



OFFICE OF
INSPECTOR GENERAL
U.S. DEPARTMENT OF THE INTERIOR

REVIEW OF U.S. PARK POLICE WEAPONS ACCOUNTABILITY PROGRAM

This is a version of the report prepared for public release. Changes have been made to the internal report consistent with 5 U.S.C. §§ 552 (b)(6) of the Freedom of Information Act (FOIA).



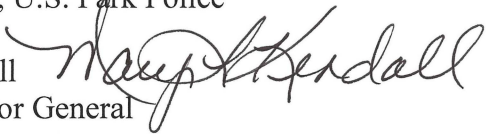
**OFFICE OF
INSPECTOR GENERAL**
U.S. DEPARTMENT OF THE INTERIOR

JUN 27 2013

Memorandum

To: Jonathan B. Jarvis
Director, National Park Service

Teresa Chambers
Chief of Police, U.S. Park Police

From: Mary L. Kendall 
Deputy Inspector General

Subject: Review of U.S. Park Police Weapons Accountability Program
Case No. PI-PI-13-0141-I

The Office of Inspector General (OIG) has concluded its review into allegations regarding the accountability, accuracy, and oversight of the U.S. Park Police (USPP) firearms inventory. The accompanying report provides ample evidence that USPP's firearms management requires immediate attention to address the multitude of problems we found, which ranged from fundamental errors in recordkeeping to glaring nonfeasance by senior command officers.

We initially set out to determine if USPP could account for all military-style weapons in its inventory, whether USPP had intentionally concealed missing weapons, and whether officers used USPP weapons for their personal use. Our efforts to definitively address the allegations were hindered by a failure of the USPP property and firearms custodians to provide a baseline inventory and accounting of firearms. We found credible evidence of conditions that would allow for theft and misuse of firearms, and the ability to conceal the fact if weapons were missing.

After detecting the accountability and systemic management and oversight failure of the firearms inventory, OIG discontinued its efforts to prove or disprove the allegations and altered our plan of action by reviewing USPP firearms management. As a result of our review, our report includes 10 recommendations that, if implemented, will improve firearms management.

This report further underscores the decade-long theme of inaction and indifference of USPP leadership and management at all levels. Basic tenets of property management and supervisory oversight are missing in their simplest forms. Commanders, up to and including the Chief of Police, have a lackadaisical attitude toward firearms management. Historical evidence indicates that this indifference is a product of years of inattention to administrative detail and management principles.

In 2008, we conducted an assessment of several aspects of USPP operations. At that time, we found a number of weaknesses in USPP's management and operations that adversely affected the level of security at national icons and presented officer safety concerns. We also reported that

we observed indications of a systemic absence of management and oversight by senior agency officials that impacted the effective functioning of USPP. In our 2008 report, we provided 20 recommendations for improvement. The recommendation regarding property management is repeated in this report.

In 2009, we reviewed the firearms inventory controls of the U.S. Department of the Interior law enforcement programs, which include USPP. At that time, we found a disconcerting attitude toward firearms accountability within USPP. In particular, we found that firearms custodians were unaware of the number of guns in their inventory or of the origin of these guns, and that guns physically present were not listed on the inventory.

We strongly recommend that immediate action be taken to establish a professionally responsible firearms management program in USPP. We have little confidence that USPP has the managerial commitment to carry out this effort without direct and frequent oversight from the National Park Service and OIG. We intend to conduct a series of reviews and inspections regarding USPP programs and accountability.

Please provide my office with a response to this report and your plans to address the recommendations within 45 days. We have also included a Report of Accountability Form for any personnel action you may deem appropriate.

