over two-thirds (68 percent) of the LEOs holding an academic degree related to their work in law enforcement.

The LEO respondents had been in law enforcement an average of 12.3 years ( $n = 25$ ;  $SD = 8.3$ ), with about one-third (36 percent) reporting less than 7 years in law enforcement.

The LEO respondents had an average of 14.6 years ( $n = 25$ ;  $SD = 8.9$ ) with the Forest Service. Almost half (32 percent) had worked for the Forest Service 10 or fewer years, and of those, 16 percent had 5 or fewer years with the agency.

Respondents had been LEOs for the Forest Service an average of 10 years ( $n = 25$ ;  $SD = 7.4$ ). Four in 10 (40 percent) had worked as a LEO for the Forest Service fewer than 5 years, and 48 percent had 10 or fewer years as a LEO with the agency.

The LEO respondents had been at their duty station an average of 7.8 years ( $n = 25$ ;  $SD = 5.7$ ). Two-thirds (68 percent) had worked at their duty station for 10 years or less, and 44 percent had been at their duty station for 5 or fewer years.

### Demographic summary of respondents—

Region 4 LEO respondents were mostly male, predominantly White, and several years away from retirement. Diversity in the ranks was evidenced by the proportion of female LEOs (16 percent). Over two-thirds of Region 4 LEO respondents hold an academic degree related to their work in law enforcement. This was an experienced group with an average of 14+ years with the Forest Service and an average of 12+ years in law enforcement. Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

## Background on Area of Responsibility

The LEO respondents reported an average of 1,103,266 acres in their primary area of responsibility (n = 23; SD = 736,166), and further noted that they normally accessed an average 651,027 acres for patrol purposes (n = 22; SD = 549,269).

Patrol area of responsibility differed. Most respondents reported their area of responsibility as semirural (32 percent), followed by urban/urban-interface (24 percent), and extremely remote setting (16 percent). Note that 28 percent of respondents did not reply to this question or marked more than one response.

Average total incidents personally involved in during FY04 (reported in Law Enforcement and Investigations Management Attainment Reporting System, not including incidents the LEO merely reviewed or provided oversight) was 368 (n = 19; SD = 334). The average number of incidents reported in FY04 was 548 (n = 16; SD = 521).

The LEO respondents were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Public relations/education/information was rated “1” by 52 percent, violation notices/warnings/investigations was rated “1” by 20 percent, and nonviolater public assistance was rated “1” by 12 percent.

Region 4 LEO respondents communicated with others in the Forest Service in their area of responsibility through various means. We grouped their responses into the following categories:

- 40 percent said they make themselves available to communicate:
  - I have an open-door policy; I try to make myself available to everyone; if I don't have an answer to their question, I will research and get back to them
  - I also keep my doors open to them if they have an issue that I need to deal with
  - Remain available 24 hours/day, highly visible and contact districts, supervisor's office, and field personnel daily
- 32 percent said LEOs provide communication at group functions:
  - I try to keep in contact with the district I cover on a regular basis and inform them of what I'm seeing in the field
  - I attend district as well as forest functions
  - I am involved in several groups to better manage resources and to make the area visitor friendly
- 32 percent said talk face-to-face with others:
  - I am a good listener, ask questions, do “what ifs,” and demonstrate a genuine concern for their needs

- I always make a point of going through and talking to people one on one in my office
- I make it a point to stop in all the ranger districts when I am in the area and talk with employees; I receive more information this way than through emails or telephone calls
- 24 percent said talk by phone:
  - Phone, person, cell phone, radio on issues relating to law enforcement on the forest/district issues that come up
  - My phone numbers are all made available; I get called 24-7
- 20 percent said send email:
  - Much of what I say is by email because folks are so busy that it is easiest to catch them this way
  - Via email
- 8 percent said send weekly reports:
  - I attempt to communicate with staff/employees on a weekly basis
- 4 percent said go to National Forest System (NFS) jobsite:
  - I often go with timber people to learn the sale area, who loggers are, etc.
  - Interact with the employees in the office and on the ground
- 4 percent had other comments:
  - For the most part, I do not feel there is a big concern in communicating with personnel at the district offices here

**Area of responsibility summary of responses—**

Region 4 LEO respondents were responsible for a primary patrol area that totaled, on average, over 1,100,000 acres, although they usually patrolled much less than that. While on patrol, their most common task was making public contact, followed by public relations/education/information, and issuing violations/warnings or performing investigations. Communication with others in the U.S. Forest Service (USFS) was important to Region 4 LEOs, as evidenced by their efforts to make themselves available to communicate via an open-door policy and other techniques, by attending meetings and other functions where they facilitated communications, by talking face to face, talking by phone, and via email. They also issued weekly reports to get their messages out.

**Enforcement Level and Cooperation**

According to the respondents, on an average day, there was one LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of

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**About 9 in 10 (96 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, whereas more than 7 in 10 reported too few FPOs in their patrol area of responsibility**

responsibility (SD = 0.8; n = 24). Also, on an average day, there was a median of 2 Forest Protection Officers (FPOs) responsible for law enforcement patrols or regulatory compliance in the patrol area of responsibility (range 0 to 26; n = 21). Over half reported between none and 2 FPOs on an average day (8 percent said there were none, 16 percent said there was 1 FPO, 20 percent said there were 2 FPOs).

About 9 in 10 (96 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, whereas more than 7 in 10 reported too few FPOs in their patrol area of responsibility (76 percent). Four percent reported the number of LEOs in their patrol area of responsibility was about right, and 16 percent reported the number of FPOs in their patrol area of responsibility was about right.

All LEO respondents reported having cooperative law agreements with other law enforcement agencies. Most reported agreements with county sheriff's offices (88 percent). Some had similar agreements with state police (8 percent) or others (12 percent; e.g., Fish and Game).

County sheriff's office **reimbursed** law enforcement sworn personnel ranged from none to 5 (n = 21) with a median 1. Perceptions about **reimbursed** services from county sheriff's law enforcement for those who had them were split between those saying they were adequate (26 percent) and more saying they were inadequate (61 percent; 13 percent did not know).

City/town/community **nonreimbursed** law enforcement sworn personnel ranged from none to 4 (n = 4), with a median 0.5. County sheriff's office law enforcement sworn personnel ranged from none to 3 (n = 11) with a median 0.3. State police law enforcement sworn personnel ranged from none to 2 (n = 7), with a median 1 sworn personnel. One reported "other" law enforcement sworn personnel. "Other" included Fish and Game, Fish and Wildlife, Game Officers/Wardens, and Division of Wildlife/Conservation.

Perceptions about **nonreimbursed** services from city/town/community law enforcement for those who had them was mostly negative with 22 percent saying they were adequate and 67 percent saying they were inadequate (11 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them were somewhat negative with more saying they were inadequate (77 percent) than said they were adequate (12 percent; 12 percent did not know). Perceptions about services from state police for those who had them were also negative with more than half saying they were inadequate (54 percent), and 39 percent saying they were adequate (8 percent did not know).

Region 4 LEO respondents were evenly divided on whether their authority and jurisdiction were adequate for what they feel is expected or demanded of them



internally and externally (20 percent said yes, 80 percent said no). We asked those who said no to give an explanation. We received 29 responses:

- 38 percent said LEOs should be deputized:
  - Would like to have state powers especially during busy times of year
  - It is very frustrating to deal with urgent state offenses, especially when the local sheriff's office response is slow
  - State peace officer status would benefit the public on NFS lands
- 31 percent said they had to depend on others:
  - There are many situations, now in a proprietary jurisdiction area, where I have to refer action to another agency
  - We have less authority than the NFS staff who deal with property crimes and crimes against people
  - If protecting forest visitors is a priority then we should deal with drinking and driving (DUI), property crimes, and violent crimes that occur on the forest
- 24 percent said they had out-of-date regulations to deal with:
  - Code of Federal Regulations (CFRs) Title 36, 261 subpart A does not adequately cover traffic violations on forest roads
  - Having state jurisdiction would be beneficial for assisting the county with domestics, DUIs on highways/roads within the NFS boundaries
  - Our CFRs don't cover what we need, and they have to be off-road for it to take action
- 7 percent had other comments:
  - All we can enforce are petty offenses against the land

Almost 7 in 10 respondents (72 percent) reported not having adequate resources to do their job. Those who felt the resources were inadequate were asked what additional resources were needed. We received 26 responses:

- 50 percent said equipment:
  - More and newer equipment
  - I have to borrow some equipment
  - Forest should come up with driving equipment plus gas and service
- 19 percent said personnel:
  - We need more people on the ground
  - This forest needs more LEOs to adequately patrol and protect the acreage

- 15 percent said fiscal:
  - I had to buy my own equipment
  - Can't even afford gas
- 15 percent had other comments:
  - Better communications
  - Assistance from all USFS employees to stop and correct problems that are observed during the workday

#### **Enforcement level and cooperation summary of responses—**

A major concern for Region 4 LEO respondents was the shortage of LEOs and FPOs. All reported having cooperative law enforcement agreements with county sheriff's offices but, in general, their perceptions were that these services were not adequate in responding to or preventing crime. Most LEO respondents said that their authority and jurisdiction were not adequate for what they believed was expected or demanded of them in their job. Those who were dissatisfied noted that they were not deputized, that they had to depend on others to enforce state violation codes, and that outdated CFRs hampered their effectiveness. A large proportion of Region 4 LEO respondents noted that they did not have adequate resources to do their job. Specifically, they noted a lack of necessary equipment, followed by a lack of adequate funding, and too few law enforcement personnel to be effective.

#### **Roles**

The LEOs were asked to rank 1 to 4 their highest job priority (1 is highest priority) whether it is protecting forest users, protecting resources, protecting NFS employees, or protecting public property. The LEO respondents reported their highest priorities as protecting NFS employees (64 percent ranked this a "1"), followed by protecting forest users (16 percent), and protecting forest resources (16 percent). They were also asked to rank 1 to 4 what they believed the NFS line officer with whom they most commonly interacted thought is the highest priority. The LEOs reported the highest priority as protecting NFS employees (36 percent ranked this a "1"), followed by protecting resources (32 percent).

The LEOs were asked what they believed LEI's relationship with the rest of the Forest Service should be. We grouped their responses into the following categories:

- 64 percent said collaboration and teamwork:
  - Support and advisory
  - More integrated

- It should be part of the Forest Service on an equal basis as another resource concern
- We are a support function, and need to be consulted for legal advice on an ongoing basis
- We should work with the forests, not require a budget code to assist with projects
- We should all strive to obtain and uphold the USFS mission and goals
- 12 percent said protection role:
  - To assist in any way we can to promote resource protection
  - We need to provide adequate law enforcement presence on public land to deter crime and enforce it when necessary
- 4 percent said separate entity:
  - LEI's relationship should remain segregated
- 4 percent had other comments:
  - Eliminate the direct line of authority (stovepipe) and turn supervision of LEOs back to the district rangers

We asked the LEO respondents where LEI fits within the Forest Service organization and programs. These were their responses:

- 40 percent said outsiders to the agency:
  - We are the black sheep because they don't have control of us
  - In my region or district very low
  - The "bad" child of the USFS
  - LEI does not seem to fit very well in the USFS organization, because LEI is a very small law enforcement branch within a very large resource-oriented organization
- 24 percent said equal partners:
  - LEI should lend support to the resource programs implemented by the USFS, so that we can all head in the same direction together
  - Should be an integral part of the team and communicated with like anyone else on the district
- 16 percent said serve a protection role:
  - In order for the USFS to protect the resources, LEI needs to enforce the regulations
  - As a vital part in protecting resources

- 8 percent said we're forgotten/misunderstood:
  - Since the USFS has very few people out on the ground these days, LEI makes up a large portion of the people on the ground and should be recognized for that when it comes to decisions that affect the users of the forest
- 8 percent said we're educators of public and NFS:
  - LEOs coming into the system today are highly motivated, educated, and ready to enforce federal law
- 4 percent said we're well-funded and integrated
- 8 percent had other comments:
  - Line officers do not seem to understand we are not your normal USFS employee; we do a very difficult job

The LEOs were asked if the NFS line officer with whom they most commonly interacted in their area knows and understands what they do. We grouped their responses into the following categories:

- 44 percent said they had good relations and rapport with the NFS line officer:
  - Yes, but it is a continual update as our job expands
  - My district ranger does know and understands what I do
  - Yes, they know what I do and understand what I do but may not agree with it
  - I believe the line officer knows what I do for the most part (after the fact), and for the most part, understands why
- 16 percent said NFS line officers did not understand the complexity/hazards of the LEO job:
  - No, I don't believe he does, we have not taken a day to patrol in the field together, if he does not know what I do, he probably does not understand what I do
- 16 percent said NFS needs training and ride-alongs:
  - Line officers understand what LEI does, but does not fully know what the officer encounters on a day-to-day patrol
  - Of all the line officers I've had in many years of enforcement, only one of them has ridden with me on patrol for a total of two times
- 16 percent said NFS does not want information or details:
  - We have not taken a day to patrol in the field together
  - No way...he won't work past 5 and doesn't dare come out on weekends
  - Not entirely, nor do I think they want to know; and they don't want to know—after all these years, they are still clueless

- 8 percent said LEOs provided information to enhance understanding:
  - The line officer may not know what I do in detail, but I give him updates periodically, of what I do, and try to include why I do it as well, or what I have found that I think may be of interest to him
- 8 percent said the line officer went on ride-alongs:
  - They often ride along on holidays, weekends, or evenings to see what I do and what problems I encounter
- 4 percent said they had frequent contacts:
  - I believe it is our job to let them know what we can do for them and what we spend our time on, so they have realistic expectations of us and will support the LEI program such as FPO positions, extra patrols, and crime prevention through environmental design
- 20 percent had other comments:
  - Sometimes, he does not care—I'm not his employee
  - Somewhat but slowly getting better

Most LEO respondents felt supported by LEI line officers (80 percent said yes). We also asked for an explanation if they did not feel supported. We received only four responses:

- 50 percent said lack of resources:
  - A budget-driven operation has compromised safety of law enforcement across the board in the area I work
  - Unable to properly fulfill K-9 training required annually because of budget constraints
- 25 percent said lack contact/relationship with LEI line officer:
  - Upper level LEI never visits the field and don't have a clue how to supervise the LEO
- 25 percent said lack of trust/understanding:
  - The majority of staff supports what we are doing, but often they do not understand our viewpoint

Many respondents felt supported by NFS line officers (44 percent said yes). We also asked for an explanation if they did not feel supported. We received only 14 responses:

- 29 percent said resentment toward law enforcement:
  - NFS line officers I deal with tend to act like they support you, but they really don't want anything to do with LEI

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**Most LEO respondents felt supported by LEI line officers.**

- There seems to be a lot of friction, maybe because so many are walking a fine line and are afraid of being caught
- 29 percent said lack contact/relationship with NFS line officers:
  - Some rangers seem to feel we do not keep them in the loop, when this is sometimes not possible
- 21 percent said lack of trust/understanding:
  - Some NFS line officers think we are a necessary evil, same with employees
  - NFS line officers do not take the time to understand our mission and the training we have had
- 7 percent said lack of resources
- 7 percent said mission is unclear:
  - I think most of the officers feel a big disconnect between the Forest Leadership Team and what is happening on the ground
- 7 percent had other comments:
  - NFS line officer support seems to be hit and miss

Most LEO respondents felt supported by local NFS employees (72 percent said yes). We also asked for an explanation if they did not feel supported. We received only seven responses:

- 28 percent said resentment toward law enforcement:
  - Local employees mostly don't want anything to do with LEOs
- 28 percent said lack of trust/understanding:
  - The majority of staff supports what we are doing, but often they do not understand our viewpoint
- 28 percent said lack contact/relationship with local NFS employees:
  - Local NFS employees are uneducated about the role of LEOs
- 14 percent had other comments:
  - Some employees think we are a necessary evil

**Roles summary of respondents—**

Region 4 LEO respondents ranked their highest job priorities as protecting NFS employees, followed by protecting forest users, and protecting forest resources. They believed that the NFS line officers with whom they most commonly interacted had a somewhat similar set of priorities, with protecting NFS employees first, followed by protecting resources. Most Region 4 LEO respondents felt they

had good relations and rapport with the line officers with whom they most commonly interacted, although some felt that NFS line officers did not understand the complexity or hazards of the LEO job and, further, that NFS line officers either did not want to know, or they could benefit from additional training and ride-alongs. Most of the Region 4 LEO respondents believed that the LEI's relationship with the rest of the Forest Service was one of collaboration and teamwork. However, many felt like outsiders within the agency, while only one-quarter believed that LEI is an equal partner within the Forest Service. In sum, most respondents felt supported by LEI line officers, less than half felt supported by NFS line officers, and quite a few felt supported by local NFS employees. Those who felt they were unsupported cited a lack of resources (e.g., funding, equipment, and other resources); resentment toward law enforcement; and either a lack of contact/lack of relationship or a lack of trust/understanding from others in the agency.

## Existing Issues

More than half of the LEO respondents in Region 4 said the following activities had **increased** from FY03 to FY04 (see table 5); these are rank ordered:

- Criminal damage
- Thefts of visitor personal property
- Thefts of public property
- Shooting (indiscriminate)
- Personnel threats
- Threats against property

At least half of the LEO respondents in Region 4 said the following activities had **remained the same** from FY03 to FY04 (see table 5):

- Arson
- Wildlife hazards
- Body dumping
- Murder
- Weather hazards
- Suicides
- Rape/sexual assault

We asked LEOs to tell us which of the above were more common **during the week** (rather than the weekend). The items mentioned by respondents most often were:

- 28 percent said theft of public property
- 24 percent said dumping household waste
- 16 percent said dumping of landscape waste
- 16 percent said criminal damage
- 16 percent said theft of personal property
- 16 percent said shooting
- 12 percent said threats against property
- 8 percent said meth labs

We asked LEOs to tell us which of the above were more common during the **daytime hours** (as opposed to nighttime). The items mentioned most often were:

- 36 percent said shooting
- 24 percent said criminal damage
- 20 percent said accidental fire activity

**Table 5—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility for Region 4**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	4	12	68	16
b. Domestic violence	44	4	28	24
c. Thefts of visitor personal property	72	0	16	8
d. Thefts of public property	64	0	24	8
e. Gang activity	32	0	32	36
f. Body dumping	4	0	60	32
g. Shooting (indiscriminate)	56	0	28	16
h. Suicides	32	0	52	16
i. Murder	8	4	60	28
j. Rape/sexual assault	16	0	52	32
k. Drive-by shooting	12	4	40	44
l. Criminal damage	80	0	12	8
m. Personnel threats	56	0	32	12
n. Threats against property	52	0	36	12
o. Marijuana cultivation	16	8	48	28
p. Meth labs	32	4	32	32
q. Meth chemical dump	24	4	40	32
r. Armed defense of crops	4	8	44	44
s. Dumping of household waste	40	4	40	16
t. Dumping of landscape waste	44	4	40	8
u. Trespass of undocumented immigrants	28	0	20	52
v. Armed defense of forest products	8	4	36	52
w. Natural fire hazards	28	12	44	16
x. Accidental fire activity	44	8	36	12
y. Weather hazards	32	0	56	12
z. Wildlife hazards	16	0	68	16
aa. Road hazards	44	4	36	16

Note: Do not add to 100 percent owing to missing data. All percentages based on n = 25.



- 16 percent said dumping household waste
- 16 percent said theft of public property
- 16 percent said personnel threats
- 12 percent said dumping of landscape waste

We asked respondents to tell us which of the above were more common when the **area is crowded** (as opposed to when not many visitors are in the area). The items mentioned most often were:

- 28 percent domestic violence
- 28 percent theft of personal property
- 24 percent criminal damage
- 20 percent personnel threats
- 16 percent accidental fire activity
- 16 percent road hazards

Four in 10 (40 percent) of Region 4 LEO respondents said they have been threatened or attacked because of their job. We asked them to describe the incident and received 15 responses:

- 40 percent said common occurrence:
  - I have been threatened several times and have had to back out of situations and get backup
  - I have had a couple of verbal threats in the last 2 years
  - Numerous intimidations, some violence
- 20 percent said drug activity:
  - Mostly drunken forest visitors who have no respect for authority and do not abide by some simple rules
  - Multiple alcohol- and narcotic-related attacks, which have on occasion led to misdemeanor assault charges
- 6 percent said contacts with large groups:
  - Verbally threatened on several occasions during off-highway vehicle (OHV) and wilderness patrols
- 6 percent said contacts with recreation visitors:
  - Mainly verbal abuse in the last 3 years while on duty from my customers
- 6 percent said shots fired:
  - Shot at two times—ironic that I was never shot at in the military where I was in infantry!

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**Four in 10 (40 percent) of Region 4 LEO respondents said they have been threatened or attacked because of their job.**

- 20 percent had other comments:
  - I identified myself and then was threatened because I had supposedly issued the individual's father a violation notice
  - I have been run off the road in my marked law enforcement vehicle by my neighbor
  - Signs posted on forest about killing the gun-carrying government employees

#### **Existing issues summary of responses—**

Several types of crimes in Region 4 were on the increase according to LEO respondents. Criminal damage, thefts of visitor personal property, thefts of public property, indiscriminate shooting, personnel threats, and thefts against property topped the list. Arson showed up as remaining unchanged from FY03 to FY04, as did wildlife hazards, body dumping, murder, weather hazards, suicides, and rape/sexual assault. The LEOs were more likely to encounter thefts of public property and dumping of household waste, followed by, to a lesser extent, dumping of landscape waste, criminal damage, thefts of personal property, and indiscriminate shooting while patrolling during the week. The respondents commonly dealt with indiscriminate shooting, criminal damage, and accidental fire activity during daylight hours, although dumping of household waste, thefts of public property, and personnel threats are also likely to occur. When areas were crowded, they were more likely to encounter domestic violence, thefts of personal property, criminal damage, and personnel threats, followed by accidental fire activity and road hazards. Forty percent of Region 4 LEO respondents said they were threatened or attacked because of their job. Of those who elaborated on this, attacks/threats were either a common occurrence or the threats were associated with drug activity.

#### **Priorities**

We asked officers about the priority issues facing the law enforcement profession in the Forest Service today. According to these respondents, priority issues facing the law enforcement profession were:

- 72 percent said fiscal:
  - It would be nice if LEI could hire seasonal, temporary or full time permanent FPOs to do law enforcement work under LEOs, or hire seasonal LEOs at some point in time
  - Spending our budgets on real needs instead of “fluff”
  - Lower wage grade compared to the Bureau of Land Management and the National Park Service for comparable positions

- There are too many agents in the Washington office and not enough funding is getting to the field
- Lack of budget is affecting the quality of training we receive after the academy
- 32 percent said occupational ideals:
  - Recruit new LEOs who are committed to enforcement
  - USFS did not provide any law enforcement training in FY 2004; all training hours were proactively obtained through highway patrol and sheriff's office
  - Ability to recruit and keep good officers
- 20 percent said safety:
  - Protection of USFS employees and the public
  - Domestic terrorism
  - Lack of quick backup in rural areas
- 16 percent said management:
  - Integrating LEI into the USFS and other law enforcement agencies fully
  - Providing a career ladder that makes sense
- 8 percent said natural resource protection:
  - Meth labs, hazardous waste from cultivation sites, OHV damage
- 4 percent said update rules and regulations:
  - I would like to have more authority to cover those state laws that the federal laws appear to have a big gap in
  - Update CFRs for the modern times
- 4 percent said cooperation:
  - Support from line officers or LEI
- 12 percent had other comments:
  - Becoming a true law enforcement agency viewed by the public as being police instead of "park rangers"

Officers were asked how the priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities. Their responses were:

- 56 percent said general agreement:
  - My line officers generally have the same priorities as LEI
  - I make a point of making the priorities work together

- Employee safety and responsibility have been especially emphasized since 9/11
- I think that I am serving the districts that I work with; they as well as the public are my customers so I try to focus on the priorities as set out by the districts
- Priorities are communicated well by line officers
- 32 percent said conflicting priorities:
  - Line officers cater to visitors; they're not as interested in enforcement
  - Access management seems to be a common high priority with all district rangers
  - LEOs just want to enforce the law
  - The line officer states, "Do what you have in the past"; this does not reflect a working relationship between the two parties
- 12 percent said apathetic:
  - For the most part, the line officer does not say much; occasionally, he will make a request now and then, or may ask a question, but those are few
- 4 percent had other comments:
  - Nonexistent
  - A work ethic issue amongst employees owing to one district ranger not wanting to make waves among employees creating a lack of any kind of production in the field

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**Lack of adequate funding was at the top of the list of priorities facing the law enforcement professionals according to Region 4 LEO respondents.**

**Priorities summary of responses—**

Lack of adequate funding was at the top of the list of priorities facing the law enforcement professionals according to Region 4 LEO respondents. Occupational ideals and concerns about the safety of Forest Service employees and the public were also noted. Over half of Region 4 LEO respondents believed that the NFS line officer with whom they most commonly interacted was in general agreement with their list of priorities, whereas a third believed there were conflicting priorities.

**Customers**

The LEO respondents were asked to describe their customers. Most were described as forest users (76 percent; e.g., first and foremost, the visitors are my customers; the general public; the general public/anyone looking to the Forest Service for advice and answers; I would like to think they are the family or visitors that are in the area to enjoy the outdoors and the recreational opportunities the forest provides; the public, not the district because we are a team and should be working together for the same objectives; taxpayers using NFS lands) or Forest Service employees (52 percent; e.g., the Forest Service, USFS personnel; No. 1 is the ranger; I believe

my primary customers are the employees of the USFS; the NFS line officers, other NFS employees). Others said customers included law-abiding users (12 percent; e.g., anyone we contact or influence in any manner while representing the federal government), the natural and cultural resources (8 percent; e.g., I think the customers are the forest that we work on; the resources and animals I protect), and local agencies (8 percent; e.g., other agencies).

We also asked what the LEO respondents believed their customers wanted from LEI on NFS lands. More than half said it was safety/protection. Examples of what LEOs said customers wanted follows:

- 56 percent said safety/protection:
  - To be safe, have someone intervene when incidents arise
  - More USFS law enforcement presence on the ground
  - To be safe and undisturbed
  - I think the majority of customers want a quiet, safe, relaxing time
  - Nobody wants to be robbed or hurt so I think safety is the key that everyone wants
  - The public wants someone to deal with people that are ruining their experience such as all-terrain vehicles (ATVs), resolve issue between campers, catch poachers
- 36 percent said prevention:
  - Information and explanation of rules and regulations pertaining to the national forest
  - Education and enforcement
- 28 percent said action:
  - Quick action taken on their complaints
  - They expect a law enforcement presence in the field and want violators prosecuted
- 16 percent said use/access:
  - Most people are there to have a good time, either recreating such as boating, camping, fishing, or hiking
  - The use that fits their needs
- 12 percent said conservation:
  - Care for resource
  - Protection for themselves and the resources

- The majority knows that the resources are being depleted and need to be protected, but they don't want to be overregulated
- 8 percent said regulations that are clear and concise:
  - Easily understood regulations as to what they cannot do on the forest
- 4 percent said unregulated activity:
  - Some just want to do as they please and not be told where they can and can't go or destroy the land or structures that are used by other visitors
  - Special interest groups, usually some of the loudest, always want whatever their interest is, like ATV groups want the whole forest open
- 24 percent had other comments:
  - Require legal activity
  - USFS employees want us to be invisible until they have a problem and need us for something

#### **Recreation visitors—**

Most Region 4 LEO respondents said that recreation visitors were mostly safe (60 percent) from other visitors or that safety varied within the patrol area (20 percent). Four percent said that recreation visitors were very safe from other visitors, while 4 percent said recreation visitors were not safe. Most Region 4 LEO respondents said that recreation visitors were mostly physically safe (60 percent) from site features or that it varied within the patrol area (28 percent).

Region 4 LEOs said that as compared to the average recreation visitors' neighborhood, recreation visitors were mostly safe (80 percent) onsite from other visitors and were mostly safe (76 percent) from site features.

We asked what types of crime or law enforcement violations most commonly affect recreation visitors in Region 4. We grouped their responses into the following categories:

- 52 percent said urban-associated crime:
  - Shooting
  - Noise and disorderly conduct
  - Vehicle burglaries
  - Domestic violence
  - Narcotics-related crimes
- 40 percent said drug activity:
  - Drugs and alcohol incidents

- Alcohol violations and drug-related crime
- 32 percent said motor vehicle violations:
  - ATV crimes (off-road travel or travel on prohibited road)
  - Car clouting
  - Motor vehicle violations on narrow forest roads
  - Off-snow vehicles (OSV)/OHV violations
- 28 percent said natural resource issues:
  - Resource damage violations
  - Damage to natural resources by off-road use
  - Native seed gathering
- 20 percent said vandalism:
  - Vandalism/theft of signs makes it hard for visitors unfamiliar with the area to get around
  - Vandalism to USFS property
- 16 percent said assaults:
  - Sexual assaults
- 12 percent said dumping household/landscape waste/littering:
  - Litter
- 40 percent said other violations:
  - Burglary
  - Alcohol violations
  - Recreation fee violations
  - Gang-related issues
  - OSV/OHV violations
  - Timber theft
- 32 percent had other comments:
  - Domestic disputes
  - Wildlife regulations enforcement

**Forest users—**

We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources. Some examples follow:

- 20 percent said remote/too large an area to cover:
  - Large geographical area and remoteness of some areas make the response time to some incidents very long
  - There is only one of me with a large amount of acres
- 20 percent said lack basic patrol equipment/officers/co-op agreements:
  - Lack of other LEO presence
  - Inadequate number of personnel to serve the public
  - Too few enforcement persons on the ground
- 16 percent said increasing uses:
  - Keeping up with more ATVs
  - OHV violations including illegal snow machine use
- 12 percent said social conflicts:
  - Protecting conflicting irate users from each other
- 4 percent said drug activity:
  - Underage drinking and drug use
  - Methamphetamine labs
- 4 percent said hostility/armed use:
  - Gang individuals
  - Shooting violations
- 28 percent had other comments:
  - Utilizing the FPO program to the fullest extent
  - Lack of state authority limits how I can assist the public
  - Suicides
  - Theft of personal property
  - Too few enforcement persons on the ground

The media portrayal of crimes against forest users in the patrol area of responsibility was described as nonexistent (36 percent) or positive (24 percent).

