

# Annual Report FY 2005

U.S. Fish & Wildlife Service  
Office of Law Enforcement  
October 2006



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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, we contribute 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 that involve the unlawful exploitation of federally protected resources, including endangered and threatened animals and plants native to the United States, migratory birds, and marine mammals. We work in partnership with industries to reduce the effect of their activities and facilities on wildlife resources. We team with State, Tribal, and other Federal enforcement agencies to improve protections for fish, wildlife, and plants nationwide, including resources under State and Tribal stewardship. We also work to promote compliance with wildlife laws through outreach to hunters, landowners, industry, and others.

## **FY 2005 Accomplishments**

### *Illegal Commercialization*

- The fifth defendant prosecuted in a case that documented the illegal harvest and interstate sale of more than 100 tons of Hawaiian coral and live rock will serve six months home detention and two years probation and must pay \$30,000 in restitution. Prosecutions to date have secured more than \$124,000 in restitution to support conservation in Hawaii.
- A cooperative investigation with State agencies in Ohio, Michigan, and Indiana saw 58 defendants prosecuted for reptile trafficking. More than \$90,000 in State fines were collected in Ohio and Michigan. One of the Federal defendants was sentenced to one year in prison and ordered to pay \$12,500 in fines and restitution.
- A Service/State undercover probe of illegal interstate and international trade in freshwater turtles documented trafficking in virtually every turtle species found in the Southeast.
- The main defendant in a probe of illegal interstate and international trafficking in Oklahoma box turtles (a State-protected species) paid an \$8,000 fine, forfeited a pickup truck, and lost his turtle harvesting licenses in Oklahoma and Texas.
- A California man investigated for the illegal interstate sale of State and federally protected reptiles was sent to prison for 15 months and fined \$3,000.
- An Oregon big cat dealer who pleaded guilty to selling a live ocelot in interstate commerce agreed to pay \$25,000 in restitution to the World Wildlife Fund.
- The owner of a Pennsylvania seafood market was fined \$5,000 for illegally buying and selling clams from contaminated waters in interstate commerce.

- Four commercial fishermen in North Carolina pleaded guilty to felony violations for selling unlawfully harvested striped bass and other fish in interstate commerce. Two were sent to prison, and collectively the group forfeited more than \$7,100 in illegal proceeds.
- Six Miami area residents were indicted for selling indigo and painted buntings, blue grosbeaks, and Northern cardinals – species protected under the Migratory Bird Treaty Act.
- The owner of a pawn shop in Kotzebue, Alaska, was fined \$3,750 for buying raw walrus ivory from a big game guide; the latter was fined \$1,250 for this illegal trafficking.
- One of five Alaska hunters who unlawfully killed 41 walruses for their ivory was sent to prison for three years. His companions will spend a total of 12 years on probation and must perform 800 hours of community service.
- Prosecutions in a second case involving wasteful take of walrus for the ivory trade saw a defendant with a previous felony conviction sentenced to serve seven years in prison.
- A Service/State investigation in Alaska secured the conviction of three men for killing at least 16 black bears for the overseas bear gall trade. One will serve a year in prison and must forfeit a 22-foot boat and two firearms; the other two were sentenced to three years probation and must pay \$6,400 in fines and restitution.
- A Colorado man who smuggled bear gall bladders and bear meat to Canada pleaded guilty to a Lacey Act felony and was ordered to pay \$15,000 in fines and restitution.
- The owner of an Indiana deer breeding farm who held illegal commercial hunts on his property (charging clients as much as \$10,000 per trophy) was sentenced to one year in prison and ordered to pay \$570,000 in fines and restitution.
- A sea duck guide who was the subject of a joint Service/State investigation in Maine pleaded guilty in State court to guiding and migratory bird hunting violations; this individual and other defendants in the case paid more than \$10,000 in State fines.
- As the result of a Lacey Act investigation of illegal elk hunting, a Montana outfitter will pay \$50,000 in fines and restitution, serve one year in prison, and forfeit his hunting privileges for life in 18 States. This cooperative Federal/State case also saw two clients pay \$10,000 in Federal penalties; nine State prosecutions completed to date collected an additional \$21,055 in fines and restitution.
- An Alaska hunting guide and five clients from South Carolina were ordered to pay more than \$25,000 in fines and restitution in connection with a violation-laden guided hunt.
- A Colorado hunting guide who pleaded guilty to State charges to avoid a Federal felony prosecution for the interstate transport of unlawfully taken elk, deer, and bear was fined \$14,610 and lost his hunting and fishing privileges for five years.

