

Annual Report FY 2004

U.S. Fish & Wildlife Service
Office of Law Enforcement
August 2005



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Program Overview

The mission of the U.S. Fish and Wildlife Service Office of Law Enforcement is to protect wildlife resources. Through the effective enforcement of Federal laws, the Office contributes to Service efforts to recover endangered species, conserve migratory birds, preserve wildlife habitat, safeguard fisheries, combat invasive species, and promote global wildlife conservation.

Service Law Enforcement focuses on potentially devastating threats to wildlife resources – illegal trade, unlawful commercial exploitation, habitat destruction, and environmental hazards. The Office investigates wildlife crimes; regulates wildlife trade; helps Americans understand and comply with wildlife protection laws; and teams with international, Federal, State, and tribal counterparts to conserve wildlife resources. This work includes:

- Breaking up international and domestic smuggling rings that target imperiled species;
- Preventing the unlawful commercial exploitation of U.S. resources;
- Protecting wildlife from environmental hazards and safeguarding wildlife habitat;
- Enforcing Federal migratory game bird hunting regulations and working with States to protect other game species and preserve legitimate hunting opportunities;
- Inspecting wildlife shipments to ensure regulatory compliance and detect illegal trade;
- Working with international counterparts to combat illegal trafficking in protected species;
- Training other Federal, State, tribal, and foreign law enforcement officers;
- Using forensic science to analyze evidence and solve wildlife crimes; and
- Conducting outreach to increase compliance with wildlife protection laws.

The Office of Law Enforcement fields a force of special agents (criminal investigators with the authority to enforce wildlife laws anywhere in the United States) and wildlife inspectors (uniformed import/export control officers stationed at ports of entry and border crossings). Most are “officers on the beat” who report through seven regional law enforcement offices.

A headquarters office provides national policy and direction for law enforcement operations; trains law enforcement personnel; fields a special investigations unit; provides intelligence support; oversees professional integrity; manages budgetary resources; and provides technical and administrative support for the organization.

The National Fish and Wildlife Forensics Laboratory conducts scientific analyses to help solve wildlife crimes. The Office also operates the National Wildlife Property Repository, which supplies confiscated wildlife items to outside groups for educational use, and the National Eagle Repository, which provides Native Americans with eagle parts for religious purposes.

The Office of Law Enforcement’s accomplishments in protecting U.S. and global resources are presented in the pages that follow. This report also documents progress in facilitating legal wildlife trade, maintaining effective partnerships with other enforcement agencies, and conducting outreach to promote compliance. In addition, it looks at managerial improvements and contributions in the areas of forensic and intelligence support.

Protecting America's Wildlife

The Office of Law Enforcement investigates crimes involving U.S. trust species such as migratory birds, marine mammals, and wildlife and plants listed as endangered or threatened. Service special agents also work closely with State wildlife agencies and tribal enforcement officers to protect State and tribal resources.

Stemming the unlawful commercial exploitation of wildlife is a priority for the Service. This work involves preventing illegal trafficking in U.S. resources both in this country and overseas. While much of this effort focuses on investigations of profiteering here at home, Service agents and wildlife inspectors work together to intercept unlawful exports of native wildlife and plants.

Service special agents also work on cases involving the unlawful take of protected species and the destruction of wildlife habitat. Environmental contaminants and industrial hazards are a major concern.

FY 2004 Accomplishments

Resource Profiteering

- A primary defendant in a case involving the unlawful harvest and interstate sale of more than 150 tons of coral and live rock from Hawaiian waters was sentenced in April 2004. This individual will spend five months in prison and pay \$30,000 in restitution.
- In Alaska, three men pleaded guilty to unlawfully killing black bears for the parts trade. The trio, who snared and killed at least 16 of the animals, intended to export the gall bladders to Korea, where each would fetch as much as \$4,000. The ringleader faces an 18-to-24 month prison term; the two other defendants will pay \$6,400 in fines and restitution.
- A cooperative investigation with Alaska State troopers resulted in the felony indictment of seven men for the illegal take of at least 14 black bears and the unlawful sale of their parts.
- A Colorado woman who illegally sold black bear gall bladders in interstate commerce pleaded guilty to Lacey Act charges and must pay \$10,000 in fines and restitution.
- Service agents documented the illegal dealings of a South Dakota wildlife specialty business that was selling black bear gall bladders in interstate commerce and using fake records to export U.S. snake meat to The Netherlands. The owner of the company pleaded guilty to Lacey Act violations and was ordered to pay \$11,320 in fines and restitution.
- Service agents teamed with Nevada and Utah State officers to investigate the illegal take, transport, and export of bobcat and other hides. Over 80 unlawfully obtained bobcat hides were seized before they could be shipped out of the country.

- Lacey Act and smuggling charges were filed against a California man involved in illegal trafficking in U.S. and Mexican reptiles. Evidence seized included California mountain snakes, Utah milk snakes, rosalia ratsnakes, and Mexican barefoot geckos.
- A man convicted in Colorado on charges related to illegal trafficking in U.S. reptiles was sentenced to 18 months in prison and three years of supervised release. The defendant also forfeited approximately \$100,000 worth of snakes and snake handling equipment.
- A multi-agency investigation of the illegal collection and sale of leopard sharks from California waters for the pet trade documented trafficking in over 6,500 juveniles with an estimated retail value of as much as \$1 million. Prosecutions are pending.
- The owner of a New York seafood business pleaded guilty to Lacey Act charges involving the unlawful purchase and interstate sale of wild game fish from Maine and Massachusetts.
- Agents teamed with wildlife officers in Oklahoma and Texas to investigate interstate trafficking in striped bass by a network of commercial guides running fishing excursions on Lake Texoma. The seven guides were fined a total of \$18,050.
- A Virginia seafood company was fined \$5,000 and placed on probation for three years after pleading guilty to the unlawful interstate transport of 3,413 pounds of live undersize conch.
- An Oklahoma mussel dealer and his Texas distributor were charged with Lacey Act violations for the interstate transport of 2,000 pounds of unlawfully collected mussel shells. The pair intended to export the shells to Hong Kong for use in cultured pearl production, but Service wildlife inspectors seized the shipment at the airport in Dallas/Fort Worth.
- Officers from the Fish and Wildlife Service, National Park Service, and Bureau of Land Management investigated a group that stole over 11,000 Native American artifacts from public lands and damaged 13 archeological sites in Nevada and California. A key defendant was sentenced to pay \$102,364 in restitution and spend more than three years in prison – the longest prison term ever for a first-time offender in an archeological resources case.
- An ATV tour company that damaged and looted archeological sites in Nevada and its two owners pleaded guilty to Federal charges. The company must pay \$13,000 in restitution and perform \$60,000 worth of community service.
- In Texas, the Service and the U.S. Army Corps of Engineers investigated the illegal excavation of artifacts from the Fort Graham Civil War site. Two men convicted of violating the Archeological Resources Protection Act were sentenced to one year probation and ordered to forfeit \$6,600 worth of equipment.
- Service agents teamed with the Indiana Department of Natural Resources and the U.S. Food and Drug Administration to investigate a licensed deer breeding facility that was unlawfully operating as a commercial hunting preserve. The owner and manager were each charged

with more than 30 felony Lacey Act violations involving the illegal sale and transport of wildlife across State lines. They were also indicted for dealing in drug-contaminated meat.

- An investigation of illegal big game hunting in Alaska collected \$39,000 in fines from a guide, two out-of-state clients, and two taxidermists working out of New Mexico.
- A rancher in Kansas must pay \$5,000 in restitution and spend three years on probation for guiding out-of-state clients on illegal deer hunts. Four hunters paid \$4,000 in civil penalties.
- A Wyoming outfitter who guided unlicensed hunters was sent to prison for 14 months and fined \$8,000. He also lost his outfitting/guiding license for three years.
- A guide who took a client into Capital Reef National Park to use a prized State bison permit pleaded guilty to a Lacey Act felony. He must pay \$5,875 in restitution and serve seven months in prison and three years of supervised release during which he cannot hunt or guide.
- A West Virginia man who pleaded guilty to a Lacey Act felony in connection with the illegal take and transport of two mountain lions in Colorado was fined \$10,000. His guide was fined the same amount and lost his guide permits.
- A commercial waterfowl guide service in Colorado County, Texas, was fined \$9,950 for manipulating an agricultural crop to bait waterfowl.

Safeguarding Protected Species

Special agents investigate cases involving the unlawful take of federally protected wildlife such as endangered and threatened species, migratory birds, eagles, and marine mammals.

Endangered Species

- Service special agents conducted 12 task forces and teamed with State officers to complete another six cooperative enforcement operations to protect manatees from boat strikes in Florida's coastal waters. Officers issued 1,416 citations to boaters speeding in manatee protection zones and collected over \$116,000 in fines.
- An Idaho man who killed a gray wolf during the 2003 elk season pleaded guilty and was ordered to pay \$21,252 in restitution for use in managing the State's wolf population.
- Service agents in Nebraska successfully pursued civil penalties against four men involved in killing the first wolf spotted in that State in 93 years.
- In Utah, a subject who pleaded guilty to Endangered Species Act violations in connection with the killing of Utah prairie dogs at a Cedar City golf course paid an \$8,000 fine.
- A man who shot and skinned an endangered whooping crane in Texas pleaded guilty to Federal charges and was sentenced to serve six months in prison and pay \$2,025 in fines.