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**They believed that their customers primarily wanted a safe and enjoyable experience while on the forest.**

**Customers summary of responses—**

Region 4 LEO respondents described forest users, defined as visitors or the general public, and Forest Service employees as their primary customers. They believed that their customers primarily wanted a safe and enjoyable experience while on the forest. In addition, they believed their customers wanted LEOs to do their best to prevent crime and take appropriate law enforcement action when necessary. Almost



two-thirds of Region 4 LEO respondents felt that recreation visitors were mostly safe from other visitors and that recreation visitors were mostly physically safe from site features. Urban-associated crime (e.g., shooting, vehicle burglaries, domestic violence) and drug activity were at the top of the list of crimes that LEOs said most commonly affect recreation visitors. This was followed by motor vehicle violations, natural resource damage, vandalism, and assaults, including sexual assaults. In general, Region 4 LEO respondents noted that in protecting forest users, they were hampered by their patrol areas' large size and remoteness; a lack of resources in the form of basic patrol equipment, officers, and cooperative agreements; increasing uses; and social conflicts between irate, competing users. Only a quarter of the respondents believed that the media portrayal of crimes against forest users was mostly positive.

## **Natural Resources**

Most of Region 4 LEO respondents reported the quality of the natural resources in their patrol area of responsibility had declined (64 percent) during the time they worked there. Others said it has remained the same (20 percent). They also said the maintenance of Forest Service facilities and developed areas in their patrol area of responsibility had declined (40 percent) during the time they worked there. More said it had remained the same (32 percent) than said the maintenance had improved (12 percent).

The media portrayal of crimes against resources in the patrol area of responsibility was nonexistent (40 percent) or was positive (20 percent). The media portrayal of fire crimes in the patrol area of responsibility was mostly positive (48 percent) or nonexistent (16 percent).

### **Natural resources summary of responses—**

In their patrol area, most Region 4 LEO respondents reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas. Only a quarter of the Region 4 LEO respondents believed that the media portrayal of crimes against resources was mostly positive, whereas half believed that the media portrayal of fire crimes was mostly positive.

## **Success Stories**

LEOs were asked if they had a law enforcement success story they would like to share. Only 8 percent did. We received two descriptions of successes:

- 50 percent said positive feedback/gratitude:

- Successful find and recovery of injured forest users who likely would have died if not found in the next 24 hours
- 50 percent said operations work:
  - Utilize a K-9 very effectively in both patrol- and narcotic-related cases

Several Region 4 LEO respondents described special policing programs that have worked well (40 percent). We asked them to describe these special policing programs and received 14 responses:

- 29 percent said patrol/visibility:
  - Trying to be in the field when things are happening
  - Using FPO resources to combat OHV travel, program took 2 years to gain 95 percent compliance from OHV users
- 21 percent said cooperation with other agencies:
  - Try to work with other law enforcement agencies and USFS personnel
  - Close cooperation with sheriff
  - Support from local district officers and local law enforcement officers
  - Not being aloof assisting other agencies when possible
- 14 percent said community involvement:
  - Community involvement by myself in a number of youth programs and others such as Boy Scouts
  - Ski teams and special Olympics
  - Being involved with local motorized and nonmotorized clubs and organizations
- 14 percent said public contact:
  - If users know you and trust you, they will be more likely to comply with the rules and regulations and let you know what users are in violation of those rules and regulations
  - Non-law-enforcement personnel work contact stations to give out info and maps
- 7 percent said public education:
  - More media exposure of USFS employees with badges and guns
- 7 percent said specialized equipment
- 7 percent had other comments:
  - Reducing residential camping violations

We asked LEOs how they measure the success of the policing programs. Many of the responses were related to positive perceptions of law enforcement as well as reduction in violations. Those and other examples follow:

- 40 percent said public/employee/cooperator perceptions are positive:
  - Compliance of recreational visitors
  - “Thanks” from the public, “thanks” from the sheriff
  - Positive feedback from various law enforcement agencies, and USFS personnel on issues that are made known through enforcement situations
  - I believe it is measured by the number of smiles and introductions of kids into the world of the outdoors and there being an outdoors to introduce them to
- 24 percent said reduction in violations:
  - By numbers of reoccurring violations
  - The decrease in violations in that area has been measurable, and the land looks better
  - Every time a local user is willing to turn in a fellow person in the same user group, I measure that as success
  - The area is 95 percent free of illegal OHV use
- 8 percent said preservation of natural resources:
  - Preservation of resources, both natural and man made
- 16 percent had other comments:
  - If I am lucky enough to make contact with a violator, I consider that random chance success

We also asked if LEOs had policing programs they tried that were unsuccessful. We received only eight responses: OHV management (25 percent; e.g., saturation patrols along the urban-interface front for OHV violators), law enforcement scheduling (25 percent), increased patrols (12 percent; e.g., attempted to cross-designate the U.S. Fish and Wildlife officer to patrol the forest near the refuge; attempted to place paired FPOs across too large of an area), and other (38 percent; e.g., attempting to “kid” or joke with the public; have not implemented any yet for the USFS; lack of support from local district on designating closures or restricting areas to shooting owing to safety issues involving all types of forest users in the area). We also asked for explanations why these were not successful. We received six responses: too few officers (50 percent), lack of support (16 percent), unpopular with users (16 percent), and other (16 percent).

#### **Success stories summary of responses—**

Few Region 4 LEO respondents volunteered law enforcement success stories. They described success in positive feedback and gratitude from forest users, and

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**They described success in positive feedback and gratitude from forest users, and performing effective K-9 operations work.**

performing effective K-9 operations work. When special policing programs worked well, respondents attributed their success to patrol visibility, cooperation with other agencies, community involvement, and public contact. They primarily measured their success by the positive perceptions held by the public, NFS employees, and their cooperators as well as a reduction in violations. What didn't seem to work well were OHV management that included saturation patrols. Increased patrols, in general, were noted as not successful.

### Successful LEI Program

The LEOs were asked to describe a successful **national** LEI program:

- 28 percent said resources:
  - Better budget
  - Get us the funding to do our jobs
  - Work to establish a budget that is adequate to support the growing need for enforcement in the national forest
- 16 percent said personnel:
  - Some forests in my region have one officer for the entire forest, whereas other regions have four to five officers for each forest
  - We need more officers, at least one per two districts
- 16 percent said leadership:
  - Have people on a national level that have been in the field and know what problems exist first hand
  - LEI needs a director that is from the USFS and knows the issues
  - Have people in the Washington office that are articulate, knowledgeable, and know how to work the system
- 16 percent said support/trust:
  - A national organization which realizes that they exist to only support the law enforcement efforts that are needed regionally and locally
  - One that works to protect and support the officers on the ground
- 12 percent said consistent policies/regulations:
  - National should set guidelines within legal boundaries then take a handoff approach to management unless someone crosses the legal boundaries
  - Consistent protocols from region to region in the basics, though nationally this has improved a lot
- 12 percent said occupational ideals:

- Recruit personable, well-spoken employees
- Support from the top to maintain a highly trained, proactive group of officers/agents
- 12 percent said understanding/interaction:
  - LEI is fully integrated into the USFS
  - A national organization that realizes they exist only to support the law enforcement efforts that are needed regionally and locally
- 4 percent said good communication:
  - A good director that can communicate with Congress for the benefit of LEI
- 4 percent had other comments:
  - Do away with “direct line of authority” (stovepipe)

The LEOs were asked to describe a successful **regional** LEI program:

- 24 percent said understanding/interaction:
  - Learn what is happening on the ground
  - A good special agent in charge that fights for your region and knows what it is like to be in the field and conveys that to the director
  - Needs to be involved with each forest supervisor’s office to keep the relationship open and to avoid issues
- 20 percent said resources:
  - Better budget
  - Help us get equipment and training; write the special orders, so that I can be freed up to be in the field where I do the most good
- 16 percent said occupational ideals:
  - Allow/encourage proper training and proactivity by officers
  - We need to ensure management and agent positions are filled with employees with significant field experience
- 16 percent said personnel:
  - We need additional officers for this region to be successful
  - Need to keep the officer’s job simplified to maximize patrol time and minimize paperwork and office time
- 8 percent said support/trust:
  - Maybe, just maybe, have a special agent in charge, patrol commander, or captain come down to my area more than once every 3 years

- 8 percent said leadership:
  - Promote law enforcement as a necessary tool in the Forest Service and instill in forest leaders the need to support and cooperate with LEI toward a common good
- 8 percent said good communication:
  - Communicate with the law enforcement personnel on the ground
  - Open communication from bottom-level personnel to upper management
- 4 percent said consistent policies/regulations:
  - Follow the legal mandates set forth by the national and tailor those to the specific region
- 8 percent had other comments:
  - More training opportunities

The LEOs were asked to describe a successful **local** LEI program:

- 36 percent said personnel:
  - Provide enough officers to adequately cover the patrol areas
  - A good LEO who works with the staff and employees
  - The need for additional officers
  - Provide enough law enforcement field staff to respond to complaints
- 32 percent said understanding/interaction:
  - Have officers work more closely with line officers
  - Further success would be to increase cooperation as much as possible with other agencies (law enforcement or not)
  - Better use of local agencies such as the county sheriffs through the co-op agreements
- 12 percent said resources:
  - I would consider it successful if LEI was integrated fully into the USFS with good attitudes, that equipment, training and supplies were reasonably obtainable so that good law enforcement work is and can be performed
- 12 percent said support/trust:
  - To obtain support from the general public that we serve
- 12 percent said occupational ideals:
  - Hire individuals who have local knowledge
  - Meet the objectives and goals of your region, stay within the national guidelines and provide a forest that you are proud to have people visit

- 4 percent said good communications:
  - Better communication
  - Eliminate the patrol captain position and have the LEO report directly to the district ranger
- 8 percent had other comments:
  - Address concerns employees have
  - Happy officers and a satisfied district ranger and staff

**Successful LEI program summary of responses—**

According to these respondents, a successful national program was characterized as one with sufficient resources, staffed by adequate personnel, having effective leadership, and that operates with support and trust toward officers on the ground. A successful regional program was characterized as one understood by those engaged in or affected by the program, with sufficient resources, occupational ideals, and adequate personnel. Locally, success depended on having adequate personnel to do the job and understanding and good working relationships by those engaged in or affected by the program. Sufficient resources and support/trust were also mentioned.





## Appendix 6: Region 5 Results

Results are reported for all 45 respondents from Region 5 unless noted otherwise. Response rate is 66 percent. Caution should be used in interpretation owing to small sample sizes. See appendix 1 for the survey questionnaire.

### Demographics

Most of the Region 5 law enforcement officer (LEO) respondents were male (67 percent versus 29 percent female). They averaged 44 years of age ( $n = 41$ ;  $SD = 8.3$ ). Fifty-nine percent of LEOs were between the ages of 32 and 44, and 42 percent of the LEOs were between the ages of 47 and 57.

The majority of respondents were White (71 percent). Others were Hispanic (4 percent), or multiracial (4 percent). Years of school completed averaged 15.5 years ( $n = 37$ ;  $SD = 1.7$ ), with 4 in 10 (40 percent) of the LEOs holding an academic degree related to their work in law enforcement.

The LEO respondents had been in law enforcement an average of 13.6 years ( $n = 45$ ;  $SD = 7$ ), with 20 percent reporting less than 7 years in law enforcement.

The LEO respondents had an average 16.9 years ( $n = 45$ ;  $SD = 10.9$ ) with the Forest Service. One-third (33 percent) had worked for the Forest Service 10 or fewer years, and 24 percent had 5 or fewer years with the agency.

Respondents had been LEOs for the Forest Service an average of 10 years ( $n = 45$ ;  $SD = 7.1$ ). About one-third (38 percent) had worked as a LEO for the Forest Service fewer than 5 years, and 49 percent had 10 or fewer years as a LEO with the agency.

The LEO respondents had been at their duty station an average of 8 years ( $n = 44$ ;  $SD = 6$ ). Three-fourths (75 percent) had worked at their duty station for 10 years or less, and 48 percent had been at their duty station for 5 or fewer years.

### Demographics summary of respondents—

Region 5 LEO respondents were mostly male, predominantly White, and several years away from retirement. Diversity in the ranks was evidenced by the proportion of female, Hispanic, and multiracial LEOs. Many Region 5 respondents hold an academic degree related to their work in law enforcement. This was an experienced group with an average of almost 17 years with the Forest Service and an average of almost 14 years in law enforcement. Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

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**The LEO respondents had been in law enforcement an average of 13.6 years**

## Background on Area of Responsibility

The LEO respondents reported an average of 595,291 acres in their primary area of responsibility (n = 41; SD = 513,211), and further noted that they normally accessed an average of 308,162 acres for patrol purposes (n = 38; SD = 245,897).

Patrol area of responsibility differed. Most respondents reported their area of responsibility as semirural (33 percent), followed by urban/urban-interface (27 percent) and extremely remote setting (13 percent). Note that 27 percent of respondents did not reply to this question or marked more than one response.

Average total incidents personally involved in during FY04 (reported in Law Enforcement and Investigation Management Attainment Reporting System, not including incidents the LEO merely reviewed or provided oversight) by respondents was 260 (n = 34; SD = 231). The median number of incidents in FY04 was 300 (n = 35; range = 27 to 5,000).

The LEO respondents were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Public relations/education/information was rated "1" by 51 percent, violation notices/warnings/investigations was rated "1" by 33 percent, nonviolater public assistance was rated "1" by 11 percent, and search/rescue/medical response were rated "1" by 2 percent.

Region 5 respondents communicated with others in the Forest Service in their area of responsibility through various means. We grouped their responses into the following categories:

- 36 percent said talk face-to-face with others:
  - Everyday personal interaction
  - Talk day to day to Forest Protection Officer (FPO)
  - Meet with the ranger and recreation officers frequently, recreation and wilderness staff almost daily, talk to the fire personnel and other people involved in special uses, wildlife
  - Most of my communication is done face to face with department heads a couple times a week
- 36 percent said send email:
  - Email what I am doing
- 27 percent said LEOs provide communication at group functions:
  - Attending family meetings, etc.
  - I attend all district meetings to keep the employees informed on anything that may affect their activities during their projects

- I meet with groups of employees around the forest on a regular basis providing training and communicate with them as a group, or as needed, individually
- 24 percent said talk by phone:
  - Communication is done via telephone
  - I ask questions, and if I'm working on a case I make a point of notifying by phone call
  - I also make myself available by cell phone, pager, and office voice mail
- 18 percent said make themselves available to communicate:
  - I make a point to stop and talk to employees in the field and drop by their offices for a few minutes when I'm at the district office
  - Have the infamous "open-door" policy
- 9 percent said go to National Forest System (NFS) job site:
  - Check in with each to see if there is anything I can do to help anyone
- 2 percent said send weekly reports
- 36 percent had other comments:
  - By being open about what we do in support of their work, while keeping the negative "secret squirrel" mystique to the minimum (secrecy is deemed as arrogance and lack of trust)
  - With the lack of LEOs it is harder to be available to the needs of even employees

**Area of responsibility summary of responses—**

Region 5 LEO respondents were responsible for a primary patrol area that totals, on average, almost 600,000 acres, although they usually patrolled much less than that. While on patrol, their most common task was making public contact, followed by public relations/education/information, and issuing violations/warnings or performing investigations. Communication with others in the U.S. Forest Service (USFS) is important to Region 5 LEO respondents, as evidenced by their efforts to talk face to face with others, to communicate via email, to provide communication at group functions, and to talk by phone. They also endeavored to make themselves available to others through an open-door policy or other strategies.

**Enforcement Level and Cooperation**

According to these respondents, on an average day, there was 1 LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of responsibility (SD = 0.7; n = 44). Also, on an average day, there was a median of 2 FPOs responsible for law enforcement patrols or regulatory compliance in the patrol area

of responsibility (range = 0 to 20; n = 41). More than two-thirds (68 percent) reported between none and 2 FPOs on an average day (7 percent said there were none, 22 percent said there was 1 FPO, 33 percent said there were 2 FPOs).

About 9 in 10 (91 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, whereas more than 7 in 10 reported too few FPOs in their patrol area of responsibility (71 percent). Seven percent reported the number of LEOs in their patrol area of responsibility was about right, and 18 percent reported the number of FPOs in their patrol area of responsibility was about right.

A majority of respondents (93 percent) reported having cooperative law agreements with other law enforcement agencies. A majority reported agreements with county sheriff's offices (93 percent). Some had similar agreements with state police (4 percent) or others (2 percent; e.g., Fish and Game).

City/town/community **reimbursed** law enforcement sworn personnel ranged from none to 2 (n = 9), with a median 0.2. County sheriff's office law enforcement sworn personnel ranged from none to 3 (n = 33) with a median of 1.

Perceptions about **reimbursed** services from city/town/community law enforcement for those who had them were varied with 18 percent saying they were adequate and 36 percent saying they were inadequate (46 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them were split between those saying they were adequate (34 percent) and those saying they were inadequate (54 percent). Perceptions about services from state police law enforcement for those who had them were unevenly split with 18 percent saying they were adequate and 46 percent saying they were inadequate (36 percent did not know).

City/town/community **nonreimbursed** law enforcement sworn personnel ranged from none to 3 (n = 11), with a median of zero. County sheriff's office law enforcement sworn personnel ranged from none to 11 (n = 32) with a median 1. State police law enforcement sworn personnel ranged from none to 5 (n = 18), with a median 1. "Other" law enforcement sworn personnel ranged from 1 to 5 (n = 3), with a median 3. "Other" included Fish and Game, Fish and Wildlife, Game Officers/Wardens, and Division of Wildlife/Conservation.

Perceptions about **nonreimbursed** services from city/town/community law enforcement for those who had them were varied with 14 percent saying they were adequate and 50 percent saying they were inadequate (36 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them were mostly negative with more saying they were inadequate (67 percent) than said they were adequate (21 percent; 12 percent did not know). Perceptions about services from state police for those who had them were mostly negative with more saying they were inadequate (44 percent) than adequate (36 percent; 20 percent did not know).

Region 5 LEO respondents were divided on whether their authority and jurisdiction were adequate for what they felt was expected or demanded of them internally and externally (56 percent said yes, 44 percent said no). We asked those who said no to give an explanation. We received 28 responses:

- 39 percent said they had to depend on others:
  - We rely on outside agencies that may or may not have coop agreements
  - Drug possession is an increasing problem and we should not have to rely on state law when we have a federal law that is much better
- 29 percent said LEOs should be deputized:
  - No state authority
  - Need more training in special areas such as investigating archeological thefts, claims investigation; need to be state authorized to write certain violations that federal does not cover
  - There is no standard within the organization on many issues regarding authority and jurisdiction
- 29 percent said they had out-of-date regulations to deal with:
  - The Code of Federal Regulations [CFRs] are a joke to use and enforce
  - 36 CFR 261 needs to be rewritten for modern times, we are seeing/dealing with problems that were not as much of a problem 20 years ago and visitors' attitudes are changing
- 3 percent had other comments:
  - The U.S. Attorney's Office is very unsupportive of the work we do
  - More assimilated state law is needed
  - I don't think we receive much support if there is an investigation that needs to continue outside the forest boundary

Almost 8 in 10 (78 percent) respondents reported not having adequate resources to do their job. Those who felt the resources were inadequate were asked what additional resources were needed. We received 58 responses:

- 43 percent said personnel:
  - One officer is not enough to meet the internal and external demands
- 31 percent said equipment:
  - If this means personal equipment, yes
  - Updated equipment
- 19 percent said fiscal:

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**Region 5 LEO respondents were divided on whether their authority and jurisdiction were adequate for what they felt was expected or demanded of them internally and externally.**

- Are constantly told we have no money to purchase even day-to-day necessities
- Budget is limited
- 3 percent said up-to-date regulations
- 3 percent had other comments:
  - Poor state peace authority, no support for even simple possession of drugs, from management

### **Enforcement level and cooperation summary of responses—**

A major concern for Region 5 LEOs was the shortage of LEOs and FPOs.

Almost all reported having cooperative law enforcement agreements with county sheriff's offices but, in general, their perceptions were that these services were not adequate in responding to or preventing crime. Just over half of the Region 5 LEO respondents said that their authority and jurisdiction were not adequate for what they believed was expected or demanded of them in their job. Those who were dissatisfied noted that they had to depend on others to enforce state violation codes, that they were not deputized, and that outdated CFRs hampered their effectiveness. A large proportion of Region 5 LEO respondents noted that they did not have adequate resources to do their job. Specifically, they noted a lack of adequate law enforcement personnel, a lack of necessary equipment, and lack of funding to be effective.

### **Roles**

The LEOs were asked to rank 1 to 4 their highest job priority (1 is highest priority) whether it is protecting forest users, protecting resources, protecting NFS employees, or protecting public property. The LEO respondents reported their highest priorities as protecting NFS employees (49 percent ranked this a "1"), followed by protecting forest users (29 percent) and protecting forest resources (7 percent). They were also asked to rank 1 to 4 what they believed the NFS line officer with whom they most commonly interacted thought was the highest priority. The LEO respondents reported the highest priority of the line officer as protecting NFS employees (38 percent ranked this a "1"), then protecting resources (20 percent).

The LEOs were asked what they believed LEI's relationship with the rest of the Forest Service should be. We grouped their responses into the following categories:

- 69 percent said collaboration and teamwork:
  - There needs to be a better relationship and understanding of what the roles and responsibilities are of the LEI field officers and the forest staff
  - We should treat their needs as our main priorities; they should be seen as partners with our and their missions

- It should be a good relationship that includes them in information sharing and solicits them for information pertaining to patrol patterns and problems on the forest/districts
- 18 percent said serve a protection role:
  - We are a service that helps to manage the resources, protect the public and employees
  - To perform their jobs in ways that protect lives, property, and resources within the legal limits of the law
- 13 percent said separate entity:
  - I have also felt that a barrier exists between LEOs and the fire division
  - Unfortunately there are not enough of us to be a valuable asset
  - We are not forest managers, however, and while we can give our opinion on management issues, we should not be directly involved with formulating forest policies and management strategies

We asked the LEOs where LEI fits within the Forest Service organization and programs.

- 31 percent said they were outsiders to the agency:
  - We're the stepchildren of the agency
  - I feel the USFS does not include us with projects and management
  - Somewhere at the bottom, a tolerated nuisance
  - It is a separate entity working along with the USFS
  - Typically on the outside, remaining uninformed of employee activities
  - It is presently a misfit (poor stepchild) with wavering support owing to lack of control by line officers and often mistrust in both directions
- 11 percent said equal partners:
  - It should be equal footing
  - LEI is involved in all aspects of the USFS organization, project of work and educational programs
  - Assisting and protecting
  - Hand in hand
  - We are also part of a working team that if a problem arises, a program manager can come and ask us to investigate an issue
- 7 percent said serve a protection role:
  - In a support role to serve the needs of the forest

- Education, protection
- LEI is a set of eyes and ears, advisors, on-the-ground protectors of resources, case agents that can forward a case to protect the Forest Service, its resources and personnel
- 7 percent said we're well-funded and integrated:
  - Well below fire in terms of funding
- 4 percent said we're educators of public and NFS:
  - LEI is involved in all aspects of the USFS organization, project of work and educational programs
- 2 percent said we're forgotten/misunderstood:
  - As an afterthought
  - Most other organizations don't know what we do on a daily basis
- 18 percent had other comments:
  - I am really not sure
  - It needs to stay stovepiped

The LEOs were asked if the NFS line officer with whom they most commonly interacted in their area knows and understands what they do. We grouped their responses into the following categories:

- 64 percent said they had good relations and rapport with the NFS line officer:
  - He has an idea of what I do; he attended the LEI line officer training a few years ago
  - I have excellent rapport with them
  - I believe my supervisor knows what I am doing and understands why; he works with me on occasion to observe my work
- 22 percent said the NFS line officers did not understand the complexity/hazards of the LEO job:
  - No they do not understand every aspect of police work
  - Line officer has very little idea what law enforcement does on the unit
  - I don't think they realize what is involved or how they could better use law enforcement to their advantage
  - I don't think most employees comprehend what we do, the dangers we encounter
- 11 percent said LEOs provided information to enhance understanding:



- I generally keep my line officer informed about what I am doing and what the trends are on our district
- I've experienced an open line of communication and routinely submit letters to inform him/her of incidents and actions taking place on our district
- 9 percent said NFS does not want information or details:
  - Unless the district is burning up, they don't want to know what is going on
- 7 percent said frequent contacts
- 4 percent said NFS needs training and ride-alongs:
  - They have never accepted numerous invitations to come out on a ride-along
- 2 percent said line officer went on ride-alongs
- 16 percent had other comments:
  - Only to a certain extent
  - Line officer has a sense of what I do and rarely asks for or provides input
  - Unfortunately, the nature of the job does not allow us to speak of what we are doing or what we are involved in
  - Yes, they know but they are not interested in what's happening in the field

LEOs were asked if they felt supported by LEI line officers, NFS line officers, or local NFS employees. Most LEO respondents felt supported by LEI line officers (64 percent said yes). We also asked for an explanation if they did not feel supported. We received only 11 responses:

- 36 percent said lack of trust/understanding:
  - If it's not what they want then they tend to think we are not doing our job
  - Leaders are not listening to those of us in the field
  - Do not have trust of LEI
  - I believe LEI line is preoccupied with the "sky falling"
- 18 percent said lack of resources:
  - Based on the current and past funding situation, it becomes apparent that there is a demise in store for the LEI program and a revert back to the old days of collateral-duty officers, placing more of a workload for the few officers left
  - No simply owing to inadequate funding, staffing, and training
- 18 percent said they lack contact/relationship with LEI line officer:
  - LEI line officers have little or no contact with field LEOs

- 9 percent said the mission is unclear:
  - Those without law enforcement experience don't seem to know how to support us
- 9 percent said resentment toward law enforcement:
  - Line office wants us to respond immediately to help them, but when we bring issues that might need their attention, we are put on the back burner
- 9 percent had other comments:
  - I have an excellent patrol captain

Most LEO respondents felt supported by NFS line officers (62 percent said yes). We also asked for an explanation if they did not feel supported. We received only 16 responses:

- 44 percent said lack of trust/understanding:
  - NFS line officers say they want us around, but when it comes to making a commitment of resources we are not provided with much
  - Most USFS employees don't understand what we do
- 25 percent said resentment toward law enforcement:
  - I feel the line officers hold things back from us and feel that we create "too much trouble" for them
  - NFS line officers, I feel, would like us outsourced or at least hidden until they need us
- 13 percent said the mission is unclear
- 6 percent said lack of resources:
  - Each year it gets harder to do our job, more reporting and less money
- 6 percent said lack contact/relationship with LEI line officer:
  - Continually demonstrate their lack of concern
- 6 percent had other comments:
  - NFS does not like issues to be brought up

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**Most respondents felt supported by local NFS employees.**

Most respondents felt supported by local NFS employees (82 percent said yes). We also asked for an explanation if they did not feel supported. We received only five responses:

- 40 percent said lack of trust/understanding:
  - My forest has a fairly large liberal-thinking employee base that either doesn't understand law enforcement—even after explaining it to them—or has a personal bias against law enforcement
  - Most employees don't understand why our priorities may not be their priori-

ties; therefore, if it's not what they want then they tend to think we are not doing our job

- 20 percent said resentment toward law enforcement:
  - Some fire employees tend to view my transition as somewhat of a betrayal to my responsibility in fire, this is by no means accurate
- 40 percent had other comments:
  - Not enough employees are willing to follow the 5300 manual
  - I feel supported

### **Roles summary of responses—**

Region 5 LEO respondents ranked their highest job priorities as protecting NFS employees, followed by protecting forest users, and protecting forest resources. They believed that the NFS line officers with whom they most commonly interacted had a different set of priorities, with protecting NFS employees first, followed by protecting resources. Most Region 5 LEO respondents felt they had good relations and rapport with the line officers with whom they most commonly interacted, although some felt that NFS line officers did not understand the complexity or hazards of the LEO job. Most of the Region 5 respondents believed that the LEI's relationship with the rest of the Forest Service was one of collaboration and teamwork. However, many felt like outsiders within the agency, whereas few believed that LEI is an equal partner within the Forest Service. In sum, most felt supported by LEI line officers, felt supported by NFS line officers, and felt supported by local NFS employees. Those who felt they were unsupported cited a lack of trust/understanding from others in the agency; resentment toward law enforcement; a lack of resources (e.g., funding, staffing, and training); and a lack of contact/lack of relationship with either LEI or NFS line officers.

### **Existing Issues**

At least 50 percent of the LEO respondents in Region 5 said the following activities had **increased** from FY03 to FY04 (see table 6); in rank order:

- Dumping of household waste
- Marijuana cultivation
- Dumping of landscape waste
- Criminal damage
- Armed defense of crops
- Thefts of public property
- Trespass of undocumented immigrants

- Natural fire hazards
- Road hazards
- Thefts of visitor personal property
- Personnel threats

At least 50 percent of the respondents in Region 5 said the following activities had **remained the same** from FY03 to FY04 (see table 6):

- Arson
- Weather hazards
- Murder
- Wildlife hazards
- Suicides
- Rape/sexual assault

**Table 6—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility for Region 5**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	27	4	60	7
b. Domestic violence	24	2	42	27
c. Thefts of visitor personal property	51	2	36	7
d. Thefts of public property	60	2	33	2
e. Gang activity	44	2	24	27
f. Body dumping	18	0	44	36
g. Shooting (indiscriminate)	47	4	33	13
h. Suicides	22	4	51	18
i. Murder	11	4	53	29
j. Rape/sexual assault	16	0	51	31
k. Drive-by shooting	4	0	38	56
l. Criminal damage	73	0	20	2
m. Personnel threats	51	0	40	7
n. Threats against property	42	0	44	11
o. Marijuana cultivation	82	2	13	0
p. Meth labs	36	0	47	15
q. Meth chemical dump	36	4	40	18
r. Armed defense of crops	69	0	18	11
s. Dumping of household waste	84	2	11	0
t. Dumping of landscape waste	76	0	22	0
u. Trespass of undocumented immigrants	58	0	22	18
v. Armed defense of forest products	22	2	36	38
w. Natural fire hazards	58	9	27	4
x. Accidental fire activity	44	2	47	4
y. Weather hazards	24	2	60	9
z. Wildlife hazards	29	0	53	13
aa. Road hazards	56	0	40	2

Note: Do not add to 100 percent owing to missing data. All percentages based on n = 45.