- A big game guide in Colorado was fined \$12,000 and his client \$5,000 for hunting mountain lions on Federal land without the required permit.
- Another Colorado guide who took non-residents on illegal mountain lion hunts was fined nearly \$10,000 and barred from hunting for five years. One of his clients – a West Virginia man – paid more than \$25,000 in fines and restitution.
- A Kansas rancher who used his airplane to chase and harass deer for hunting clients forfeited \$89,000 (the value of the airplane) and paid \$15,000 in restitution for violating the Airborne Hunting and Lacey Acts.
- A Texas land trust whose employees routinely placed bait to improve waterfowl hunting opportunities for “customers” paid a \$120,000 fine – one of the largest penalties ever for a baiting violation.
- The owner of a North Carolina hunting lodge who pleaded guilty to placing bait was fined \$4,000 and barred from any hunting-related business or personal activity for three years.
- The owner of a Colorado fish hatchery who unlawfully stocked potentially diseased trout both in Colorado and other States was fined \$4,975 for Lacey Act violations and ordered to pay \$25,000 in restitution.

### ***Illegal Take and Habitat Destruction***

- Seven hunters who shot and killed two endangered whooping cranes in Kansas must pay \$23,586 in fines and restitution. Each must also spend two years on probation and perform 50 hours of community service.
- A hunter who killed a sow grizzly and her cub pleaded guilty to Federal charges and was ordered to pay \$15,000 in restitution.
- Two men who killed an endangered wolf near Kemmerer, Wyoming, lost their hunting privileges for two years and paid \$5,256 in fines and restitution.
- Agents in Idaho completed two investigations of wolf killings in the State, securing fines totaling \$3,500 from the two men involved.
- Efforts in Florida to protect endangered manatees from boat strikes included 12 Service task force operations to enforce boat speed limits in manatee protection zones and four Federal/State speed zone enforcement details. Service and State officers issued more than 2,400 citations to boaters for failure to comply with manatee speed zone requirements.
- Two development companies paid a \$15,000 civil penalty for destroying some 1,700 endangered leafy prairie clover plants in Tennessee.

- A California olive grower that destroyed vernal pools containing endangered fairy shrimp paid a \$25,000 penalty for failing to comply with a previous settlement agreement. The company must also purchase \$210,000 worth of “mitigation credits.”
- Enforcement efforts helped secure the payment of \$33,250 in mitigation from a developer in Austin, Texas, for destroying endangered species habitat during construction of a housing development.
- A developer that cut down a bald eagle nest tree in Naples, Florida, must pay \$365,125 in fines and restitution. This sum includes a \$175,000 fine – one of the largest ever collected under the Bald and Golden Eagle Protection Act.
- Two individuals in Florida who destroyed a bald eagle nest tree to increase the value of land for commercial development pleaded guilty to violating the Eagle Protection Act. Both were fined \$10,000 and placed on probation for a year; one must also pay \$80,000 in restitution.
- A man in western Massachusetts who shot a bald eagle was fined \$5,000 and barred from hunting for two years.
- An Arizona man who pleaded guilty to poisoning bald eagles was ordered to pay \$45,000 in restitution and spend five years on probation. His company also lost its Federal grazing leases.
- A North Dakota man who poisoned a bald eagle paid \$13,500 in Federal and State fines and restitution and lost his pesticide applicators license for five years.
- A North Dakota rancher whose deliberate misuse of pesticides killed a bald eagle was ordered to pay \$5,500 in fines and restitution.
- A Georgia cattle company agreed to pay a \$170,000 fine and \$95,664 in restitution after pleading guilty to Federal charges involving the poisoning deaths of more than 3,300 migratory birds. The company’s owner and manager were each fined \$15,000.
- An agricultural chemical company in Kansas that destroyed a heron rookery agreed to pay \$75,000 in restitution.
- The operator of a South Dakota game bird farm who killed 31 protected hawks must pay \$12,500 in fines and restitution.
- The owner of a commercial pheasant hunting club in Wyoming who was killing owls and other raptors was ordered to pay \$13,500 in fines and restitution.
- A California country club that ordered an employee to kill as many as 200 Canada geese over a five-month period was fined \$8,000.