Table of Contents

Synopsis	1
Details	2
No Effective Firearms Inventory Program.....	2
Inventory Documentation and Process	3
Weapons Acquisition.....	5
Management and Supervision of Firearms Program.....	7
Unaccounted-for Weapons Reported to Management.....	7
Limited Supervision by Management.....	9
Failure To Fully Reconcile Unaccounted-for or Missing Weapons.....	9
Determination of Need for New Weapons	10
Key Personnel With Limited Property Management Training or Policy Knowledge.....	11
Limited USPP-specific Policies.....	11
Board of Survey for Missing or Unserviceable Weapons Not Conducted....	12
Recommendations.....	13

Synopsis

An anonymous complaint recently led the Office of Inspector General (OIG) to investigate the management and supervision of the U.S. Park Police (USPP) firearms program. OIG conducted simultaneous, unannounced inspections of unassigned weapons at USPP facilities to follow up on allegations that USPP could not account for Government-issued military-style rifles, that it had incomplete weapons inventories that undermined its accountability for all of its weapons, and that weapons that could not be located might have been taken by USPP officers for personal use. During these site visits and subsequent interviews with key USPP firearms program personnel, OIG identified systemic internal control weaknesses that have impaired USPP's ability to properly account for and monitor weapons acquired for agency use. This inability to properly account for and monitor weapons creates an environment where weapons are vulnerable to theft or misuse.

We found that staff at all levels—from firearms program managers to their employees—had no clear idea of how many weapons they maintained due to incomplete and poorly managed inventory controls. As a result, we discovered hundreds of handguns, rifles, and shotguns not accounted for on official USPP inventory records.

We also found that individuals appointed to oversee the program, which includes accountability for all USPP weapons, gave only minimal supervision to officers and other program staff having access to unassigned weapons. Firearms managers accepted verbal assurance that firearms inventories were completed correctly rather than taking personal responsibility for accuracy. This situation created discrepancies between firearms accounted for in the USPP inventory and those weapons that were on hand but not included in inventory records.

Finally, managerial inaction contributed to limited training and knowledge of policies associated with firearms accountability procedures. We were unable to establish the existence of a clear USPP policy or procedure for reporting and investigating missing weapons, and also no clear process for communicating such information. USPP failed to comply with U.S. Department of the Interior policy governing firearms.

Due to the noncompliant and ad hoc USPP firearms inventory method, we could not determine with any degree of accuracy whether any USPP personnel had taken weapons for unauthorized use. USPP's inability to consistently and accurately account for weapons left us with insufficient data on which to base such a determination.

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Details

The Office of Inspector General (OIG) initiated this review after an anonymous complaint alleged that the U.S. Park Police (USPP, or the Force) could not account for Government-issued military-style rifles. The complaint also alleged that complete weapons inventories had not been conducted because USPP could not account for all of its weapons. The complainant also alleged that weapons that USPP could not locate might have been taken by USPP officers for personal use.

From February 11 to February 15, 2013, we conducted unannounced reviews of USPP weapons storage areas in Washington, DC; Staten Island, NY; San Francisco, CA; and the Federal Law Enforcement Training Center (FLETC) in Brunswick, GA. We discovered that hundreds of handguns, rifles, and shotguns were not listed on official USPP inventory records. Many of these had serial numbers that had not been submitted to USPP property officers for inclusion into the property management system. We also found weapons in areas other than their assigned locations.

During our reviews, we interviewed USPP officials, officers assigned to manage and monitor the firearms program, and employees responsible for firearms inventory records. These individuals included high-ranking managers such as Chief of Police Teresa Chambers; Deputy Chief Victor Chapman, who has command responsibilities for the firearms program; and Major Jackie Burks, who commands the USPP Office of Professional Responsibility, which includes the Audits and Evaluations and the Internal Affairs units. Other interviewees included a former supervisor of the USPP Internal Affairs Unit, the USPP Force Property Officer, the Force Assistant Property Officer, the Forcewide Firearms Custodial Officer (Force Firearms Custodian), and other USPP staff with firearms responsibilities at various locations.

No Effective Firearms Inventory Program

Section 9.1 of National Park Service (NPS) Handbook 44 limits firearm acquisition to the minimum necessary for an effective law enforcement program. During our reviews of USPP field office armories, however, we discovered more than 1,400 extra weapons. These included 477 military-style automatic and semiautomatic rifles. The USPP has a force of approximately 640 sworn officers. We also discovered a number of weapons that, according to USPP officials, fulfilled no operational need.