We asked LEOs to tell us which of the above were more common **during the week** (rather than the weekend). The items mentioned most often by respondents were:

- 62 percent said dumping of household waste
- 47 percent said dumping of landscape waste
- 31 percent said marijuana cultivation
- 29 percent said thefts of public property
- 16 percent said meth chemical dump
- 13 percent said criminal damage
- 13 percent said threats against property
- 13 percent said armed defense of crops
- 11 percent said meth labs

We asked LEOs to tell us which of the above were more common during the **daytime hours** (as opposed to nighttime). The items mentioned most often were:

- 27 percent said shooting
- 27 percent said arson
- 24 percent said dumping of household waste
- 20 percent said dumping of landscape waste
- 16 percent said theft of public property
- 13 percent said thefts of visitor personal property
- 13 percent said criminal damage
- 13 percent said accidental fire activity

We asked LEO respondents to tell us which of the above were more common when the **area is crowded** (as opposed to when not many visitors are in the area). The items mentioned most often were:

- 42 percent said thefts of visitor personal property
- 38 percent said domestic violence
- 36 percent said accidental fire activity
- 33 percent said personnel threats
- 33 percent said thefts of public property
- 31 percent said gang activity
- 27 percent said shooting
- 20 percent said criminal damage
- 20 percent said rape/sexual assault

One-third (33 percent) of Region 5 respondents said they have been threatened or attacked because of their job. We asked them to describe the incident and received 23 responses:

- 35 percent said it was a common occurrence:
  - Deal with verbal threats quite often
  - Involved with many incidents where force was used
- 13 percent said contacts with recreation visitors:
  - Threatened by a squatter
  - Visitors/users regularly make threats
  - Attacked by a juvenile on methamphetamine
- 9 percent said shots fired:
  - Participated with a deputy in arresting the man after he shot at me
- 9 percent said drug activity:
  - Drug traffickers have been seen
  - In marijuana garden, suspect exchanged gunfire
- 4 percent said related to natural recreation use:
  - Been attacked by two (separate incidents) dogs while making campfire-related contacts
- 4 percent said contacts with ranchers:
  - During a marijuana garden raid I chased a grower out of the garden and became involved in a fight
- 26 percent had other comments:
  - There are those people that are angry with the USFS and would wish us harm
  - You work alone far from help, you had better be careful

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**Several types of crime, law enforcement violations, and other patrol activities in Region 5 were on the increase according to LEO respondents. Topping the list were dumping of household waste, marijuana cultivation, dumping of landscape waste, criminal damage, armed defense of crops, thefts of public property, trespass of undocumented immigrants, natural fire hazards, road hazards, thefts of visitor personal property, and personnel threats.**

**Existing issues summary of responses—**

Several types of crime, law enforcement violations, and other patrol activities in Region 5 were on the increase according to LEO respondents. Topping the list were dumping of household waste, marijuana cultivation, dumping of landscape waste, criminal damage, armed defense of crops, thefts of public property, trespass of undocumented immigrants, natural fire hazards, road hazards, thefts of visitor personal property, and personnel threats. Arson, weather hazards, murder, wildlife hazards, suicides, and rape/sexual assault remained unchanged from FY03 to FY04. The LEO respondents were more likely to encounter dumping of household and

landscape waste, marijuana cultivation, and thefts of public property during the week. They commonly dealt with indiscriminate shooting, arson, and dumping of both household and landscape waste during daylight hours. When areas were crowded, they reported they were more likely to encounter thefts of visitor personal property, domestic violence, accidental fire activity, personnel threats, thefts of public property, gang activity, indiscriminate shooting, criminal damage, and rape/sexual assaults. One-third of Region 5 LEO respondents said they were threatened or attacked because of their job. Those who elaborated on this said it was either a “common occurrence” or the threats were associated with contacts with recreation visitors.

## **Priorities**

We asked officers about the priority issues facing the law enforcement profession in the Forest Service today. According to respondents, priority issues facing the law enforcement profession were:

- 69 percent said fiscal:
  - Limited resource owing to budget
  - Budget crisis
  - Lack of funding and personnel
  - USFS budgets are shrinking
- 40 percent said management:
  - Reintegration with the agency functions under line management
  - Unqualified personnel in supervisory positions
  - LEI management priorities are in direct conflict with those of our forest management alienating us from those managers
- 22 percent said safety:
  - Don't have a strong department and officer safety is poor
  - Officer safety includes law enforcement dispatchers, proper tools for the job, proper vehicles, backup of other officers, field training opportunities to improve skill levels
- 18 percent said occupational ideals:
  - Lack of effective leadership from the top down
- 13 percent said natural resource protection:
  - Marijuana cultivation—danger to officers and public
  - Resource damage

- Costs of removal and repair
- 4 percent said update rules and regulations
- 2 percent said cooperation:
  - Too many administrators want to control LEI
- 4 percent had other comments:
  - Inability to keep up with increasing visitation and use of the NFS

Officers were asked how the priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities. Their responses were:

- 42 percent said general agreement:
  - In my patrol area, my priorities and the line officer’s priorities seem to match up pretty well
  - Even keel and understanding
  - Pretty much similar, protection of resources and public
  - Work very well with the line officer and we have common priorities
- 24 percent said conflicting priorities:
  - I have attempted to make contact on several occasions and will continue to do so, but I sense there’s a resistance to allow me to become involved with issues
  - Notably different
  - Focused on their own mission and are unaware of law enforcement issues
- 18 percent said apathetic:
  - Only care about their own respective areas
- 4 percent said personal issues:
  - I have had district rangers who had vastly different views of what was important than I did
- 7 percent had other comments:
  - Unfortunately, the criminal elements don’t care and continue to take public land and use it for their profit

**Priorities summary of responses—**

Lack of adequate funding was at the top of the list of priorities facing the law enforcement professionals according to Region 5 LEO respondents. A concern about how things are managed, and concerns about safety in general were also noted. Some Region 5 respondents believed that the NFS line officer with whom



they most commonly interacted was in general agreement with their list of priorities, whereas some believed there were conflicting priorities.

## Customers

The LEOs were asked to describe their customers. Most respondents described them as forest users (96 percent; e.g., forest visitors; USFS customers are the public who own and use the land; visitors and residents of local communities) or Forest Service employees (71 percent). Others said customers included the natural and cultural resources (16 percent).

We also asked what the LEOs believed their customers wanted from LEI on NFS lands. More than two-thirds said safety/protection. Examples of what respondents said customers wanted follows:

- 67 percent said safety/protection:
  - Keep public lands safe
  - Enjoy the forests without receiving problems from other visitors
  - Safe and enjoyable public area
  - Equal treatment and protection
- 36 percent said prevention:
  - Public wants satisfaction and a response to their concerns
  - Want to know that if needed, law enforcement will be able to respond within a reasonable time
- 27 percent said conservation:
  - Want their public lands maintained/kept beautiful
  - Preservation of resources
- 9 percent said action:
  - Enforce forest orders
  - They want enforcement
- 7 percent said use/access:
  - Resources to public lands
- 7 percent said unregulated activity:
  - There are many who make no secret that they hate the government and want unenforced access to public lands
- 4 percent said crime opportunities
- 4 percent said regulations that are clear and concise:

- Want criminal activity stopped on NFS lands particularly when that activity is a threat to forest employees, the public, forest users, forest resources, or property
- 16 percent had other comments:
  - Information, support
  - Large portion of the public has expressed they want to see me driving by and/or contacting people because it makes them feel safe

#### **Recreation visitors—**

Many Region 5 LEO respondents said that recreation visitors were mostly safe (22 percent) from other visitors or that it varied within the patrol area (47 percent). Seven percent said that recreation visitors were very safe from other visitors, whereas 11 percent said recreation visitors were not safe. Most Region 5 LEO respondents said that recreation visitors were mostly physically safe from site features (44 percent) or that it differed within the patrol area (36 percent). Two percent said that recreation visitors were very safe from site features, whereas 9 percent said recreation visitors were not safe.

Region 5 respondents said that as compared to the average recreation visitors' neighborhood, recreation visitors were mostly safe (58 percent) onsite from other visitors and were mostly safe (67 percent) from site features.

We asked what types of crime or law enforcement violations most commonly affect recreation visitors in Region 5. We grouped LEO responses into the following categories:

- 64 percent said urban-associated crime:
  - Theft of government property
  - Defacing government buildings
  - Damaging property
  - Urban criminal activity by other outside visitors (firearms use)
- 60 percent said drug activity:
  - The number one threat to public safety in this area is organized crime cultivating illegal drugs
  - Drugs both personal use and manufacturing
  - Armed growers in marijuana gardens
  - Narcotic activity
  - Clandestine drug lab dumps
- 36 percent said natural resource issues:

- Abandoning fires, leaving garbage, disorderly conduct, removing property, cutting timber illegally, building fires outside of camp areas, discharging fireworks
- Campground disputes/altercations
- 27 percent said motor vehicle violations:
  - Off-road violations
  - Driving off of designated roads and trails
  - Accident reports for off-highway vehicles (OHV) and street vehicles on forest roads
  - Car-jacking
- 24 percent said vandalism
- 20 percent said dumping of household/landscape waste/littering:
  - Littering
  - Dumping of personal property
- 20 percent said assaults:
  - Gang fights
- 58 percent said other violations:
  - Camp and fire violations
  - Large “rave-type” parties
  - Noise complaints
  - Recreational shooting in poor locations
  - Wanted felons camping amongst other recreators
  - Underage drinking
- 27 percent had other comments:
  - Domestic issues inside campgrounds
  - Homeless individuals living on forest

**Forest users—**

We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources. Some examples follow:

- 38 percent said remote/too large area to cover:
  - Too big an area to cover during the hunting/recreation season
  - Response time can be extended owing to the large area

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**We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources.**

- Unable to patrol the many campgrounds
- Large geographic area
- 27 percent said lack basic patrol equipment/officers/co-op agreements:
  - Lack of officers to patrol areas
  - Too much area, too many visitors, and too few officers
  - Little to no assistance from the county owing to reduction in their workforce
- 24 percent said drug activity:
  - Drug manufacturing, which occurs on the forest, is by far the most dangerous activity
  - Users held at gunpoint and threatened by growers
- 11 percent said hostility/armed use:
  - Forest users are confronted by hostile people
  - Accidental shootings by hunters
- 9 percent said social conflicts:
  - Family camping groups are mixed in with very rowdy party groups
- 4 percent said increase in uses:
  - Increasing number of “rogue” users
- 27 percent had other comments:
  - Keeping forest visitors from walking into a marijuana patch
  - Lack of ways for users to notify anyone in case of emergency

The media portrayal of crimes against forest users in the patrol area of responsibility was described as nonexistent (53 percent) or positive (29 percent).

#### **Customers summary of responses—**

Region 5 LEO respondents described forest users (defined as visitors, the general public, or residents of local communities), Forest Service employees, and the natural/cultural resources as their customers. They believed that their customers primarily wanted a safe and enjoyable experience while on the forest. In addition, they believed their customers wanted LEOs to do their best to prevent crime as well as conserve and maintain public lands. Few Region 5 LEO respondents felt that recreation visitors were mostly safe from other visitors and most said it varied within the patrol area. Many said that recreation visitors were mostly physically safe from site features. Urban-associated crime (e.g., thefts, criminal damage, firearms use) and drug activity were at the top of the list of crimes that LEO respondents said most commonly affected recreation visitors. This was followed by natural resource

damage, motor vehicle violations, vandalism, dumping of household/landscape waste, and assaults (including gang fights). In general, Region 5 respondents noted that in protecting forest users, they were hampered by their patrol areas' large size and remoteness; a lack of resources in the form of basic patrol equipment, officers, and cooperative agreements; drug activity; and confrontations with hostile/armed forest users. The LEO respondents believed that the media portrayal of crimes against forest users was mostly positive.

## **Natural Resources**

Most of Region 5 LEO respondents reported the quality of the natural resources in their patrol area of responsibility had declined (71 percent) during the time they worked there. Others said it had remained the same (24 percent). They also said the maintenance of Forest Service facilities and developed areas in their patrol area of responsibility had declined (78 percent) during the time they worked there. Fewer said the maintenance had improved (4 percent) or said it had remained the same (11 percent).

The media portrayal of crimes against resources in the patrol area of responsibility was mostly positive (27 percent) or nonexistent (47 percent). The media portrayal of fire crimes in the patrol area of responsibility was mostly positive (67 percent) or nonexistent (16 percent).

### **Natural resources summary of responses—**

In their patrol area, Region 5 LEO respondents reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas. Only a quarter of the Region 5 LEO respondents believed that the media portrayal of crimes against resources was mostly positive, whereas most believed that the media portrayal of fire crimes was mostly positive.

## **Success Stories**

The LEOs were asked if they had a law enforcement success story they would like to share. Only 27 percent did. We received 17 descriptions of successes:

- 18 percent said good cooperation:
  - Been successful in getting great cooperation with Fish and Game in doing cases on national forest land
  - Many agencies get together to create a safer environment for the desert-enjoying publics
  - Working for the USFS as a LEO has been wonderful and a dream that has come true

- 18 percent said operations work:
  - Program that has allowed specially-trained USFS LEOs and agents to continue working with our allied agency cooperators in the field of illegal drug work
- 18 percent said solving crimes/getting convictions:
  - My K-9 partner and I have successfully apprehended numerous felons
  - With my help, several cases were made that might not have been made otherwise
- 12 percent said proactive programs:
  - I am part of a group that spent over 5 years trying to develop and implement the first true [drug program name] program in the Nation for the USFS
  - We have eradicated 230,000 marijuana plants, and we are beginning to work ahead of the project of work groups to make things safer for employees
- 5 percent said positive feedback/gratitude:
  - I feel privileged to work with this agency
- 29 percent had other comments:
  - I have been very successful in finding and eradicating marijuana gardens in my area
  - The number of incidents in my area has declined significantly over the years

Several Region 5 LEO respondents described special policing programs that had worked well (49 percent). We asked them to describe these special policing programs and received 35 responses:

- 29 percent said patrol/visibility:
  - High visibility in a high-use area
  - K-9 program
  - Effective in combating drug traffickers by aggressively patrolling and conducting surveillance in the early season when growers are scouting
  - Showing a presence and letting people know that we are out
- 22 percent said cooperation with other agencies:
  - Coordination with district programs in the engineering planning
  - Using the media to inform public of citations issued and court decisions on cases
  - Working in a multiagency task force to stop car burglaries
- 17 percent said public education:
  - School programs to educate young children about what we do and why we do it

- 9 percent said community involvement:
  - Getting involved with the local residents and the community
- 9 percent said public contact:
  - I talk to local people a lot
- 5 percent said specialized equipment
- 9 percent had other comments:
  - Development of an OHV volunteer program has helped prevent unlawful activities

We asked LEOs how they measured the success of the policing programs. Many of the responses were related to positive perceptions of law enforcement as well as reduction in violations. Those and other examples follow:

- 36 percent said reduction in violations:
  - Reduction in crime, a return to positive visitor use
  - Reduction in crime stats
  - Fewer occurrences of violations
  - When criminal activity is reduced in that area
- 33 percent said public/employee/cooperator perceptions are positive:
  - Listening to feedback from the community
  - Feedback from the USFS and public
  - Level of compliance by users
- 11 percent said cases are up-to-date
- 2 percent said preservation of natural resources:
  - Number of plants seized, the number of growers and cartel management successfully arrested
- 11 percent had other comments:
  - Number of contacts, number of violation notices
  - The major decrease in crimes, citizen complaints

We also asked if LEOs had policing programs they tried that were unsuccessful. We received nine responses: law enforcement scheduling (22 percent), drug policing (22 percent), increased patrols (11 percent) and other (44 percent; e.g., participated in drug patrols last year that were more successful than previous years but it can be done better, but will require more manpower and management commitment). We also asked for explanations why these were not successful. We received 10 responses: lack of support (50 percent), too few officers (30 percent) and

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**We asked LEOs how they measured the success of the policing programs. Many of the responses were related to positive perceptions of law enforcement as well as reduction in violations.**

other (20 percent; e.g., does not work simply because we need more help, funding, training, and equipment to even minimally do our jobs properly).

#### **Success stories summary of responses—**

The Region 5 LEO respondents who volunteered law enforcement success stories reported about good cooperation with other agencies, performing effective operations work, solving crimes and getting convictions, and having proactive programs. When special policing programs worked well, LEOs attributed their success to patrol visibility, cooperation with other agencies, and public education. Respondents primarily measured their success by a reduction in violations, and the positive perceptions held by the public, NFS employees, and their cooperators. What didn't seem to work well were setting work schedules for LEOs, drug policing efforts, and increased patrols. Explanations for this lack of success were attributed to a lack of support and too few LEOs.

#### **Successful LEI Program**

The LEO respondents were asked to describe a successful **national** LEI program:

- 27 percent said resources:
  - To have enough funding to support the needs of the personnel
  - A successful program would be to allow the LEOs more training for the advancement of their careers
- 24 percent said leadership:
  - Hire a director of LEI who knows something about the Forest Service and will fight for the LEI program
  - One with an actual law enforcement backbone that backs its officers
- 22 percent said understanding/interaction:
  - Clear objectives, clear directions, keeps information flowing to all levels, supports LEI needs
  - Need to explain the reason behind decisions
- 16 percent said consistent policies/regulations:
  - LEI program nationally should provide for consistency throughout the Nation's forests
- 13 percent said personnel:
  - Drop age requirements for reserve LEOs that want to be full-time LEOs
- 11 percent said support/trust:
  - Support of field personnel, prioritizing needs, and deal with each in order of importance



- 11 percent said good communication
- 7 percent said occupational ideals:
  - Agency that encourages cooperation with other law enforcement agencies
- 16 percent had other comments:
  - Program is spread thin when compared to the needs of the local units in some areas and overstaffed in other patrol areas

The LEOs were asked to describe a successful **regional** LEI program:

- 33 percent said resources:
  - Adequate budget to perform duties
  - A program that communicates and associates well with the rest of the national forest
  - Training for the enhancement of LEOs' careers
- 20 percent said understanding/interaction:
  - Clear direction, keeps information flowing, works closely with USFS regional staff
  - On all levels we need to get the word out on who we are and what we do
- 20 percent said personnel:
  - More officers on patrol
- 16 percent said leadership:
  - Director needs to be equal with the rest of the upper chiefs of other functions in the Forest Service so we will get an equal amount of funding, instead of the "left over" from the other functions
- 11 percent said support/trust:
  - Issues that each forest and region faces; let us get the support to do the jobs that need to be done
  - There should be the feeling that the upper management supports the patrol LEOs
- 11 percent said occupational ideals:
  - Budget analyst position
- 9 percent said consistent policies/regulations:
  - Hold people accountable!!! (Don't punish the whole for the actions of a few)
- 9 percent said good communication
- 7 percent had other comments:

- Law enforcement staffing on forest should be based on the complexity, uniqueness, and use

The LEO respondents were asked to describe a successful **local** LEI program:

- 29 percent said understanding/interaction:
  - Educating the public
  - Understand objectives; understand directions; keeps information flowing and work closely with line officers, staff, and employees
- 24 percent said personnel:
  - Hire quality supervisors
  - More collateral-duty officers
- 18 percent said resources:
  - Don't have the funding or the manpower to do all the work that needs to get done
- 18 percent said good communications
- 16 percent said support/trust:
  - Programs to get the community involvement
- 9 percent said occupational ideals:
  - Someone in charge that cares about law enforcement
- 7 percent said leadership:
  - We have a captain and group of officers that communicate with each other and play as a team
- 2 percent said consistent policies/regulations

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**Regionally, a successful program was characterized as one with sufficient resources, an understanding and good working relationships by those engaged in or affected by the program, adequate personnel to do the job, and leadership.**

**Successful LEI program summary of responses—**

According to the Region 5 LEO respondents, nationally a successful program was characterized as one with sufficient resources, effective leadership, an understanding and good working relationships by those engaged in or affected by the program, and consistent policies and regulations. Also mentioned were having adequate personnel and a program that operates with support and trust toward field officers. Regionally, a successful program was characterized as one with sufficient resources, an understanding and good working relationships by those engaged in or affected by the program, adequate personnel to do the job, and leadership. Also mentioned was support/trust in LEOs. Locally, success depended on understanding and good working relationships by those engaged in or affected by the program, having adequate personnel to do the job, sufficient resources, good communications, and support/trust.

## Appendix 7: Region 6 Results

Results are reported for all 40 respondents from Region 6 unless noted otherwise. Response rate was 77 percent. Caution should be used in interpretation owing to small sample sizes. See appendix 1 for the survey questionnaire.

### Demographics

Most of the Region 6 law enforcement officer (LEO) respondents were male (88 percent versus 5 percent female). The average age was 44.5 years ( $n = 35$ ;  $SD = 9.3$ ). Forty-nine percent of LEOs were between the ages of 26 and 46, and 51 percent of the LEOs were between the ages of 48 and 59.

The majority of LEO respondents were White (70 percent). Others were multi-racial (5 percent). Years of school completed averaged 14.8 years ( $n = 33$ ;  $SD = 1.7$ ), with less than half (45 percent) of the LEOs holding an academic degree related to their work in law enforcement.

The LEO respondents had been in law enforcement an average of 14.5 years ( $n = 39$ ;  $SD = 7$ ), with about 2 in 10 (21 percent) reporting less than 7 years in law enforcement.

The respondents had an average of 19.1 years ( $n = 39$ ;  $SD = 11$ ) with the Forest Service. About one-quarter (26 percent) had worked for the Forest Service 10 or fewer years, and 23 percent had 5 or fewer years with the agency.

Respondents had been LEOs for the Forest Service an average of 11 years ( $n = 38$ ;  $SD = 6.5$ ). About 3 in 10 (29 percent) had worked as a LEO for the Forest Service fewer than 5 years, and 37 percent had 10 or fewer years as a LEO with the agency.

The LEO respondents had been at their duty station an average of 10 years ( $n = 39$ ;  $SD = 6$ ). Nearly half (49 percent) had worked at their duty station for 10 years or less, and 36 percent had been at their duty station for 5 or fewer years.

### Demographic summary of respondents—

Region 6 LEO respondents were mostly male, predominantly White, and several years away from retirement. Many Region 6 LEOs hold an academic degree related to their work in law enforcement. This is an experienced group with an average of almost 19 years with the Forest Service and an average of 14+ years in law enforcement. Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

### Background on Area of Responsibility

The LEOs reported an average of 642,439 acres in their primary area of responsibility ( $n = 35$ ;  $SD = 446,280$ ), and further noted that they normally accessed an average of 303,401 acres for patrol purposes ( $n = 33$ ;  $SD = 250,030$ ).

Patrol area of responsibility differed. Most reported their area of responsibility as semirural (43 percent), followed by urban/urban-interface (18 percent), and extremely remote setting (13 percent). Note that 28 percent of respondents did not reply to this question or marked more than one response.

Average total incidents personally involved in during FY04 (reported in the Law Enforcement Management Attainment Reporting System, not including incidents the LEO merely reviewed or provided oversight) was 296 (n = 28; SD = 189). The average number of incidents in FY04 was 394 (n = 22; SD = 249).

The LEOs were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Violation notices/warnings/investigations was rated “1” by 60 percent, public relations/education/information was rated “1” by 38 percent, and nonviolater public assistance was rated “1” by 3 percent.

Region 6 LEOs communicated with others in the Forest Service in their area of responsibility through various means. We grouped their responses into the following categories:

- 25 percent talk face-to-face with others:
  - With personal face-to-face contact
  - Quality time at my district office, and other district offices to interact with employees
- 25 percent send email
- 15 percent make themselves available to communicate:
  - Stop and talk with them and make myself available
  - I have an open-door policy
- 13 percent of the LEOs provide communication at group functions:
  - Premeeting and discussion over possible problems
  - I communicate well through meetings
- 10 percent said they go to National Forest System (NFS) job site:
  - Make a point to visit my three ranger stations
- 8 percent talk by phone
- 3 percent send weekly reports
- 13 percent had other comments:
  - Post information outside my office

**Area of responsibility summary of responses—**

Region 6 LEO respondents were responsible for a primary patrol area that totaled, on average, over 600,000 acres, although they usually patrolled much less than that.

While on patrol, their most common task was making public contact, followed by issuing violations/warnings or performing investigations, and public relations/education/information. Communication with others in the U.S. Forest Service (USFS) was important to Region 6 LEO respondents, as evidenced by their efforts to talk face to face with others and to communicate via email. They also endeavored to make themselves available to others through an open-door policy or other strategy and to provide communication at group functions.

## Enforcement Level and Cooperation

According to the respondents, on an average day, there was 1 LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of responsibility (SD = 1.1; n = 40). Also, on an average day, there was a median of 2 Forest Protection Officers (FPOs) responsible for law enforcement patrols or regulatory compliance in the patrol area of responsibility (range = 0-29; n = 35). Over half reported between none and 2 FPOs on an average day (20 percent said there were none, 20 percent said there was 1 FPO, and 23 percent said there were 2 FPOs).

About 9 in 10 (93 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, and more than 7 in 10 reported too few FPOs in their patrol area of responsibility (73 percent). Eight percent reported the number of LEOs in their patrol area of responsibility was about right, and 18 percent reported the number of FPOs in their patrol area of responsibility was about right.

A majority (90 percent) of LEO respondents reported having cooperative law agreements with other law enforcement agencies. Most reported agreements with county sheriff's offices (88 percent). Some had similar agreements with state police (13 percent).

County sheriff's office **reimbursed** law enforcement sworn personnel ranged from none to 4 (n = 34) with a median of 1. State police law enforcement sworn personnel ranged from none to 1 (n = 12), with a median zero.

Perceptions about **reimbursed** services from county sheriff's law enforcement for those who had them were unevenly split between those saying they were adequate (33 percent) and those saying they were inadequate (64 percent). Perceptions about services from state police law enforcement for those who had them were unevenly split with 29 percent saying they were adequate and 43 percent saying they were inadequate (29 percent did not know).

We asked how many sworn personnel from other law enforcement agencies provide Forest Service law enforcement services on or affecting the NFS in the patrol area of responsibility. County sheriff's office **nonreimbursed** law enforcement sworn personnel ranged from none to 10 (n = 27) with a median 0.5. State police law enforcement sworn personnel ranged from none to 6 (n = 24), with a

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**About 9 in 10 (93 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, and more than 7 in 10 reported too few FPOs in their patrol area of responsibility (73 percent).**

median of 0.5. “Other” included Fish and Game, Fish and Wildlife, Game Officers/Wardens, and Division of Wildlife/Conservation.

Perceptions about **nonreimbursed** services from county sheriff’s law enforcement for those who had them were mostly negative with more saying they were inadequate (77 percent) than said they were adequate (15 percent; 9 percent did not know). Perceptions about services from state police for those who had them were mostly negative with more than half saying they were inadequate (70 percent), and 19 percent saying they were adequate (11 percent did not know).

Region 6 respondents were negative about whether their authority and jurisdiction were adequate for what they felt was expected or demanded of them internally and externally (70 percent said no, 30 percent said yes). We asked those who said no to give an explanation. We received 34 responses:

- 38 percent said they had to depend on others:
  - If we find someone with a felony conviction with guns or drugs, same thing, we have to call the county instead of handling it ourselves
  - Hand it to a state officer
- 35 percent said LEOs should be deputized:
  - Need state peace officer authority
  - Ability to be deputized
- 21 percent said they had out-of-date regulations to deal with:
  - Need to update Code of Federal Regulations (CFRs)
  - CFRs we enforce are completely inadequate and outdated
- 6 percent had other comments:
  - We have no jurisdiction over personal property stolen from our public and no authority for other crimes committed against our forest users

Seven in ten (70 percent) reported not having adequate resources to do their job. Those who felt the resources were inadequate were asked what additional resources were needed. We received 29 responses:

- 41 percent said personnel:
  - More USFS employees in the field
  - Increase in staffing
  - Additional LEOs on the forest
  - At least one rotating LEO to help cover districts when the primary LEO is out of the area
- 31 percent said equipment:
  - Realistic updated equipment

- 10 percent said to deputize LEOs
- 7 percent said fiscal:
  - Budget that would allow for repair and replacement of my equipment
- 10 percent had other comments:
  - Problems and numbers of incidents continue to climb while the number of LEOs is dropping

**Enforcement level and cooperation summary of responses—**

A major concern for Region 6 LEO respondents was the shortage of LEOs and FPOs. Almost all reported having cooperative law enforcement agreements with county sheriff's offices, but their perceptions were that these services were not adequate in responding to or preventing crime. Three-fourths of the Region 6 respondents said that their authority and jurisdiction were not adequate for what they believed was expected or demanded of them in their job. Those who were dissatisfied noted that they had to depend on others to enforce state violation codes, that they were not deputized, and that outdated CFRs hamper their effectiveness. A large proportion of Region 6 LEO respondents noted that they did not have adequate resources to do their job. Specifically, they noted a lack of adequate law enforcement personnel and a lack of necessary equipment to be effective.

**Roles**

The LEO respondents were asked to rank 1 to 4 their highest job priority (1 is highest priority) whether it is protecting forest users, protecting resources, protecting NFS employees, or protecting public property. The LEOs reported their highest priorities as protecting NFS employees (58 percent ranked this a "1"), protecting forest users (25 percent), and protecting forest resources (8 percent). They were also asked to rank 1 to 4 what they believed the NFS line officer with whom they most commonly interacted thought was the highest priority. The LEO respondents reported the highest priority as protecting NFS employees (58 percent ranked this a "1") then protecting resources (13 percent).