- An investigation of the destruction of Hawaiian stilt eggs secured voluntary habitat enhancement efforts from the construction company involved. A new breeding area set aside for the species produced at least 16 birds and provided habitat for some 50 adults.
- Agents conducted patrols along the Missouri River to prevent boaters, ATV drivers, and others from disturbing nesting colonies of endangered least terns and piping plovers.
- Agents in Idaho worked with farmers and State and local agencies to secure voluntary conservation measures to protect threatened bull trout in the Upper Salmon River Basin.
- Cooperative enforcement efforts with Maine game wardens to protect Atlantic salmon on the Narraguagus River led to the closure of a section of that river for fishing.
- A licensed environmental consultant in Arizona pleaded guilty to Federal charges after illegally removing and transplanting some 30 endangered Pima pineapple cacti. The defendant, who moved the plants so that a client's property could qualify as a "conservation bank," was fined \$5,000 and placed on probation for five years.

Migratory Birds and Eagles

- A Kentucky corporation whose unlawful predator control practices poisoned a bald eagle and 41 vultures was fined \$15,000.
- A Service/State investigation in Nebraska showed that ranchers were using poisoned calf carcasses to kill predators; 10 dead bald eagles were recovered. Three defendants pleaded guilty to Federal charges and paid a total of \$15,000 in fines and restitution.
- In Oklahoma, a joint Federal/State investigation of gamecock breeders who were using pole traps to kill raptors resulted in the collection of over \$10,000 in fines.
- Two men charged with shooting raptors at a South Dakota pheasant hunting preserve were ordered to pay \$10,000 in restitution and lost their hunting privileges for four years.

Marine Mammals

- Five defendants were indicted in Alaska for slaughtering 41 walrus for their ivory on an ice floe offshore of St. Lawrence Island. After beheading the animals, the hunters tried to conceal their crime by rolling the carcasses into the water. Rough ice conditions forced them to leave a large number exposed on the ice floe.
- In a second walrus "head hunting" case, agents identified and secured charges against five men who participated in the unlawful take of walrus near Barrow, Alaska.
- Charges are expected against a walrus ivory tagger in Alaska who supplied a non-native man tags and certificates. This individual used these materials to tag beach-found ivory, which he then unlawfully sold to non-native buyers for \$1,500 to \$2,000 per walrus head.

- A woman who was unlawfully buying raw marine mammal materials in Alaska, making handicrafts, and selling those products in the lower 48 paid \$3,500 in fines.

Preserving Hunting Opportunities

The Office of Law Enforcement works closely with State wildlife agencies to safeguard game species and preserve sporting opportunities for law-abiding hunters. Under the Migratory Bird Treaty Act, the Service regulates hunting of waterfowl and doves. The Lacey Act's ban on interstate transport of unlawfully taken wildlife often provides the nexus for Federal involvement in cases involving illegal hunting of other game species regulated by States and tribes.

- An investigation of large-scale poaching conducted by Service agents and Iowa and Colorado State officers secured the prosecution of a second Iowa man. The defendant, who pleaded guilty to the illegal take and transport of \$68,000 worth of trophy deer and elk, must pay \$22,500 in fines and restitution. In a previous prosecution, the ringleader was sent to prison for five years and ordered to pay \$40,000 in fines and restitution.
- An investigation of the illegal take of elk on Hanford National Wildlife Refuge in Washington saw nine hunters pay more than \$19,000 in fines in State court.
- Service agents teamed with State officers from Montana and Michigan to investigate illegal big game hunting; the probe secured the conviction of nine defendants who paid over \$21,000 in fines and restitution.
- An investigation by the Service, Idaho and Oregon fish and game departments, and the Fort Hall Tribe documented unlawful big game hunting and abuse of tribal hunting permits. One defendant was sent to prison for 37 months while the other faces home confinement, probation, and a \$10,000 restitution payment.
- A Texas man who unlawfully killed a trophy mule deer in Colorado was fined \$11,233 and forfeited the trophy. Another hunter from Texas who purchased a resident hunting license in Colorado and killed a trophy bull elk was fined \$10,021.
- A Michigan man who unlawfully hunted big game in Colorado in four different years pleaded guilty to a felony Lacey Act violation. He was ordered to pay \$15,000 in fines and restitution and lost his hunting privileges for life in Colorado and 16 other States.
- A defendant who poached elk from Zion National Park in Utah will pay \$4,000 in restitution.
- In Texas, Service agents teamed with State officers to police waterfowl hunting in Colorado, Wharton, and Calhoun counties. These enforcement efforts documented 157 violations and resulted in the collection of more than \$52,225 in fines and restitution.
- Service and State officers in South Carolina conducted a joint waterfowl enforcement task force that saw violators pay more than \$10,000 in Federal penalties.

- A Missouri man investigated for migratory game bird hunting and firearms violations went to prison for 70 months.
- Special agents teamed with Service refuge officers and Washington State game wardens to conduct joint waterfowl hunting enforcement details that resulted in the issuance of 120 citations for Federal violations.

Industrial Hazards

- An oil transportation company responsible for an oil spill off the coast of Massachusetts pleaded guilty to violating the Migratory Bird Treaty Act and Clean Water Act. The spill killed 450 federally protected birds, prompted the closure of thousands of acres of shellfish beds, and damaged some 90 miles of beaches and coastline.
- A New Mexico potash company whose waste discharges into Laguna Toston (a natural playa lake) exposed migratory birds to fatally high salinity pleaded guilty to violating the Migratory Bird Treaty Act. The company was fined \$15,000 and must spend \$237,500 to develop and implement a remediation plan for the lake.
- A U.S. copper company pleaded guilty to Federal charges in connection with the deaths of migratory birds at an Arizona mine. The company must pay a \$15,000 fine, donate \$10,000 to support the work of bird rehabilitators, and fund an \$80,000 effort to enhance migratory bird habitat within the Gila/Salt/Verde River ecosystem.
- Service agents worked with a copper company in the Southwest to reduce hazards to migratory birds. The firm estimates that it now spends \$800,000 a year to neutralize waters in tailings ponds and make the ponds less attractive to migratory birds.
- A complex, multiyear environmental contaminants investigation was resolved when a Florida water management district accepted responsibility for causing the deaths of endangered wood storks and over 1,000 migratory birds at Lake Apopka. The water district agreed to bring its properties into compliance; pay for damage assessments and wood stork management; conduct a five-year pesticide monitoring program; and reimburse \$90,000 to wildlife rehabilitators.
- Service Law Enforcement reviewed an avian protection plan prepared by one of the largest electric utility companies operating in the West and Midwest. The company has already identified over 1,000 structures that require retrofitting and voluntarily spent \$50,000 to address electrocution hazards in 2004.
- Service Law Enforcement in Alaska introduced a voluntary electronic reporting system that is now being used by utility companies in that State and the Pacific Northwest to “self-report” raptor electrocutions.
- Effective liaison with utility companies in western North Carolina secured voluntary measures to protect eagles and other birds from power line electrocutions.

- Agents met with a major Pacific Northwest electric utility company to review its plans to conduct a “risk assessment” of power poles and install raptor protection devices.
- Agents in Washington State secured voluntary remedial action from utility companies whose power lines had caused avian electrocutions.
- In South Carolina, agents worked with Federal and State biologists, the Federal Communications Commission, and industry representatives to reduce migratory bird deaths linked to communications towers.
- Service officers in Sacramento worked with wind power companies in northern California to find ways to reduce avian collisions with wind turbines.
- Agents teamed with a wind power company operating in southeastern New Mexico and west Texas to address bird mortality issues.
- In Arkansas, work to address oil field hazards to migratory birds secured the voluntary cleanup of 25 sites. In one case, a refinery paid \$230,000 in oil spill penalties.
- Oilfield inspections in northeastern and central Oklahoma documented 92 sites with un-netted or poorly maintained tanks or pits. Seven companies linked to migratory bird deaths were fined more than \$14,000.
- Special agents and Oklahoma State officers inspected oil production sites in the State’s Panhandle, retrieving oiled bird carcasses from the operations of nine companies. The latter paid \$26,400 in fines and were ordered to install netting to protect migratory birds.
- An oilfield inspection task force in the Texas Panhandle found 65 sites in violation of State netting requirements; seven companies linked to bird deaths were fined a total of \$10,400.
- Three oil companies in West Texas paid \$5,200 in fines after dead migratory birds were recovered at their oil production sites.
- A Service inspection of 76 well sites in North Texas found that 56 were violating State netting requirements. Most operators were notified about the need to install netting, but four companies drilling at sites where dead birds were retrieved were fined \$5,200.

Combating Global Wildlife Trafficking

The United States is one of the world's largest markets for wildlife and wildlife products. Illegal trafficking remains a significant threat to animal and plant species around the world.

The Office of Law Enforcement upholds U.S. responsibilities to police wildlife trade and shut down U.S. markets for species that are off limits under the Convention on International Trade in Endangered Species (CITES) and U.S. laws and regulations. The Office also helps protect U.S. wildlife resources and habitat by preventing the importation and interstate transport of injurious species.