Our review revealed that USPP had no proper accounting for hundreds of weapons. For example, as recently as April 2013, the Force Firearms Custodian reported two automatic rifles discovered during a firearms search at the USPP Aviation Unit, part of the Anacostia Operations Facility. The Force Firearms

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Custodian had no prior knowledge of these weapons and could not locate any property records pertaining to them.

We subsequently interviewed the USPP Aviation Unit Commander, who stated that the Aviation Unit maintained rifles as an extension of the USPP patrol rifle program. He said this enabled aviation personnel to respond to calls that patrol vehicles could not reach.

Inventory Documentation and Process

According to NPS Handbook 44, which covers personal property management policies, physical inventories for firearms must be conducted twice a year—before March 15 and September 30—and must accurately reflect the firearms physically on hand. In addition, Handbook 44 requires that special inventories be conducted when any new firearms custodial officer takes over or when other circumstances requiring an inventory occur.

The Force Property Officer told us that firearms custodial officers at USPP field offices reported their respective office's individual results to the Force Firearms Custodian and to the Force Assistant Property Officer. The Force Property Officer said he certified that the firearms inventory had been completed, but he did not verify its accuracy prior to forwarding it to Chief Chambers, who is the Force Accountable Property Officer.

The Force Assistant Property Officer further explained that field office firearms custodial officers sent him copies of their inventory records with needed corrections, additions, and subtractions so that he could update or otherwise adjust the property management system. The signature of the field office's firearms custodial officer on the last sheet of each inventory confirmed inventory completion. The Force Assistant Property Officer also said that he believed the Force Firearms Custodian technically had responsibility for the overall firearms inventory.

The Force Firearms Custodian said that the last inventory of Force firearms occurred in June or July 2012 as part of the semiannual inventory. He explained that the Force Assistant Property Officer sent firearms inventory records generated from the NPS property management system to each firearms custodial officer around the country, each of whom had to reconcile and certify these records against firearms in the unit's possession. The Force Firearms Custodian described the inventory process as labor intensive and said it was a challenge to get each field office to submit its required inventories. He said that once the field submitted their completed forms, however, no one verified the accuracy of the information provided.

During our review, we were told that a current official USPP weapons inventory could not be provided to us because USPP could not access property management

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records entered in the U.S. Department of the Interior's (DOI) new Financial and Business Management System (FBMS). As a follow-up during our review, however, OIG readily accessed the USPP firearms inventory in FBMS.

The Force Firearms Custodian explained that he developed a personal spreadsheet for his own use after being assigned to his current role in April 2011. While familiarizing himself with the program, he found numerous firearm-related documents and spreadsheets that had been filed in various locations. During his review, he said he discovered numerous errors on past official inventory records.

The Force Firearms Custodian chose to develop his own inventory document because of the errors and incomplete data he found on the official inventory records. He said that the spreadsheet provided to OIG investigators for our unannounced review was his working document and thus not entirely accurate. He had created it from various other firearms inventory documents in an attempt to identify anomalies, but he had no idea how many firearms USPP possessed as of the date of our interview.

On July 5, 2012, the Force Firearms Custodian notified the Force Property Officer of numerous errors on the official property records for the mid-2012 inventory. He also requested that he receive an updated copy of the corrections prior to these changes being forwarded to Chief Chambers for her signature.

Overall, the Force Firearms Custodian believed that weapons considered unaccounted for at that time resulted from typographical errors and poor data entry, rather than misplacement or other procedural errors. He also reported that incorrect serial numbers were frequently entered into the official inventory, which created false records for weapons that did not exist. Consequently, incorrect and incomplete information was forwarded to Chief Chambers.

Despite OIG's receipt of allegations of both incorrect data entry and a failure to document weapons transfers from one location to another, OIG found no information suggesting that Chief Chambers received any documents indicating that the second 2012 semiannual inventory information was incomplete.