- The investigation of a Nevada ATV tour business that damaged archeological sites on Federal lands resulted in fines totaling \$10,000 for the company and two individuals and the payment of more than \$73,000 in restitution.

### ***Industrial Hazards***

- An oil transportation company responsible for an oil spill off the coast of Massachusetts was fined \$10 million. The spill killed more than 450 federally protected birds, prompted the closure of thousands of acres of shellfish beds, and damaged some 90 miles of beaches.
- An electric power company in New Orleans was ordered to pay a \$250,000 penalty for killing endangered brown pelicans.
- A beet sugar refining company in Nebraska paid a \$35,000 penalty in connection with a defoamer spill that killed more than 470 protected migratory birds.
- A copper company in New Mexico pleaded guilty to violating the Migratory Bird Treaty Act and was ordered to pay \$35,000 in fines and restitution and develop an avian protection plan at an estimated cost of \$5 million.
- Oilfield inspections in the Oklahoma panhandle resulted in the recovery of 50 oil-covered migratory bird carcasses and the issuance of violation notices to 15 companies totaling \$48,200.
- An oil company in Wyoming was fined \$7,500 for allowing migratory birds to die in an unnetted oil production pit. Two other oil producers in the State investigated by the Service for causing the deaths of migratory birds face State fines totaling \$60,000.
- A utility company in Oregon developed and implemented a multi-year avian protection plan for the Klamath Basin – an area that has the largest wintering population of bald eagles in the lower 48. The company expects to spend as much as \$1 million on efforts to prevent raptor electrocutions over a five-year period.
- Service efforts to reduce seabird mortality caused by artificial lighting on the island of Kauai in Hawaii resulted in an agreement to facilitate recovery and rehabilitation of injured birds.
- Service staff in Oregon helped convince a landowner to leave two acres of forested land uncut to help protect a known spotted owl nesting area.



# 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 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. Service Law Enforcement also helps protect U.S. wildlife resources and wildlife 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.

## **FY 2005 Accomplishments**

### *Interceptions of Illegal Wildlife Trade*

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. A representative sampling of significant or unusual seizures and penalties secured in FY 2005 appears below.

- Service efforts to ensure CITES compliance by importers at John F. Kennedy International Airport in New York saw a company pay \$35,000 in penalties and forfeit three shipments of lizard watchstraps and handbags. Two other leather importers paid penalties of \$8,000 and \$5,000.
- A commercial antiques dealer in New York who imported an undeclared shipment of 60 elephant ivory and sea turtle shell antiques from France without the required CITES documents paid a \$20,000 penalty.
- A courier service that transported 205 sea turtle eggs from El Salvador to New York paid \$2,900 for CITES violations.
- A company that imported six shipments of live wildlife, including 360 primates and 562 birds, from Guyana to New York under inhumane conditions was fined \$5,000.
- Staff in New York seized 21 live lesser flamingos that had been taken from the wild in Tanzania and imported in violation of the Wild Bird Conservation Act.