Both Service special agents and wildlife inspectors contribute to global protections for wildlife by helping other nations around the world improve their wildlife law enforcement infrastructure. Accomplishments involving global liaison and international training programs are presented in the "Building Enforcement Partnerships" section of this report.

FY 2004 Accomplishments

Wildlife Inspection Program

The Office of Law Enforcement's wildlife inspection program provides the Nation's frontline defense against illegal wildlife trade. Inspectors are stationed at the Nation's major international airports, ocean ports, and border crossings, where they maintain import/export controls and interdict smuggled wildlife and wildlife products. Seizures at ports of entry are often the starting point for full-scale criminal investigations of smuggling activity.

Inspection program accomplishments for FY 2004 (including a representative sampling of significant or unusual seizures) appear below.

- Wildlife inspectors at John F. Kennedy International Airport in New York started working with a new X-ray inspection van for screening passenger baggage and cargo shipments. The van, which can process up to 1,500 parcels per hour, allows rapid examination of large-volume shipments and can differentiate between organic and inorganic material.
- The X-ray machine helped Service officers respond to an anonymous tip about a smuggling attempt involving Asian arowanas. The machine was used to screen passenger baggage, helping officers find the would-be smuggler, who was carrying eight of the endangered fish.
- Inspectors in New York used the X-ray van to conduct spot inspections of fish shipments arriving at night to prevent the importation of injurious aquatic species.
- A passenger arriving in New York from the Ivory Coast was caught with nine bags containing 500 pounds of bushmeat – most of it cane rat, a species linked to monkeypox.

- A New York caviar company paid a \$5,000 civil penalty for illegally importing \$72,000 worth of caviar from Azerbaijan.
- Seizures at the passenger terminal at Boston's Logan International Airport included reptilian wallets and carved elephant tusks from Nigeria; sturgeon caviar from Ukraine; python leather goods from Sudan; shahtoosh shawls from India; sea turtle meat from Cape Verde; elephant ivory jewelry from Botswana; stuffed caimans and frogs from South America; and mounted Arctic terns from Iceland.
- Inspectors working at a border crossing in Maine seized 17 bottles of harp seal oil capsules from an individual entering the country from Canada.
- Inspection staff in Buffalo, New York, intercepted a shipment of lovebirds being imported in violation of the Wild Bird Conservation Act. Seizures at this border port also included a full-mounted cougar imported without a CITES permit.
- Interceptions at the port of Atlanta included three seizures of sea turtles eggs being smuggled by passengers arriving from El Salvador; one of these smuggling attempts involved 4.5 kilograms of eggs. Inspectors in Atlanta also seized a shipment of corals and queen conch shells imported from Mexico without the required CITES permits.
- Inspection of an ocean freight container in Miami resulted in the seizure of 12,000 pounds of coral imported from the Philippines without a CITES permit. Other coral seizures in Miami included a Haitian shipment containing 11,000 pounds of improperly declared coral and 39 boxes of undeclared coral and live rock hidden in a tropical fish shipment from Kenya.
- Service officers seized approximately 23,250 pounds of queen conch meat from a shipment that arrived at Port Everglades, Florida, from Honduras with an expired CITES permit.
- Seizures from passengers entering the country via Miami International Airport included 258 sea turtle eggs, 85 pounds of sea turtle meat, 10 sea turtle shells, 61 jars of sea turtle oil or cream, 106 pieces of live coral, 21 live seahorses, and 78 pounds of dried seahorses.
- In Puerto Rico, the Service intercepted smuggling attempts involving sea turtle shells, queen conch meat, and queen conch shells.
- At Chicago's O'Hare International Airport, inspectors stopped a shipment of CITES Appendix II live rock from Fiji that contained 2,166 kilograms more than authorized by the accompanying CITES permit; the excess live rock was refused entry and was re-exported.
- Inspectors in Houston intercepted 18 pieces of elephant ivory imported from Belgium. The ivory was encased in plaster and smoked cloth and shipped with wooden carvings.
- A missionary returning to Houston from Panama was caught trying to smuggle a large collection of wildlife parts in his luggage. Items seized included 63 pieces of sea turtle shell, crocodile and primate skulls, bird beaks, and primate skins.

- The inspector in Brownsville, Texas, seized a shipment of 21,000 queen conch shells being unlawfully imported from Haiti – one of the Service’s largest shell seizures ever.
- During the fall and winter months, 40 seizures involving psittacine and migratory birds were made at Arizona border crossings; fines assessed ran as high as \$2,200. Common species intercepted included orange-fronted conures, white-fronted Amazons, lilac-crowned Amazons, cardinals, and painted buntings.
- Dallas inspectors intercepted a leopard trophy coming in from Tanzania with a fraudulent CITES permit; the defendant was fined \$3,500 and abandoned the trophy. In a second case involving a Tanzanian leopard trophy, the importer (who did not have a valid hunting license) was fined \$5,000.
- Service inspectors and agents in Laredo and El Paso, Texas, conducted a task force operation to ensure that U.S. deer hunters returning from Mexico were in compliance with wildlife import/export regulations. Officers seized \$24,750 worth of unlawfully imported wildlife parts and products.
- In San Francisco, inspectors discovered 23 live giant clams concealed in a commercial shipment of tropical fish.
- A Los Angeles fish importer who tried to smuggle 234 pieces of live CITES-listed coral and clams from Indonesia abandoned the shipment and was fined \$1,000.
- A passenger arriving at the Los Angeles International Airport from China was caught with 10 vials of bear bile in his baggage – contraband worth more than \$1,700.
- Wildlife inspectors in the Pacific Region helped keep U.S. borders closed to injurious species. Officers in Los Angeles seized and destroyed a shipment of 65 injurious live walking catfish imported from Thailand. In the Commonwealth of the Northern Marianas, Service officers tracked down and seized a shipment of live snakehead fish from a restaurant after learning of its unlawful importation.
- A headdress made from macaw feathers that was seized from a Mexican traveler arriving in Denver was forfeited to the Service; the headdress is now on display at the Denver International Airport as part of an educational exhibit on wildlife trade laws.
- A Colorado man who unlawfully imported a polar bear hide from Canada paid a \$4,000 fine and abandoned the trophy.
- The wildlife inspector in North Dakota seized a shipment of some 1,100 piano keys made from African elephant ivory that were being unlawfully exported.
- A U.S. reptile dealer was caught smuggling two ball pythons (a CITES-listed species) into Canada at Dunseith, North Dakota, and was fined by wildlife authorities in both countries. The snakes were concealed in a pillow case hidden inside an open bag of corn chips.

- Inspectors in Anchorage intercepted multiple shipments of smuggled reptiles destined for the Midwest and Southeast. The resulting investigations secured convictions involving more than 50 months worth of prison sentences.
- A major watch importer faces a \$20,000 civil penalty for importing 11 shipments via Anchorage in violation of the Endangered Species Act and the CITES treaty. Inspectors seized 656 items, including 351 made from CITES-protected wildlife.
- While inspecting a shipment from the Philippines that was declared as furniture, Anchorage wildlife inspectors discovered that it actually contained undeclared hunting trophies, including two water buffalo and two CITES-protected civet cats; the importer was fined \$1,100 and forfeited the civet cats.
- Charges are expected against an Alaska ivory dealer who falsely declared an import of five walrus jaw bones as Stellar sea cow, an extinct species.
- Inspectors in Anchorage seized a number of unlawfully imported wildlife items that had been brokered via the Internet; examples include elephant ivory pool cues and leather goods made from CITES-listed crocodilians, lizards, and pythons.
- Anchorage inspectors also seized 507 elephant skin watch straps imported from Hong Kong without a valid CITES permit.
- Inspectors checking hunters returning to Alaska from the Russian Far East made 14 seizures, retrieving unlawfully imported marine mammal parts, migratory birds, and two wolverine hides hidden inside raw bear skins.

Investigative Efforts

Service special agents and wildlife inspectors team to disrupt global wildlife trafficking in the United States. Seizures at ports of entry often lead to investigations that document and dismantle large-scale smuggling operations. Service efforts to protect global species include investigations of illegal interstate commerce in foreign fish, wildlife, and plants. The Office of Law Enforcement also works to stem the importation and interstate movement of injurious species.

Smuggling Investigations

- The president of a Polish caviar company was the latest convicted of smuggling in a series of successful Service investigations of black market caviar trade centered in Miami. The defendant will spend 30 months in prison for dealings that involved \$1.8 million worth of contraband roe.
- A South Carolina company that supplies monkeys for medical research pleaded guilty to one felony count of submitting false records in connection with an unlawful 1999 shipment of monkeys from Indonesia. The company misrepresented the primates as having been bred in

captivity when in fact many had been taken from the wild. Under the plea agreement, the company will pay a \$500,000 fine and spend two years on probation.