On August 31, 2012, Chief Chambers signed as complete the second 2012 semiannual inventory conducted by USPP. The Force Firearms Custodian said he did not sign his portion of that inventory because he did not know if corrections he requested had been made.

The Force Firearms Custodian said he continued to find and receive weapons from different locations without NPS property numbers. According to his estimate, approximately 100 firearms, including shotguns and automatic weapons, did not have NPS property numbers and did not appear on inventory records.

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The Force Firearms Custodian provided several examples of poor weapons accountability. He recovered a USPP handgun from a U.S. Department of Housing and Urban Development (HUD) OIG special agent who previously had been employed on a USPP special weapons and tactics team. According to the Force Firearms Custodian, the HUD agent ran a firearms qualification course in 2011 for former law enforcement officers who continued to carry firearms while retired. A former USPP Chief attended this training and still carried a handgun identified as USPP property. The HUD agent took the weapon from the former Chief and returned it to USPP. The Force Firearms Custodian did not know why the former Chief had retained the firearm.¹ OIG is unaware of how USPP accounted for this weapon on the inventories that followed his retirement.

In addition, during our review of the USPP firearms inventories at FLETC, we found that one officer who had been detailed to Washington, DC, for the presidential inauguration in January 2013 retained a semiautomatic rifle without authorization after he returned from the detail and was storing it at his residence without proper approval. Similarly, during our review in San Francisco, we found that a USPP officer stored a shotgun at his residence, again without authorization.

Weapons Acquisition

Section 9.1 of NPS Handbook 44, titled “Law Enforcement Firearms and Ammunition,” requires the USPP Chief of Police to approve all law-enforcement firearm acquisitions. Section 9.1 also limits firearm acquisition to no more than the minimum necessary for an effective law enforcement program.

When interviewed, Chief Chambers said she was unaware of whether this requirement was being followed. She acknowledged ultimate responsibility for weapons acquisitions but also said she relied on her staff to manage such issues. Chief Chambers did not recall any instance where a written request for weapons had been presented to her. She did recall conversations concerning weapons transferred to USPP from other agencies.

During our review, we found approximately 1,400 unassigned weapons, which included extra service handguns, rifles, shotguns, and items awaiting destruction. The Force Firearms Custodian explained that some of these weapons had been acquired for spare parts. He intended for others to be used to train officers in how to handle the variety of firearms they might encounter. In addition, he said, USPP retained various weapons so that officers could test them as potential off-duty handguns before purchasing similar personal-use weapons elsewhere.

¹ Subsequent to the issuance of this report, the OIG received corroborated information that the USPP weapon was transferred with the former Chief to his next job at the U.S. Department of Housing and Urban Development (HUD) and that he turned it into HUD upon his retirement. Because of its poor firearms management practices, USPP was unable to verify its version of events and did not know the whereabouts of the former Chief’s weapon until HUD returned it to them.

During our unannounced inspection of the Anacostia Operations Facility firearms room, we discovered 198 handguns that USPP obtained as a transfer from the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF) in January 2013. A weapons custodian said he originally believed these handguns were a compact version of the duty weapons currently carried by USPP officers, but realized upon further investigation that they were not. He said he continued the transfer, however, to develop a relationship with ATF, believing he could use the weapons for spare parts or as replacements in the event that officers' weapons became contaminated during a weapon of mass destruction (WMD) emergency. When he received the weapons, the custodian realized that none of the parts matched USPP service weapons. He also decided against using these guns as replacements during a WMD emergency. The OIG is unfamiliar with any protocol for stockpiling firearms in anticipation of a WMD event and found no policy to support such a practice.

The custodian took no steps to record the handguns transferred from ATF on any inventory system because he had decided to destroy the weapons. Deputy Chief Chapman said that he knew the custodian had obtained the guns but did not know that he had decided to destroy them. Describing weapons obtained from other agencies, the custodian observed: "If somebody's giving us something for free, we'll take it. And if I don't need it, I'll destroy it," contrary to section 9.1 of NPS Handbook 44.