- Inspectors in Boston seized 75 eagle feathers from a researcher arriving from the United Kingdom without a CITES permit.
- Other seizures in Boston included python and lizard leather goods; whale meat; sea turtle eggs; sturgeon caviar; and elephant ivory carvings, including statues invoiced as “ebony.”
- Inspectors in Newark, New Jersey, headed off an importation of live mammals and rodents from Africa that contained species banned as potential carriers of monkeypox.
- Other interceptions in Newark included commercial quantities of sunglasses framed in exotic wildlife leathers; a bear cub carcass shipped from Canada; and an antique shipment from the Netherlands containing stuffed pangolins and Asian elephant carvings.
- A Canadian woman who tried to smuggle commercial quantities of antiques made from elephant ivory and other wildlife materials at the border crossing in Buffalo, New York, paid a \$1,950 penalty.
- Service officers in Atlanta seized over 400 vials of traditional Chinese medicines that were being smuggled in a passenger’s baggage. The seized items were made from CITES-listed plants, such as ginseng and orchids, as well as protected wildlife, including tiger, leopard, bear, musk deer, saiga antelope, and pangolin.
- Other seizures in Atlanta included a shipment containing 163 pieces of CITES-listed coral and queen conch shells; 25 pounds of freshly killed sea turtle meat; 16 Pekin robins imported without a CITES permit; two live snakehead fish; 44 vials of Appendix I rhino serum; whole elephant tusks and commercial shipments of ivory-handled knives; a shipment of 170 hippo leather products; hunting trophies including baboons, monkeys, and a Marco Polo sheep; and Peruvian handicrafts decorated with parrot feathers and other wildlife parts.
- Service staff in Charleston, South Carolina, seized 4,791 pieces of coral and shells being imported without CITES permits; the collection was transferred to the new Georgia Aquarium in Atlanta for educational use.
- Another interception at the port of Charleston involved an antique shipment that contained seven 50-pound giant clam shells imported without CITES permits.
- Inspectors in Miami intercepted 37 live rosy starlings, an injurious species, being imported from Qatar, and discovered 20 live Appendix II arapaimas concealed in a shipment of tropical fish from Peru.
- An individual arriving in Miami from Honduras was caught with a live red-ored Amazon parrot and eight protected orchids hidden in his bags. Inspectors also stopped a passenger arriving from Cuba with two live Cuban finches and two yellow-faced grassquits hidden in two cigarette boxes.

- Interceptions in Miami also included multiple illegal importations of sea turtle eggs, meat and shell; CITES-protected black coral and queen conch from Mexico and the Caribbean; falsely labeled shipments of sperm whale teeth mailed from Chile and Ireland without permits; and 120 live caecilian worms hidden in a tropical fish shipment from Colombia.
- Seizures of queen conch meat were common at the port of San Juan, Puerto Rico.
- When inspectors in Memphis examined a package invoiced as “decorative shells,” they discovered two large hawksbill sea turtle shells and large pieces of coral. Interceptions in Memphis also included reptile leather products; 1,500 giant clam shells; two ocelot skins; seven bald eagle feathers; a rhino horn; 80 elephant hair bracelets; sealskin sporrans; bear claw jewelry; elephant ivory; and monkey blood.
- Seizures in Louisville, Kentucky, included smuggled seal oil pills; shipments of reticulated python shoes and handbags imported without permits from China and Japan; netsuke figurines made from hippo ivory; and handbags decorated with sea turtle shell.
- African handicraft shipments seized in Houston included a 20-item group made from CITES species and a shipment in which primate skulls were concealed in wooden carvings.
- An inspection blitz of random shipments at ports of entry along the border in Texas resulted in the seizure of more than 80 unlawfully imported wildlife parts or products.
- Interceptions in Denver, Colorado, included a commercial shipment of 38 elephant skin products and a shipment of leopard trophies from Zimbabwe.
- Officers working a border inspection detail at the Portal, North Dakota, crossing caught three hunters unlawfully importing 236 untagged Hungarian partridge and four untagged sharptail grouse from Saskatchewan, Canada. The men paid \$9,100 in fines.
- The seizure of a commercial shipment of bison skin products at the border in North Dakota led to the discovery that the business involved had been trading in wildlife for eight years without complying with Service wildlife import/export license and declaration requirements.
- A commercial fish importer in Portland, Oregon, paid \$6,275 for unlawfully importing three CITES Appendix I Asian arowanas in a shipment of tropical fish from Malaysia.
- An importer in Seattle, Washington, paid more than \$10,000 in back user fees for shipments that had not been declared.
- Individuals fined for wildlife smuggling in northern California included subjects who unlawfully imported a live Asian arowana, a live Burmese star tortoise, a sport-hunted endangered brown hyena trophy from Namibia, and a large snow leopard skin.
- Inspection of a passenger flight arriving in Los Angeles from China resulted in the seizure of 60 bottles labeled as containing musk deer as well as medicinals made from bear and tiger.