The LEOs were asked what they believed Law Enforcement and Investigation's (LEI's) relationship with the rest of the Forest Service should be. We grouped their responses into the following categories:

- 45 percent said collaboration and teamwork:
  - Should be willing cooperators
  - Should be a close working relationship
  - Should cooperate regardless of functional areas of employment

- A close working relationship
- 18 percent said separate entity:
  - Must remain separate (stovepipe organization) but keep open communication
  - Keep USFS employees as a “customer” base
- 8 percent said serve a protection role:
  - Partner in protecting and managing national forest lands
  - Maintain authority and not working for local supervisors

We asked the respondents where LEI fit within the Forest Service organization and programs:

- 15 percent said they are outsiders to the agency:
  - Involvement is very minimal in USFS programs
  - We are the ugly stepchild
- 13 percent said they are equal partners:
  - They are part of the organization
  - Provide law enforcement input and direction on activities planned on the unit
- 10 percent said serve a protection role:
  - Protection of the public and employees
- 5 percent said we’re well-funded and integrated
- 3 percent said we’re educators of the public and NFS
- 10 percent had other comments:
  - Mostly as a support function

The LEOs were asked if the NFS line officer with whom they most commonly interacted in their area knows and understands what they do. We grouped their responses into the following categories:

- 28 percent said they had good relations and rapport with the NFS line officer:
  - The district ranger has worked in other areas with different law enforcement officers and understands what I do
  - Have a pretty good understanding but it varies per individual over time
- 10 percent said NFS needs training and ride-alongs
- 10 percent said NFS does not want information or details
- 8 percent said NFS line officers did not understand the complexity/hazards of the LEO job:



- Don't seem to acknowledge the hours we work, the people we deal with, or the authorities, and jurisdictional problems we are stuck with
- 8 percent said LEOs provided information to enhance understanding:
  - Attempt to go to the district staff meeting weekly and give an update so they do know
- 3 percent said the line officer went on ride-alongs

The LEOs were asked if they felt supported by LEI line officers, NFS line officers, or local NFS employees. Most LEO respondents felt supported by LEI line officers (73 percent said yes). We also asked for an explanation if they did not feel supported. We received only nine responses:

- 44 percent said lack of trust/understanding:
  - Feel supported by LEI line officers for the most part; however, I believe with the current zone configuration, and lack of mid-level field supervision, that the patrol captains are not able to support all LEOs
  - Think all we want to do is arrest people
  - Past experience, they don't back you up
- 22 percent said mission is unclear
- 11 percent said lack of resources:
  - At times I feel unsupported
  - Officers are not supported in the duties
- 11 percent said lack of contact/relationship with LEI line officer
- 11 percent had other comments:
  - I am not able to do the job I am charged with, because I don't have the tools to do the job, I feel LEI and forest staff have failed to recognize the most important issues

Most LEO respondents felt supported by NFS line officers (68 percent said yes). We also asked for an explanation if they did not feel supported. We received 12 responses:

- 33 percent said lack of trust/understanding:
  - I feel that most NFS line officers where I work do not understand LEI and what we do
  - Believe that line officers view us as a necessary evil
  - Big trust gap
- 25 percent said resentment toward law enforcement:

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**Most LEO respondents felt supported by LEI line officers.**

- Still a few who don't like us and feel there is no need for law enforcement
- NFS line only if convenient to them or their program
- 25 percent said lack of contact/relationship with NFS line officers
- 8 percent said lack of resources:
  - NFS line officers, find the LEI program expensive but they often want more but budgets are in decline in recreation so they cannot pay out of their program dollars
- 8 percent said the mission is unclear

Most LEO respondents felt supported by local NFS employees (83 percent said yes). We also asked for an explanation if they did not feel supported. We received only one response:

- 100 percent had other comments:
  - Most are extreme liberals who only want you when they are personally affected

#### **Roles summary of responses—**

Region 6 LEO respondents ranked their highest job priorities as protecting NFS employees, followed by protecting forest users, and protecting forest resources. They believed that the NFS line officers with whom they most commonly interacted had a somewhat similar set of priorities, with protecting NFS employees first, followed by protecting resources. Region 6 LEO respondents felt they had good relations and rapport with the line officers with whom they most commonly interacted, although some felt that either NFS line officers could benefit from additional training and ride-alongs, or that they did not want information or details. Most Region 6 respondents believed that LEI's relationship with the rest of the Forest Service was one of collaboration and teamwork. Fewer wanted LEI to remain a separate entity. This seeming contradiction was also evident from the almost equal proportion of those who felt like outsiders within the agency, and those who believed that LEI was an equal partner within the Forest Service. In sum, most respondents felt supported by LEI line officers, felt supported by NFS line officers, and felt supported by local NFS employees. Those who felt they were not supported cited a lack of trust/understanding from others in the agency; resentment toward law enforcement; a lack of contact/lack of relationship with either LEI or NFS line officers; and a feeling that their mission is unclear.

#### **Existing Issues**

The LEOs were asked about 26 different types of crime, law enforcement violations, and other patrol activities in their patrol area of responsibility. First they were asked if these had increased, decreased, or remained about the same in the last fiscal year (FY04) as compared to FY03, and then were asked to specify which ones

were more common during the week, during daytime hours, or when the area was more crowded. We also asked if the LEOs have ever been threatened or attacked because of their job.

At least 50 percent of the LEO respondents in Region 6 said the following activities had **increased** from FY03 to FY04 (see table 7); listed in rank order:

- Criminal damage
- Dumping of household waste
- Dumping of landscape waste
- Road hazards
- Natural fire hazards
- Thefts of visitor personal property
- Shooting (indiscriminate)
- Thefts of public property

**Table 7—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility for Region 6**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	10	10	60	20
b. Domestic violence	33	5	48	13
c. Thefts of visitor personal property	55	8	33	5
d. Thefts of public property	53	5	35	8
e. Gang activity	25	0	50	23
f. Body dumping	5	0	58	33
g. Shooting (indiscriminate)	55	5	35	5
h. Suicides	20	10	58	13
i. Murder	10	8	43	40
j. Rape/sexual assault	18	8	43	33
k. Drive-by shooting	5	3	40	48
l. Criminal damage	75	5	20	0
m. Personnel threats	40	5	40	15
n. Threats against property	43	0	38	20
o. Marijuana cultivation	20	30	45	5
p. Meth labs	35	3	43	18
q. Meth chemical dump	45	5	38	13
r. Armed defense of crops	13	0	35	45
s. Dumping of household waste	75	8	13	5
t. Dumping of landscape waste	65	5	23	8
u. Trespass of undocumented immigrants	43	5	23	25
v. Armed defense of forest products	15	0	40	38
w. Natural fire hazards	58	5	25	8
x. Accidental fire activity	48	5	38	5
y. Weather hazards	33	0	55	8
z. Wildlife hazards	23	0	63	10
aa. Road hazards	63	3	23	8

Note: Do not add to 100 percent owing to missing data. All percentages based on n = 24.

At least 50 percent of the LEO respondents in Region 6 said the following activities had **remained the same** from FY03 to FY04 (see table 7); listed in rank order:

- Wildlife hazards
- Arson
- Body dumping
- Suicides
- Weather hazards
- Gang activity

We asked LEOs to tell us which of the above were more common **during the week** (rather than the weekend). The items mentioned most often by respondents were:

- 45 percent said dumping household waste
- 33 percent said dumping of landscape waste
- 28 percent said theft of public property
- 25 percent said theft of personal property
- 23 percent said meth labs
- 20 percent said trespass of undocumented immigrants
- 18 percent said meth chemical dumping
- 15 percent said criminal damage
- 15 percent said natural fire hazards

We asked the respondents to tell us which of the above were more common during the **daytime hours** (as opposed to nighttime). The items mentioned most often were:

- 33 percent said shooting
- 33 percent said dumping household waste
- 28 percent said theft of personal property
- 25 percent said dumping of landscape waste
- 15 percent said arson
- 15 percent said theft of public property
- 15 percent said marijuana cultivation
- 15 percent said accidental fire activity

We asked LEOs to tell us which of the above were more common when the **area is crowded** (as opposed to when not many visitors are in the area). The items mentioned most often by respondents were:

- 40 percent said theft of personal property
- 38 percent said domestic violence
- 30 percent said shooting (indiscriminate)
- 28 percent said personnel threats
- 23 percent said theft of public property
- 20 percent said criminal damage

One-third (35 percent) of Region 6 LEO respondents said they have been threatened or attacked because of their job. We asked them to describe the incident and received 21 responses:

- 19 percent said it was related to natural resources:
  - Have been attacked by timber sale protesters
- 10 percent said it was a common occurrence
- 10 percent said drug activity
- 10 percent said shots fired
- 47 percent had other comments:
  - Subject made threats of assassinating an officer
  - Verbal abuse is common with intoxicated persons
  - Verbal threat that someday they were going to find me in a ditch somewhere
  - Phone calls with threats of bodily harm
  - Threats of being killed and beat

#### **Existing issues summary of responses—**

Several types of crime, law enforcement violations, and other patrol activities in Region 6 were on the increase according to LEO respondents. Topping the list were criminal damage, dumping of household/landscape waste, and road hazards. Also on the list were natural fire hazards, thefts of visitor personal property, indiscriminate shooting, and thefts of public property. Wildlife hazards, arson, body dumping, suicides, weather hazards, and gang activity remained unchanged from FY03 to FY04. The LEO respondents were more likely to encounter dumping of household/landscape waste, thefts of public property and personal property, meth labs, and trespass of undocumented immigrants during the week. They commonly dealt with indiscriminate shooting, dumping of household waste, thefts of personal property, and dumping of landscape waste during daylight hours. When areas were crowded, they were more likely to encounter thefts of visitor personal property, domestic violence, indiscriminate shooting, personnel threats, thefts of public property, and criminal damage.

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**Several types of crime, law enforcement violations, and other patrol activities in Region 6 were on the increase according to LEO respondents. Topping the list were criminal damage, dumping of household/landscape waste, and road hazards.**

One-third of Region 6 LEO respondents said they were threatened or attacked because of their job. Those who elaborated on this said it was more likely related to natural resources (e.g., attacked by timber sales protesters).

## Priorities

The Region 6 LEOs were asked two questions about priorities. They were asked their beliefs about the priority issues facing the law enforcement profession in the Forest Service today, and were asked how the priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities.

We asked officers about the priority issues facing the law enforcement profession in the Forest Service today. According to the respondents, priority issues facing the law enforcement profession were:

- 28 percent said safety:
  - Continue to reevaluate officer safety for LEOs and maintain funding to keep officers safe in the field
  - Too few officers with too much area to cover
  - Lack of equipment
- 25 percent said fiscal:
  - Budget to hire the amount of people and equipment that is needed to protect the forest and its visitors
  - Doing more with less
  - Getting adequate funding to do the job adequately
- 15 percent said management:
  - Increase of management without natural resource background
- 13 percent said update rules and regulations:
  - Old and outdated CFRs
  - Provide better forms for standard incidents (traffic crashes, citizen report forms, evidence/inventory, etc.)
- 10 percent said natural resource protection:
  - Protecting natural resources, the public and employees
  - Resource damage by the large all-terrain-vehicle use growth
- 10 percent said occupational ideals:
  - Skilled employees
- 5 percent said cooperation:

- Communications, evidence management, tracking of criminal incidents, staffing, jurisdiction, and authority
- 13 percent had other comments:
  - Drug use and possession on national forest lands, and the problems these activities bring
  - Pressure from urban growth on the NFS, and the problems that bleed over to NFS lands

Officers were asked how the priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities. Their responses were:

- 35 percent said general agreement:
  - Basically they are the same
  - At a district level work together or mirror each other
  - Aligned approximately half of the time
- 23 percent said conflicting priorities:
  - Line officers fail to see the law enforcement standpoint just as LEI may fail to see a line officer's
- 5 percent said apathetic:
  - We just think differently
- 5 percent had other comments:
  - Theirs is based on natural resources, where ours is based on violations of crimes

#### **Priorities summary of responses—**

Safety for themselves and others and a lack of adequate funding were at the top of the list of priorities facing the law enforcement professionals according to Region 6 LEO respondents. A concern about how things are managed and a need to address outdated CFRs were also noted. Some Region 6 LEO respondents believed that the NFS line officer with whom they most commonly interacted was in general agreement with their list of priorities, whereas some believed there were conflicting priorities.

#### **Customers**

The LEO respondents were asked to describe their customers. Most were described as either forest users (48 percent; e.g., visitors to our forests, person who utilizes the NFS lands for recreation, legitimate forest users) or USFS employees (38 percent). Others said local agencies (8 percent), law-abiding users (5 percent), violators of rules and regulations (5 percent), adjacent landowners (3 percent), and the natural and cultural resources (3 percent).

We also asked what the LEOs believed their customers wanted from LEI on NFS lands. Almost half said safety/protection was what customers wanted. Examples of what respondents said customers wanted follows:

- 45 percent said safety/protection:
  - A safe place to enjoy the forest
  - Knowing that the forest is safe to use
  - Safe environment for them to work and recreate in
- 20 percent said prevention:
  - Want to know that we are out doing our job
  - Want to know you are in the area with visible patrols
- 15 percent said action:
  - Want to see enforcement of the regulations
  - Want to see the regulation enforced fairly and equally
- 5 percent said unregulated activity:
  - Want us to let them rape and pillage the land
  - Would prefer we didn't exist so they can do as they please
- 3 percent said use/access:
  - Safe campgrounds, trailheads, and recreating areas
- 3 percent said regulations that are clear and concise:
  - Consistent, clear, concise regulations
- 15 percent had other comments:
  - To be able to respond and deal with problems and violators in the forest

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**Region 6 respondents said that as compared to the average recreation visitors' neighborhood, recreation visitors were mostly safe (73 percent) onsite from other visitors and were mostly safe (75 percent) from site features.**

#### **Recreation visitors—**

Most Region 6 LEO respondents said that either recreation visitors were mostly safe (45 percent) from other visitors or that it differed within the patrol area (33 percent). Five percent said that recreation visitors were very safe from other visitors, whereas 5 percent said recreation visitors were not safe. Most Region 6 LEO respondents said that recreation visitors were mostly physically safe (58 percent) from site features or that it differed within the patrol area (25 percent). Ten percent said that recreation visitors were very safe from site features.

Region 6 respondents said that as compared to the average recreation visitors' neighborhood, recreation visitors were mostly safe (73 percent) onsite from other visitors and were mostly safe (75 percent) from site features.



We asked what types of crime or law enforcement violations most commonly affect recreation visitors in Region 6. We grouped their responses into the following categories:

- 83 percent said urban-associated crime:
  - Property crimes, disturbances
  - Theft of personal property
  - Disorderly conduct from fellow campers
  - Occupancy issues (unleashed dogs, loud music, etc.)
- 38 percent said motor vehicle violations:
  - Automobile break-ins
  - Off-highway vehicle (OHV) violations
- 50 percent said drug activity:
  - Possession of controlled substances/speeding
  - Drug plots and labs
  - Meth labs, marijuana gardens
  - Alcohol and illegal drug consumption
- 25 percent said vandalism:
  - Government property vandalism of restrooms, message boards, etc.
- 23 percent said natural resource issues:
  - Resource damage
  - Careless handling of campfires
  - Violations by commercial firewood cutters
- 18 percent said dumping household/landscape waste/littering:
  - Illegal dumping dampens the aesthetic experience
  - Dumping trash in recreation area
- 15 percent said assaults:
  - Person-to-person conflict between recreational visitors
  - Assault/intimidation
- 23 percent said other violations:
  - Off-road vehicle violations
  - Driving under the influence
- 13 percent had other comments:
  - Theft of property, cabins and camping gear unattended

**Forest users—**

We asked what special problems LEOs have protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources. Some examples follow:

- 28 percent said remote/too large area to cover:
  - Lack of coverage
  - Distance from one area to the next
  - Too many recreation sites spread far apart and only one LEO to patrol them
- 18 percent said lack basic patrol equipment/officers/co-op agreements:
- 18 percent said hostility/armed use:
  - Weapons are becoming more common
  - Unsafe discharge of firearms
- 10 percent said drug activity:
  - In the past we did not have meth dumps or marijuana gardens, it has grown in the past 2 years
  - Heavy use of alcohol and drugs in this area present problems
- 5 percent said increasing uses:
  - High number of users
- 3 percent said social conflicts:
  - Conflicts between user groups, such as hikers versus OHV riders versus horseback riders versus bike riders all on the same trail/area
- 18 percent had other comments:
  - Numerous “smash and grab” crimes against personal property and vehicles

The media portrayal of crimes against forest users in the patrol area of responsibility was described as either mostly positive (40 percent) or nonexistent (38 percent).

**Customers summary of responses—**

Region 6 LEO respondents described forest users (defined as visitors) and Forest Service employees as their primary customers. They believed that their customers primarily wanted a safe and enjoyable experience while on the forest. In addition, they believed their customers wanted LEOs to do their best to prevent crime and take appropriate law enforcement action when necessary. Region 6 LEO respondents felt that recreation visitors were mostly safe from other visitors and that

recreation visitors were mostly physically safe from site features, although some said it differed by patrol area. Urban-associated crime (e.g., thefts) was at the top of the list of crimes that LEO respondents said most commonly affected recreation visitors. This was followed by drug activity, motor vehicle violations, vandalism, and natural resource damage. Dumping of household/landscape waste and assaults were also noted. In general, Region 6 LEO respondents noted that in protecting forest users, they were hampered by their patrol areas' large size and remoteness; a lack of resources in the form of basic patrol equipment, officers, and cooperative agreements; confrontations with hostile/armed forest users; and drug activity. The LEO respondents believed that the media portrayal of crimes against forest users was mostly positive.

## **Natural Resources**

Most of Region 6 LEO respondents reported the quality of the natural resources in their patrol area of responsibility had declined (70 percent) during the time they worked there. Others said it has remained the same (13 percent) or improved (13 percent). They also said the maintenance of USFS facilities and developed areas in their patrol area of responsibility had declined (78 percent) during the time they worked there. An almost equal number said the maintenance had improved (8 percent) as said it had remained the same (10 percent).

The media portrayal of crimes against resources in the patrol area of responsibility was mostly positive (55 percent) while one-quarter (25 percent) said it was nonexistent. The media portrayal of fire crimes in the patrol area of responsibility was mostly positive (58 percent).

### **Natural resources summary of responses—**

Most Region 6 LEO respondents reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas. Region 6 LEO respondents believed that the media portrayal of crimes against resources was mostly positive, and that the media portrayal of fire crimes was mostly positive.

## **Success Stories**

The LEOs were asked if they had a law enforcement success story they would like to share. Only 28 percent did. We received 15 descriptions of successes:

- 20 percent said proactive programs:
  - Put together a proposal for a program and it was approved
- 20 percent said good cooperation:

- Assisted a person living in the forest get on social security, he had been living in forest hidden for 6 years (showed me proof)
- 20 percent said solving crimes/getting convictions:
  - To date I have only issued three to five citations to people shooting in one of these areas despite the indestructible signs
- 13 percent said positive feedback/gratitude:
  - Helped get a female driver out of the snow before Christmas and she sent a box of chocolates
- 7 percent said operations work:
  - We have been able to greatly reduce the numbers of large 4 by 4 vehicles being driven in critical salmon spawning rivers
- 20 percent had other comments:
  - We forget that public education really gives us a good name and lets the public know we do work hard for them
  - I have been at the right place at the right time to assist visitors who were stranded or had a vehicle break down

Several Region 6 LEO respondents described special policing programs that have worked well (43 percent). We asked them to describe these special policing programs and received 19 responses:

- 58 percent said patrol/visibility:
  - Initiated bicycle patrol of an area being hit by juvenile fire setters, the community was appreciative and the fire setting stopped after numerous contacts with schools, kids, and parents
  - General saturation patrols within high-use areas
  - Weekend saturation patrol of the high-use areas
- 15 percent said community involvement:
  - Using the community policing program where the public are our eyes and ears for specific problems
- 11 percent said cooperation with other agencies:
  - Cooperative patrol agreement with the county
- 11 percent said public contact:
  - Talk with people
  - Treat people as I want to be treated
- 5 percent said public education:

- I do a lot of demos for schools and different civic groups where I get a chance to talk about what our law enforcement problems are

We asked LEOs how they measured the success of the policing programs. Many of the responses were positive perceptions of law enforcement as well as reduction in violations. Those and other examples follow:

- 23 percent said reduction in violations:
  - Decrease in violations/crimes after the patrols
  - Number of criminal calls drop
- 20 percent said public/employee/cooperator perceptions are positive:
  - When families feel safe to camp in this area
  - Positive feedback from communities or visitors
- 3 percent said cases are up to date
- 3 percent said preservation of natural resources:
  - Measure it by its ability to serve the forest
- 13 percent had other comments:
  - Listening to the citizen concerns and responding to needs and developing the trust with the public

We also asked if LEO respondents had policing programs they tried that were unsuccessful. We received eight responses: law enforcement scheduling (38 percent), drug policing (25 percent), increased patrols (12 percent), and other (25 percent; e.g., FPO program, very minimal success; timber sale protests, they have suffered from poor leadership and support for definitive law enforcement action). We also asked for explanations why these were not successful. We received seven responses: lack of support (43 percent) and other (57 percent).

#### **Success stories summary of responses—**

The Region 6 LEO respondents who volunteered law enforcement success stories reported about proactive programs, having good cooperation with other agencies, solving crimes and getting convictions, and positive feedback/gratitude. When special policing programs worked well, LEO respondents attributed their success to patrol visibility, community involvement, cooperation with other agencies, and public contact. They primarily measured their success by a reduction in violations, and the positive perceptions held by the public, NFS employees, and their cooperators. What didn't seem to work well were setting work schedules for LEOs, drug policing efforts, and increased patrols. Explanations for this lack of success were attributed to a lack of support.

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**We asked LEOs how they measured the success of the policing programs. Many of the responses were positive perceptions of law enforcement as well as reduction in violations.**

## Successful LEI Program

The LEOs were asked to describe a successful **national** LEI program:

- 23 percent said consistent policies/regulations:
  - Need basic regulations nationwide that are not in the current CFR regulations
  - Clear leadership, consistent responses/answers to questions
- 20 percent said leadership:
  - Establish a viable career ladder that is open to everyone in LEI
  - Strong consistent leadership
- 15 percent said personnel:
  - Provides adequate LEO staffing levels
- 13 percent said resources:
  - LEI would ensure adequate funding reaches the field officers
- 10 percent said understanding/interaction:
  - Limited exposure to other regions, it sometimes appears that each region or even each zone does their own thing to some degree
- 8 percent said occupational ideals:
  - Director of LEI meets with the Chief of the USFS and has a good working relationship
- 5 percent said support/trust:
  - Support the officers by updating the CFR regulations that we can use
- 15 percent had other comments:
  - Get rid of the stovepipe structure
  - Recognizing issues nationally and providing guidance in solving those issues to the regions

The LEOs were asked to describe a successful **regional** LEI program:

- 25 percent said personnel:
  - Continue to fill vacant positions without delay
  - Hire agents with field experience
- 15 percent said leadership:
  - Regional leadership aware of what LEI is involved in and accomplishing
- 15 percent said consistent policies/regulations:
  - Make clear direction on law enforcement priorities

- 13 percent said resources:
  - Not asking for more authority, simply an additional tool that is critical in keeping the NFS land safe
- 13 percent said understanding/interaction:
  - Establishing common communications links with the state Fish and Wildlife officers may solve the above communication issues
- 13 percent said occupational ideals:
  - Leaders of high quality and responsive to new trends
- 8 percent said support/trust:
  - Have no trust in what goes on in region
  - No teamwork at region
- 3 percent said good communication
- 8 percent had other comments:
  - I believe that until the agency decides what role it wants LEI to fill, very little can be done at the regional level to make the program “successful”

The LEOs were asked to describe a successful **local** LEI program:

- 18 percent said understanding/interaction:
  - Forest supervisor and district rangers working closely with LEI
- 13 percent said personnel:
  - Sufficient officers to cover area
  - Enough officers to do the job safely
- 10 percent said resources:
  - More dollars to adequately fund LEO positions
- 8 percent said leadership:
  - Where the LEO communicates weekly with the district ranger and notifies them of serious incidents occurring on the district
- 8 percent said consistent policies/regulations:
  - Address the needs of the USFS line, staff, and employees
- 8 percent said occupational ideals:
  - To feel supported by fellow employees
- 5 percent said good communications
- 3 percent said support/trust:
  - Cooperator relationships are critical to have a successful program

- 10 percent had other comments:
  - Generating an intermediate supervisor position would increase local law enforcement relations for reasons described above

**Successful LEI programs summary of responses—**

According to the LEO respondents, a successful national program was characterized as one that would have consistent policies and regulations, effective leadership, adequate personnel, sufficient resources, and an understanding and good working relationships by those engaged in or affected by the program. A successful regional program was characterized as one that would have adequate personnel to do the job, effective leadership, consistent policies and regulations, sufficient resources, and an understanding and good working relationships by those engaged in or affected by the program. Locally, success depended on understanding and good working relationships by those engaged in or affected by the program, having adequate personnel to do the job, and sufficient resources.



## Appendix 8: Region 8 Results

Results are reported for all 76 respondents from Region 8 unless noted otherwise. Response rate was 77 percent. Caution should be used in interpretation owing to small sample size. See appendix 1 for survey questionnaire.

### Demographics

Most of the Region 8 law enforcement officer (LEO) respondents were male (93 percent, versus 7 percent female). They averaged 43.1 years of age ( $n = 75$ ;  $SD = 8.5$ ). Forty-three percent of LEOs were between the ages of 31 and 39, and 57 percent of the LEOs were between the ages of 40 and 60.

The majority of LEO respondents were White (75 percent). Others were multiracial (8 percent), Indian/Native American (5 percent), Hispanic (4 percent), or Black (4 percent). Years of school completed averaged 14.8 years ( $n = 67$ ;  $SD = 1.6$ ); about half (46 percent) of the LEOs holding an academic degree related to their work in law enforcement.

The LEOs had been in law enforcement an average of 15.0 years ( $n = 76$ ;  $SD = 6.3$ ), with 28 percent reporting less than 10 years in law enforcement.

The respondents had an average of 14.2 years ( $n = 76$ ;  $SD = 9.7$ ) with the Forest Service. About 4 in 10 (43 percent) had worked for the Forest Service 10 or fewer years, and 34 percent had 5 or fewer years with the agency.

Respondents had been LEOs for the Forest Service an average of 10.4 years ( $n = 76$ ;  $SD = 6.9$ ). About one-third (38 percent) had worked as a LEO for the Forest Service fewer than 5 years, and 55 percent had 10 or fewer years as a LEO with the agency.

The LEO respondents had been at their duty station an average of 8.5 years ( $n = 74$ ;  $SD = 6.8$ ). About two-thirds (65 percent) had worked at their duty station for 10 years or less, and 51 percent had been at their duty station for 5 or fewer years.

### Demographics summary—

Region 8 LEOs were mostly male, predominantly White, and years away from retirement. Diversity in the ranks is evidenced by the many female LEOs as well as the multiracial, Native American, Hispanic, and African American LEOs. Many Region 8 LEOs held an academic degree related to their work in law enforcement. This was an experienced group with an average of 14+ years with the Forest Service and an average of 15 years in law enforcement. Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

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**Respondents had been LEOs for the Forest Service an average of 10.4 years.**

## Background on Area of Responsibility

The LEO respondents reported an average of 185,524 acres in their primary area of responsibility (n = 75; SD = 103,359), and further noted that they normally accessed an average of 123,623 acres for patrol purposes (n = 74; SD = 82,779).

Patrol area of responsibility differed. Most reported their area of responsibility as semirural (65 percent), followed by urban/urban-interface (17 percent) and extremely remote setting (5 percent). Note that 13 percent of respondents did not reply to this question or marked more than one response.

Average total incidents personally involved in during FY04 (reported in Law Enforcement and Investigation Management Attainment Reporting System, not including incidents the LEO merely reviewed or provided oversight) was 366 (n = 59; SD = 301.0). The average number of incidents in FY04 was 467 (n = 50; SD = 376.0).

The LEOs were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Violation notices/warnings/investigations was rated "1" by 55 percent, public relations/education/information was rated "1" by 32 percent, nonviolater public assistance was rated "1" by 5 percent, and search/rescue/medical response was rated "1" by 3 percent.

Region 8 LEO respondents communicated with others in the Forest Service in their area of responsibility through various means. We grouped their responses into the following categories:

- 34 percent said they talk face to face with others:
  - Interact with everyone I come in contact with
  - Safety meetings as well as maintaining working relationships with fellow employees
- 24 percent make themselves available to communicate:
  - Try to check-in with almost everybody on a daily basis
  - Keep a one-on-one open communication line
- 16 percent said LEOs provide communication at group functions:
  - Try to attend all district staff meetings
  - All-employee meetings together where we share knowledge and fellowship
- 11 percent said send email
- 8 percent said talk by phone
- 5 percent said send weekly reports
- 4 percent said go to National Forest System (NFS) job site
- 17 percent had other comments:

- I always check with the different shops to keep abreast of what is going on, and how I can be of assistance

#### Area of responsibility summary of responses—

Region 8 LEO respondents were responsible for a primary patrol area that totaled, on average, over 180,000 acres, although they usually patrolled less than that.

While on patrol, their most common task was making public contact, followed by issuing violations/warnings or performing investigations, and public relations/education/information. Communication with others in the U.S. Forest Service (USFS) was important to Region 8 LEO respondents, as evidenced by their efforts to talk face to face with others, making themselves available to others by keeping the line of communication open, and providing communication at group functions. They also kept in touch via email and phone.

#### Enforcement Level and Cooperation

On an average day, there was a median of 1 LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of responsibility (range 1 to 11; n = 76). Also, on an average day, there was a median of 1 Forest Protection Officer (FPO) responsible for law enforcement patrols or regulatory compliance in the patrol area of responsibility (range 0 to 7; n = 44).

About 8 in 10 (79 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, while half reported too few FPOs in their patrol area of responsibility (50 percent). Two in 10 (21 percent) reported the number of LEOs in their patrol area of responsibility was about right, and 36 percent reported the number of FPOs in their patrol area of responsibility was about right.

Most LEOs (82 percent) reported having cooperative law agreements with other law enforcement agencies. Most reported agreements with county sheriff's offices (80 percent). Some had similar agreements with city/town/community (4 percent), state police (3 percent), or others (3 percent).

County sheriff's office **reimbursed** law enforcement sworn personnel averages 1.1 (n = 54; SD = 1.0). Perceptions about these services from county sheriff's law enforcement for those who had them were about evenly split between those saying they were adequate (47 percent) and those saying they were inadequate (42 percent).

City/town/community **nonreimbursed** law enforcement sworn personnel ranged from none to 1 (n = 22), with a median of zero. County sheriff's office law enforcement sworn personnel ranged from none to 8 (n = 45) with a median of 1. State police law enforcement sworn personnel ranged from none to 2 (n = 32), with a median zero. "Other" law enforcement sworn personnel averaged 2

(n = 3; SD = 1.0). “Other” included Fish and Game, Fish and Wildlife, and Game Officers/Wardens.

Perceptions about **nonreimbursed** services from city/town/community law enforcement for those who had them was mostly negative with 15 percent saying they were adequate and 62 percent saying they were inadequate (23 percent did not know). Perceptions about services from county sheriff’s law enforcement for those who had them were somewhat negative with more saying they were inadequate (64 percent) than said they were adequate (25 percent; 10 percent did not know). Perceptions about services from state police for those who had them were mostly negative with two-thirds saying they were inadequate (66 percent), and 26 percent saying they were adequate (9 percent did not know).

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**Region 8 LEO respondents were divided on whether their authority and jurisdiction were adequate for what they felt was expected or demanded of them internally and externally.**

Region 8 LEO respondents were divided on whether their authority and jurisdiction were adequate for what they felt was expected or demanded of them internally and externally (68 percent said yes, 30 percent said no). We asked those who said no to give an explanation. We received 24 responses:

- 54 percent said they had to depend on others:
  - If we encounter these crimes and don’t or can’t deal with them, but instead call a state officer to handle it, it makes us look useless
  - The public expects us to help them, they do not care what kind of an officer we are
  - We call on other law enforcement—county sheriff, state police, city police—to assist us when we need them, and they come, but when they need us to help them we have to look at a map to see if we can
- 25 percent said LEOs should be deputized:
  - We tried to become deputized by the local counties but there were issues that prevented it
  - Would help if we could have a peace officer status
- 17 percent said they had out-of-date regulations to deal with
- 4 percent had other comments:
  - Local law enforcement is understaffed, underfunded, and can’t be expected to always take cases when their caseloads are overwhelming

About 7 in 10 (71 percent) reported not having adequate resources to do their job. Those who felt the resources were inadequate were asked what additional resources were needed. We received 71 responses:

- 41 percent said equipment:
  - Equipment

- Tired of buying equipment to do my job out of my own pocket
- Need to standardize our equipment throughout the USFS system
- 37 percent said personnel:
  - Need more than one officer on this district to do the job right
  - Additional manpower
  - Need more LEOs to cover area adequately
- 9 percent said fiscal:
  - Larger budget
- 13 percent had other comments:
  - Specialized items for law enforcement

**Law enforcement and cooperation summary of responses—**

A major concern for Region 8 LEO respondents was the shortage of LEOs and FPOs. Almost all reported having cooperative law enforcement agreements with county sheriff's offices, but their perceptions were that these services were not adequate in responding to or preventing crime. Three-fourths of the Region 8 respondents said that their authority and jurisdiction were not adequate for what they believed was expected or demanded of them in their job. Those who were dissatisfied noted that they had to depend on others to enforce state violation codes and that they were not deputized. A large proportion of Region 8 LEO respondents noted that they did not have adequate resources to do their job. Specifically, they noted a lack of necessary equipment and a lack of adequate law enforcement personnel to be effective.