The only documentation pertaining to these firearms that the custodian could provide was the transfer paperwork from ATF. During our documentation review, we discovered that a handgun serial number had been incorrectly listed on that paperwork.

We also interviewed a USPP sergeant assigned to FLETC, from whom we learned that he had received three Colt submachine guns from the Defense Criminal Investigative Service in May 2012. The sergeant documented the weapons on an unofficial property inventory spreadsheet that he retained but, at the time of our interview, he had not transferred the guns to the Force Firearms Custodian or submitted the proper paperwork to the Force Property Officer so that the weapons could be included in NPS inventory records. Deputy Chief Chapman said that he had no knowledge of the transaction and should have been notified.

During our review, we were told of numerous weapons that had limited or no USPP operational use. These weapons included 20 M1 Garand rifles and 4 Thompson submachine guns (informally known as Tommy guns). The Force Property Officer and Force Firearms Custodian both said that USPP currently did not have policies and procedures in place for the destruction of these weapons ever since the Springfield Armory National Historic Site had stopped accepting weapons for disposal in 2010.

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Management and Supervision of Firearms Program

In 2009, OIG reviewed all DOI bureau firearms programs. During that assessment, we found inaccurate inventories, procedures that were not followed for conducting periodic inventories or reporting and investigating missing firearms, and administrative errors such as lost and unprocessed paperwork or typographical errors.

During our May 2009 assessment of the firearms program at USPP field offices, former USPP Chief Salvatore R. Lauro issued a memorandum to personnel involved in firearms management. In that memorandum, Lauro tasked the Force Property Officer, Force Assistant Property Officer, and Force Firearms Custodian with developing specific audit guidelines with which to conduct operational audits of all firearms operations and records. USPP property management officials said they had never seen Lauro's memorandum and that his directives were never fulfilled.

Unaccounted-for Weapons Reported to Management

On July 28, 2011, the Force Firearms Custodian sent a memorandum to Chief Chambers, advising her that he was unable to account for numerous weapons and had also discovered weapons that were not listed on any inventory reports he had. He also copied the Force Property Officer. The Force Firearms Custodian said that he knew Chief Chambers had seen the memorandum because he met with her and members of her staff, including the Force Property Officer, approximately 1 month later to discuss the unaccounted-for weapons.

When asked what direction Chief Chambers provided to him, the Force Firearms Custodian said that she told him to continue to resolve the discrepancies. He did not recall receiving any specific direction on what he was supposed to do or a specific date for completion. He also recalled having a subsequent meeting with various people, including Deputy Chief Chapman, the Force Property Officer, and the Force Assistant Property Officer, regarding unaccounted-for weapons and the firearms inventory. This meeting occurred around the time Deputy Chief Chapman took over as commander of the Services Division in May 2012. The Force Firearms Custodian said he continued to try to resolve the discrepancies and provide updates to his supervisors but was not asked to provide regular detailed briefings.

Chief Chambers did not recall receiving the Force Firearms Custodian's July 28, 2011 memorandum, but she did recall meeting with Deputy Chief Chapman, the Force Firearms Custodian, and possibly the Training Branch Captain to discuss the firearms program during the fall of 2011. Chief Chambers believed that this meeting updated her on the firearms program and included feedback from the Force Firearms Custodian regarding programmatic help he might have needed. Chief Chambers said she left the meeting with the impression that there was a lot more work to be done but that everything was moving forward. She did not recall

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any specific directions or orders that she had issued pertaining to information she received during that meeting. She also did not recall how she followed up on information she received during the meeting.

We interviewed a sergeant and a lieutenant assigned to the USPP Audits and Evaluations Unit located within the Office of Professional Responsibility, which ensures that all units follow proper protocols and procedures. Audits and Evaluations also alerts USPP command staff to problems in a specific area, as well as possible solutions for corrective action.