- A live baby pangolin being imported from the Congo was seized in Los Angeles. Inspectors there also prevented the importation of 70 injurious mitten crabs, which were being smuggled into the country from China by two airline employees.
- Officers found 42 red-lored Amazon parrots hidden in a vehicle crossing the U.S./Mexico border at Otay Mesa.
- Invasive species seizures in the Pacific included a shipment of 257 live mitten crabs in Saipan and a shipment containing 102 of the injurious crustaceans intercepted in Guam.
- Inspectors in Anchorage, Alaska, seized a shipment invoiced as “blue aventurine” that actually contained 1,235 blue coral necklaces being imported from China without a CITES permit; the importer was fined \$5,000.
- An Anchorage inspector discovered \$80,000 in smuggled U.S. currency while checking a personal effects shipment – the largest currency seizure ever at that port.

### *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*

- A Miami-based gourmet company was sentenced to pay a \$1 million criminal fine and serve five years on probation for wildlife and smuggling violations. The company, one of the largest U.S. importers of sturgeon caviar, admitted that it purchased approximately 5.9 tons of smuggled roe from five different smuggling rings. Penalties in the case also included the forfeiture of more than \$1 million worth of caviar to the government.
- The president of three New York caviar companies, who pleaded guilty in 2004 to charges that included caviar smuggling, was sentenced to serve 71 months in Federal prison. Service officers had discovered smuggled beluga hidden inside an ocean container shipment of frozen fish. Other charges in the case included securities, mail, and wire fraud.
- A U.S. citizen who operates a carving business in Bali, Indonesia, was prosecuted for smuggling protected species, including elephant ivory; bear, sperm whale, and clouded leopard teeth; and casque material from endangered helmeted hornbill birds. The man forfeited 11,000 wildlife items valued at over \$250,000 and was sentenced to spend one year in prison and pay more than \$26,500 in fines and restitution.
- Two brothers involved in smuggling the parts of such protected species as orangutans, helmeted hornbills, and clouded leopards from Malaysia to the United States were fined

\$5,000 for wildlife violations. Both men will also spend six months in home confinement as well as time on probation.

- A man who dubbed himself “Mike the smuggler” was sent to prison for six months after pleading guilty to smuggling two black rhino horns and a leopard skin.
- Two individuals running a curio business in Fairbanks, Alaska, were fined \$10,100 for unlawfully importing and selling Brazilian tribal handicrafts made from protected species. The pair also forfeited \$10,000 worth of wildlife products and will spend six months in home confinement and three years on probation.
- A 17-month undercover investigation resulted in the arrest and arraignment of an Ontario man on multiple felony charges related to illegal international internet-based trafficking in the parts of protected wildlife. Charges were also filed in Canada.
- Two southern California residents pleaded guilty to Federal felony charges in connection with their roles in a scheme that smuggled hundreds of CITES-protected parrots from Mexico, Central America, and South America into the United States.
- Three other Californians were ordered to spend five years on probation and pay a total of \$4,750 in restitution for selling Amazon parrots illegally imported from Mexico.
- A master falconer in New York was found guilty of violating the Wild Bird Conservation Act and making false statements in connection with the unlawful importation of two black sparrow hawks.
- A Miami man was sent to prison for two years for conspiring to smuggle CITES-protected reptiles from southeast Asia. The defendant and a co-conspirator from Singapore smuggled more than 500 animals with a market value of as much as \$400,000. The co-conspirator received a 37-month sentence in December 2003. Two other individuals involved in this smuggling ring pleaded guilty to felony violations and were fined a total of \$3,500.
- A former official of the California Turtle and Tortoise Society was sentenced to one year probation and fined \$5,000 for smuggling CITES Appendix II Indian star tortoises.
- A California man was indicted on multiple felony charges related to the unlawful importation of \$26,000 worth of CITES-protected cycads from Zimbabwe.
- The owner of a Los Angeles food market who was routinely smuggling live snakeheads (an injurious species) pleaded guilty to Federal charges and was fined \$200,000. The businessman must also run ads in Korean newspapers explaining why the fish is banned and discouraging consumers from buying it.
- A licensed importer and pet store owner in Guam who smuggled Fly River turtles pleaded guilty to making false statements. The species, which is banned as injurious in Guam, represents a potential threat to the island’s fragile freshwater ecosystem.