**Roles**

The LEO respondents were asked to rank 1 to 4 their highest job priority (1 is highest priority) whether it was protecting forest users, protecting resources, protecting NFS employees, or protecting public property. The LEOs reported their highest priorities as protecting forest users (41 percent ranked this a "1"), followed by protecting NFS employees (29 percent) and protecting forest resources (13 percent). They were also asked to rank 1 to 4 what they believed the NFS line officer with whom they most commonly interacted thought was the highest priority. The LEOs reported the highest priority as protecting NFS employees (32 percent ranked this a "1"), protecting forest users (22 percent), and then protecting resources (15 percent).

LEOs were asked what they believed Law Enforcement and Investigation's (LEI) relationship with the rest of the Forest Service should be. We grouped their responses into the following categories:

- 54 percent said collaboration and teamwork:
  - Should be working together to reach the same goal
  - Work hand in hand with them
  - Should be more exchange of information from both sides of the fence
- 13 percent said protection role:
  - Be working together helping one another out if and/or when needed
  - They depend on us to protect them and the work they do maintaining the resource and educating of the public
- 11 percent said separate entity:
  - Should be a separate entity within the USFS, funded separately and properly, but should always remain close to the organization
  - Believe that LEI should be separate but parallel
  - Separate entity with good communication between the two
- 8 percent had other comments:
  - The “us versus them” mentality needs to be gone

We asked the LEOs where LEI fit within the Forest Service organization and programs:
- 26 percent said equal partners:
  - My opinion, LEI fits within the organization in a support role
  - The rangers and I both seem to have the same priorities when it comes to protection of forest users, safety of employees and protection of natural resources
- 22 percent said outsiders to the agency:
  - Seems to me we no longer are a part of the organization but a separate outfit
  - On the low end of funding with an ever-increasing workload
  - Like a stepchild
  - Are left to the side to make our own way
- 11 percent said serve a protection role:
  - As a legal and safety protector of people and natural resources
- 5 percent said we’re well-funded and integrated
- 4 percent said we’re forgotten/misunderstood:
  - They forget about us a lot in the programs and organization
- 8 percent had other comments:

- We are specialists in law enforcement just as others are specialists in other areas such as fire, wildlife, recreation, etc.

Respondents were asked if the NFS line officer with whom they most commonly interacted in their area knows and understands what they do. We grouped their responses into the following categories:

- 47 percent said they had good relations and rapport with the NFS line officer:
  - Excellent rapport at district level
  - Believe he has a good understanding of what I do
- 13 percent said LEOs provided information to enhance understanding:
  - Have involved my line officer in a number of law enforcement operations in a variety of situations for educational purposes; the results have been positive
- 12 percent said NFS line officers did not understand the complexity/hazards of the LEO job:
  - NFS line officers know somewhat of what I do but fail to understand the complexity of law enforcement
  - Not sure they know how often we are alone in the middle of nowhere without communications or backup
- 5 percent said NFS does not want information or details:
  - No they don't want to know, they feel we are not part of the Forest Service
  - Line officers normally do not interact with LEOs
- 4 percent said NFS needs training and ride-alongs:
  - Would be nice if she would ride with me on a busy summer weekend night to see first hand what is going on in our areas
- 3 percent said they make frequent contacts:
  - Our area supervisor and staff are kept in the loop with all of our activities and occurrences
- 3 percent said line officer went on ride-alongs
- 8 percent had other comments:
  - Have a new line officer so he is still in the learning phase but seems to be much more receptive than past line officers

Most LEOs felt supported by LEI line officers (79 percent said yes). We also asked for an explanation if they did not feel supported. We received only nine responses:

- 33 percent said lack of resources:
  - LEI, although aware of the lack of field officers and funding to purchase

equipment, each year continue to tell LEOs to do more with less—will not work

- 22 percent said lack of trust/understanding:
  - Forever inherent distrust of LEI
  - Believe upper level LEI line officers have little understanding
- 22 percent said lack contact/relationship with LEI line officer:
  - Never see a LEI line officer and only hear all the bad news
- 22 percent had other comments:
  - “You wrote 400 tickets last month. Great. That’s all we want.”—This is not helpful and discourages a LEO who is trying to be proactive on a number of issues on a district

Most LEO respondents felt supported by NFS line officers (71 percent said yes). We also asked for an explanation if they did not feel supported. We received only 12 responses:

- 25 percent said resentment toward law enforcement:
  - Problems stem from back issues that have not been addressed and are still causing friction
  - Sometimes seems that we are only being allowed to exist because they have to keep us around
- 17 percent said lack of resources:
  - Their lack of communication and inclusion of law enforcement in decisions
- 17 percent said lack contact/relationship with NFS line officer:
  - Feel NFS line officers believe in the law enforcement mission but are unwilling to support law enforcement such as the reserve LEO program
- 8 percent said mission is unclear:
  - Does not appear to have a clue what actually occurs on a district
- 33 percent had other comments:
  - NFS line officers state we do not work for them, and I’m glad
  - I try to talk to them but they don’t care

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**Most LEO respondents felt supported by local NFS employees.**

Most LEO respondents felt supported by local NFS employees (83 percent said yes). We also asked for an explanation if they did not feel supported. We received only six responses:

- 50 percent said resentment toward law enforcement:



- Some local NFS employees are borderline criminals and do not trust or want to be around LEOs
- 16 percent said lack of trust/understanding:
  - Get the feeling that the local employees feel that we are not doing everything we can to ensure that the forest runs smoothly
- 16 percent said lack of resources
- 16 percent said lack contact/relationship with local NFS employees

**Roles summary of responses—**

Region 8 LEO respondents ranked their highest job priorities as protecting forest users, followed by protecting NFS employees, and protecting forest resources. They believed that the NFS line officers with whom they most commonly interacted had a somewhat different set of priorities, with protecting NFS employees first, followed by protecting forest users, and protecting resources. Further, Region 8 LEO respondents felt they had good relations and rapport with the line officers they most commonly interact with. Most Region 8 LEO respondents believed that the LEI's relationship with the rest of the Forest Service was one of collaboration and teamwork. A similar proportion of LEOs said they felt like an equal partner within the Forest Service as those who felt like outsiders within the agency. In sum, most felt supported by LEI line officers, felt supported by NFS line officers, and felt supported by local NFS employees. Those who felt they were not supported cited a lack of resources to do their job; resentment toward law enforcement; a lack of trust/understanding from others in the agency; and a lack of contact/lack of relationship with either LEI or NFS line officers.

**Existing Issues**

At least 50 percent of the LEO respondents in Region 8 said the following activities had **increased** from FY03 to FY04 (see table 8); in rank order:

- Meth labs
- Meth chemical dumps
- Dumping of household waste
- Dumping of landscape waste
- Criminal damage

At least 50 percent of the LEO respondents in Region 8 said the following activities had **remained the same** from FY03 to FY04 (see table 8); in rank order:

- Wildlife hazards

- Domestic violence
- Arson
- Weather hazards
- Suicides
- Thefts of public property
- Threats against property
- Thefts of visitor personal property
- Accidental fire activity
- Murder
- Rape/sexual assault

**Table 8—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility for Region 8**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	16	25	57	3
b. Domestic violence	20	5	58	16
c. Thefts of visitor personal property	38	13	45	3
d. Thefts of public property	36	9	53	1
e. Gang activity	15	3	26	49
f. Body dumping	17	8	46	22
g. Shooting (indiscriminate)	38	3	42	16
h. Suicides	25	13	54	7
i. Murder	15	5	53	18
j. Rape/sexual assault	18	8	47	21
k. Drive-by shooting	0	3	32	58
l. Criminal damage	55	7	37	1
m. Personnel threats	34	8	43	11
n. Threats against property	25	7	53	12
o. Marijuana cultivation	22	32	40	7
p. Meth labs	72	5	15	8
q. Meth chemical dump	65	5	21	8
r. Armed defense of crops	3	11	43	38
s. Dumping of household waste	65	9	26	0
t. Dumping of landscape waste	57	5	32	3
u. Trespass of undocumented immigrants	33	0	25	38
v. Armed defense of forest products	5	4	36	50
w. Natural fire hazards	29	11	49	11
x. Accidental fire activity	26	17	53	4
y. Weather hazards	36	1	57	5
z. Wildlife hazards	13	7	71	5
aa. Road hazards	42	5	49	3

Note: Do not add to 100 percent owing to missing data. All percentages based on n = 76.

We asked LEO respondents to tell us which of the above were more common **during the week** (rather than the weekend). The items mentioned most often were:

- 65 percent said dumping household waste
- 45 percent said dumping of landscape waste
- 38 percent said meth chemical dump
- 34 percent said meth labs
- 24 percent said arson
- 22 percent said theft of personal property
- 20 percent said criminal damage

We asked respondents to tell us which of the above were more common during the **daytime hours** (as opposed to nighttime). The items mentioned most often were:

- 53 percent said dumping household waste
- 41 percent said dumping of landscape waste
- 29 percent said marijuana cultivation
- 22 percent said arson

We asked LEO respondents to tell us which of the above were more common when the **area is crowded** (as opposed to when not many visitors are in the area). The items mentioned most often were:

- 46 percent said theft of personal property
- 40 percent said personnel threats
- 36 percent said domestic violence
- 28 percent said criminal damage
- 24 percent said theft of public property

One-third (36 percent) of Region 8 respondents said they had been threatened or attacked because of their job. We asked them to describe the incident and received 39 responses:

- 26 percent said it was a common occurrence:
  - Several times I have been in minor scuffles with subjects
  - We're threatened almost daily
- 26 percent said drug activity:
  - Dealt with a drug offender who was supposed to shoot me in the back

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**One-third (36 percent) of Region 8 respondents said they had been threatened or attacked because of their job.**

- Found myself standing in the middle of a methamphetamine lab with two suspects that I could see and one hiding in the woods
- 10 percent said contacts with recreation visitors:
  - Threatened by those that I have come in contact with in ways such as the violator stating he will blow my head off
  - Individual attacks from violators under the influence of alcohol and narcotics
- 2 percent said contacts with large groups:
  - By a group of 10 off-highway vehicle (OHV) riders during an attempt to stop riders
  - Threatened and attacked during Rainbow family gatherings
- 2 percent said related to natural resources:
  - Personal threats from subjects after violations and during investigations for arson and criminal trespass
  - Threatened by some subjects over natural resource violations
- 33 percent had other comments:
  - Three people said they were going to kill me, two others said they were going to sue me for harassment
  - One individual had people tell me that he did not like me and he had killed someone before

**Existing issues summary of responses—**

Several types of crime, law enforcement violations, and other patrol activities in Region 8 were on the increase according to the LEO respondents. Topping the list were meth labs, meth chemical dumps, dumping of household/landscape waste, and criminal damage. Wildlife hazards, domestic violence, arson, weather hazards, suicides, murder, accidental fire activity, thefts of public property, threats against property, rape/sexual assault, and thefts of visitor personal property remained unchanged from FY03 to FY04. The LEO respondents were more likely to encounter dumping of household/landscape waste, meth chemical dumps and meth labs, arson, thefts of visitor personal property, and criminal damage during the week. They commonly dealt with dumping of household/landscape waste, marijuana cultivation, and arson during daylight hours. When areas were crowded, they were more likely to encounter thefts of visitor personal property, personnel threats, domestic violence, criminal damage, and thefts of public property. One-third of Region 8 LEO respondents said they were threatened or attacked because of their job. Those who elaborated on this said it was either a common occurrence or related to drug activity/offenders.

## Priorities

We asked the respondents about the priority issues facing the law enforcement profession in the Forest Service today. Priority issues were:

- 61 percent said fiscal:
  - More money from the regional office
  - More money needs to be directed into the budgets to allow officers and agents to perform their duties
  - No money for training
  - Lack of funding for officer positions that are retiring is a major issue right now
- 16 percent said safety:
  - Feel the forest will slowly turn into a haven for criminal activity which is already being seen by the increase nationwide of meth labs, dump sites, marijuana cultivation, domestic violence, and alcohol violations
- 16 percent said occupational ideals:
  - Need training for a quality organization
- 13 percent said natural resource protection:
  - Theft of our natural resources
  - Abuse of natural resources
- 9 percent said management:
  - Adequate and competent supervision
- 7 percent said cooperation:
  - Good communication system with other law enforcement agencies
- 1 percent said update rules and regulations
- 13 percent had other comments:
  - Drugs, alcohol, domestic violence, all-terrain vehicles (ATV) problems and not enough personnel to address all the problems

The respondents were asked how the priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities. Their responses were:

- 43 percent said general agreement:
  - Believe that the priorities are even
  - Similar and we come to a compromise on any differences

- We agree that public safety is the top priority
- 8 percent said conflicting priorities:
  - They do not compare, my ranger couldn't care less about LEI
  - They feel that resources should be number 1, but employee and visitor safety has to be number 1
- 8 percent said apathetic:
  - NFS line officers are not concerned that LEI does not have sufficient budget, personnel, and equipment to effectively complete the goal
- 3 percent said they want increased law enforcement/visibility:
  - Want more emphasis placed on visible patrol in high-use areas regardless of where the primary need is at the time
- 4 percent had other comments:
  - NFS line officers have no clue as to what LEI encounters on the forest

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**A lack of adequate funding was at the top of the list of priorities facing the law enforcement professionals according to Region 8 LEO respondents.**

**Priorities summary of responses—**

A lack of adequate funding was at the top of the list of priorities facing the law enforcement professionals according to Region 8 LEO respondents. Region 8 LEO respondents believed that the NFS line officer with whom they most commonly interacted was in general agreement with their list of priorities.

**Customers**

The LEO respondents were asked to describe their customers. Most were described as forest users (67 percent; e.g., forest visitors, first the general public, those who come to enjoy the national forest, anyone who comes to visit) followed by USFS employees (20 percent). Others said law-abiding users (8 percent), adjacent landowners (8 percent), the natural and cultural resources (5 percent), violators of rules/regulations (5 percent), local agencies (3 percent), and other (8 percent).

We also asked what the LEOs believed their customers want from LEI on NFS lands; more than half said safety/protection. Examples of what LEOs said customers wanted follows:

- 59 percent said safety/protection:
  - Want to feel safe when they are using the national forest
  - Protection of themselves
  - Majority of the visitors want to feel safe and protected from violence
  - Visitors want a safe place to recreate with their families
  - To feel safe and utilize whatever resource appeals to those individuals

- 18 percent said prevention:
  - Want to feel they are being protected and can come to us when they need help
- 15 percent said conservation:
  - Protection of natural resources and property
  - Resources protected by methods promoted by the environmental terrorists supporting media
- 9 percent said use/access:
  - Most want the quiet and beauty of the forest
- 8 percent said action:
  - Want to see those people who abuse national forest land and/or facilities held accountable
- 4 percent said regulations that are clear and concise:
  - Evenhanded enforcement of the rules and criminal laws
- 3 percent said crime opportunities:
  - ATV riders want to do all the resource damage they can and the dog hunters want to shoot anything that moves
- 16 percent had other comments:
  - Policing at its finest, someone to patrol the high crime areas, someone who will investigate their complaints of crime and take action
  - Clean, safe, well-signed area to recreate

**Recreation visitors—**

Half of the Region 8 LEO respondents said that recreation visitors were mostly safe (53 percent) from other visitors, whereas about one-third (29 percent) said that it differed within the patrol area. Twelve percent said that recreation visitors were very safe from other visitors, whereas 1 percent said recreation visitors were not safe. Most Region 8 LEOs said that recreation visitors were mostly physically safe (63 percent) from site features or that it differed within the patrol area (22 percent). Nine percent said that recreation visitors were very safe from site features.

Region 8 LEO respondents said that as compared to the average recreation visitors' neighborhood, recreation visitors were mostly safe (78 percent) onsite from other visitors and were mostly safe (76 percent) from site features.

We asked what types of crime or law enforcement violations most commonly affected recreation visitors in Region 8. We grouped their responses into the following categories:

- 79 percent said drug activity:

- Narcotic use
- Meth dumps
- Marijuana cultivation/use
- Narcotics manufacturing (methamphetamine)
- Most common are drug- and alcohol-related offenses
- College hazing violations
- 59 percent said urban-associated crime:
  - Threats and property crimes such as car break-ins
  - Discharging of firearms
  - Poaching
  - Noise and other disorderly conduct
- 37 percent said other violations:
  - Disorderly conduct
  - Visitors are also commonly exposed to gunfire owing to illegal target practice and random gunfire in recreational areas
- 36 percent said motor vehicle violations:
  - Driving while drinking
  - ATV violations
  - Vehicles speeding
  - Reckless driving
- 21 percent said natural resource issues:
  - Archaeology and historic sites vandalized
  - Wildlife violations
  - Hunting violations
  - Arson
- 18 percent said vandalism:
  - Theft of personal property
  - Government property vandalism
- 17 percent said assaults:
  - Physical assaults, homicides, sexual assaults
  - Domestic abuse cases
- 15 percent said dumping of household/landscape waste/littering



- 11 percent had other comments:
  - Lewd acts, illegal ATV/OHV activities, illegal hunting, being in closed areas
  - Physical threats to persons

**Forest users—**

We asked what special problems LEO respondents had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources. Some examples follow:

- 30 percent said remote/too large area to cover:
  - Too much area and not enough officers
  - Hard to patrol the massive amount of recreation areas that visitors use
  - Unable to cover every area owing to size of patrol area and number of officers
  - Large area of responsibility
- 18 percent said lack basic patrol equipment/officers/co-op agreements:
  - Lack of law enforcement
  - Lack of support and equipment
  - Insufficient staffing to meet increased use
- 13 percent said drug activity:
  - Illegal drug activity
  - High use of methamphetamine and other illegal drugs
  - Illegal activity in remote inaccessible areas
- 13 percent said increasing uses:
  - Large number of people trying to use the same areas for multiple types of recreation
  - High-use dispersed areas
- 7 percent said social conflicts:
  - There can sometimes be unpleasant exchanges between visitors at some of our developed recreation sites
  - Horseback riders drinking and harassing nonhorse people
- 1 percent said hostility/armed use:
  - Starting to see some turf war activity, these groups are reportedly carrying concealed weapons to protect their property
- 18 percent had other comments:
  - Poor radio communications with sheriff's office in certain areas

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**They believed that their customers primarily wanted a safe and enjoyable experience while on the forest.**

The media portrayal of crimes against forest users in the patrol area of responsibility was described as mostly positive (40 percent), or nonexistent (40 percent).

**Customers summary of responses—**

Region 8 LEO respondents saw forest users (defined as visitors or the general public) and Forest Service employees as their primary customers. They believed that their customers primarily wanted a safe and enjoyable experience while on the forest. In addition, they believed their customers wanted LEOs to do their best to prevent crime as well as conserve and maintain public lands. Region 8 LEO respondents felt that recreation visitors were mostly safe from other visitors and that recreation visitors were mostly physically safe from site features, although some said it varied by patrol area. Drug activity and urban-associated crime (e.g., car break-ins, disorderly conduct) were at the top of the list of crimes that LEO respondents said most commonly affected recreation visitors. This was followed by motor vehicle violations, natural resource damage, vandalism, assaults, and dumping of household/landscape waste. In general, Region 8 respondents noted that in protecting forest users, they were hampered by their patrol areas' large size and remoteness; a lack of resources in the form of basic patrol equipment, officers, and cooperative agreements; drug activity; and increasing uses. The LEOs believed that the media portrayal of crimes against forest users was either mostly positive or nonexistent.

**Natural Resources**

Almost half of the Region 8 LEO respondents reported the quality of the natural resources in their patrol area of responsibility had declined (47 percent) during the time they worked there. Others said it has remained the same (34 percent). They also said the maintenance of Forest Service facilities and developed areas in their patrol area of responsibility had declined (42 percent) during the time they worked there. Others said maintenance had improved (32 percent) or it had remained the same (25 percent).

The media portrayal of crimes against resources in the patrol area of responsibility was evenly divided between those who said it was mostly positive (41 percent) and those who said it was nonexistent (40 percent). The media portrayal of fire crimes in the patrol area of responsibility was mostly positive (42 percent) or nonexistent (37 percent).

**Natural resources summary of responses—**

In their patrol area, many Region 8 LEOs reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of

Forest Service facilities and developed areas. Region 8 LEO respondents believed that the media portrayal of crimes against resources was either mostly positive or nonexistent, and that the media portrayal of fire crimes was either mostly positive or nonexistent.

## **Success Stories**

The LEO respondents were asked if they had a law enforcement success story they would like to share. Only 18 percent did. We received 20 descriptions of successes:

- 35 percent said solving crimes/getting convictions:
  - A suspect was identified and subsequently confessed to setting fires over many years
  - Solved the second largest arson fire investigation in a region's history
  - Made numerous drug cases on the district and have received a lot of positive feedback from the community
- 15 percent said good cooperation:
  - Local sheriff's office bought me an in-car camera and radar for my vehicle
- 15 percent said positive feedback/gratitude:
  - Positive feedback from numerous forest visitors about the apprehension of this career criminal
  - Hunter thanked me for taking the time to investigate further to get to the truth, and that if he had been me that he would like to think that he would do the same thing
- 10 percent said proactive programs:
- 5 percent said operations work:
  - Close cooperation with state conservation officers has resulted in several arrests and convictions of serial poachers
- 20 percent had other comments:
  - Although the criminal activity has not slowed down, the conviction rates have increased
  - Lawbreakers now know that when they come to the forest they are taking a gamble
  - Several Region 8 LEO respondents reported special policing programs that had worked well (51 percent). We asked them to describe these special policing programs and received 39 responses:
- 36 percent said patrol/visibility:

- Being visible, gaining people’s trust so that they will report problems is a special policing program
- Just high visibility and contacting
- Officers be very visible to the public, making contacts and educating them about problems
- Saturation patrols in problem areas
- 21 percent said public education:
  - Provided talks to scout meetings and other education forums that illustrate what LEI does and its vital role in the protection of NFS resources and the people
  - Public information programs
  - A background in wildlife—I do many “interpretive” style programs in schools, churches, and scouting events
- 13 percent said cooperation with other agencies:
  - Working and assisting other local law enforcement agencies
  - It is imperative to have a working relationship with the local law enforcement community
- 13 percent said public contact:
  - Just get out and talk to people
  - Visible, aggressive proactive law enforcement
- 10 percent said community involvement:
  - Good system of civilian volunteers who routinely ride the roads of the forest
- 7 percent had other comments:
  - Have 24-hour coverage, has worked well to limit violations/crime in this area

We asked LEO respondents how they measured the success of the policing programs. Many of the responses were related to positive perceptions of law enforcement as well as reduction in violations. Those and other examples follow:

- 34 percent said public/employee/cooperator perceptions are positive:
  - When people tell us that they notice a positive change
  - Responses of our youth and surrounding community responses
  - Positive comments received from the public
  - By the way visitors thank you for being in the area
- 21 percent said reduction in violations:
  - Reduction of crimes

- Vehicle vandalism has reduced
- Highly reduces the illegal use
- 5 percent had other comments:
  - All the employees make it home safe every night, and if they have a concern they feel like they can call me anytime

We also asked if LEO respondents had policing programs they tried that were unsuccessful. We received only 9 responses: increased patrols (11 percent), OHV management (11 percent), education of users (11 percent), and other (67 percent; e.g., worked for other agencies that discouraged proactive policing, illegal speed detection, increased our presence in areas of illegal ATV activity and have not been successful). We also asked for explanations why these were not successful. We received 10 responses: lack of support (30 percent), too few officers (20 percent), too busy/too many priorities (10 percent), slow response time (10 percent), and other (30 percent; e.g., not successful because it is not consistent, lack of equipment, limited resources that we have).

**Success stories summary of responses—**

The Region 8 LEOs who volunteered law enforcement success stories reported about solving crimes and getting convictions. They also mentioned having good cooperation with other agencies and positive feedback/gratitude. When special policing programs worked well, respondents attributed their success to patrol visibility and public education and, to a lesser extent, cooperation with other agencies, public contact, and community involvement. They primarily measured their success by the positive perceptions held by the public, NFS employees, and their cooperators, and by a reduction in violations. What didn't seem to work well were increased patrols, OHV management, and education of users. Explanations for this lack of success were attributed to a lack of support and too few LEOs.

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**The Region 8 LEOs who volunteered law enforcement success stories reported about solving crimes and getting convictions.**

**Successful LEI Program**

The LEOs were asked to describe a successful **national** LEI program:

- 29 percent said resources:
  - The resource protected adequately and protecting the visitors
  - More money to fully fund our needs, equipment, and people
  - National level for program to be fully successful we would have to have a budget that would allow us to staff each district with the amount of officers it needs
  - Budget to provide tools needed to conduct the goal

- 21 percent said personnel:
  - Enough people to do the job
  - Funded to provide the number of LEOs needed
  - LEOs who are qualified and dedicated
  - Adequate staffing of personnel
- 15 percent said understanding/interaction:
  - One whose personnel force depicts diversity and has a vast understanding of law enforcement procedures
- 15 percent said leadership:
  - Enough political pull to properly fund and staff the LEI program with good managers in Washington
  - Great leadership
  - Leaders that have the background, knowledge, and ability to lead us into the future
- 11 percent said occupational ideals:
  - Law enforcement organization which develops good working relationships
- 9 percent said consistent policies/regulations:
  - Promotes wherever possible a unified and consistent enforcement policy from state to state
- 5 percent said support/trust:
  - Policy and priorities that support the field
- 4 percent said good communication
- 13 percent had other comments:
  - Nationally there are places that lack the initiative and encouragement to do and be the best they can be

The LEOs were asked to describe a successful **regional** LEI program:

- 30 percent said resources:
  - Proper funding to provide equipment
  - Establish an organization that is not top-heavy with management, but adequate enough to meet and address the needs of the agency
- 13 percent said personnel:
  - Field supervisors are needed
  - Region is underrepresented in manpower based on stats

- LEOs who are qualified and dedicated
- 12 percent said leadership:
  - Proper supervisors who can supervise and ask for enough budget to run a good program
  - One whose personnel force depicts the ideology of the national program and is diverse
- 11 percent said understanding/interaction:
  - All officers should be working for the best interest of the Forest Service
- 9 percent said support/trust:
  - Support of officers and agents
  - Excellent support to the field units
- 5 percent said occupational ideals:
  - Participation in policymaking decisions
- 5 percent said good communication
- 3 percent said consistent policies/regulations:
  - Consistency in procedure
- 12 percent had other comments:
  - Recognition of outstanding LEOs

The LEOs were asked to describe a successful **local** LEI program:

- 18 percent said personnel:
  - Enough personnel to handle patrols and investigation
  - Sufficient numbers of LEOs who are qualified
- 17 percent said understanding/interaction:
  - Patrol captains be more interactive with the districts
  - Cooperation with local agencies
- 12 percent said leadership:
  - One who provides support to the ground units to carry out the mission of the agency
  - Push for adequate periodic training for officers so that they may develop other/specialized skills to aid them in their law enforcement careers
- 11 percent said resources:
  - Proper utilization of allotted resources
- 9 percent said good communications:

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**A successful regional program was characterized as one with sufficient resources. In addition, LEOs listed having adequate personnel to do the job, effective leadership, an understanding and good working relationships by those engaged in or affected by the program, and support/trust.**

- Have good working relationships with other law enforcement agencies
- Communication and cooperation between LEI and other USFS employees
- 9 percent said support/trust:
  - Group of officers working close together to ensure safety
- 7 percent said occupational ideals:
  - Recognized by other police departments as true police officers
- 1 percent said consistent policies/regulations:
  - Better flow of information of things that will affect us
- 11 percent had other comments:
  - Officers are proactive, self-starting, and energetic about completing a task

**Successful LEI program summary of responses—**

A successful national program was characterized as one with sufficient resources and adequate personnel. Also mentioned were an understanding and good working relationships by those engaged in or affected by the program, and effective leadership. A successful regional program was characterized as one with sufficient resources. In addition, LEOs listed having adequate personnel to do the job, effective leadership, an understanding and good working relationships by those engaged in or affected by the program, and support/trust. Locally, success depended on having adequate personnel to do the job, understanding and good working relationships by those engaged in or affected by the program, effective leadership, and sufficient resources.



## Appendix 9: Region 9 Results

Results are reported for all 28 respondents from Region 9 unless noted otherwise. Response rate is 82 percent. Caution should be used in interpretation owing to small sample size. See appendix 1 for survey questionnaire.

### Demographics

Most of the Region 9 law enforcement officer (LEO) respondents were male (79 percent versus 14 percent female). They averaged 34.9 years of age ( $n = 22$ ;  $SD = 8.9$ ). Forty-six percent of LEOs were between the ages of 20 and 39, and 54 percent of the LEOs were between the ages of 40 and 59.

The majority of LEO respondents were White (75 percent). Others were Black (7 percent) or Indian/Native American (7 percent). Years of school completed averaged 14.9 years ( $n = 25$ ;  $SD = 1.7$ ), with more than half (61 percent) of the LEOs holding an academic degree related to their work in law enforcement.

The LEO respondents had been in law enforcement an average of 15.1 years ( $n = 27$ ;  $SD = 7.1$ ), with about half (48 percent) reporting about 14 years in law enforcement.

The respondents had an average of 17.2 years ( $n = 26$ ;  $SD = 10.4$ ) with the Forest Service. About one-third (31 percent) had worked for the Forest Service 10 or fewer years, and 23 percent had 5 or fewer years with the agency.

Respondents had been LEOs for the Forest Service an average of 10.3 years ( $n = 26$ ;  $SD = 6.0$ ). One-third (31 percent) had worked as a LEO for the Forest Service fewer than 5 years, and 46 percent had 10 or fewer years as a LEO with the agency.

The LEO respondents had been at their duty station an average of 9.4 years ( $n = 26$ ;  $SD = 6.4$ ). Half (50 percent) had worked at their duty station for 10 years or less, and 39 percent had been at their duty station for 5 or fewer years.