- An investigation of large-scale reptile smuggling from Southeast Asia resulted in the successful prosecution of a Thai national and a Wisconsin wildlife dealer. The former will spend 41 months in Federal prison; the Wisconsin businessman was sentenced to 10 months in prison and two years probation during which he cannot operate any business involving live exotic wildlife.
- A Singapore resident who smuggled several hundred protected reptiles worth as much as \$400,000 into the United States was sentenced to serve 37 months in prison. The man, who pleaded guilty to conspiracy, smuggling, and false labeling charges, also forfeited more than \$9,000 in Thai currency.
- A California man who smuggled protected tortoises from Thailand was sentenced to two years probation and fined \$7,500. Service agents seized \$76,000 worth of rare tortoises during the investigation.
- Another reptile smuggling case involved a San Diego man who pleaded guilty to smuggling after the Service intercepted an international mail package containing five pancake tortoises and four green tree monitor lizards – both CITES Appendix II species.
- An agent in Hawaii and an inspector in Guam conducted an investigation that secured the indictment of a Guam resident for illegally importing endangered Fly River turtles – a species banned on the island as injurious.
- An undercover investigation of the illegal importation of parrots from Mexico resulted in the indictment of three individuals. Agents seized 20 live lilac-crowned and red-lored Amazon parrots from the residence of one defendant.
- Agents in southern California arrested an individual for smuggling 128 live birds via truck from Mexico.
- In a separate bird trafficking investigation, two individuals who purchased birds smuggled from Mexico at swap meets were indicted and charged with wildlife violations. The smuggled birds were infected with Exotic Newcastle's disease – an avian illness that resulted in a poultry quarantine in southern California in 2002.
- Service and State officers recovered 18 live migratory birds from the residence of a California man. The man admitted smuggling the birds (which included mockingbirds, cardinals, painted buntings, and white-winged doves) from Mexico.
- A year-long investigation of the smuggling of live snakehead fish (an injurious species) culminated in the arrest of a Los Angeles store owner. The man's business regularly imported the banned fish from Korea falsely labeled as "sea bass" and concealed in shipments of vegetables and other foods.

- A man caught smuggling endangered Asian arowanas (a valuable aquarium fish) into the United States from Canada was sentenced in Massachusetts after pleading guilty. He was fined \$2,000, ordered to spend six months in a community detention center, and placed on probation for three years.
- A defendant in South Carolina who unlawfully imported Asian arowanas paid a \$3,800 fine.
- A Honolulu man, who was indicted on 11 felony counts, pleaded guilty to conspiring to traffic in parts of some of the world's most endangered species. His business dealings involved three countries (Borneo, Thailand, and the Philippines), six States, and an "inventory" that included skulls of helmeted hornbills, orangutans, and sun bears; tiger penises and teeth; and human skulls and bones.
- A cooperative investigation with the Canadian Wildlife Service resulted in the U.S. indictment of an African art dealer who smuggled elephant ivory into the United States from the Cameroon. The dealer was arrested in Canada; extradition proceedings are underway.
- Agents arrested a wildlife dealer in Washington State after a 14-month undercover investigation documented illegal trafficking in elephant ivory carvings and other wildlife items. Contraband included more than 600 bear teeth (including 221 from the rare CITES Appendix I sun bear), teeth from endangered sperm whales and clouded leopards, a \$10,000 narwhal tusk, and casque material from endangered helmeted hornbills.
- A Service investigation that sent a Florida businessman to prison for 40 months helped authorities in Brazil break up a criminal network trafficking in tribal handicrafts made from protected species. The Brazilian Federal Police arrested 11 individuals and seized 1,000 items made from macaw feathers, monkey and jaguar teeth, and other wildlife parts.
- A Texas orchid dealer and his Peruvian supplier were indicted on eight felony counts, including conspiracy, smuggling, and making false statements. The pair obtained legal CITES permits for cultivated plants but then substituted falsely labeled wild orchids. Both defendants pleaded guilty; the Peruvian plant dealer was sentenced to 21 months in prison and fined \$5,000, while the Texas businessman must spend 17 months in prison.
- Agents in Houston caught a woman returning from Peru who was smuggling 28 CITES Appendix I and II orchids concealed inside a sealed tin labeled "tea." She paid a \$3,300 fine and abandoned the plants to the government.
- An orchid grower from Virginia pleaded guilty to two counts of violating the Endangered Species Act in a case involving a previously unknown species. The man discovered the plant while on a trip to Peru; he smuggled it into the United States and attempted to have a Florida botanical garden verify its unique identity and name it after him.
- A joint U.S./Canadian investigation of illegal hunting in British Columbia documented the importation of unlawfully acquired big game trophies by U.S. hunters and resulted in successful prosecutions on both sides of the border. A commercial guide was sentenced to

one year in prison, fined \$20,000, and barred from hunting in Canada for 10 years – the longest ban ever imposed in that country. Three American hunters were fined \$80,000.

Interstate Trafficking

- In the Midwest, prosecutions wrapped up in a case that exposed the large-scale sale and killing of captive-bred tigers and leopards for the trophy, meat, and animal parts trade. The 16 individuals and one business that were convicted paid \$75,000 in fines and \$226,000 in restitution. A key defendant was sentenced to serve more than four years in prison for his role in orchestrating the big cat trafficking scheme.
- A Service investigation of interstate trafficking in protected species that included tigers, leopards, and grizzly bears resulted in a 55-count Federal indictment against the owners of a Minnesota animal park and seven other individuals. The indictment describes transactions involving the purchase or sale of more than \$200,000 worth of endangered wildlife from 1999 to 2003.
- A U.S. museum official pleaded guilty to buying, possessing, and transporting Amazonian tribal art containing the parts of protected species. His sentence requires him to forfeit the art collection worth hundreds of thousands of dollars. He must also serve two years probation and perform 100 hours of community service.
- A Michigan antiques dealer was sentenced to pay a \$15,000 fine and \$10,000 in restitution after pleading guilty to charges related to the unlawful importation and interstate sale of items made from hawksbill sea turtle and elephant ivory. He also forfeited 70 contraband items seized during the investigation.
- Two Dallas men charged with interstate trafficking in Asian arowanas were fined \$11,000 and ordered to forfeit 14 fish worth \$11,700.
- A reptile dealer in Honolulu confessed to unlawfully selling over 250 Jackson's chameleons (a State-listed injurious species) in interstate commerce. In another case, a California man was indicted on Lacey Act charges in connection with the interstate transport of 22 Jackson's chameleons.
- A man in Southern California abandoned an exotic big game trophy collection worth more than \$21,000 after he unlawfully tried to sell the items in interstate commerce. The collection included African elephant tusks, elephant leather, and a leopard skin and mount.

Facilitating Legal Wildlife Trade

The Office of Law Enforcement's mandate to enforce wildlife trade laws encompasses a concomitant responsibility to deal fairly and efficiently with the businesses, organizations, and individuals that import and export wildlife. By law, virtually all wildlife imports and exports must be declared to the Service and cleared by Service wildlife inspectors.

The speed and efficiency of wildlife inspection operations affect the ability of businesses to engage profitably in legal wildlife trade as well as the international movement of wildlife for purposes that range from scientific research to public entertainment. The Service's trade monitoring efforts also determine the ease with which individual Americans can travel internationally with wildlife or wildlife items, move hunting trophies across U.S. borders, or ship household goods made from wildlife overseas and back again.

Service officers provide guidance to individuals and businesses to help them obey wildlife laws and expedite their legal import/export transactions. "Customer service" efforts also include using technology to facilitate trade, streamline the import/export community's interactions with the Service, and improve public access to information about wildlife trade laws and regulations.

FY 2004 Accomplishments

- In FY 2004, Service wildlife inspectors processed nearly 155,000 wildlife shipments with a declared value of more than \$1.7 billion. The volume of U.S. wildlife trade has increased 39 percent over the past five years.
- 44 percent of all declarations were submitted via "e-Decs" – the Service's electronic system for declaring wildlife imports and exports. Use of e-Decs speeds the declaration process and facilitates communication between wildlife trade customers and Service wildlife inspectors.
- On-line payment capabilities within the e-Decs system were improved, giving import/export customers additional options for paying inspection fees for commercial shipments.
- The Service inspected wildlife shipments at 14 designated ports. (The designated port system funnels wildlife traffic through a limited number of locations to facilitate trade monitoring and maintain the efficiency of inspection operations.)
- The agency also staffed 17 other port of entries, including locations along the Nation's northern and southern borders that handle North American wildlife trade moving by land. These ports exist to meet specific customer needs and reduce the regulatory burden on commercial importers/exporters and individuals who must comply with wildlife declaration and inspection requirements.
- The designated port of New York, New York/Newark, New Jersey, which received more than 40,000 shipments, remained the Nation's busiest port of entry for wildlife trade.

Inspectors at John F. Kennedy International Airport in New York handled 30,818 shipments while their counterparts in Newark processed 9,225.