### *Interstate Trafficking in Global Species*

- A Service investigation of a Minnesota animal park that claimed to be a wildlife sanctuary resulted in the prosecution of the husband and wife owners of the facility and six of their business associates for wildlife trafficking. The investigation, which sent the park owners to prison for terms of 18 and 15 months, exposed four years and more than \$200,000 worth of black market transactions involving such species as tigers, leopards, and grizzly bears.
- A woman who unlawfully sold a \$400,000 collection of Amazonian artifacts made from protected species to a U.S. museum official for his personal collection pleaded guilty to a felony Lacey Act violation. Her sentence included three years probation, community service, and a \$20,000 donation without tax benefit.
- The owner of a Portland, Oregon, fur store was fined \$40,000 for trafficking in coats made from jaguar, leopard, and other endangered species.

# 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 expedite their legal import/export transactions. "Customer service" efforts also focus on 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 2005 Accomplishments**

- In FY 2005, Service wildlife inspectors processed more than 171,800 wildlife shipments with a declared value of more than \$2.1 billion.
- Use of "e-Decs" (the Service's electronic system for declaring wildlife imports and exports) remained high, with nearly 55 percent of all declarations being submitted electronically. The system speeds the declaration process and facilitates communication between wildlife trade customers and Service wildlife inspectors.
- The Service inspected wildlife shipments at 17 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.)
- Designated ports processing wildlife shipments included two newly staffed locations: Memphis, Tennessee, and Louisville, Kentucky. Both serve customers using international express mail companies to ship wildlife imports and exports.
- The port of Houston also began operating as a designated port in 2005.
- The Service staffed 18 other ports of entry, including locations along the Nation's northern and southern borders that handle North American wildlife trade moving by land. Inspection services were added at two locations in the Southwest (McAllen, Texas, and Phoenix, Arizona).

- The designated port of New York, New York/Newark, New Jersey, which received 42,678 shipments, remained the Nation’s busiest port of entry for wildlife trade. Inspectors at John F. Kennedy International Airport in New York handled 33,699 shipments while their counterparts in Newark processed 8,979.
- Los Angeles was the second busiest port of entry for wildlife imports and exports. The 23,187 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.
- Inspectors in Anchorage processed 14,546 shipments, making that city the Nation’s third busiest designated port. Wildlife trade moving through Anchorage has grown steadily since designated port operations began there in 2002.
- The Office of Law Enforcement began working with other Service programs to develop an on-line permit application and issuance capability for the agency.
- Efforts continued to ensure Service participation in the Automated Customs Environment/ International Trade Data System (ACE/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, ACE/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.
- A Service representative participated in the annual meeting of Customs and Border Protection’s Trade Support Network and briefed the trade community on the agency’s participation in ACE/ITDS and projected benefits for wildlife importers/exporters.
- The port of Memphis began a document scanning pilot program for express mail shipments to eliminate paperwork requirements for e-Decs users. Inspectors report reduced processing time for shipments as well as cost savings. The Service plans to expand this capability to additional ports to further streamline the import/export process, allowing “paperless” transactions unless shipments require permits.
- Service staff in Memphis met with Federal Express and broker representatives to review and resolve problems involving wildlife shipments; the Service earned kudos for its efforts to reduce processing delays.
- Law Enforcement staff trained over 40 brokers from the Memphis area in the use of e-Decs to expedite the import/export clearance process.
- Inspectors in Louisville, Kentucky, participated in monthly meetings of the Airline Managers Council to build cooperative relationships with carriers and company representatives.