In a November 30, 2011 memorandum, Audits and Evaluations staff described their findings during an audit and inspection of the Training Branch, which included the USPP firearms program. They forwarded the memorandum through their chain of command to Chief Chambers. In the memorandum, Audits and Evaluations staff described the Force firearms inventory as a “critical failure.” The memorandum stated that the weapons inventory was in “disarray” and that numerous weapons were unaccounted for. The sergeant and lieutenant recalled making this statement based on comments the Force Firearms Custodian made during their inspection. They did not make any further inquiries or do anything to document or confirm the comments.

The sergeant and lieutenant further stated that they had noted numerous unaccounted-for weapons when they conducted their firearms program audit. They found weapons in USPP possession that were not listed on official inventory records. Neither the sergeant nor the lieutenant recorded any information on the weapons they found, obtained any information on the serial numbers of the unaccounted-for weapons, or made further inquiries about the weapons.

Major Jackie Burks, Commander, Office of Professional Responsibility, acknowledged that both the Audits and Evaluations and the Internal Affairs units fall under her supervision. Major Burks did not recall seeing the section of the Audits and Evaluations memorandum that described the findings concerning the firearms program or its numerous weapons that were unaccounted for. She said that she took no action on the findings other than to send the memorandum to Chief Chambers, to whom she reported directly at that time.

We showed Deputy Chief Chapman a copy of the Audits and Evaluations Unit memorandum. Although Deputy Chief Chapman, who was a major in charge of the training branch at the time, did not recall seeing the memorandum, we found a February 7, 2012 email from him to the Training Branch Captain that appears to reference and attach the memorandum.

Chief Chambers did not specifically recall receiving the Audits and Evaluations Unit memorandum but commented that the phrase “critical failure,” used to describe the firearms program, would have justified her personal involvement.

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Limited Supervision by Management

The Force Assistant Property Officer's work was not checked to see if it had been completed correctly. Deputy Chief Chapman told a property officer that the property office had failed to properly enter data. The Force Assistant Property Officer had been told to make the required corrections but still did not have the accuracy of his work checked.

The Force Firearms Custodian claimed that his supervisors did not provide any specific instructions regarding his firearms duties when he assumed his custodial responsibilities. When discussing the work performed by the Force Firearms Custodian, the former Training Branch Lieutenant said that the Force Firearms Custodian had been thorough and very good at his job so she "pretty much let him run" the firearms program.

Deputy Chief Chapman also said that he relied on "people's words" that the semiannual firearms inventories were complete. He was not aware that the Force Firearms Custodian refused to sign the second semiannual firearms inventory for 2012.

When interviewed, Chief Chambers said that she did not personally verify that firearms inventories were correct since she considered that to be the responsibility of people in her chain of command. She did not know how her staff confirmed that inventories were accurate or how they listed which weapons were missing or unaccounted for on inventory records. Chief Chambers believed her signature on the weapons inventory indicated that everything had been reconciled and all weapons had been accounted for.

We showed Chief Chambers the memorandum that she signed on August 30, 2012, certifying the second semiannual inventory for fiscal year 2012. She recalled signing the memorandum and expressed confidence that all the necessary supporting documents accompanied the inventory. Chief Chambers also recalled that Deputy Chief Chapman told her the inventory was accurate.

Failure To Fully Reconcile Unaccounted-for or Missing Weapons

We were unable to identify a clear USPP policy or procedure for reporting and investigating missing weapons. We did identify, however, that USPP did not fully investigate weapons it could not account for.

After attempting to rectify discrepancies with the firearms inventory, a weapons custodian created an incident report on October 14, 2011, listing 18 unaccounted-for pistols, shotguns, and rifles he had entered into the National Crime Information Center (NCIC) database as missing or stolen. The Training Branch Captain recalled that the incident report was discussed at a meeting held in Chief Chamber's office in late 2011 or early 2012. He did not know that the incident

report had not been provided to the Internal Affairs Unit and said that the information should have been provided to that unit.