- Los Angeles was the second busiest port of entry for wildlife imports and exports. The 22,507 shipments processed at this location included many containing live wildlife. On the East Coast, inspectors in Miami also handled a significant volume of live wildlife trade.
- Large numbers of express mail shipments from Asia made Anchorage, Alaska, the Nation's third busiest wildlife port in FY 2004. Inspectors at this location handled 14,858 shipments.
- The Service announced plans to designate three new ports for wildlife trade: Houston, Texas (which is already staffed and operated as a special port) and Memphis, Tennessee, and Louisville, Kentucky. This expansion will provide new port-of-entry options for wildlife import/export customers using international express mail services to move their shipments.
- Two groups of wildlife inspectors were hired to staff port operations in Memphis and Louisville.
- Inspection staff assigned to Memphis met with supervisors from FEDEX Trade Brokers to review wildlife import/export requirements in preparation for the launch of designated port operations there.
- Staff at the proposed designated port of Louisville met with UPS officials to discuss startup operations and instruct company training staff on wildlife import/export requirements and the use of eDecs.
- In FY 2004, the Service received funding to expand inspection services at nine border ports, including several previously unstaffed locations.
- Service wildlife inspectors nationwide helped individual businesses and brokers identify and resolve problems that were impeding trade. Inspection staff participated in meetings of brokers associations and trade groups to review wildlife import/export requirements, promote the use of e-Decs, and spotlight ways to expedite trade.
- Service compliance assistance efforts at the port of New York helped a major fashion retailer transform itself into a model importer. Open communication has reduced violations, expedited trade, and facilitated effective information exchange concerning regulatory requirements and market trends.
- Wildlife inspectors in New York met with compliance and enforcement managers from a major U.S. airline to review problem areas involving the humane transport of wildlife. Corrective measures were identified, including training opportunities for cargo handlers.
- In September 2004, Service Law Enforcement representatives in the Northeast met with representatives of the Fur Industries of North America (a coalition of trade associations and

businesses involved in the fur trade) to examine issues related to the processing of fur shipments through the port of New York and discuss ways to expedite the inspection and clearance of fur imports and exports.

- The Office of Law Enforcement continued to use public bulletins to communicate with import/export “customers” and help businesses comply with wildlife import/export laws. In FY 2004, bulletins (which are issued via the Internet, posted at ports, and sent to the National Customs Brokers Association for distribution to member companies) alerted the wildlife trade community about:
 - A ban on the importation of queen conch from the Dominican Republic, Haiti, and Honduras
 - New identification requirements for CITES-listed hard corals
 - An import embargo on civet cats imposed after these animals were linked to the outbreak of SARS (sudden acute respiratory syndrome)
 - A ban on the importation of birds from Southeast Asia that was put in place to stem the spread of avian flu
 - Implementation of CITES universal labeling requirements for sturgeon caviar
 - Changes affecting the import and export of seahorses and other tropical fish
 - Trade implications related to the U.S. decision to list beluga sturgeon as a threatened species under the Endangered Species Act
 - Service plans to designate the ports of Houston, Louisville, and Memphis
 - Changes in procedures for applying for U.S. CITES certificates
 - Trade restrictions on CITES-listed wildlife from 13 countries that failed to meet treaty obligations

- Service wildlife inspectors conducted outreach activities targeting brokers, commercial importers and exporters, and international travelers to improve understanding of wildlife laws and expedite legal wildlife trade (see section on “Promoting Compliance”).

- The Service undertook initial efforts to ensure full participation in the International Trade Data System (ITDS) – an interagency “e-Government” initiative that will link all importers/exporters and all Federal agencies involved in regulating international trade. From a “customer service” perspective, ITDS will give the trade community a “single window” internet-based filing interface for dealing with all regulatory agencies simultaneously; the system promises to streamline import/export procedures and reduce shipment processing times.

Managing for Excellence

The Office of Law Enforcement's success in protecting wildlife depends on the quality of its staff and how well it uses its "human capital" and other resources. Effective management requires ongoing strategic planning and performance monitoring as well as a sustained commitment to building and maintaining a highly skilled, appropriately deployed workforce.

The Office of Law Enforcement is leveraging technology to better support investigative and inspection efforts and program management. Such efforts include ongoing improvements to the Law Enforcement Management Information System (LEMIS) as well as work to integrate the program's IT infrastructure with new Departmental and interagency systems.

Service Law Enforcement is also working to improve professional accountability. A Professional Responsibility Unit has been established to respond to public concerns and identify and resolve systemic issues involving the conduct and integrity of law enforcement operations.

FY 2004 Accomplishments

Strategic Planning and Performance Monitoring

- During FY 2004, the Office of Law Enforcement drafted a strategic plan to guide its enforcement efforts through the end of the decade. The plan reviews challenges; identifies strategic goals and objectives; and defines performance indicators for measuring progress.
- The Office of Law Enforcement's field activity report system was integrated with the Service's Activity Based Costing (ABC) system. Integration eliminates dual recordkeeping and allows the continued collection of data needed for budget/performance integration.
- The Office of Law Enforcement completed the Service's Financial Controls Questionnaire and identified actions needed to improve internal controls that are in place to protect government assets and support the preparation of accurate financial statements.

Workforce Management

- The Office of Law Enforcement undertook a comprehensive workforce planning effort to improve management of human capital. Goals included examining workforce skills and developing staffing models to ensure the effective deployment of enforcement staff.
- Service Law Enforcement hired a class of 19 new special agents; these officers finished their basic classroom training in October 2004.
- A group of 25 special agents completed the Field Training and Evaluation Program, which provides one year of close supervision and on-the-job guidance for rookie agents.

- Efforts to address officer safety and preparedness included agent in-service training on physical and mental conditioning and instruction on using firearms in low-light conditions.
- At in-service training, wildlife inspectors honed skills for identifying injurious species and learned about new DNA analysis techniques that can support their enforcement efforts.

Leveraging Technology

- Improvements to LEMIS included the addition of subsystems for intelligence gathering, preparing violation notices, and tracking training, property, and travel expenditures.
- Work began to ensure Service integration in the interagency International Trade Data System – a system that promises improvements for trade enforcement and trade facilitation.
- Staff completed initial work to integrate LEMIS with the Incident Management, Analysis and Reporting System (a Departmental law enforcement records system).

Professional Responsibility

- A special agent was added to the staff of its newly created Professional Responsibility Unit.
- The Unit drafted professional responsibility policy for Service special agents, wildlife inspectors, and refuge officers and their non-law enforcement supervisors.
- A training module was developed for law enforcement managers and supervisors that explains their role in addressing public complaints about the conduct of Service officers.
- A system for tracking professional responsibility cases was implemented.
- Information about professional responsibility and forms for filing complaints were made available to the public via the Law Enforcement web site.

Other Enhancements

- The Office of Law Enforcement implemented a “Chief’s Directive” series to improve communication of policies and procedures to Service officers and administrative staff.
- The Washington Office and Forensics Laboratory developed computer seizure protocols to ensure consistency in the field when officers seize computers and recover digital evidence.
- Headquarters staff began developing regulations to implement the Captive Wildlife Safety Act, which prohibits interstate and foreign commerce in big cat species.
- Agents and inspectors in the field gained access to state-of-the art “tele-translation” services covering some 150 different languages.

Building Enforcement Partnerships

Strong and effective partnerships with other law enforcement agencies are essential to the success of wildlife law enforcement. Service officers work closely with their enforcement counterparts in the National Wildlife Refuge System and team with other Federal, State, and tribal officers to safeguard the Nation's wildlife resources.

Cooperation is also vital to Service efforts to promote global wildlife conservation. Service Law Enforcement maintains liaison with the CITES Secretariat and wildlife law enforcement agencies around the world. Service special agents and wildlife inspectors are often the instructors of choice when other nations seek to improve their wildlife enforcement capabilities.

FY 2004 Accomplishments

Multi-jurisdictional Cooperation

- Service special agents and wildlife inspectors in New Jersey joined Federal, State, and local enforcement agencies (including the U.S. Coast Guard and New Jersey Division of Environmental Protection) in responding to an oil spill that killed at least 100 migratory birds and affected a 30-mile stretch of shoreline.
- Service Law Enforcement teamed with the National Park Service and the New York Department of Environmental Conservation to conduct an endangered species enforcement workshop for Long Island police officers who deal with issues involving piping plovers and other beach-dependent protected species.
- As a member of the New Mexico Outfitter and Hunting Guide Task Force, the Service is working with New Mexico Game and Fish, the Bureau of Land Management, the Forest Service, and the U.S. Attorney to prevent unlawful exploitation of big game resources.
- Service staff joined counterparts from the National Marine Fisheries Service, U.S. Customs and Border Protection, Washington State, and Canadian agencies to conduct a two-day "border blitz" at six ports of entry along the U.S./Canada border in Washington and Idaho.

Federal Partnerships

- Cooperative case work included joint investigations with the National Park Service, Bureau of Indian Affairs, Bureau of Land Management, Environmental Protection Agency, U.S. Army Corps of Engineers, U.S. Food and Drug Administration, Bureau of Alcohol, Tobacco, and Firearms, U.S. Customs and Border Protection, and U.S. Immigration and Customs Enforcement. Many of these investigations are cited in the "Protecting America's Wildlife" and "Combating Global Wildlife Trafficking" sections of this report.