### Demographics summary of responses—

Region 9 LEO respondents were mostly male, predominantly White, with an average age of almost 35 years. Diversity in the ranks was evidenced by the proportion of female, African American, and Indian/Native American LEOs. Most Region 9 LEO respondents held an academic degree related to their work in law enforcement. This is an experienced group with an average of 17+ years with the Forest Service and an average of 15+ years in law enforcement. Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

## Background on Area of Responsibility

The LEO respondents reported a median of 350,000 acres in their primary area of responsibility (range 36,000 to 3,800,000; n = 28), and further noted that they normally accessed a median of 200,000 acres for patrol purposes (range 5,000 to 3,800,000; n = 27).

Patrol area of responsibility differed. Most reported their area of responsibility as semirural (57 percent), followed by extremely remote setting (14 percent), and urban/urban-interface (11 percent). Note that 18 percent of respondents did not reply to this question or marked more than one response.

Average total incidents personally involved in during FY04 (reported in Law Enforcement Management Attainment Reporting System, not including incidents the LEO merely reviewed or provided oversight) was 269 (n = 23; SD = 159.0). Median number of incidents reported in FY04 was 300 (range 94 to 1,000; n = 17).

The LEO respondents were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Public relations/education/information was rated “1” by 54 percent, violation notices/warnings/investigations was rated “1” by 43 percent, and nonviolater public assistance was rated “1” by 7 percent.

Region 9 LEOs communicated with others in the Forest Service in their area of responsibility through various means. We grouped their responses into the following categories:

- 29 percent send email
- 25 percent talk by phone
- 25 percent LEOs provide communication at group functions:
  - Attend district meetings
  - Generally attend functions professional or socially
  - Attend district safety and “family” meeting and actively participate
  - Attend all meetings
- 25 percent talk face-to-face with others:
  - Usually a face-to-face conversation
  - Speak to district employees directly
  - Communicate in person
  - Communicate by face-to-face meetings
- 11 percent make themselves available to communicate:
  - Open communication with all levels of forest staff
  - Speak with Forest Protection Officers (FPOs) on my patrol area I plan to go to

- 7 percent send weekly reports
- 7 percent had other comments:
  - Communicate very well with most of my fellow Forest Service workers

**Background on area of responsibility summary of responses—**

Region 9 LEO respondents were responsible for a primary patrol area that totaled a median of 350,000 acres, although they usually patrolled less than that. While on patrol, their most common task was making public contact, followed by public relations/education/information and issuing violations/warnings or performing investigations. Communication with others in the U.S. Forest Service (USFS) is important to Region 9 LEO respondents, as evidenced by their efforts to communicate via email and phone, provide communications at group functions, talk face to face with others, and by making themselves available by keeping the lines of communication open.

**Enforcement Level and Cooperation**

Several questions were asked to address Region 9 enforcement levels that occur on an average day, cooperation with other agencies/groups, and perceptions about adequacy of that coverage. This section also addresses perceptions about authority and jurisdiction as well as resources necessary to do the job.

On an average day, there was an average of 1.1 LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of responsibility (n = 27; SD = 0.4). Also, on an average day, there was a median of 3 FPOs responsible for law enforcement patrols or regulatory compliance in the patrol area of responsibility (range 0 to 25; n = 24).

About 8 in 10 (82 percent) LEO respondents reported there were too few law enforcement officers in their patrol area of responsibility, whereas half reported too few FPOs in their patrol area of responsibility (50 percent). Eighteen percent reported the number of LEOs in their patrol area of responsibility was about right, and 43 percent reported the number of FPOs in their patrol area of responsibility was about right.

Most LEO respondents (93 percent) reported having cooperative law agreements with other law enforcement agencies. Many reported agreements with county sheriff’s offices (89 percent). Some had similar agreements with state police (18 percent), and city/town/community (11 percent).

City/town/community **reimbursed** law enforcement sworn personnel ranged from none to 1 (n = 6), with a median zero sworn. County sheriff’s office law enforcement sworn personnel ranged from none to 4 (n = 25) with a median of 1. State police law enforcement sworn personnel ranged from none to 1 (n = 7), with a median of zero.

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**About 8 in 10 (82 percent) LEO respondents reported there were too few law enforcement officers in their patrol area of responsibility, whereas half reported too few FPOs in their patrol area of responsibility.**

Most LEOs perceptions about **reimbursed** services from city/town/community law enforcement for those who had them was that they were adequate (71 percent; 29 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them were unevenly split between those saying they were adequate (65 percent) and those saying they were inadequate (35 percent). Perceptions about services from state police law enforcement for those who had them were split with 44 percent saying they were adequate and 33 percent saying they were inadequate (22 percent did not know).

City/town/community **nonreimbursed** law enforcement sworn personnel ranged from none to 5 (n = 9), with a median of zero. County sheriff's office law enforcement sworn personnel ranged from none to 10 (n = 18) with a median of 1. State police law enforcement sworn personnel ranged from none to 3 (n = 14), with a median of 1. "Other" law enforcement sworn personnel was a median of 4 (n = 1). "Other" included Fish and Game, Department of Natural Resources, State Game Officers/Wardens, Tribal Police, and Conservation Officers.

Perceptions about **nonreimbursed** services from city/town/community law enforcement for those who had them was unevenly split with 19 percent saying they were adequate and 56 percent saying they were inadequate (25 percent did not know). Perceptions about services from county sheriff's law enforcement for those who had them were somewhat negative with more saying they were inadequate (58 percent) than said they were adequate (31 percent; 12 percent did not know). Perceptions about services from state police for those who had them were somewhat negative with more than half saying they were inadequate (55 percent), and 35 percent saying they were adequate (10 percent did not know).

Region 9 LEO respondents were divided on whether their authority and jurisdiction were adequate for what they felt was expected or demanded of them internally and externally (32 percent said yes, 64 percent said no). We asked those who said no to give an explanation. We received 15 responses:

- 47 percent said they had to depend on others:
  - Public expects us to be able to help them and become frustrated when we have to refer them to state or local police
  - No backing from the regional office
- 27 percent said LEOs should be deputized:
  - Should have state arrest authority
  - Authority is inadequate to protect forest users against crimes
  - Greater help to the American citizen if I had state arrest authority and/or cross deputization

- 13 percent said they had out-of-date regulations to deal with:
  - Code of Federal Regulations (CFRs) needs to be updated as soon as possible
- 13 percent had other comments:
  - Unreal expectation to complete a high-profile law enforcement mission in semi-remote areas with very limited jurisdiction and support

About two-thirds of respondents (68 percent) reported not having adequate resources to do their job. Those who felt the resources were inadequate were asked what additional resources were needed. We received 21 responses:

- 43 percent said personnel:
  - Additional personnel
  - Staff to do our jobs
  - More law enforcement officers
  - Forest Service dispatch center
  - Need line officers that support (with actions) the law enforcement program
  - Manpower
- 19 percent said equipment
- 19 percent said fiscal:
  - Budget to get proper equipment and training
  - Money to repair and replace old equipment
- 5 percent said deputize LEOs
- 5 percent said up-to-date regulations
- 9 percent had other comments:
  - Needs to be a broad study done to see where workloads are and shift resources to these areas or fund more LEO positions

**Enforcement level and cooperation summary of responses—**

A major concern for Region 9 LEO respondents was the shortage of LEOs and FPOs. Almost all reported having cooperative law enforcement agreements with county sheriff's offices, but perceptions were mixed about whether or not these services were adequate in responding to or preventing crime. Almost two-thirds of the Region 9 LEO respondents said that their authority and jurisdiction is not adequate for what they believed was expected or demanded of them in their job. Those who were dissatisfied noted that they had to depend on others to enforce state violation codes, that they were not deputized, and that outdated CFRs

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**The LEO respondents reported their highest priorities as protecting forest users, followed by protecting NFS employees and protecting forest resources.**

hampered their effectiveness. Over two-thirds of Region 9 LEO respondents noted that they did not have adequate resources to do their job. Specifically, they noted a lack of adequate law enforcement personnel and a lack of necessary equipment, followed by not enough money to be effective.

## Roles

The LEOs were asked to rank 1 to 4 their highest job priority (1 is highest priority) whether it is protecting forest users, protecting resources, protecting National Forest System (NFS) employees, or protecting public property. The LEO respondents reported their highest priorities as protecting forest users (36 percent ranked this a “1”), followed by protecting NFS employees (32 percent) and protecting forest resources (18 percent). They were also asked to rank 1 to 4 what they believed the NFS line officer they most commonly interacted with thought is the highest priority. LEOs reported the highest priority as protecting NFS employees (39 percent), protecting forest users (29 percent), and then protecting resources (11 percent ranked this a “1”).

LEOs were asked what they believed Law Enforcement and Investigation’s (LEI) relationship with the rest of the Forest Service should be. We grouped their responses into the following categories:

- 43 percent said collaboration and teamwork:
  - We are not a separate agency and should maintain communication with line and staff officers
  - Should be no different
  - Work together as a team to solve problems
  - Should work as a part of the total organization to help the agency achieve its goal
- 7 percent said separate entity:
  - Separate and distinct
- 4 percent said protection role:
  - LEI should provide the “technical” advice and have a hands-on approach
- 7 percent had other comments:
  - All members of the same team, each with our particular areas of responsibility

We asked the LEOs where LEI fit within the Forest Service organization and programs. Their responses included:

- 11 percent said equal partners:

- A partner and technical advisor
- Partnership
- 11 percent said outsiders to the agency:
  - Outsiders somewhat
  - Like an outcast
- 11 percent said we're well-funded and integrated
- 7 percent said we're forgotten/misunderstood:
  - Underfunded and misunderstood
- 11 percent had other comments:
  - Stand-alone program that is operated and managed by law enforcement professionals

The LEOs were asked if the NFS line officer with whom they most commonly interacted in their area knows and understands what they do. We grouped their responses into the following categories:

- 29 percent said they had good relations and rapport with the NFS line officer:
  - He has a good knowledge and understanding of what I do and why
  - Believe the line staff knows and understands what my duties entail
- 7 percent said NFS line officers did not understand the complexity/hazards of the LEO job:
  - May not be aware or understand what an LEO may encounter in the field
- 7 percent of LEOs provided information to enhance understanding:
  - Keep them well informed
  - Very good understanding
- 7 percent said the line officer went on ride-alongs
- 7 percent said the NFS does not want information or details:
  - Couldn't care less
- 4 percent said the NFS asks LEOs to do improper things:
  - Get angry at the officers for not doing their dirty deeds
- 11 percent had other comments:
  - Some managers have a great understanding, others are nonsupportive and uncooperative

The LEO respondents were asked if they felt supported by LEI line officers, NFS line officers, or local NFS employees. More than half of the respondents

felt supported by LEI line officers (54 percent said yes). We also asked for an explanation if they did not feel supported. We received only five responses:

- 40 percent said lack contact/relationship with LEI line officer:
  - LEI—they hold you back from being an officer
  - An officer here on forest is unreliable and untrustworthy
- 20 percent said lack of resources:
  - See law enforcement as taking away their money from their programs
- 40 percent had other comments:
  - LEI and line staff needs to be more direct in the duties of the enforcement officer

More than half of the LEO respondents felt supported by NFS line officers (54 percent said yes). We also asked for an explanation if they did not feel supported. We received only seven responses:

- 28 percent said resentment toward law enforcement:
  - Believe NFS line officers do not fully accept law enforcement as a part of the USFS
- 28 percent said lack contact/relationship with NFS line officer:
  - Line officer puts up barriers
- 14 percent said lack of trust/understanding:
  - NFS employees see law enforcement as taking away their money from their programs
- 28 percent had other comments:
  - Line officers are very comfortable and feel the action of LEOs “stir up trouble”

Most respondents felt supported by local NFS employees (82 percent said yes). We also asked for an explanation if they did not feel supported. We received only four responses:

- 50 percent said resentment toward law enforcement:
  - NFS employees see law enforcement as taking away their money from their programs
- 25 percent said lack of resources
- 25 percent had other comments:
  - Local employees would support more if they saw what we did first hand

#### **Roles summary of responses—**

Region 9 LEO respondents ranked their highest job priorities as protecting forest



users, followed by protecting NFS employees, and protecting forest resources. They believed that the NFS line officers with whom they most commonly interacted had a somewhat different set of priorities, with protecting NFS employees first, followed by protecting forest users, and protecting resources. Further, Region 9 LEOs felt they had good relations and rapport with the line officers with whom they most commonly interacted. Most Region 9 LEO respondents believed that the LEI's relationship with the rest of the Forest Service was one of collaboration and teamwork. A similar proportion of LEOs said they felt like an equal partner within the Forest Service as those who felt like outsiders within the agency. An equal proportion noted that they were well-funded and integrated. In sum, at least half felt supported by LEI line officers and NFS line officers. Most felt supported by local NFS employees. Those who felt they were unsupported cited resentment toward law enforcement; a lack of contact/lack of relationship with either LEI or NFS line officers; and a lack of resources to do their job.

## Existing Issues

At least 50 percent of the LEO respondents in Region 9 said the following activities had **increased** from FY03 to FY04 (see table 9); in rank order:

- Dumping of household waste
- Dumping of landscape waste
- Criminal damage

At least 50 percent of the respondents in Region 9 said the following activities had **remained the same** from FY03 to FY04 (see table 9); in rank order:

- Weather hazards
- Accidental fire activity
- Arson
- Personnel threats
- Wildlife hazards
- Road hazards
- Thefts of visitor personal property
- Murder
- Threats against property
- Domestic violence
- Body dumping
- Suicides

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**At least 50 percent of the LEO respondents in Region 9 said the following activities had increased from FY03 to FY04 (see table 9); in rank order: dumping of household waste, dumping of landscape waste, and criminal damage.**

**Table 9—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility for Region 9**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	7	21	68	4
b. Domestic violence	18	0	57	25
c. Thefts of visitor personal property	25	11	61	0
d. Thefts of public property	32	11	50	4
e. Gang activity	7	0	50	4
f. Body dumping	7	4	57	29
g. Shooting (indiscriminate)	25	4	54	14
h. Suicides	18	4	57	18
i. Murder	4	0	61	29
j. Rape/sexual assault	7	7	50	29
k. Drive-by shooting	4	4	39	50
l. Criminal damage	50	4	43	4
m. Personnel threats	14	14	64	7
n. Threats against property	29	4	61	7
o. Marijuana cultivation	25	14	54	4
p. Meth labs	36	7	36	14
q. Meth chemical dump	29	11	39	18
r. Armed defense of crops	0	4	39	50
s. Dumping of household waste	79	4	18	0
t. Dumping of landscape waste	64	0	32	0
u. Trespass of undocumented immigrants	7	0	21	64
v. Armed defense of forest products	0	0	39	57
w. Natural fire hazards	18	11	57	11
x. Accidental fire activity	14	7	71	0
y. Weather hazards	11	4	79	4
z. Wildlife hazards	21	0	64	11
aa. Road hazards	36	0	64	0

Note: Do not add to 100 percent owing to missing data. All percentages based on n = 28.

- Natural fire hazards
- Shooting (indiscriminate)
- Marijuana cultivation
- Thefts of public property
- Gang activity
- Rape/sexual assault

We asked LEO respondents to tell us which of the above were more common **during the week** (rather than the weekend). The items mentioned most often were:

- 46 percent said dumping household waste
- 25 percent said dumping of landscape waste
- 25 percent said theft of public property
- 21 percent said marijuana cultivation

- 14 percent said meth labs
- 14 percent said meth chemical dump

We asked the respondents to tell us which of the above were more common during the **daytime hours** (as opposed to nighttime). The items mentioned most often were:

- 32 percent said dumping household waste
- 18 percent said theft of public property
- 18 percent said marijuana cultivation
- 14 percent said dumping of landscape waste
- 14 percent said theft of personal property

We asked LEO respondents to tell us which of the above were more common when the **area is crowded** (as opposed to when not many visitors are in the area). The items mentioned most often were:

- 39 percent said theft of public property
- 32 percent said criminal damage
- 29 percent said theft of personal property
- 29 percent said domestic violence
- 25 percent said personnel threats
- 25 percent said accidental fire activity
- 18 percent said property threats
- 18 percent said road hazards

A few (18 percent) of Region 9 LEO respondents said they had been threatened or attacked because of their job. We asked them to describe the incident and received five responses:

- 20 percent said contacts with recreation visitors:
  - Driver hit me with the cooler on the back of his all-terrain vehicle (ATV) while fleeing the scene
- 20 percent said contacts with large groups:
  - Many instances ranging from contacts on large group events
- 60 percent had other comments:
  - Most of the violent/threatening subjects were under the influence of alcohol and or drugs
  - Verbal threats

- One-on-one contacts in my general patrol area
- Been threatened because of enforcing resource violations

### **Existing issues summary of responses—**

Several types of crime, law enforcement violations, and other patrol activities in Region 9 were on the increase according to LEO respondents. Topping the list were the dumping of household/landscape waste, and criminal damage. Eighteen out of 27 crimes, law enforcement violations, and other patrol activities in Region 9 remained unchanged from FY03 to FY04. The LEO respondents were more likely to encounter dumping of household/landscape waste, thefts of public property, and marijuana cultivation during the week. They commonly dealt with dumping of household waste, thefts of public property, and marijuana cultivation during daylight hours. When areas were crowded, they were more likely to encounter thefts of public property, criminal damage, thefts of visitor personal property, domestic violence, personnel threats, and accidental fire activity. Eighteen percent of Region 9 LEO respondents said they were threatened or attacked because of their job. Those who elaborated on this gave some examples related to contacts with recreation visitors or contacts with large groups.

### **Priorities**

We asked officers about the priority issues facing the law enforcement profession in the Forest Service today. Priority issues were:

- 29 percent said fiscal:
  - Not enough monies are allocated to successfully staff a law enforcement program
  - Lack of adequate budget
  - Budget and program deficiencies
- 14 percent said occupational ideals:
  - Change of attitude by people towards respect of enforcement officers
- 11 percent said safety:
  - Personnel safety
- 11 percent said natural resource protection:
  - Protection of the natural resources by better trail maintenance, fire and thinning management
- 11 percent said management:
  - Micromanaging of officers from the regional and Washington offices

- Getting USFS managers into the field on a regular basis
- 7 percent said cooperation:
  - Being accepted as a resource and not the people you call when either USFS management doesn't want to deal with an issue
- 4 percent had other comments:
  - Jurisdiction issues

Respondents were asked how the priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities. Almost equal numbers said they were in general agreement as said they were conflicting. Their responses were:

- 29 percent said general agreement:
  - Priorities match
  - Work well with line officers
- 25 percent said conflicting priorities:
  - Often there is conflict of who should supervise LEOs
  - Conflicts surrounding administrative use of motors in wilderness areas
- 4 percent said personnel issues:
  - There are issues that can be dragged out 10 to 20 years
- 4 percent said they wanted increased law enforcement/visibility:
  - State enforcement powers are needed to become more productive to protect the public
- 4 percent said apathetic:
  - He never asks for my input
- 7 percent had other comments:
  - Current line officer appears to have little or no USFS experience

**Priorities summary of responses—**

A lack of adequate funding was at the top of the list of priorities facing the law enforcement professionals according to Region 9 LEO respondents. A concern about occupational ideals, the safety of themselves and others, natural resource damage, and a concern about how things are managed were also noted. Region 9 LEO respondents believe that the NFS line officer with whom they most commonly interacted was as likely to be in general agreement with their list of priorities as in conflict with their priorities.

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**We also asked what the LEOs believed their customers wanted from LEI on NFS lands. More than one-third said safety/protection.**

## Customers

The LEO respondents were asked to describe their customers. Most were described as forest users (61 percent; e.g., forest visitors, users of NFS lands, the public) or Forest Service employees (32 percent). Others said customers included the natural and cultural resources (11 percent), local agencies (7 percent), law-abiding users (4 percent), adjacent landowners (4 percent), and other (7 percent).

We also asked what the LEOs believed their customers wanted from LEI on NFS lands. More than one-third said safety/protection. Examples of what LEO respondents said customers wanted follows:

- 39 percent said safety/protection:
  - Safe enjoyable experience
  - They want to see us
  - Know that they are safe
  - Safe and secure place to recreate
- 14 percent said use/access:
  - Want more access to NFS lands, off-highway vehicles (OHV)
  - Locations of resources such as trails
  - Some want unrestricted use of public land
- 11 percent said prevention:
  - More patrolling and visibility
- 7 percent said conservation:
  - Protection of the resources
  - Maintain the resource quality
- 7 percent said action:
  - Enforce the law fairly and equally
- 4 percent said unregulated activity:
  - Be able to do more of what they want without getting into trouble for it
  - Do whatever they want to do
- 4 percent said regulations that are clear and concise:
  - Consistent and equitable law enforcement applied in an effective, professional, and proficient manner
- 18 percent had other comments:
  - That they can call upon LEI to assist with issues and answer their questions
  - Visitors want LEI to be available if they have a problem

**Recreation visitors—**

Most Region 9 LEO respondents said that recreation visitors were mostly safe (64 percent) from other visitors or that it differed within the patrol area (14 percent). Eighteen percent said that recreation visitors were very safe from other visitors. Over half of the Region 9 LEO respondents said that recreation visitors were mostly physically safe (57 percent) from site features, whereas close to one-third said that it differed within the patrol area (29 percent). Seven percent said that recreation visitors were very safe from site features, whereas 4 percent said recreation visitors were not safe.

Region 9 LEOs said that as compared to the average recreation visitors' neighborhood, recreation visitors were mostly safe (71 percent) onsite from other visitors and were mostly safe (71 percent) from site features.

We asked what types of crime or law enforcement violations most commonly affected recreation visitors in Region 9. We grouped their responses into the following categories:

- 54 percent said urban-associated crime:
  - Theft of personal items and equipment
  - Car break-ins
- 43 percent said drug activity:
  - Marijuana cultivation
  - Meth cookers in campgrounds
  - Alcohol/drug use
  - Drug labs primarily truck meth
- 32 percent said natural resource issues:
  - Wilderness violations
  - Removing timber
  - Vandalism to U.S. property
  - Cutting or damage of timber, trees, forest products
- 32 percent said dumping household/landscape waste/littering:
  - Illegal dumping/littering
  - Trash dumping
- 29 percent said motor vehicle violations:
  - Illegal trail creation
  - Illegal off-road use
  - Speeding and general unsafe operations

- 14 percent said vandalism:
  - Assaults and property damage
- 4 percent said assaults:
  - Domestic violence
- 64 percent said other violations:
  - Underage drinking
  - OHV/ATV violations
  - Fish and game violations
  - Underage alcohol parties
- 21 percent had other comments:
  - Forest users still have a perception they are in a wild and carefree setting
  - Dogs running free

**Forest users—**

We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources. Some examples follow:

- 25 percent said remote/too large area to cover:
  - Too much area, too many roads, not enough time to get everywhere
  - Extremely large area of responsibility
  - Geographic distance to/between recreation sites, population sites
- 18 percent said lack basic patrol equipment/officers/coop agreements:
  - Lack of qualified officers to assist
  - Special trained officers are needed for large events
  - Limited cell phone coverage
- 7 percent said increasing uses:
  - Not enough time to get everywhere to provide adequate coverage at all times
- 4 percent said social conflicts:
  - Urban users coming into a rural setting
- 18 percent had other comments:
  - Lack of jurisdiction
  - Sanitation, no funds obligated to clean up existing trash dumps on NFS lands



The media portrayal of crimes against forest users in the patrol area of responsibility was described as either mostly positive (36 percent) or nonexistent (54 percent).

**Customers summary of responses—**

Region 9 LEO respondents reported forest users (defined as forest visitors or the public) and Forest Service employees as their primary customers. They believed that their customers primarily wanted a safe and enjoyable experience while on the forest. In addition, they believed their customers wanted unrestricted use of/access to public lands and to know that LEOs were doing their best to prevent crime.

Region 9 LEO respondents felt that recreation visitors were mostly safe from other visitors and that recreation visitors were mostly physically safe from site features, although some said it differed by patrol area. Urban-associated crime (e.g., thefts, car break-ins) and drug activity were at the top of the list of crimes that LEOs said most commonly affected recreation visitors. This was followed by natural resource damage, dumping of household/landscape waste, motor vehicle violations, and vandalism. In general, Region 9 LEO respondents noted that in protecting forest users, they were hampered by their patrol areas' large size and remoteness, a lack of resources in the form of basic patrol equipment, officers, and cooperative agreements, and increasing uses. The LEO respondents believed that the media portrayal of crimes against forest users was mostly nonexistent.

**Natural Resources**

Over two-thirds of Region 9 LEO respondents reported the quality of the natural resources in their patrol area of responsibility had declined (68 percent) during the time they worked there. Others said it has remained the same (25 percent). Over one-half said the maintenance of Forest Service facilities and developed areas in their patrol area of responsibility had declined (54 percent) during the time they worked there. Others said the maintenance had improved (29 percent) or said it had remained the same (18 percent).

The media portrayal of crimes against resources in the patrol area of responsibility was split between mostly positive (43 percent) or nonexistent (29 percent). The media portrayal of fire crimes in the patrol area of responsibility was split between mostly positive (50 percent) or nonexistent (29 percent).

**Natural resources summary of responses—**

In their patrol area, Region 9 LEO respondents reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas. Region 9 LEO respondents

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**In their patrol area, Region 9 LEO respondents reported that the quality of the natural resources had declined during the time they worked there, as had maintenance of Forest Service facilities and developed areas.**

believed that the media portrayal of crimes against resources was mostly positive, and that the media portrayal of fire crimes was mostly positive.

## Success Stories

The LEOs were asked if they had a law enforcement success story they would like to share. Only 7 percent did. We received two descriptions of successes:

- 50 percent said positive feedback/gratitude:
  - I participated in a joint mission to apprehend a wildland fire arsonist (at the time I was not a federal employee); the mission was headed up by an LEO, and overall a great success. The respect gained by that mission was incredible, not only from other agencies but surprisingly from the local communities
- 50 percent said solving crimes/getting convictions:
  - I have solved a number of resource damage and waste dumping cases that, although insignificant at the regional or national level, were of great significance locally; in a lot of these cases I have been able to recover the cost to the Forest Service for repair and cleanup of the affected areas

Several Region 9 LEOs described special policing programs that have worked well (39 percent). We asked them to describe these special policing programs and received 12 responses:

- 25 percent said patrol/visibility:
  - Being out there everyday
  - Be in the woods and not behind a computer all day long
- 16 percent said public education:
  - Start with education to gain compliance and work from there
  - Participate in local education programs
  - Cooperative education programs with local colleges
- 16 percent said public contact:
  - Listening to their complaints
  - Treating everyone I meet respectfully
- 16 percent said specialized equipment:
  - Use surveillance-type equipment on some of our sites during the summer months
- 8 percent said cooperation with other agencies:
  - Cooperative working relationships with other state, county, and federal agencies

- 16 percent had other comments:
  - Dealing with situations and problems when I first discover them and before they become so big that they are out of control

We asked LEOs how they measured the success of the policing programs. Many of the responses were related to positive perceptions of law enforcement as well as reduction in violations. Those and other examples follow:

- 21 percent said public/employee/cooperator perceptions are positive:
  - Feedback from forest managers
  - Word of mouth of how people talk about me
  - By the positive responses I hear
- 18 percent said reduction in violations:
  - Measure it by reductions in area of crime
  - Knowing if the history of the violations reduce
  - By whether the known incident rate of a continuing historical violation is reduced

We also asked if LEOs had policing programs they tried that were unsuccessful. We received only three responses: increased patrols (67 percent) and education of users (33 percent). We also asked for explanations why these were not successful. We received three responses: lack of support (33 percent), too few officers (33 percent), and other (33 percent).

#### **Success stories summary of responses—**

The Region 9 LEO respondents who volunteered law enforcement success stories reported about positive feedback/gratitude and solving crimes/getting convictions. When special policing programs worked well, LEO respondents attributed their success to patrol visibility and, to a lesser extent, public education, public contact, and the use of specialized equipment. They primarily measured their success by the positive perceptions held by the public, NFS employees, and by a reduction in violations. What didn't seem to work well were increased patrols and education of users. This lack of success was attributed to a lack of support and too few law enforcement officers.

#### **Successful LEI Program**

The LEOs were asked to describe a successful **national** LEI program:

- 18 percent said consistent policies/regulations:
  - National program with strong policies and guidelines

- Consistency in the implementation of law enforcement programs
- Updating the CFRs that would enhance LEOs abilities
- 14 percent said resources:
  - Successful program would be one that is self-sufficient not dependent on a great deal of grant and supplemental budget requirements
- 14 percent said understanding/interaction:
  - Improving the understating of the rest of the USFS about the mission on LEI
- 14 percent said personnel:
  - Need LEI personnel at the top
  - Fully staffed
- 11 percent said good communication
- 7 percent said leadership:
  - Hire someone in the director's position who has a background in conservation-oriented law enforcement
- 7 percent said support/trust:
  - Support officers in the field
- 4 percent said occupational ideals:
  - Maintains excellent relationships with other federal law enforcement agencies
- 14 percent had other comments:
  - Set national goals; once goals are set, money allocated equitably
  - The LEOs were asked to describe a successful **regional** LEI program:
- 29 percent said understanding/interaction:
  - Communicates in an effective and timely way with the field as to what is happening at the national level and what is expected to happen in the future
  - Patrol captains, LEOs, and special agents should all be in communication regionwide
- 18 percent said leadership:
  - One that identifies the individual needs
  - Work with leadership team more
- 18 percent said good communication

- 14 percent said resources:
    - A region that spends its budget in the best interest of the LEO
    - Reduce overhead and get more money to the field
    - Free up the money
  - 11 percent said support/trust:
    - I think public acceptance and the rapport with other enforcement agencies is equally important
    - Support officers in the field
  - 11 percent said personnel
  - 7 percent said occupational ideals:
    - Provides clear direction to employees
    - Stand behind LEI personnel and create a less fearful work environment
  - 7 percent said consistent policies/regulations:
    - Acceptance and the rapport with other enforcement agencies is equally important, and I think if you have those on a consistent level across the region, it is a successful program
  - 18 percent had other comments:
    - Good communication from top to bottom in LEI as well as NFS line
- The LEOs were asked to describe a successful **local** LEI program:
- 25 percent said understanding/interaction:
    - Better understanding; LEOs continue to build relationships with other agencies and make clear our role and function
  - 18 percent said personnel:
    - Fully staffed
    - Patrol captains are stretched too far, which makes it difficult for them to effectively assist LEOs
  - 18 percent said occupational ideals:
    - Captain is a fair and honest man
    - Be positive and display a positive attitude
  - 4 percent said resources:
    - Successful program would be one that is self-sufficient not dependent on a great deal of grant and supplemental budget
  - 11 percent said good communications

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**A successful regional program was characterized as one with an understanding and good working relationships by those engaged in or affected by the program, effective leadership, good communication, sufficient resources, support/trust, and adequate personnel to do the job.**

- 14 percent said support/trust:
  - Work more as a unit, not as individuals
- 14 percent had other comments:
  - Successful local program is one that meets the needs of Forest Service management in whatever areas they feel that they need law enforcement assistance

**Successful LEI program summary of responses—**

A successful national program was characterized as one with consistent policies and regulations, sufficient resources, an understanding and good working relationships by those engaged in or affected by the program, adequate personnel, and good communication. A successful regional program was characterized as one with an understanding and good working relationships by those engaged in or affected by the program, effective leadership, good communication, sufficient resources, support/trust, and adequate personnel to do the job. Locally, success depended on an understanding and good working relationships by those engaged in or affected by the program, and having adequate personnel to do the job.