Many individuals we interviewed did not clearly know how information about missing weapons reached the appropriate investigative unit within USPP. A lieutenant previously assigned to the Internal Affairs Unit did not know of the incident report and was unaware of any policy or official requirement necessitating notification of the Internal Affairs Unit when weapons went missing. When discussing the incident report, Burks said that the report should have gone through the chain of command. She said that Chief Chambers should have been notified and that the chain of command should have decided how to investigate the case. Burks also said that she had not seen the incident report and did not know about any missing weapons other than the noninventory cases the Internal Affairs Unit had investigated. She said she had not been in any staff meetings where missing and unaccounted-for weapons had been discussed. Burks said that something of this magnitude should have been reported up through the chain of command to Chief Chambers and that the Internal Affairs Unit should have been aware of the issue.

Deputy Chief Chapman said the Training Branch Captain notified him of the weapons discrepancy and that he had instructed the Captain to document the missing weapons in a report. He was told that the firearms unit had searched everywhere for the unaccounted-for weapons. Deputy Chief Chapman believed that the information had been forwarded to the Internal Affairs Unit and was unaware that the unit had not been notified. Deputy Chief Chapman identified the failure to notify the Internal Affairs Unit as a breakdown in procedure.

Chief Chambers said she usually found out about missing weapons through the USPP shift commander who notified the command staff. She said an investigation of the loss, theft, or disappearance of a weapon depended on the circumstances and location associated with the situation. Chief Chambers did not know the background of the missing weapons listed with NCIC. She believed that these weapons could have been missing for decades and therefore could not be investigated since many of the people involved had retired, leaving no paper trail.

During the course of our review, the Force Firearms Custodian reported that 17 of the 18 weapons reported as missing in the October 2011 incident report were either disposed of, transferred to other agencies, or still in USPP possession. Only one weapon on that list, a Remington 870 shotgun, has not been accounted for.

Determination of Need for New Weapons

Deputy Chief Chapman told us that each USPP unit determined its own weapons needs and sent weapons requests through its chain of command. He said that the deputy chief of the individual unit determined the need for a weapon. Deputy Chief Chapman said he did not always see the requests for new weapons until

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after those requests had been approved by the chief but before the requests went forward to USPP contracting officials.

According to Deputy Chief Chapman, weapons transferred from other agencies did not go through this process. He said the Training Branch firearms unit determined its weapons needs and that he was the approving authority for those items.

The Force Firearms Custodian said he usually notified his lieutenant or sergeant when he had the opportunity to transfer newer weapons. He was not sure whether or not such information made it up the chain of command to Deputy Chief Chapman. The Force Firearms Custodian believed he had “tacit approval” to obtain transferred weapons unless he was told otherwise.

Key Personnel With Limited Property Management Training or Policy Knowledge

According to both the Force Property Officer and Force Assistant Property Officer, NPS Handbook guidance and the corresponding NPS Director’s Order 44 governed weapons management policy within USPP. A former Training Branch Lieutenant and a Captain told us that they had not read either document and had received no training on property management.

Limited USPP-specific Policies

We also found that the USPP Firearms Policy (General Order 3601) primarily addresses requirements for qualifications and use of force; the policy does not address weapons inventories or missing weapons issues. The Force Firearms Custodian and former Training Branch Captain said they were in the process of modifying portions of this general order to include firearms inventory management.

Deputy Chief Chapman said he was familiar with NPS policy documents governing the firearms program and that his office used those documents to ensure USPP compliance with DOI policy. He said he relied on the Training Branch Captain, who worked closely with the firearms program staff to ensure such compliance with DOI policies.

The Force Property Officer stated that USPP did not have any official policies, other than those developed by NPS, covering procedures related to weapons acquisitions, inventory, transfers, or disposal. He said that his office was working on a draft policy document.