- The Service is one of more than 20 Federal trade regulating agencies drawn from 10 Cabinet departments that are working directly with U.S. Customs and Border Protection to design and develop the International Trade Data System. This multiyear “e-Government” enforcement initiative promises to expedite legal commerce, support smuggling interdiction, and improve the coordination of trade enforcement efforts.
- Agents in the Southwest are participating in a Federal task force to address violations of the Archeological Resources Protection Act and Native American Graves Protection and Repatriation Act. Task force members include the Bureau of Indian Affairs, Bureau of Land Management, Forest Service, National Park Service, and three U.S. Attorney Offices.
- Wildlife inspectors in New York, Newark, Chicago, Miami, and Los Angeles were asked to help the Department of Homeland Security expand its ability to detect radioactive material by carrying personal radiation detectors with them when they inspect shipments.
- Wildlife inspectors in Los Angeles teamed with Customs and Border Protection officers to “blitz” passenger flights for illegal caviar importations.
- Service and Customs and Border Protection inspectors conducted a three-day inspection blitz at the border crossing in Houlton, Maine, to check hunters returning from Canada.
- A three-day multi-agency task force operation to inspect vehicles at the border crossing in Calexico, California, documented 50 import/export violations.
- Service Law Enforcement continued to look to cross training to expand its enforcement reach, particularly with respect to policing wildlife trade. During FY 2004, more than 2,200 new U.S. Customs and Border Protection officers received instruction in wildlife import/export requirements from Service staff during their basic training.
- Inspectors from Baltimore conducted import/export cross training for new agriculture inspectors as part of their basic training at an Agriculture Department facility in Maryland.
- Wildlife inspectors in Hawaii provided a three-day import/export training program to 46 military police officers stationed in the Pacific.
- The Service and U.S. Department of Agriculture (which inspects CITES plant importations) teamed to conduct a CITES enforcement workshop for managers and staff from State, Federal, and territorial agencies throughout the Pacific.
- Los Angeles inspectors started a cross-training program on wildlife identification for new Customs and Border Protection officers; training sessions are held two or three times each month.
- Wildlife inspectors in Seattle and Blaine, Washington, provided wildlife import/export cross training to Customs and Border Protection staff. Similar training was also conducted by inspectors in North Dakota, San Diego, and other locations.

- The Office of Law Enforcement’s manatee enforcement coordinator conducted training on speed zone enforcement for U.S. Coast Guard boarding officers so that they can continue to support the Service’s efforts to protect manatees from boat strikes.
- Agents conducted training on Federal wildlife laws for Marine Corp conservation officers at Camp Pendleton in California and Quantico Marine Corps Base in Virginia to implement a new agreement for cooperative conservation enforcement.
- Service Law Enforcement provided firearms tactics training for National Park Service rangers at Grand Teton National Park in Wyoming and a two-day wilderness survival course for rangers at Big South Fork National Park.

State Partnerships

- Service special agents worked numerous joint investigations with State counterparts that exposed illegal commercialization of wildlife resources, unlawful hunting and guiding activities, and other wildlife crimes. Many of these investigations are highlighted in the “Protecting America’s Wildlife” section of this report.
- Service Law Enforcement signed a first-ever cooperative agreement with Arizona Game and Fish for cross-designation of officers.
- In Texas, nearly 500 State game wardens were commissioned as Federal deputy game wardens and received training in Federal wildlife law enforcement.
- Service Law Enforcement officially teamed with the Florida Fish and Wildlife Commission to enforce boat speed laws in manatee protection zones. Agents trained 67 Florida State wildlife officers to prepare them to play a greater role in this enforcement arena.
- A change in Idaho State law authorized cooperative efforts to safeguard wolves. Service agents conducted training for Idaho Fish and Game officers to review enforcement issues related to management of the State’s wolf population.
- A Federal/State partnership is helping to protect the endangered Atlantic salmon in Maine. Participating agencies include the Service, Maine Warden Service, National Marine Fisheries Service, and Atlantic Salmon Commission.
- Cooperative waterfowl hunting enforcement work included task force operations with State officers in Washington State, California, New Mexico, Texas, New York, Rhode Island, Vermont, South Carolina, and other States.
- Service agents teamed with the New York State Department of Environmental Conservation to conduct an enforcement detail at a major antique show in central New York.
- A special agent helped the Colorado Division of Wildlife conduct a covert investigators “school” for State officers from across the country.

- Instructional assistance included training on Migratory Bird Treaty Act enforcement for officers from Washington State, Mississippi, Louisiana, and Arkansas; non-lethal munitions training for wildlife officers in Nevada, Montana, and Wyoming; and training on Federal wildlife laws for officers in Utah, Rhode Island, and New Jersey.
- Service staff from Hawaii trained 100 officers in American Samoa on wildlife import/export requirements and wildlife inspection procedures. As part of the training, students inspected a ferry arriving from Western Samoa; they seized sea turtle jewelry, unlawfully imported lobsters, pest-infested wood, and auto parts hidden in a shipment of handicrafts.

Tribal Partnerships

- Service Law Enforcement, the Native American Fish and Wildlife Society, and the Montana Department of Fish and Wildlife teamed to conduct the 7th annual Native American Conservation Officer Basic Training program. Thirty-two participants representing 14 tribes from eight States completed the 40-hour program, bringing the total number of Native American conservation officers trained to date to more than 550.
- Agents provided presentations on tribal authorities and developing tribal game codes to more than 200 tribal officials at the national convention of the Native American Fish and Wildlife Society in Jackson, Wyoming.
- In the Southwest, agents provided training on Federal wildlife laws to officers from the Navajo Nation, the Jicarilla-Apache, the Laguma Pueblo, and the Pueblo of Acoma.
- In South Dakota, special agents helped Rosebud Sioux tribal game wardens investigate non-Indian hunters who were killing elk on tribal lands. They also worked with tribal officials to revise tribal statutes to improve safeguards for wildlife resources.
- The National Eagle Repository filled 1,851 requests from Native Americans for eagles and eagle parts for religious use – a record number.

International Partnerships

- As the primary entity responsible for enforcing CITES in the United States, Service Law Enforcement worked closely with global counterparts to address trade issues. Enforcement partnerships were also sustained with Canada and Mexico through the North American Wildlife Enforcement Group.
- The Service hosted a five-day “enforcement experts” meeting for the CITES Secretariat. The meeting, which focused on improving enforcement coordination, drew participants from Azerbaijan, the United Kingdom, Israel, Zambia, Kazakhstan, China, Chile, Canada, New Zealand, the Lusaka Task Force, and the Tiger Enhancement Task Force.

- Service officers participated in a bilateral transboundary environmental enforcement workshop in Juarez, Chihuahua, Mexico, which reviewed regulatory requirements and explored ways to combat wildlife smuggling and other crimes.
- A Service special agent provided on-the-job law enforcement training to officers at the Galapagos National Park and Marine Reserve in Ecuador. The training coincided with the annual sea cucumber harvest and included “on the water” instruction during actual patrols.
- Service special agents conducted a two-week law enforcement training program for 23 local conservation officers in Bagamoyo, Tanzania. Students worked with a motorized patrol boat, which was transferred to the Bagamoyo Fisheries District by the Interior Department to support efforts to protect sea turtles, coral reefs, and fishery resources.
- Service agents and a forensic scientist presented the Service-developed two-week Wildlife Poaching Investigators Course for the third time at the International Law Enforcement Academy in Botswana. Students completing the course included 30 enforcement officers from Botswana, Uganda, Kenya, South Africa, Zambia, and Tanzania.

Promoting Compliance

The Office of Law Enforcement works to help Americans understand and obey laws that protect wildlife and wildlife habitat. Outreach efforts that promote compliance focus on such groups as

- Industries whose activities affect wildlife;
- Landowners and developers;
- Guides, outfitters, and hunters;
- Importers and exporters dealing in wildlife and wildlife products; and
- Travelers who buy wildlife products overseas.

Service Law Enforcement works closely with groups whose activities are affected by wildlife laws to secure compliance. The Office often teams with other enforcement agencies and non-governmental partners to produce and distribute educational materials and conduct outreach campaigns. Compliance-focused partnerships and outreach support Service efforts to protect U.S. wildlife resources, stem global wildlife trafficking, and facilitate legal wildlife trade.

FY 2004 Accomplishments

- In Alaska, the Service recognized the stewardship efforts of two utility company officials who have worked successfully to address avian electrocution problems.
- Agents in Arizona joined electric power companies from throughout the State for the Arizona Utility Workshop for Wildlife Protection. Service presentations focused on statutory protections and stewardship responsibilities while power companies shared information about “bird friendly” construction designs.
- Agents met with the New Mexico Avian Protection Work Group to examine raptor electrocution issues with power company representatives.
- In South Dakota, the Service teamed with the Avian Power Line Interaction Committee to present training on reducing avian electrocution hazards.
- Service and State officers in Nebraska are working with the Omaha Public Power District to ensure that power line maintenance activities, such as tree trimming and brush removal, are conducted without harming migratory birds.
- Service Law Enforcement distributed outreach materials on secondary poisoning of wildlife to U.S. schools of veterinary medicine. Many plan to incorporate the information (which addresses the improper disposal of euthanized carcasses) in their curriculum.
- All Service agents received copies of the outreach materials on secondary poisoning for use in informing veterinarians, livestock owners, and pet owners about this threat to wildlife.