## Appendix 10: Region 10 Results

Results are reported for all 11 respondents from Region 10 unless noted otherwise. Response rate is 92 percent. Caution should be used in interpretation owing to small sample size. See appendix 1 for survey questionnaire.

### Demographics

All the law enforcement officer (LEO) respondents in Region 10 were male (100 percent). They averaged 36.6 years of age ( $n = 11$ ;  $SD = 3.6$ ).

The majority of LEO respondents were White (82 percent). Others were Hispanic (9 percent), or multiracial (9 percent). Years of school completed averaged 14.6 years ( $n = 11$ ;  $SD = 2.0$ ), with more than half (46 percent) of the LEOs holding an academic degree related to their work in law enforcement.

The LEO respondents had been in law enforcement an average of 11 years ( $n = 11$ ;  $SD = 3.6$ ).

The LEOs had an average of 8.8 years ( $n = 11$ ;  $SD = 5.6$ ) with the Forest Service. Almost two-thirds (64 percent) had worked for the Forest Service 10 or fewer years, and 36 percent had 5 or fewer years with the agency.

Respondents had been LEOs for the U.S. Forest Service (USFS) an average of 7.1 years ( $n = 11$ ;  $SD = 4.6$ ). Half (55 percent) had worked as a LEO for the USFS fewer than 5 years, and 73 percent had 10 or fewer years as a LEO with the agency.

The LEO respondents had been at their duty station an average of 3.9 years ( $n = 11$ ;  $SD = 3.0$ ). Most (91 percent) had worked at their duty station for 10 years or less, and 82 percent had been at their duty station for 5 or fewer years.

### Demographics summary of responses—

Region 10 LEO respondents were male, predominantly White, and an average 36+ years of age. Diversity in the ranks was evidenced by the proportion of Hispanic and multiracial LEOs. Many Region 10 LEOs hold an academic degree related to their work in law enforcement. This is an experienced group with an average of almost 9 years with the Forest Service and an average of 11 years in law enforcement. Their knowledge, expertise, and experience represent the best available data we have about some of the challenges LEOs face on the job.

### Background on Area of Responsibility

The Region 10 LEOs reported a median of 2,300,000 acres in their primary area of responsibility (range 1,000,000 to 1,700,000;  $n = 11$ ), and further noted that they normally accessed a median of 1,000,000 acres for patrol purposes (range 2,000 to 5,000,000;  $n = 11$ ).

Patrol area of responsibility differed. Most reported their area of responsibility as extremely remote setting (55 percent), followed by semirural (9 percent). Note that 36 percent of respondents did not reply to this question or marked more than one response.

Average total incidents personally involved in during FY04 (reported in the Law Enforcement Attainment Reporting System, not including incidents the LEO merely reviewed or provided oversight) was 169 (n = 9; SD = 126.0). The average number of incidents in FY04 was 186 (n = 9; SD = 124.0).

The LEOs were asked to rate 1 to 5 their most common activity during public contacts (1 is most common). Public relations/education/information was rated “1” by 64 percent, violation notices/warnings/investigations was rated “1” by 18 percent, and nonviolater public assistance was rated “1” by 9 percent.

Region 10 LEO respondents communicated with others in the USFS in their area of responsibility through various means. We grouped their responses into the following categories:

- 46 percent said LEOs provide communication at group functions:
  - Have regular meetings with other employees
  - Staff meetings
  - Attending meetings, social events, and outside activities
  - Attend training with regular employees, attend and participate in staff meetings
- 36 percent said they talk face-to-face with others:
  - Talking to them and asking questions we get to know one another
  - Prefer meeting in person
- 27 percent make themselves available to communicate:
  - Keep my door open and share office space with regular employees
  - Being involved with each department and expressing interest
- 9 percent talk by phone
- 9 percent send email
- 18 percent had other comments:
  - Try to be approachable, friendly, and fair

**Background on area of responsibility summary of responses—**

Region 10 LEO respondents were responsible for a primary patrol area that totaled a median of 2,300,000 acres, although they usually patrolled less than that. While on patrol, their most common task was making public contact, followed by public



relations/education/information and issuing violations/warnings or performing investigations. Communication with others in the USFS is important to Region 10 LEO respondents, as evidenced by their efforts to provide communication at group functions, talk face to face with others, and by making themselves available via an open-door policy and other techniques.

## Enforcement Level and Cooperation

On an average day, there was a median of 1 LEO responsible for law enforcement patrols or regulatory compliance in the LEO patrol area of responsibility (range 1 to 9; n = 11). Also, on an average day, there was a median of 0.5 Forest Protection Officers (FPOs) responsible for law enforcement patrols or regulatory compliance in the patrol area of responsibility (range 0 to 20; n = 10). Almost all reported between none and 2 FPOs on an average day (50 percent said there were none, 40 percent said there was 1 FPO).

About 7 in 10 (73 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, while more than 6 in 10 reported too few FPOs in their patrol area of responsibility (64 percent). There were 27 percent reporting the number of LEOs in their patrol area of responsibility was about right, and 27 percent reporting the number of FPOs in their patrol area of responsibility was about right.

All LEO respondents reported having cooperative law agreements with other law enforcement agencies. All reported agreements with state police (100 percent), and almost half reported agreements with city/town/community (46 percent).

City/town/community **reimbursed** law enforcement sworn personnel ranged from none to 3 (n = 6), with a median of 0.25. State police law enforcement sworn personnel averaged 2.5 (n = 8; SD = 2.1).

Perceptions about **reimbursed** services from city/town/community law enforcement for those who had them was split with 33 percent saying they were adequate and 67 percent saying they were inadequate. Perceptions about services from state police law enforcement for those who had them were almost evenly split with 50 percent saying they were adequate and 40 percent saying they were inadequate (10 percent did not know).

City/town/community **nonreimbursed** law enforcement sworn personnel ranged from none to 2 (n = 6), with a median of zero. State police law enforcement sworn personnel ranged from none to 2 (n = 6), with a median of 0.75.

Perceptions about nonreimbursed services from city/town/community law enforcement for those who had them was split with 43 percent saying they were adequate and 29 percent saying they were inadequate (29 percent did not know).

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**About 7 in 10 (73 percent) LEO respondents reported there were too few LEOs in their patrol area of responsibility, while more than 6 in 10 reported too few FPOs in their patrol area of responsibility.**

Perceptions about services from state police for those who had them were mostly negative with more than half saying they were inadequate (55 percent), and 36 percent saying they were adequate (9 percent did not know).

Region 10 LEO respondents were somewhat evenly divided on whether their authority and jurisdiction is adequate for what they felt was expected or demanded of them internally and externally (55 percent said yes, 45 percent said no). We asked those who said no to give an explanation. We received eight responses:

- 37 percent said they had to depend on others:
  - I have to refer other cases to other federal agencies, i.e., drugs
- 37 percent said they had out-of-date regulations to deal with:
  - Code of Federal Regulations (CFRs) we enforce are poorly written and often open to a lot of interpretation in court
  - CFRs need updating and rewrite
- 25 percent said LEOs should be deputized:
  - Limited state authority

Over 8 in 10 (82 percent) reported not having adequate resources to do their job. Those who felt the resources were inadequate were asked what additional resources were needed. We received 14 responses:

- 36 percent said personnel:
  - An additional LEO
  - Law enforcement dispatchers
  - Seasonal law enforcement officers—June through September
- 35 percent said equipment
- 14 percent said fiscal:
  - Biggest thing what would help would be a budget increase
- 14 percent had other comments:
  - Support from management in Law Enforcement and Investigations (LEI) is needed

#### **Enforcement level and cooperation summary of responses—**

A major concern for Region 10 LEO respondents was the shortage of LEOs and FPOs. All respondents reported having cooperative law enforcement agreements with county sheriff's offices. Over half of the Region 10 LEO respondents said that their authority and jurisdiction was adequate for what they believed was expected or demanded of them in their job. Those who were dissatisfied noted that they had

to depend on others to enforce state violation codes, that outdated CFRs hampered their effectiveness, and that they were not deputized. A majority of Region 10 LEOs noted that they did not have adequate resources to do their job. Specifically, they noted a lack of adequate law enforcement personnel and a lack of necessary equipment, followed by not enough money to be effective.

## **Roles**

Region 10 LEO respondents were asked to rank 1 to 4 their highest job priority (1 is highest priority) whether it was protecting forest users, protecting resources, protecting NFS employees, or protecting public property. The LEOs reported their highest priorities as protecting forest resources (46 percent ranked this a “1”), protecting forest users (27 percent), followed by protecting National Forest System (NFS) employees (18 percent). They were also asked to rank 1 to 4 what they believed the NFS line officer with whom they most commonly interacted thought was the highest priority. The LEO respondents reported the highest priority as tied between protecting resources (27 percent ranked this a “1”) and protecting forest users (27 percent), followed by protecting NFS employees (18 percent).

The LEOs were asked what they believed LEI’s relationship with the rest of the Forest Service should be. We grouped their responses into the following categories:

- 46 percent said collaboration and teamwork:
  - Positive working relationship
  - Work closely together
  - A relationship of mutual respect
- 18 percent said protection role:
  - Same goals of protecting the resources, visitors, employees, and property
- 18 percent said separate entity:
  - Stovepipe organization should remain in place
- 18 percent had other comments:
  - With more emphasis on building a budget that allows LEI access to more funding

We asked the LEOs where LEI fit within the USFS organization and programs. Most said as equal partners. Responses included these:

- 46 percent said equal partners:
  - An integral partner
  - We blend well with the other USFS organizations

- Need to be involved with all aspects of the USFS mission and operations
- 18 percent said serve a protection role:
  - Through law enforcement are some of the primary roles the Forest Service carries out
  - LEI provides protection for forest visitors
- 18 percent said outsiders to the agency:
  - In some places LEI seems to be the outsider
  - Seems like pretty low on the ladder
- 9 percent said we're educators of the public and the NFS:
  - LEI also educates not only the public but also USFS employees
  - We sponsor Friday night insight program to the public and school functions
- 9 percent said we're well-funded and integrated
- 18 percent had other comments:
  - Continued straight line is a good idea

Region 10 LEOs were asked if the NFS line officer with whom they most commonly interacted in their area knows and understands what they do. We grouped their responses into the following categories:

- 64 percent said they had good relations and rapport with the NFS line officer:
  - Great working relationship
  - Very good understanding
- 18 percent said LEOs provided information to enhance understanding:
  - Talk to my local line officers daily
  - Try to meet with the district ranger occasionally
- 18 percent had other comments:
  - I want the district staff to feel like they are involved in the LEI program

Most LEO respondents felt supported by LEI line officers (91 percent said yes). We also asked for an explanation if they did not feel supported. We received only two responses:

- 50 percent said resentment toward law enforcement:
  - Tolerate subordinates that agree with their decisions, anyone who voices disagreement is marginalized
- 50 percent said the mission is unclear:
  - LEI line officers are so tied up in generating report and statistics; they lose sight of our mission

Most LEO respondents felt supported by NFS line officers (91 percent said yes). We also asked for an explanation if they did not feel supported. We received only one response:

- 100 percent said resentment toward law enforcement:
  - Think some still resent the fact that LEI is now “stovepiped” and solely responsible to LEI staff

All the LEO respondents felt supported by local NFS employees (100 percent said yes).

**Roles summary of responses—**

Region 10 LEO respondents ranked their highest job priorities as protecting forest resources, followed by protecting forest users, and protecting NFS employees. They believed that the NFS line officers with whom they most commonly interacted had a similar set of priorities, with protecting resources and protecting forest users tied for first place, followed by protecting NFS employees. Further, most Region 10 LEOs felt they had good relations and rapport with the line officers with whom they most commonly interacted. Most Region 10 LEOs believed that LEI’s relationship with the rest of the Forest Service was one of collaboration and teamwork. But, although about half of LEOs believed that LEI was an equal partner within the Forest Service, some felt like outsiders within the agency. Some LEO respondents saw their relationship as providing protection to visitors. An equal proportion of LEOs said they felt that LEI’s role was to protect the resource as did those who felt that LEI should remain a separate entity within the agency. In sum, almost all felt supported by LEI line officers, supported by NFS line officers, and supported by local NFS employees. Those who felt they were not supported cited resentment toward law enforcement and a feeling that their mission was unclear.

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**All the LEO respondents felt supported by local NFS employees.**

**Existing Issues**

At least 50 percent of the LEO respondents in Region 10 said the following activities had **increased** from FY03 to FY04 (see table 10); in rank order:

- Criminal damage
- Weather hazards
- Road hazards
- Dumping of household waste
- Wildlife hazards

At least 50 percent of the LEO respondents in Region 10 said the following activities had **remained the same** from FY03 to FY04 (see table 10); in rank order:

- Murder

- Rape/sexual assault
- Marijuana cultivation
- Thefts of visitor personal property
- Suicides
- Natural fire hazards
- Accidental fire activity
- Arson
- Domestic violence
- Thefts of public property
- Gang activity
- Body dumping

**Table 10—Perceptions about different types of crime, law enforcement violations, and other patrol activities in the patrol area of responsibility for Region 10**

	Increased	Decreased	Remained the same	Don't know
	<i>Percent</i>			
a. Arson	9	18	55	18
b. Domestic violence	9	18	55	18
c. Thefts of visitor personal property	27	9	64	0
d. Thefts of public property	36	9	55	0
e. Gang activity	0	9	55	36
f. Body dumping	18	0	55	27
g. Shooting (indiscriminate)	36	0	55	9
h. Suicides	18	0	64	18
i. Murder	9	0	82	9
j. Rape/sexual assault	0	0	73	27
k. Drive-by shooting	0	9	55	36
l. Criminal damage	91	0	9	0
m. Personnel threats	36	9	46	9
n. Threats against property	46	0	36	18
o. Marijuana cultivation	27	0	73	0
p. Meth labs	46	0	46	9
q. Meth chemical dump	36	0	55	9
r. Armed defense of crops	0	0	55	46
s. Dumping of household waste	55	27	18	0
t. Dumping of landscape waste	46	27	27	0
u. Trespass of undocumented immigrants	18	9	46	27
v. Armed defense of forest products	0	0	55	46
w. Natural fire hazards	27	0	64	9
x. Accidental fire activity	36	0	64	0
y. Weather hazards	64	0	36	0
z. Wildlife hazards	55	0	46	0
aa. Road hazards	64	0	27	0

Note: Do not add to 100 percent owing to missing data. All percentages based on n = 11.

- Shooting (indiscriminate)
- Drive-by shooting
- Meth chemical dumps
- Armed defense of crops
- Armed defense of forest products

We asked LEOs to tell us which of the above were more common **during the week** (rather than the weekend). The items mentioned most often were:

- 46 percent said dumping of household waste
- 36 percent said theft of public property
- 27 percent said criminal damage
- 18 percent said dumping of landscape waste
- 18 percent said theft of personal property
- 18 percent said wildlife hazards
- 18 percent said road hazards

We asked LEOs to tell us which of the above were more common during the **daytime hours** (as opposed to nighttime). The items mentioned most often were:

- 46 percent said dumping of household waste
- 18 percent said theft of personal property
- 18 percent said weather hazards
- 18 percent said road hazards

We asked LEOs to tell us which of the above were more common when the **area is crowded** (as opposed to when not many visitors are in the area). The items mentioned most often were:

- 27 percent said theft of personal property
- 27 percent said domestic violence
- 18 percent said accidental fire activity

Almost one-half (46 percent) of Region 10 LEO respondents said they had been threatened or attacked because of their job. We asked them to describe the incident and received six responses:

- 33 percent said contacts with recreation visitors:
  - Get an earful of verbal lashings
  - Hunter who was illegally hunting, attempted to draw a pistol out of a belt pouch

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**Almost one-half (46 percent) of Region 10 LEO respondents said they had been threatened or attacked because of their job.**

- 67 percent had other comments:
  - Veiled threats such as, “I won’t be so nice next time”

#### **Existing issues summary of responses—**

Several types of crime, law enforcement violations, and other patrol activities in Region 10 were on the increase according to LEO respondents. Criminal damage topped the list, followed by weather hazards, road hazards, and the dumping of household waste. Seventeen out of 27 crimes, law enforcement violations, and other patrol activities in Region 10 remained unchanged from FY03 to FY04. The LEOs were more likely to encounter dumping of household waste, thefts of public property, and criminal damage during the week. They commonly dealt with the dumping of household waste during daylight hours. When areas were crowded, they were more likely to encounter thefts of visitor personal property and domestic violence. Almost one-half of Region 10 LEO respondents said they were threatened or attacked because of their job. Those who elaborated on this said it was in veiled threats or associated with contacts with recreation visitors.

#### **Priorities**

We asked officers about the priority issues facing the law enforcement profession in the Forest Service today. Priority issues were:

- 27 percent said safety:
  - Illegal narcotics
  - Officer safety
  - Illegal drug production and dumping
- 18 percent said fiscal:
  - Budgets
  - Budget, spending
- 18 percent said natural resource protection:
  - Theft of forest resource
- 18 percent said management:
  - Management trying to pull law enforcement back under them
- 9 percent said occupational ideals:
  - Hiring people less qualified than others because of special programs
- 18 percent had other comments:
  - Spending tons of money for vehicles that are sitting because positions are not being filled



Officers were asked how the priorities of the NFS line officer with whom they most commonly interacted compared with LEI priorities. Their responses were:

- 73 percent said general agreement:
  - Priorities between patrol and NFS line officers are the same
  - Equal in comparison
  - Total agreement and work closely together
- 18 percent said conflicting priorities:
  - Different targets

**Priorities summary of responses—**

A concern for safety was at the top of the list of priorities facing the law enforcement professionals according to Region 10 LEO respondents. Budgets and funding, natural resource protection, and a concern about how things are managed were also noted. Region 10 LEOs believed that the NFS line officer with whom they most commonly interacted was in general agreement with their list of priorities.

**Customers**

The LEOs were asked to describe their customers. Most were described as forest users (82 percent; e.g., NFS lands users; forest users such as hikers, hunters, loggers, subsistence users, and commercial use) or Forest Service employees (46 percent). Others said customers included law-abiding users (18 percent), adjacent landowners (18 percent), violators of rules/regulations (9 percent), local agencies (9 percent), the natural and cultural resources (9 percent), and other (9 percent).

We also asked what the LEO respondents believed their customers wanted from LEI on NFS lands. Almost two-thirds said safety/protection. Examples of what LEOs said customers wanted follow:

- 64 percent said safety/protection:
  - Safe area to go
  - Feeling of being protected
- 27 percent said conservation:
  - Protection of the natural resources
  - Resource conservation and protection of fish and wildlife
- 9 percent said prevention:
  - Safe outdoor experience without having to worry about criminal activity
- 9 percent said use/access:
  - They want better access to resources and recreation

- 9 percent said unregulated activity:
  - Criminals want to get away with whatever they are doing
- 9 percent said action:
  - Investigate and remove violators from national forest
- 18 percent had other comments:
  - Clean, safe place to play and work

#### **Recreation visitors—**

Most Region 10 LEO respondents said that recreation visitors were mostly safe (82 percent) from other visitors or that it was very safe (18 percent). Almost half of Region 10 LEOs said that recreation visitors were mostly physically safe (46 percent) from site features, whereas 27 percent said that it varied within the patrol area. Nine percent said that recreation visitors were very safe from site features, whereas 9 percent said recreation visitors were not safe.

Region 10 LEO respondents said that as compared to the average recreation visitors' neighborhood, recreation visitors were mostly safe (100 percent) onsite from other visitors and were mostly safe (73 percent) from site features.

We asked what types of crime or law enforcement violations most commonly affected recreation visitors in Region 10. We grouped their responses into the following categories:

- 73 percent said natural resource issues:
  - Fish and wildlife violations
  - Hunting and fishing violations
  - Vandalism to government facilities
- 55 percent said drug activity:
  - Drug possession/use
  - Possession of alcohol and controlled substances
- 36 percent said urban-associated crime:
  - Theft of personal belongings within camping areas
- 18 percent said motor vehicle violations:
  - Unauthorized commercial use, off-highway vehicles (OHVs)
  - Motor vehicle violations
- 18 percent said vandalism:
  - Property vandalism
- 9 percent said dumping of household/landscape waste/littering

- 9 percent said assaults:
  - Petty theft and assault by other visitors
- 9 percent said other violations:
  - Hunting violations
  - Fish/game violations
- 18 percent had other comments:
  - Theft of items from vehicles

**Forest users—**

We asked what special problems LEOs had protecting forest users in the patrol area of responsibility. Most responses were related to the remoteness of the area or a lack of resources. Some examples follow:

- 82 percent said remote/too large an area to cover:
  - Remoteness of the area
  - Area of responsibility is so large
  - Inaccessibility to large areas owing to distance from office
- 18 percent said lack basic patrol equipment/officers/co-op agreements:
  - Limited staffing
  - Lack of assistance
- 9 percent said hostility/armed use:
  - Indiscriminate shooting at night
- 46 percent had other comments:
  - Also weather concerns
  - Few roads with one main highway
  - Remoteness of the area

The media portrayal of crimes against forest users in the patrol area of responsibility was described as mostly positive (27 percent), or nonexistent (64 percent).

**Customers summary of responses—**

Region 10 LEO respondents reported all manner of forest users and Forest Service employees as their primary customers. They believed that their customers primarily wanted a safe and enjoyable experience while on the forest. In addition, they believed their customers wanted to know that LEOs were doing their best to conserve and protect the natural resources. Region 10 LEO respondents felt that recreation visitors were mostly safe from other visitors and that recreation visitors

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**They believed that their customers primarily wanted a safe and enjoyable experience while on the forest.**

were mostly physically safe from site features, although some said it differed by patrol area. The LEOs also believed that recreation visitors were generally much safer from others and from site features compared to visitors' own neighborhoods. Natural resource issues (e.g., fish and wildlife violations, vandalism to government facilities) and drug activity were at the top of the list of crimes or law enforcement violations that LEOs said most commonly affected recreation visitors. This was followed by urban-associated crime (e.g., thefts), motor vehicle violations, and vandalism. In general, Region 10 LEO respondents noted that in protecting forest users, they were hampered by their patrol areas' large size and remoteness and a lack of resources in the form of basic patrol equipment, officers, and cooperative agreements. The LEOs believed that the media portrayal of crimes against forest users was mostly nonexistent.

### Natural Resources

Half of Region 10 LEO respondents reported the quality of the natural resources in their patrol area of responsibility had remained the same (55 percent), during the time they worked there. Several others said it had improved (27 percent), and a few thought it had declined (18 percent). The respondents said the maintenance of Forest Service facilities and developed areas in their patrol area of responsibility had improved (36 percent) or had remained the same (36 percent) during the time they worked there. A few said that maintenance had declined (27 percent).

The media portrayal of crimes against resources in the patrol area of responsibility was mostly positive (64 percent) or nonexistent (18 percent). The media portrayal of fire crimes in the patrol area of responsibility was either mostly positive (36 percent) or nonexistent (64 percent).

#### **Natural resources summary of responses—**

In their patrol area, Region 10 LEO respondents reported that the quality of the natural resources had remained the same during the time they worked there. Maintenance of Forest Service facilities and developed areas either had improved or remained the same. Region 10 LEOs believed that the media portrayal of crimes against resources was mostly positive, and that the media portrayal of fire crimes was mostly nonexistent.

### Success Stories

The LEOs were asked if they had a law enforcement success story they would like to share. Only 9 percent did. We received two descriptions of successes:

- 50 percent said positive feedback/gratitude:

- I have made friends through making contacts with people while in performance of my job
- 50 percent said solving crimes/getting convictions:
  - Been involved in many search and rescue operations where we located the subject

Several Region 10 LEOs described special policing programs that have worked well (36 percent). We asked them to describe these special policing programs and received five responses:

- 40 percent said patrol/visibility:
  - Frequent high visibility
  - Spend time with the local mom and pop shops/stores
- 20 percent said community involvement:
  - Attending public events such as sports and boat shows, job fairs
- 20 percent said public contact:
  - Getting to know people in my community through personal contacts
- 20 percent said public education:
  - School programs and local events have worked well to educate the public in a proactive way

We asked LEOs how they measure the success of the policing programs. Many of the responses were related to positive perceptions of law enforcement as well as reduction in violations. Those and other examples follow:

- 27 percent said public/employee/cooperator perceptions are positive:
  - Increase in public satisfaction
  - Public support
  - Better compliance by forest users and support from the local community
- 27 percent said reduction in violations:
  - Reduction of crime
  - Decrease in certain incidents
  - Decrease in the number of violation notices, warnings, and incident reports

We also asked if LEOs had policing programs they tried that were unsuccessful. We received only one response: “other” (100 percent; e.g., I’ve seen programs that operate in a vacuum with little contact with people except in contacts with violators). We also asked for explanations why these were not successful. We received one response: unpopular with users (100 percent; e.g., seen by the public as

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**When special policing programs worked well, LEO respondents attributed their success to patrol visibility and, to a lesser extent, community involvement, public contact, and public education.**

ineffective and badly managed programs; create a hostile environment between the public and law enforcement).

#### **Success stories summary of responses—**

The Region 10 LEOs who volunteered law enforcement success stories reported about positive feedback/gratitude and solving crimes/getting convictions. When special policing programs worked well, LEO respondents attributed their success to patrol visibility and, to a lesser extent, community involvement, public contact, and public education. They primarily measured their success by the positive perceptions held by the public, NFS employees, and by a reduction in violations.

#### **Successful LEI Program**

The LEOs were asked to describe a successful **national** LEI program:

- 46 percent said understanding/interaction:
  - LEOs need to better understand the challenges that are faced by the other staff members
  - Honest and open communication
- 36 percent said support/trust:
  - Takes care of its employees and provides opportunity for career advancement
  - Support to do their respective duties
- 27 percent said resources:
  - Adequate funding to equip and train the LEOs
  - Funded to meet the needs of our customers
- 27 percent said leadership:
  - Starts with a strong leader
  - Strong leadership includes clear direction on national policy
- 18 percent said personnel:
  - Program should be adequately staffed
- 18 percent said good communication
- 9 percent said occupational ideals:
  - LEOs appear and act with authority
- 9 percent had other comments:
  - Recognition that LEI deserves; it is my experience that things that we do here locally are not recognized, or some other agency gets the credit

The LEOs were asked to describe a successful **regional** LEI program:

- 36 percent said understanding/interaction:
  - Leader is knowledgeable of the Forest Service, its employees, its history, its problems, and its mission
- 27 percent said resources:
  - Adequate funding to equip and train the LEOs
- 27 percent said support/trust:
  - Takes care of its employees and provides opportunity for career advancement
- 27 percent said leadership:
  - Starts with a strong leader
- 9 percent said occupational ideals:
  - Treat all equally and not play favorites
- 9 percent said personnel:
  - Program should be adequately staffed
- 9 percent said good communication

The LEOs were asked to describe a successful **local** LEI program:

- 36 percent said understanding/interaction:
  - Involvement with local Forest Service employees at meetings and training
  - Recognition that LEI deserves
- 27 percent said personnel:
  - Needs to be adequately staffed
- 27 percent said occupational ideals:
  - Knowledgeable LEOs with people skills
- 18 percent said resources:
  - Adequate funding to equip and train the LEOs
  - Funded to meet the needs of our customers
- 9 percent said good communications
- 9 percent said support/trust:
  - Work together with other LEOs to help and assist each other
- 9 percent had other comments:
  - It is my experience that things that we do here locally are not recognized or some other agency gets the credit

**Successful LEI program summary of responses—**

A successful national program was characterized as one with an understanding and good working relationships by those engaged in or affected by the program, support/trust, sufficient resources, and good leadership. A successful regional program was characterized as one with an understanding and good working relationships by those engaged in or affected by the program; sufficient resources, support/trust, and effective leadership. Locally, success depended on an understanding and good working relationships by those engaged in or affected by the program, having adequate personnel to do the job, and meeting occupational ideals.



## Appendix 11: Additional Comments From Respondents

Law Enforcement and Investigations (LEI) has come a long way over the years. I believe the Forest Service is a good agency and I am proud to be a law enforcement officer (LEO). There are still improvements we could make, and I would like to see the agency keep moving forward.

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I hope this survey really helps law enforcement.

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Thank you for producing this survey, and I only hope that it is not like the rest of the efforts to try to fix things and nothing happens.

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We are a national resource and we get pulled both regionally and nationally for a number of incidents each year. Although it is fun to go on these, it leaves your zone with very little coverage. Law Enforcement and Investigation Management Attainment Reporting System (LEIMARS)—get us a program that’s useful on the ground, not just for pulling stats.

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No thanks, I’ve said too much.

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It is always difficult not to focus on the negative. Overall, I believe that the U.S. Forest Service (USFS), as a whole, is attempting to do the best job possible with the allocated resources. I have developed a high level of respect for many of the individuals that work in this organization and realize that success of the organization, under adverse conditions, is rooted in the dedication, knowledge, and integrity of its personnel; in that arena, USFS LEI excels.

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I kept things brief for purposes of space and time. I have strong views on some of what was covered in this survey and would welcome the opportunity to talk further. I love my job and would love the opportunity to do it the way it deserves/needs to be done.

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I wish you would say why you are doing this survey. Right now we are being paperworked to death. We get bogged down with paperwork. Reports that are redundant. Our job is out on the National Forest System lands (NFS) for the most part. LEIMARS isn’t working for us. And the list goes on.

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I am a reserve LEO (RLEO), and I did not receive this survey from you. I had to have another LEO give it to me. I guess my opinions and thoughts don’t matter as much as everyone else’s. It seems as though RLEOs always get shafted, this was just another occasion of being left out of the loop, and forgotten about.

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I love my job, I just wish it was full-time LEO. I really like the freedom of being able to work odd hours and working by myself. I have worked for the forest in all departments and LEO work is the best job the Forest Service has to offer.

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Numbers of incidents and visitors can differ greatly from one year to another. When we

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**I kept things brief for purposes of space and time. I have strong views on some of what was covered in this survey and would welcome the opportunity to talk further. I love my job and would love the opportunity to do it the way it deserves/needs to be done.**

have a fire ban here on the forest and a busy fire season, the number of visitors and the number of incidents will drop considerably. The LEOs will be busier than usual trying to enforce the ban and respond to calls from assistance by our fire employees and with wildland fire investigations. In 2002, it was the busiest summer on record here with fires, but the number of incidents were probably way down because the forest was closed. Numbers may not tell the whole story!