On September 30, 2010, DOI issued an interim Departmental Manual, Part 446, Chapter 10, which pertained to firearms and other defensive equipment. The update required bureaus and offices to establish policy and procedures for acquisition, storage, issuance, tracking and disposal of firearms. In addition, it

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required bureaus and offices to fully investigate stolen or missing firearms. A subsequent interim policy, issued on August 16, 2012, maintained that missing or stolen firearms were to be fully investigated.

Board of Survey for Missing or Unserviceable Weapons Not Conducted

The DOI Office of Acquisition and Property Management program manual defines firearms as sensitive property and requires boards of survey to investigate circumstances surrounding lost, stolen, damaged, or destroyed and otherwise unserviceable sensitive property. These policies establish requirements for investigating, reporting, and determining relief of accountability and personal financial liability for lost, stolen, damaged, or destroyed Government property.

The Force Assistant Property Officer said that paperwork requesting a board of survey inquiry concerning weapons reported missing in October 2011 by the Force Firearms Custodian had been completed. He did not know, however, if the actual board of survey for the missing weapons had been conducted. He recalled providing a property officer with that documentation and said that the property officer was supposed to take it to headquarters for approval. He did not recall receiving a signed copy of the document. He also indicated that he had not checked with the property officer about the status of the board of survey. The Force Assistant Property Officer believed that the last board of survey for weapons was conducted in 2010.

The Training Branch Captain told us that he was familiar with the concept of a board of survey and, in fact, had been named chair of the USPP board of survey sometime in 2009. He surmised that he was still chair. He recalled being given a packet of information about boards of survey but said that he received no guidance or training on conducting them. He said that he had never conducted a board of survey and did not know who its members were.

Contrary to DOI policy, the Training Branch Captain did not believe a board of survey needed to be conducted for missing weapons. He said a board of survey had not been conducted for the missing USPP weapons listed in NCIC.

Deputy Chief Chapman said a board of survey should be conducted whenever an item is lost or stolen. He did not know, however, if a board of survey had been conducted for the missing weapons reported to NCIC. Deputy Chief Chapman also said that he knew the Training Branch Captain had responsibility for the board of survey but that he never asked him whether it had been completed.

Chief Chambers stated that she was not aware of what a board of survey was and whether it was required to be conducted for missing weapons.

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Recommendations

We are providing 10 recommendations to improve firearms accountability throughout USPP. We recommend that the Director, National Park Service, require USPP to:

1. Comply with GAO Standards for Internal Controls in the Federal Government and OMB Circular A-123, which governs Management's Responsibility for Internal Control; by October 1, 2013;
2. Revise USPP property and firearms policies to ensure compliance with DOI and NPS regulations, policies, and directives regarding accountability of sensitive property by October 1, 2013;
3. Immediately conduct a complete inventory and serial number verification of all firearms in USPP custody and ensure that the complete inventory is entered into FBMS and provided to OIG;
4. Immediately cease using informal property accountability records (spreadsheets and lists) and only use the official FBMS property record for weapon accountability;
5. Initiate quarterly inventories of USPP weapons with serial number verifications by January 2014 and provide results of each inventory to OIG within 30 days of completion;
6. Reduce the USPP firearms inventory to no more than the minimum necessary to equip the USPP law enforcement program in accordance with NPS Personal Property Management Handbook No. 44, Section 9.1, by October 2013;
7. Require the Chief of Police and other senior USPP officials responsible for oversight of firearms to acquire working knowledge of all relevant regulations, policies, and directives regarding effective property controls and requirements;
8. Ensure that the Chief of Police personally approve all future firearms acquisitions (purchases and transfers) and that all acquisitions are sent directly to the Force Property Officer to be entered into FBMS;
9. Ensure that all weapons are retrieved and accounted for upon departure of USPP personnel from the Force; and

This is a version of the report prepared for public release. Changes have been made to the internal report consistent with 5 U.S.C. §§ 552 (b)(6) of the Freedom of Information Act (FOIA).

10. Identify and provide appropriate training in basic property management and inventory control requirements for all property and firearms custodians and USPP Audit and Evaluation personnel.

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