- Service officers in Idaho are working with the State veterinarian to increase awareness about the linkage between wildlife poisonings and the improper disposal of euthanized livestock carcasses. Efforts included a Service presentation at a State meeting of veterinarians.
- A special agent presented a briefing on migratory bird stewardship responsibilities to more than 120 members of the Association of Kansas Pest Control Applicators.
- Agents in North Carolina helped a company based in that State develop a public information campaign aimed at curtailing the misuse of pesticides to kill migratory birds.
- Agents met with city officials in Wichita, Kansas, to review prohibitions under the Migratory Bird Treaty Act and discuss how the city could best proceed with development in and around an established egret rookery.
- In Utah, agents worked with the Bureau of Land Management to secure the installation of exclusionary devices on water storage tanks to bar access by migratory birds.
- Agents in the Southwest made effective use of media opportunities to focus public attention on wolf recovery efforts. Coverage by National Public Radio and the NBC Nightly News spotlighted Service efforts to reduce wolf mortalities and address community concerns.
- A special agent conducted two grizzly bear safety classes in Wyoming. These classes focus on ways to avoid interactions with grizzlies and how best to respond when encounters occur.
- Service officers in Houston teamed with Texas game wardens to remind hunters about prohibitions on waterfowl baiting. Public meetings provided a forum for discussing hunters' concerns and explaining regulatory requirements.
- Wildlife inspectors in Anchorage conducted compliance briefings for U.S. hunters leaving for the Russian Far East. Service outreach helped sportsmen bring their brown bear trophies home without legal difficulties.
- For the 15th year, Service special agents and wildlife inspectors staffed an outreach booth at the Safari Club International (SCI) annual convention in Nevada to help international big game hunters and businesses supporting this sport understand wildlife import/export rules.
- Seattle inspectors provided similar information at an SCI meeting in Bellevue, Washington.
- In the spring of 2004, agents in Texas provided an outreach presentation to representatives of hunting organizations and outdoor magazine publishers on deer hunting in Mexico and import/export requirements for big game trophies. A "hunter check list" was developed and distributed to hunters to help them comply with U.S. and Mexican regulations.
- Wildlife inspectors in New York participated in the annual convention of the Association of Chinese Herbalists, presenting information about protected species and wildlife import/export requirements.

- Service Law Enforcement teamed with Traffic North America and the International Fund for Animal Welfare to conduct a symposium on the use of endangered species in traditional Chinese medicine at a conference sponsored by *TCM World* magazine. The Service presentation reached some 200 U.S. practitioners of traditional medicine.
- The Service and World Wildlife Fund/Traffic North America updated the popular “Buyer Beware” brochure, which provides guidance for travelers on purchasing wildlife and plant products overseas. The brochures are distributed via airport displays and are used to conduct public outreach across the country.
- Service Law Enforcement posted “Buyer Beware” information for international travelers on its website in English and six other languages (Spanish, French, German, Russian, Chinese, Japanese, and Vietnamese).
- Service Law Enforcement teamed with the National Wildlife Refuge System to install a new outreach display at the Minneapolis-St. Paul International Airport. The interactive exhibit teaches travelers about wildlife import/export requirements and promotes tourism at refuges in the Midwest.
- Two educational displays were installed at the new World Gateway Terminal at the Detroit International Airport to help travelers comply with U.S. laws and regulations governing the importation of wildlife and plant products.
- New guidance was developed to help travelers understand the requirements for transporting wildlife items between Alaska and the lower 48 States. Individuals driving through Canada on their way to or from Alaska often fail to realize that they are subject to import/export regulations when they cross the U.S.-Canada border.
- A Service inspector in Dallas/Fort Worth provided outreach presentations at adult ESL (English as a Second Language) classes to inform recent immigrants about wildlife import/export requirements affecting products from their cultures.
- The National Wildlife Property Repository responded to 165 requests for wildlife items from schools, zoos, and other organizations seeking materials for use in teaching the public about wildlife trade and wildlife conservation. Items supplied totaled 19,429.

Supporting Officers in the Field

Forensics

The National Fish and Wildlife Forensics Laboratory, located in Ashland, Oregon, is the world's only full-service crime laboratory devoted exclusively to supporting wildlife law enforcement. Scientists at the Laboratory identify the species of wildlife parts and products seized as evidence. They link suspect, "victim," and crime scene through the examination and comparison of physical evidence; determine the cause of death of wildlife crime victims; and help analyze crime scenes and recover evidence from seized computers.

Laboratory scientists also conduct research to develop new analytical techniques needed in wildlife forensics. They provide training to wildlife law enforcement officers and work with such organizations as the American Society of Crime Laboratory Directors. The Service facility holds accreditation from that group – a professional status attained by only half the crime laboratories in the United States.

FY 2004 Accomplishments

- Laboratory scientists worked on 657 cases involving the analysis of over 5,200 pieces of evidence.
- Forensics specialists testified 24 times as expert witnesses in wildlife crime cases that went to trial and provided on-site assistance in analyzing crime scenes in California and Pennsylvania.
- Both the genetics and morphology standards collections were expanded. Over 2,400 samples from 1,243 individuals representing 164 species were added to the tissue archive for use as reference standards for DNA and other genetic analyses. Laboratory morphologists added 197 specimens to their standards collection, covering 40 new birds and 63 new mammals.
- Research on gray wolf genetics included the development of new Y-chromosome DNA markers to expand the nuclear DNA database and the inclusion of additional populations in Alaska and Canada in the mitochondrial DNA database.
- Scientists in the genetics section made progress in ivory identification, developing a diagnostic single-nucleotide-polymorphism test for distinguishing African and Asian elephant ivories. The test can be used with non-destructively obtained samples.
- The morphology unit assembled a collection of hair samples from 70 mammals for the U.S. Customs laboratory in New York City, which lost its animal hair standards collection when the World Trade Center towers were destroyed on 9/11.

- Research on detecting fake walrus tusks made from bovine leg bones will help Service officers focus enforcement efforts on genuine ivory.
- The ornithology unit teamed with scientists from the Bureau of Land Management and the U.S. Forest Service to complete a research study on the detection of hybrid spotted and barred owls in the Pacific Northwest.
- The Laboratory's herpetologist continued researching Asian turtle and snake species found in the wildlife trade.
- The chemistry unit achieved a 50-percent reduction in solvent use for the year after switching to a low-flow system for the high performance liquid chromatograph – equipment routinely used to analyze carbamate poisons.
- Progress was made in refining a unique method for extracting and characterizing the environmental avicide 4-aminopyridine (*Avitrol*). This approach promises better recovery and improved sensitivity.
- The chemistry unit expanded its capabilities for identifying species based on blood and tissue samples using MALDI TOF mass spectrometry – a procedure that offers quick turnaround.
- Laboratory chemists teamed with scientists at Southern Oregon University to explore a new technique for differentiating the species of certain blood and tissue samples (for example, bear and elk) not readily distinguishable through mass spectrometric analyses.
- The senior pathologist presented a seminar on forensics pathological evaluation of wildlife for wildlife veterinarians and law enforcement officials from nations in southern Africa.
- Laboratory staff trained new special agents and wildlife inspectors in species identification skills. Agent basic training also included lab-taught sessions on crime scene analysis.
- Crime scene investigation training was also provided to African wildlife officers at the International Law Enforcement Academy in Botswana and to representatives of State wildlife agencies at Mississippi State University.
- The Laboratory's website (its primary outreach tool) received more than 2.9 million hits in FY 2004 – an average of about 8,100 hits per day.

Intelligence

The Office of Law Enforcement's Intelligence Unit collects and analyzes information on all aspects of wildlife trafficking to support Service investigations, inspections, and smuggling interdiction efforts. The Unit also coordinates intelligence sharing with other law enforcement agencies in the United States and other countries. It establishes and maintains a broad network

of domestic and international contacts with conservation groups, trade associations, and other entities involved in, or concerned with, wildlife trade.

Intelligence support is vital to Service efforts to identify and disrupt wildlife trafficking networks. Access to comprehensive, well-analyzed intelligence data also helps law enforcement managers identify threats to species and plan and prioritize investigative efforts and smuggling interdiction operations at ports of entry.

FY 2004 Accomplishments

- The Intelligence Unit completed a comprehensive analysis of U.S. wildlife trade, which included port-by-port reviews as well as identification of national trends for the period 1997 through 2003. The study examined such trade parameters as commodity, country, mode of transport, purpose, and compliance. This information will help managers evaluate inspection operations and identify ways to improve U.S. policing of wildlife trade.
- Other analytical studies included a comprehensive assessment of bobcat harvest data for several States; an examination of harvest and trade data for American eel; and a review of wildlife commerce being conducted via the internet.
- Intelligence analysts supported a number of major investigations, including cases involving internet-based wildlife trafficking; illegal trade in marine mammals and endangered species; Lacey Act foreign law violations; and violations involving migratory birds and eagles. “Intel” support included background checks, wildlife valuation, document analysis, trade research, toll record analysis, link chart creation, and other services.
- The Unit continued to expand its capacity to support Service officers in the field. New capabilities included additional tools in the LEMIS intelligence subsystem and the acquisition of data sets and software dealing with mapping, government wage and employment statistics, Postal Service alerts, and telephone subpoenas.
- Progress was made in building cooperative relationships with other national and international agencies to support the development of wildlife trade intelligence information.
- Work with the Intelligence Division of the Canadian Wildlife Service included the exchange of tactical and strategic intelligence about caviar smuggling, illegal trade in traditional medicinals, and the cross-border movement of hunting trophies.
- Intelligence analysts participated in a seminar on “Intelligence Led Enforcement for Wildlife Crime” held in Ottawa, Canada. The program, which was sponsored by the North American Wildlife Enforcement Group and the Commission on Environmental Quality, featured Service presentations on species of concern; cross-border movement of hunters; sea turtle egg and meat trafficking; and caviar trade patterns. Attendees included representatives from U.S., Canadian, and Mexican wildlife enforcement agencies.