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I was hired as a patrol officer; however, I spend less and less time patrolling, and more and more time responding to computer requests (anywhere from 15 to 25 messages per day). We do our own time/attendance, travel, purchasing, computer repairs and upgrades, training documentation, vehicle maintenance, attend law enforcement training and firearm certifications (several weeks each year), defensive driving certification, First-Aid/CPR certification, credit card certification, all-terrain vehicle certification, snowmobile certification, red card certification, fire training, district staff meetings, and a whole host of other things that **may** be necessary, but which nonetheless take us out of the field and into the office.

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Not really—if this is hard to read and not full sentences, it’s because we never have enough time it seems to get even the basics done. We really need more forest protection officers (FPOs) and some more LEOs out there and less paperwork-type stuff that never seems to go anywhere. Thanks, and I hope this makes a difference somewhere down the line. We are burned out!! Disappointed with poor leadership/supervision!

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I think this is a silly survey and not very useful. Some of the questions are just out of left field and way too “touchy-feely,” with no value to what we do or how we do it. If LEI management has anything to do with its preparation it shows how out of touch they are. If you want real answers with good data, get out of your office, off your butt, and spend some time riding along with the officers (LEI management should do this some too). Completing under duress.

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N/A

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After a lifetime of overdedication and service to this agency and never having an unsatisfactory performance rating, I was let down by the agency. My reputation was tarnished by the agency when I was given a directed reassignment. This was not done for any legitimate reason other than political. It has become apparent over the years that the agency does not support its employees. I am no longer proud to be a Forest Service employee.

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I truly believe that field presence is the most important. The LEI has moved away from the Forest Service mission. We need a minimum field level of one LEO per ranger district and one Supervisory LEO (SLEO) per forest. The grade levels need to be equal to other staff

functions. USFS LEOs need job classification change upgrades. I work on a service-first forest attached with Bureau of Land Management (BLM). The BLM ranger is a higher rank with less area of responsibility. Most LEOs are responsible for program administration that should be handled by SLEOs. Finally how about a form which is computer friendly.

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1. The USFS is not a law enforcement agency (we're land management) and is not likely to become one. The USFS would be better served by "all FPOs" within and call in LEO/special agents from outside sources as needed.

2. Do away with sub-part B! Letting land managers write laws is the only thing crazier than letting politicians do it!

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We need more LEOs and more field presence and more authority

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The Forest Service is an excellent agency; however, the Forest Service has changed dramatically in the past several years. As the result of the budget constraints, the Forest Service has been looking at several ways to conduct business, and the productivity and the quality of service has decreased. USFS employees in general are not having fun doing their jobs anymore like they used to. The USFS and LEI fit together as a unit. As a USFS and LEI employee, I appreciate your effort in finding out the current situation and coming up with ideas to meet with the changing times and needs. I hope the changes don't come too fast where the USFS along with LEI organizations are ruined.

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The LEOs need more appreciation for the risk they take protecting employees, forest visitors, and the natural resources. A day does not go by when I put my [equipment] on, that I don't feel that today may be the day that I'm assaulted or have to use deadly force to protect my life or another's. It's safe to say that in today's world, it's more dangerous. This includes every national forest, national park, BLM, or other land used by the public.

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For part of FY2004, I was in training. As a result, the numbers I provided are only from January to October 2004. I have been at my duty station for 1 year, in this time I have accepted several details on other forests. (Dropped specific information.) Thus my numbers for incidents have been impacted. Please note in this timeframe, I have contacted 4,130 people for various issues. Thank you.

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I am a reserve officer as my current primary job is an area coordinator for risk issues. I have not had a chance since training to work the field near the regional office and am only going out on special assignments, which gives me limited info of what you are asking in this survey.

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Yes, this survey took me considerably longer than half an hour.

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I hold positive thoughts about the Forest Service and the LEI program / I have enjoyed

tremendously working for LEI, and the Forest Service fire and recreation capacity and I plan to make it my career.

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No comment, except to question why do you need this survey. We submitted a survey of some sort at one time. We submit these surveys just to benefit something. I know no improvement would be made in the field of law enforcement.

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I lived on the streets until I was 9 years old, in all kinds of bad conditions, and I never went to school until I found out I had a Dad. I feel lucky for my childhood, and I know I learned a lot about the good and the bad in people. I try to carry this knowledge and experience into my law enforcement work. I feel sometimes it is better to educate or use scare tactics than to bust someone. I feel some people can be saved, and they don't need a criminal offense or record with them for life.

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The LEI is a wonderful career. No better job in the world. The office in which we get to work in is unlike any other profession. More funding would always help—who wouldn't it help!

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Current staffing is uneven. Those units who have many officers generate many statistics and, in turn, keep or increase their staff. Those officers who have multiple districts spend more time providing forest program administration and less time patrolling.

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Maintain support in the K-9 program.

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I hope some improvement comes from this process. I have seen many of these types of things in the past with the USFS, but haven't ever seen any improvements.

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How is this survey going to help in the future?

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This is the 3<sup>rd</sup> survey I have had to respond to in my career. What will this do to make anything change for the better? What is different from this survey than from the others?

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I truly believe that things are going in a good direction for USFS LEI, but there is a lot of work left to do.

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Women are treated differently than men from my experience and that of other women I have talked to. They are slighted in opportunities for career growth and development among other problems. This is the second time I did this form. I lost the data from the first after I completed it. I think forms in LEI leave a lot to be desired and waste a lot of our time because they don't work. In fact, computer problems waste and disrupt our time. Time that could be spent in the field or accomplishing things so we can move on to other things. I desire to do my job efficiently. Make sure supervisors get enough training and input. I would like things to simplify and be more efficient. Some of these forms have improvements. I feel the uniforms don't fit women very well. It is so nice to have a Class A

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**I hope some improvement comes from this process. I have seen many of these types of things in the past with the USFS, but haven't ever seen any improvements.**

uniform. It is about time! I can't afford it yet but would like to have one. It would be great to have (specific) equipment in our patrol vehicles. There needs to be a better cell phone plan for law enforcement. A variety of bucket plans that would work in different areas and situations.

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The LEI is keeping up with the Jones'. If it is going to survive it needs to get some real incentive to keep LEOs. Otherwise only the worst of the LEOs will stay around (as there is no standard to kick them out), and you will have created a perpetual cycle of the government perception and the public's perception that the USFS LEI is a cheeseball program that serves no real purpose that can't be taken over by another local entity. As it is now, without question I will go to another federal law enforcement agency if things can't improve within a few years.

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Please pass this information on without any alterations, the feeling in the field is that we are not supported in the field. Because of the Washington office, we need funding, training, and equipment to keep public lands safe for all people to enjoy. I still do not have the equipment to do this job in a safe manner [examples of equipment deleted].

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I love my job and consider the job an honor. We need to make some changes, or we will continue to lose the battle to save our forests, and lose good officers to other agencies.

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Trust us in that we are here to support the agency, from the chief on down to the lowest GS-2. We are honorable, good people that have a job to do and are guided by the law and not policy; that my relationship with non-law-enforcement personnel should not be personality-dependent. Trust us that we are doing the best we can, and that our priorities are in the agency's best interests. Non-LEI line officers need to quit trying to undermine the LEI program and give up the notion that they can run the program better than we (the experts) can. Get involved with LEI and walk a mile or two in our shoes. Come see what we do first-hand instead of gauging or basing what we do by some watered-down version of what makes the regional and national *LEI Weekly Report*. Keep in mind that there is much more going on out there than gets reported.

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I could have taken a lot more time with this survey and given some thoughtful answers...if I were not so burdened with tons of paperwork.

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There is no other job in the world I would want than a K-9 officer. I typically get to be in the heat of things. I feel the K-9 program is underfunded and not completely used by LEI to its maximum benefits. I do not get paid any more for having the dog, although it is the only function in the LEI where you are responsible for an agency-owned K-9 24 hours a day and 7 days a week; there are no holidays. I also feel there needs to be some sort of forum for LEOs to talk to management. Officer safety issues, although are said to be a priority, fall between the cracks. Like the fire organization, there should be incident updates and

or reviews. Officers have been in shootings and it has taken over 2 weeks for officers to become aware of the incident. This is a major safety concern, and it can be discussed without interfering with any ongoing investigations. The LEOs receive very limited training; most training is not training but merely to keep mandated qualifications. I feel most LEOs don't trust that the agency will support an officer in a critical incident—I don't. This is a major officer safety concern and will eventually lead to an officer second guessing him/herself and getting hurt. Support for these incidents must come from the patrol captain (PC) on up. I trust my PC to support me and maybe my patrol commander but not the regional office. The Region used to have an alert once every other year where most all LEI got together and could bond, learn, and discuss issues. Owing to the distances between officers, this event was very important and should be done yearly, but funding is an issue. Again, if there is anything I could do, please feel free to call and or email. I am halfway through my career and want to make a difference.

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The USFS LEI priority has to shift from resource protection to protection of the public, and law enforcement needs the authority, policies, and tools to do that.

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My fellow officers and I have taken time to complete this survey. Hopefully something positive will result from it.

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I am hoping that this survey will actually do some good. To tell you the truth, most officers in my region are voicing their opinion that this is just another survey that will not get anything accomplished, or help LEI move forward. Good luck!

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Working on a degree in law enforcement.

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It would be nice to allow those who took the time to complete these surveys to view the results. All too often we're tasked with such "duties," only to have the results disappear into a black hole.

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Being a USFS LEO is a very satisfying job and I cannot imagine doing anything else, but at times the job can be very frustrating. The lack of backup makes the job dangerous at times and the lack of funding is ridiculous. As mentioned earlier, the (name) national forest is infested with armed marijuana growers and we never receive enough helicopter support, equipment, overtime, and personnel to do the job. A very dangerous situation exists in the lower elevations of this forest, and it is only a matter of time before an employee or visitor is seriously injured or killed by marijuana growers. We are losing agents and LEOs and the jobs are left vacant. There are vacancies in my office and I am told they will not be replaced. We lost drug agents in the area and I am also told they will not be filled. For some reason the National Park Service receives all of the media attention when it comes to marijuana growing and the environmental damage caused by growers. In 2004, we located over 158,000 marijuana plants on the forest, which is over 100,000 more than (name) park

located, yet we receive no extra money or attention while the park gets national attention.

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Management in this region seems to spend all their time trying to figure out how to cut our salaries either in reinterpreting Office of Personnel Management regulations, looking to suspend people to save or force people out. They seem to be concerned with their own grades/retirement. They don't like differences of opinion and they have a strict pecking order. The LEOs are at the bottom. They even get upset about gold badges. They make sure they got their 1801 GS series but not LEOs. Whereas other land management agencies are upgrading their LEOs, LEI management is actually downgrading ours.

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There seems to be a real disconnect between the LEI Washington office and the field and the budgeting. I don't believe they see the big picture here in [location] with our urban interface, and it is reflected in the budget they provide. Also, the Forest Service LEI staff are missing the boat by limiting and/or reducing the number of RLEOs or collateral duty officers. We serve the Forest Service in several capacities and can be a bigger benefit if used more. The budgeting problem won't go away soon, and using RLEOs can greatly assist the situation. Our salaries are covered by our respective job codes until we are needed. Sometimes the benefiting unit can cover the salaries as they utilize the RLEOs as well (i.e., recreation, resources, fire) instead of the LEI budget. We are available at a moment's notice generally. We receive all the training a full-time LEO is required to have as well as the equipment. I believe a larger RLEO workforce would benefit the LEI program in the short and long run.

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I'm currently working in a special area of focus, so answers to many of the questions would not be as relevant as they would be for full-time LEOs, patrol captains, or the patrol commanders.

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The LEI is a rapidly sinking ship with many problem areas within and without. We need managers from bottom to top who have done the law enforcement patrol job for long enough to understand the needs, those who have worked their way up. USFS needs to stop hiring those from other agencies who do not understand our unique mission and other USFS functional areas.

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State and local police officers have their jobs to do, and that is crimes against persons and private property. When it comes to public resource crimes, these are different than what the locals do. Their priorities are in town. When and if there is a state or local patrol in the forest, when a crime happens in town they leave the forest. They are also not familiar with our Code of Federal Regulations (CFRs) and sometimes can't determine when a CFR is violated. (story) A family had started a campfire in a campground during a signed fire closure. The family also fired BB guns inside the campground for hours. The call came to the highway patrol (HP) as shots fired in the campground. When the HP showed up they saw nothing and left. Sheriff's deputies showed up about the same time as FPOs. The USFS

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**We serve the Forest Service in several capacities and can be a bigger benefit if used more.**

FPOs determined that it was the family that just left (fire still going) and told the deputies. There was a (someone) following the suspect vehicle. When the LEO arrived, he asked the deputies when the vehicle was detained to hold them for the LEO. When the vehicle was stopped, the deputies found BB guns. The deputies then determined that no crimes were committed and let the family go free prior to the LEO arriving on scene 2 minutes later and getting what little information the deputies had. The family was found guilty of three misdemeanors.

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Yes, (An experienced LEO) was recently passed over for a patrol captain position by a RLEO with 1.6 years of law enforcement experience. I understand that this had not only caused the immediate work group consternation, but even LEOs from other regions find this selection unfair and unacceptable. As a work group, it is difficult to feel management supports you when they hire less qualified individuals and justify it by saying law enforcement experience and education is not a priority in accepting a law enforcement captain. This puts a kink in the career ladder of all LEOs in the Nation and affects the morale of all LEOs in an adverse way.

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The LEI program could be a highly successful program if there were just a few changes made. There needs to be more cohesion between and among the regions. More opportunities for LEOs to get the training that they deserve and need to advance in their careers. At this time, career movement is stagnant unless you leave the LEO ranks into another department in the USFS or leave the USFS completely for another land management agency that seems to foster their LEOs.

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Thank you for the opportunity to express thoughts and concerns in this format. As is commonly the problem in so many societal structures today, I am aware my lack of knowledge, or information, is an attributing factor to my current frustrations. Although it may be a difficult request, I often feel an increase in information would calm a few stormy seas. I still consider myself new to the field of law enforcement, and perhaps I've been seeking direction from the wrong sources. As my status stands, I look to be outsourced from fire, no money is available to fill the full-time position on my district, and although I have been encouraged to apply to several vacancies opening in [another] part of my region, I am not single and find it more difficult to pick up and move as I've done in the past. I suppose I want the impossible proposition of having my cake and eating it too. I find new procedures reflecting budget constraints to be compromising to RLEOs. RLEOs may be a way to develop a well-trained force while adhering to a proposed budget, keeping reserves in positions to advance to full-time when debts have been reconciled. Or...not.

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Thanks for letting us speak our mind.

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There are a lot of good motivated LEOs in the field. For my first 3 years or so here, morale



was high and we really enjoyed this job, but that has changed over the past year or two. I think the main reason for the lowering of morale is the lack of adequate leadership and the lack of replacement of LEO positions. I strongly feel that, if we fill vacant LEO jobs and get more of us in the field, many of our problems would be reduced. Leadership needs to listen to what we have to say. Less constraints should be placed on this program. We are tied down by the same diversity issues as the rest of the USFS, and it is hurting this program. Diversity has nothing to do with sex or skin color. It is a way of thinking, a mindset. On another note, one additional problem that we have is with dispatch. I would suggest a centralized dispatch center with other agencies for the northern part of (city, state) as a solution. If you have any further questions, would like to discuss any issues further, or need clarification or any answers, feel free to call me (name deleted) at (number deleted).

---

During my career in the Forest Service, I have completed several surveys for all sorts of different functions. After the survey questionnaires were completed and sent in, none of the surveys helped out in solving the problems facing the Forest Service. This is just another useless survey and is a waste of my time. The money used to do this survey should be used to get more LEOs in the field.

This shows the director and assistant director of LEI has no idea what is going on in the field. Even when sent in those biweekly reports and the data from LEIMARS, they haven't got a clue on what is going on in the field. This should not be a surprise because they are not field personnel and have no idea what the Forest Service is about. We need a director who knows about the Forest Service and will fight for the LEI program with Congress and the rest of the upper chiefs of other functions, Fire and Aviation, Recreation, Timber. We need a director who will come out in the field and communicate with the field personnel one on one instead of staying in his office in Washington, DC.

Every year about the 3<sup>rd</sup> of October, we are told we are broke even before we get a final budget, so they cancel all training and all travel. So the only persons who travel are zone commanders and captains. When I started as a LEO in [year], we were to attend annual law enforcement training every year. So for the first 3 years, we attended. Then for the last several years, no funding so "no training" except for the regular and defensive tactics courses. Sometimes LEI has turned money back in at the end of the year.

---

I would like to see the Forest Service LEI program become much more progressive. We seem to lag behind many other land management agencies in a number of areas (reactive versus proactive). Our region LEI must develop an internal program to deal with illegal marijuana production on NFS lands. We should be the lead agency in major issues that affect the forest and not rely on county and state agencies. It's time to stop making excuses and get it done.

---

I suggest that LEI be more willing to share organizational information at all levels. We

appear to keep secrets very well, and people on the bottom rungs of the organization can end up feeling like they have no idea what's going on nationally, regionally, even locally. Will the LEI program survive for the next 20 years? Where are we trying to go with it? Who will be our new director? Are we trying to increase our budget? Will we succeed?

---

LEOs are currently overloaded with "administrative projects" that compete with time needed to patrol and complete law enforcement reports. Examples are: This survey and the administrative pressure applied to complete it. (Fiscal accountability), ethics training, user training, reconciliation, password changes, time/attendance, biweekly, forms, LEIMARS entry, law enforcement activity reports, computer updates, fixes, chase purchase receipts, other training, etc.

---

Yes. I am greatly concerned for my safety and that of my fellow officers. We are dangerously spread thin. Backup is growing scarce. Training is few and far between. We are overworked. The demands of our work increase while our workforce decreases. Serious crime rate increases. I pray it doesn't take one of us to get seriously injured or killed to get the powers-that-be attention of the seriousness of the situation. I believe I am saying nothing different than what other officers throughout the Nation are saying.

---

Need evening dispatch especially during fire restrictions—one prevented medium-size fire pays for the cost.

---

I thoroughly enjoy my work as a LEO. I firmly believe that it is the best job in the Forest Service today.

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The USFS and government is a great outfit to work for. I don't regret it one moment. It just takes a lot of tolerance but what doesn't these days? I hope that whoever makes decisions regarding policy and standards remembers that we are supposed to be Forest Service LEOs, not county deputies, state troopers, Federal Bureau of Investigation, Drug Enforcement Agency, border patrol or what else some officers wish they could be. Remember **we are forest rangers!**

---

As I have stated several times, the number one issue in this region right now is the fact that we can no longer be deputized. This has put LEOs in a precarious position, and is undermining our ability to effectively perform our job, and provide for safety and security on NFS lands. Federal laws DO NOT cover the types of issues LEOs are facing on NFS lands today.

---

I think I said too much when I told you about the problems in the regional office. There is no trust in the field for a certain patrol commander in region. Not a lot of trust for the regional agent. Too much infighting and lack of any teamwork in region. I am afraid that what I told you will get to the powers to be and cause me hardship. I really like my job. I like the people I work with. I like the area I work in.

---

We need more officers.

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**We are overworked. The demands of our work increase while our workforce decreases.**

During the budget reduction process on this forest, the first non-LEI people that are cut are the personnel that have direct contact with the public. Public contact offices are closed or have their hours drastically reduced. Public contact in the field is also greatly reduced to the point that the only Forest Service personnel many of the public sees is LEI. This has a direct negative impact on LEIs effectiveness.

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In just the last year, I personally have been involved in (1) a foot chase where I had to make a split- second decision of shoot/don't shoot because of subject turning during chase and putting hand in his pocket and facing me; (2) vehicle pursuit, explained above; (3) personally arrested (numerous) people; (4) pointed my duty weapon at numerous subjects for different crimes and arrests; (5) had threats of being assassinated, explained above; (6) arrested numerous armed subjects including an escapee from prison; (7) used physical force to arrest an actively resistant subject; (8) assisted local agency on three occasions look for individuals who went to the forest to commit suicide; and (9) assisted local search for subject believed to have just murdered another subject with shotgun, assisted by following suspect's tracks and clearing located campsite. This is just in the last 12-month period and I'm sure I've left out other serious incidents, and I work on the (name) national forest that is supposed to be a recreational destination forest...go figure! The job is changing and we need more officers for personal protection as well as to provide for public protection.

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Are we going to survive as an agency within an agency?

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The USFS is not a law enforcement agency; we are a function within the agency. Many USFS employees misunderstand the objectives of law enforcement, but I can say with certainty, that many district and national issues become law enforcement issues. It is imperative that both entities continue to work together to solve issues because both need each other to administer the legislation set forth. The USFS wants and requested the FPO program at one time, yet we are seeing less and less active FPOs in the field. If the USFS is going to get any respect from local cooperators, they must run an active law enforcement program. The USFS must also be willing to do its part after establishing forest orders and ensure that those orders are managed and enforced by all employees. All forest employees have a stake in law enforcement and must be willing to do their part, however small, to maintain the best program we can.

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(Name deleted) is dragging down the law enforcement program in the region and he does not show any support for the officers. There is no recognition for the officers that do good work. He has not ever tried to supply the officers with additional authority or CFRs so they can do a better job. The program is in a sharp decline and has reached critical levels. The program peaked in the mid 1990s and has been sliding since.

---

Most of the activity is during spring, summer, and fall. My area normally involves the same type of crimes found in cities since it is in an urban area. Alcohol and drug use is

a big problem. It continues to increase. Crimes against persons and property occur more frequently as do threats against persons. I do some forest products during the fall, but not summer months. Too busy with people-related problems. There are a large number of illegal immigrants working in the forest. I have state arrest authority to assist in some crimes I cannot enforce under federal law, which is an asset to me. The authority issues need to be dealt with by updating the CFR regulations. This can be done. It takes someone in the Washington office to do it, but they normally find excuses and ignore this issue instead of dealing with the problem.

---

It would be nice to receive a copy of your results or at least a summary of findings. Thank you for the opportunity to comment.

---

Thanks for this opportunity. Please hire a good leader at the top with several years of law enforcement experience. This is possibly the best federal land management law enforcement program in the country—let's keep it the best and make it even better!

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Make it a nice day!

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Too many surveys and unnecessary paper—Our field time is very limited with the overburden of administrative functions.

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You didn't ask about FPO experience, but prior to becoming an LEO I was a FPO/Level 2 officer for 10 years. My experiences as a Level 2 was the major reason in my within-agency career change.

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Thank you for allowing me to respond to your survey. Management within LEI has gone from a family-oriented organization striving to help the LEOs to one that is not caring about a person's family. (Schedules we have are difficult to maintain.)

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I think this is a great agency to work for and maybe the best job in law enforcement, we just need to work on some things to make it better, if we are going to be a recognized law enforcement agency. Most people have no idea who we are or what we do. And we do a lot more than most people give us credit for.

---

I'd like to see the data compiled from this project reach everyone in the USFS. Not just regurgitated to LEI, but to everyone in the USFS. From the Chief all the way down to the technicians.

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No!

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I have enjoyed working special details.

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The job of "land management law enforcement" is much different than any other area of law enforcement. The hazards are not always necessarily greater, but owing to location, duties, and working environment it is a greater hazard at times. It is imperative that USFS

of law enforcement. The hazards are not always necessarily greater, but owing to location, duties, and working environment, it is a greater hazard at times. It is imperative that USFS LEOs have the necessary tools to somewhat offset the hazard. We need every advantage prior to walking into a situation.

---

The LEI concept as a whole is an integral part of the USFS organization. It has the potential to be a great asset to the overall mission of the agency. Currently as is without adequate funding, equipment, and manpower, we cannot keep up with the ever-growing demands and use of our national forests. It's a sad day when we attempt to operate so half speed owing to budgetary restraints, which take away from the protection of our natural resources and forest visitor's needs.

---

I feel like we, Forest Service LEI, should fall under the Department of Homeland Security.

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Forest Service law enforcement has come a long way, and we need to appreciate where we are, job-wise and equipment-wise, and the support of the agency.

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Have a nice day!

---

I would like to see the amount of paperwork for patrol officers reduced. For example, we fill out a daily report, a weekly report, and a bi-weekly report. After completing a drug citation, we must fill out an evidence report, and a drug (report), when all the information is on the citation. When a minor accident occurs, we must complete multiple incident reports. These reports are redundant and cost the government a great deal of money and waste a lot of valuable time the LEO could be using to assist the public.

---

It is imperative that vacant positions are filled. The workload is increasing and cannot be handled by current staffing. The risk factor is extremely high, and the public is not being served with current levels of staffing. It is also negatively affecting the morale of current LEOs. This downward trend cannot continue if we are to be a successful program.

---

With all the problems and issues of working for the federal government as a Forest Service LEO, it is still a very gratifying and noble profession.

---

I have the dream job of a lifetime. I love it. [Identifying information removed].

---

The Forest Service in the (place) is going to an urban forest and should not bend over backwards to please small special interest groups. When these groups file lawsuits against the USFS and the USFS wins the suits, the USFS should file civil suit against them to collect cost of fighting the suits. And management in Washington needs to get to work on the budget.

---

While not trying to be negative, I don't really feel this will accomplish much. This probably is the third or fourth survey I have completed during my career and I haven't seen anything positive or beneficial to the law enforcement program. We continue to decline in numbers of officers, training, and equipment with a corresponding increase in area to cover.

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**I have the dream job  
of a lifetime. I love it.**

I worked in a law enforcement capacity for the National Park Service prior to accepting a USFS position.

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For us to complete our mission for the USFS, we must have the manpower, training, and the equipment necessary to conduct our everyday activities.

---

I think this study is just another way of wasting money that can be better spent for equipment, training, and hiring additional LEOs. I think it is pretty sad that we have to show what we do. I have been doing this job for 19 years and no one knows what we do??? If this is voluntary then why are you sending out reminders???

---

In addition to holding a Masters degree, I have also held the title of special agent through successful training (place name deleted).

---

New LEOs have law enforcement experience/knowledge but no natural resources experience/knowledge. There needs to be a national commander in the uniform division. The National Park Service did a study of their enforcement program in 2000 to review their effectiveness, by a National Sheriff's Association. I believe the U.S. Forest Service needs to do one also.

---

I think that the director's [name] decision to get a "gold badge" for everyone, a "dress uniform," and "Executive Series" status for his position as some of his first agenda items shows how out of touch he is with what our problems are. With drugs in the forest, lack of equipment, budget shortfalls, and this is what he announces in one of his first messages, speaks volumes. I have voiced my strong opinion on several items and taken a lot of time to do this survey. I do not think it will change anything and was time spent in the office that would have been better served in the field.

So let's see if you prove me wrong.

---

I am very pleased to see some interest finally being taken in what LEOs feel about our program. My hope is something positive will result from this although I know the odds and the prevailing attitude are against it. I am, however, disappointed in the fact that you chose not to include the union and to ignore their concerns in developing this survey. I feel the union could have added much to the understanding of the nature of law enforcement. There are some questions which I don't believe reflect the true nature of law enforcement reality, thereby resulting in the answers not giving an accurate representation of the facts I think you are trying to discover. These questions would tend to lead a LEO to answer in a completely different perspective from another LEO, giving inconsistent results. Should you decide in the future to conduct a follow-up survey, please don't hesitate to include the union in providing some assistance. Thank you.

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It might be helpful in providing a questionnaire to obtain input of district rangers concerning the LEI program.

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My reply to questions reflect my limited role as a RLEO. When I worked as the district LEO my yearly incidents ranged from 35 to 180 per year.

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I am very proud to have had the opportunity to work for the USFS. In the beginning years I was attempting to get into the state police. Fate has brought me to a great place, as my interest has always been in natural resource and protection of that asset.

---

Recent hiring seems to be geared toward hiring individuals with a straight law enforcement or criminal justice type of background and education. Historically, we have taken people with a natural resource background with the interest and aptitude for law enforcement work and trained them to be LEOs. After serving as a LEO for (numerous) years and a field training officer for (several) years, it has become obvious to me that we, as an agency, are far better served by taking those resource folks and making them cops rather than taking cops and trying to integrate them into an agency whose primary responsibility is natural resource management, not law enforcement. Although I know there are exceptions, it has been my experience that individuals with a resource background are far better qualified, interested, and able to communicate with the natural resource managers that we have to work along side on a daily basis. If communication with the resource side of the house is as big an issue within the agency as I think it is, I believe this is a part of the problem. The LEOs need to understand the nature of the agency, its mission, and the way we do business and why.

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Thank you for choosing me to be part of this very important survey.

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I will not answer the personal questions, because the last survey done, our patrol commander got their hands on the results and there were repercussions to be had regionwide. Those who thought they were anonymous were not. Sorry, I will not put my job on the line for being honest again.

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I would like to know what amount of money this has cost, and I would like to know what the outcome of the report is. If any of the information provided made any change.

---

Lots to tell, but I have to try to get inside work done so I can get back into the field. Today I have done my time sheet, Biweekly report, raced to erase my clogged email inbox because it's full, been on the phone with the Help Desk since I've been over a month with a ticket because my (computer) drives won't stay onboard. I'm trying to find out how much territory I cover for this survey, this survey, requisitions for fleet work, helping an employee do her property inventory work...At least 6 hours worth of administrative work. Some of the questions I don't understand. Some, like numbers of deputies or employees that might be working are very much seasonally based. To try and guess an average is tough.

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I'm a reserve officer—because of the age factor, I cannot pursue any full-time positions—I think that is unfair.

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**After serving as a LEO for (numerous) years and a field training officer for (several) years, it has become obvious to me that we, as an agency, are far better served by taking those resource folks and making them cops rather than taking cops and trying to integrate them into an agency whose primary responsibility is natural resource management, not law enforcement.**

In reference to the question of acreage, I am responsible for (a couple) districts on a large (name) national forest. Both areas have what is asked in question 2 as urban, urban interface, and remoteness qualities to them. I can drive from urban interface to isolation in a matter of minutes, and still have the violations that occur in both. I think that the use of this questionnaire for our region will not give you the same average information as that of other [removed identifying information] states owing to the remoteness that we deal with and the low number of officers that we have.

---

Current management demands we give up everything in our lives to work in these positions. We are on call 24 hours a day 7 days a week. (Scheduled issue). This is very stressful on my marriage and children. I have tried to suggest a compromise with management but have been told no never. This results in an unbalanced personal and work life.

---

No

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The LEI needs their own public relations person on the regional and national level. I have had (many) different law enforcement supervisors in my years of service.

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I think the agency is going to change and adopt a military mindset with captains, sergeants and things like that. I believe it is not the way the USFS LEI program is to function. If people want to be militaristic then join the military not the USFS.

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Hope this helps...

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