Appendix A. Statistical Summary

Law Enforcement Program Facts and Figures

FY 2004 enacted budget	\$53.6 million
FY 2004 end-of-year special agent force	231
FY 2004 end-of-year wildlife inspector force	95
FY 2004 investigative case load	10, 536*
FY 2004 violations adjudicated	9,654*

* *These numbers reflect the work of both agents and inspectors.*

FY 2004 wildlife imports/exports	154,952
FY 2004 value of U.S. wildlife trade	\$1.7 billion
One-year increase in volume of trade	11 percent
Number of designated ports *	14
Number of other staffed ports	17

** *Houston became a designated port and new designated ports opened in Memphis, Tennessee and Louisville, Kentucky in January 2005, bringing this total to 17.*

FY 2004 staffed port locations:

Designated Ports

Anchorage, Alaska
 Atlanta, Georgia
 Baltimore, Maryland
 Boston, Massachusetts
 Chicago, Illinois
 Dallas-Fort Worth, Texas
 Honolulu, Hawaii
 Los Angeles, California
 Miami, Florida
 Newark, New Jersey *
 New York, New York *
 New Orleans, Louisiana
 Portland, Oregon
 San Francisco, California
 Seattle, Washington

Border, Special & Other Ports

Agana, Guam
 Blaine, Washington
 Brownsville, Texas
 Buffalo, New York
 Champlain, New York
 Denver, Colorado
 Detroit, Michigan
 El Paso, Texas
 Houston, Texas
 Laredo, Texas
 Nogales, Arizona
 Pembina, North Dakota
 San Diego, California
 San Juan, Puerto Rico
 St. Paul, Minnesota
 Sweetgrass, Montana
 Tampa, Florida

* *Operate together as one port*

FY 2004 Investigative Caseload

Statute	Cases
African Elephant	60
Airborne Hunting	8
Archeological Resources	3
Conspiracy	22
Eagle Protection	130
Endangered Species	5,130
False Statements	13
Hunting on Indian Lands	9
Lacey	1,846
Marine Mammal Protection	171
Migratory Bird Stamp	399
Migratory Bird Treaty	2,145
National Wildlife Refuge	145
Other Federal Laws	80
Permit/License	12
Recreational	1
Rhino Tiger Labeling	9
Smuggling	28
State Laws	237
Wild Bird Conservation	88
Total	10,536

This table reflects investigative cases worked by Service special agents and wildlife inspectors during FY 2004.

Annual Violation Statistics, FY 2002– 2004 *

	2002	2003	2004
No. of Violations	9,150	9,777	9,658
Fines	\$2,928,329	\$5,501,456	\$2,747,344
Prison (years)	99	61	176
Probation (years)	1,021	522	452
Civil Penalties	\$2,188,844	\$8,828,052	\$916,967

This table summarizes the results of criminal and civil prosecutions undertaken based on the enforcement efforts of Service special agents and wildlife inspectors.

FY 2003 – 2004 Wildlife Inspection Activity

Port of Entry	FY 2003 Shipments	FY 2004 Shipments
Designated Ports		
Anchorage, AK	11,966	14,858
Atlanta, GA	2,137	2,541
Baltimore, MD	3,200	3,189
Boston, MA	1,465	1,811
Chicago, IL	5,490	6,231
Dallas/Fort Worth, TX	4,453	5,354
Honolulu, HI	3,633	4,195
Los Angeles, CA	21,184	22,507
Miami, FL	9,673	9,875
New Orleans, LA	786	840
New York, NY/Newark, NJ	35,909	40,043
Portland, OR	1,015	1,073
San Francisco, CA	4,486	4,977
Seattle, WA	3,293	3,791
Subtotal	108,690	121,285
Non-Designated Ports		
Agana, GU	563	797
Blaine, WA	2,286	2,446
Brownsville, TX	249	330
Buffalo, NY	2,508	2,410
Champlain, NY	4,891	4,179
Detroit, MI	1,235	1,130
El Paso, TX	641	688
Golden, CO	471	503
Houston, TX	951	1,151
Laredo, TX	371	781
Nogales, AZ	379	483
Pembina, ND	2,320	2,265
San Diego, CA	635	831
San Juan, PR	145	176
St. Paul, MN	1,245	955
Sweetgrass, MT	999	928
Tampa, FL	1,213	1,249
Subtotal	21,102	21,302
Non-Staffed Ports	9,749	12,365
Total	139,541	154,952

Appendix B. Laws Enforced

The Office of Law Enforcement upholds the Nation's wildlife protection laws. Brief summaries of these statutes appear below.

Bald and Golden Eagle Protection Act (16 U.S.C. 668-668C). This Act makes it illegal to import, export, or take bald or golden eagles, or to sell, purchase, or barter their parts or products made from them, including nests or eggs.

Migratory Bird Treaty Act (16 U.S.C. 703-712). Except as allowed by implementing regulations, this Act makes it unlawful to pursue, hunt, kill, capture, possess, buy, sell, purchase, or barter any migratory bird, including feathers or other parts, nests, eggs, or migratory bird products.

Migratory Bird Hunting and Conservation Stamp Act (16 U.S.C. 718). Commonly referred to as the "Duck Stamp Act," this law requires waterfowl hunters 16 years of age or older to purchase and possess a valid Federal waterfowl hunting stamp before they take migratory waterfowl.

Lacey Act (18 U.S.C. 42; 16 U.S.C. 3371-3378). This Act authorizes the Secretary of the Interior to designate injurious wildlife and ensure the humane treatment of wildlife shipped to the United States. It prohibits the importation, exportation, transportation, sale, or purchase of fish and wildlife taken or possessed in violation of State, Federal, tribal, and foreign laws. The 1981 amendments strengthened the enforcement of Federal wildlife laws and improved Federal assistance to the States and foreign governments in the enforcement of their wildlife laws. The Act also provides an important tool in the effort to deter smuggling and illegal trade.

Marine Mammal Protection Act (16 U.S.C. 1361-1407). This Act establishes a moratorium on the take and importation of marine mammals, including parts and products, and defines Federal responsibilities for the conservation of marine mammals. It assigns management authority for the sea otter, walrus, polar bear, dugong, and manatee to the Department of the Interior.

Airborne Hunting Act (16 U.S.C. 742j-1). Section 13 of the Fish and Wildlife Act of 1956 is commonly referred to as the Airborne Hunting Act. It prohibits taking or harassing wildlife from aircraft, except when protecting wildlife, livestock, and human health or safety as authorized by a Federal or State license or permit.

National Wildlife Refuge System Administration Act (16 U.S.C. 668dd-668ee). This 1966 Act constitutes an "Organic Act" for the National Wildlife Refuge System. It provides guidelines for administration and management of all areas in the system including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, game ranges, wildlife management areas, or waterfowl production areas."

Endangered Species Act (16 U.S.C. 1531-1543). This Act prohibits the importation, exportation, taking, and commercialization in interstate or foreign commerce of fish, wildlife,

and plants that are listed as threatened or endangered species. The Act also implements the provisions of the Convention on International Trade in Endangered Species (CITES).

Antarctic Conservation Act (16 U.S.C. 2401). This Act provides for the conservation and protection of the fauna and flora of Antarctica. The Act makes it unlawful for any U.S. citizen to take any native bird or mammal in Antarctica or to collect any native plant from any specially protected area on that continent. In addition, the Act makes it unlawful for anyone in the United States to possess, sell, offer for sale, deliver, receive, carry, transport, import, export, or attempt to import or export from the United States any native mammal or bird taken in Antarctica or any plant collected in any specially protected area.

Archeological Resources Protection Act (16 U.S.C. 470aa). This Act protects archeological resources and sites on public and Indian lands and fosters increased cooperation among governmental authorities, the professional archeological community, and individuals who own collections of archeological resources obtained before October 31, 1979. The Act makes it illegal for any person to excavate, remove, damage, or otherwise alter or deface any archeological resource located on public or Indian lands without a permit. In addition, the Act makes it illegal for any person to sell, purchase, exchange, transport, receive, or offer to sell, purchase, or exchange any archeological resource taken from public or Indian lands in violation of Federal, State, or local law.

African Elephant Conservation Act (16 U.S.C. 4201-4245). This Act provides additional protection for the African elephant. It establishes an assistance program for elephant-producing countries of Africa and provides for the creation of an African Elephant Conservation Fund. In addition, the Act places a moratorium on the importation of raw or worked ivory from African elephant-producing countries that do not meet certain criteria.

Wild Bird Conservation Act (16 U.S.C. 4901). This 1992 Act promotes the conservation of exotic birds by encouraging wild bird conservation and management programs in countries of origin; by ensuring that all U.S. trade in such species is biologically sustainable and of benefit to the species; and by limiting or prohibiting imports of exotic birds when necessary.

Rhinoceros and Tiger Conservation Act (16 U.S.C. 5301-5306). The 1998 reauthorization of this Act prohibits the import, export, or sale of any product, item, or substance containing, or labeled or advertised as containing, any substance derived from tiger or rhinoceros.