- Efforts to improve customer service in Atlanta included moving the inspection office to space readily accessible to the public and brokers.
- Inspectors from New York met with 25 importers and brokers at a national conference of the American Watch Association to review import/export requirements affecting the industry and spotlight ways to expedite the shipment clearance process.
- Increased inspection services at the Nogales border crossing and Phoenix airport during peak hunting seasons in Mexico helped facilitate trophy importations by hunters and outfitters returning from that country.
- Service Law Enforcement and International Affairs staff participated in an interagency working group assembled by the National Science Foundation to facilitate the transboundary movement of research samples, including wildlife and protected plants, by government scientists.
- Service wildlife inspectors at airports, ocean ports, and border ports nationwide helped individual businesses and brokers identify and resolve problems that were impeding trade.
- Inspectors in Atlanta worked one-on-one with 12 new commercial importers/exporters to help them expedite shipment processing. The companies involved deal in commodities that range from live fish and snakes to shell products and cutlery made from horn.
- The Office of Law Enforcement continued to use public bulletins to communicate with import/export “customers,” facilitate legal trade, and help businesses comply with wildlife import/export laws. In FY 2005, bulletins alerted the wildlife trade community about:
  - Suspensions of trade of beluga sturgeon caviar from the Caspian Sea basin
  - Post-hurricane operational status of the port of New Orleans
  - Import restrictions on birds from countries where avian flu had been confirmed
  - CITES trade restrictions on wildlife from particular countries
  - Updated CITES Appendix III turtle listings
  - New procedures for applying for U.S. CITES documents
  - Permit requirements for CITES Appendix III species
  - Export of 2004 sturgeon caviar stocks
  - Species listing changes adopted at the 13th CITES Conference of Parties
  - Opening of Memphis, Louisville, and Houston as designated ports for wildlife trade
- Service wildlife inspectors conducted outreach activities targeting brokers, commercial importers and exporters, the scientific community, and international travelers to improve understanding of wildlife laws and expedite legal wildlife trade (see section on “Promoting Compliance”).

# 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 leverages 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 2005 Accomplishments**

### *Strategic Planning and Performance Monitoring*

- The Office of Law Enforcement obtained feedback on its draft strategic plan from Service management officials; rank-and-file law enforcement staff; State wildlife agencies; Federal law enforcement counterparts; and nonprofit conservation groups. A final plan, incorporating recommendations from these groups, was endorsed by the Director.
- The Office managed enforcement activities under the program's proposed strategic goals to collect preliminary baseline performance data.
- New guidance reflecting the program's strategic goals was developed and issued defining and revising priorities for investigative and inspection work.
- Presentations at in-service programs for special agents and wildlife inspectors reviewed the program's new strategic goals and explained how progress in meeting them will be measured and monitored each year.
- The program developed and introduced new procedures for documenting inspections and investigations to ensure the capture of appropriate performance data.

### *Workforce Management*

- The Office of Law Enforcement completed the first phase of a comprehensive workforce planning effort to improve management of human capital. A national "overview" study

examined workforce skills and developed prototype staffing models to ensure the effective utilization and deployment of enforcement staff.

- Regional Law Enforcement offices began developing regional workforce plans based on the prototype staffing models. These plans will provide a foundation for the planned evolution of the Law Enforcement workforce as the program restructures and refines its operations for improved efficiency and effectiveness.
- All managers and supervisors completed training on change management to better position them to introduce and implement the program's strategic and workforce plans in the field.
- Special agents and wildlife inspectors continued their professional development by attending weeklong national "in service" training programs. Training for agents included legal updates; hands-on training in defensive tactics and use of digital recorders; and briefings on incident command procedures and strategic and workforce planning. Inspector in-service also included updates on strategic and workforce planning as well as training on collecting and preserving evidence; inspection techniques for handling live reptile shipments; and defense techniques.
- A class of 25 entry-level wildlife inspectors completed Wildlife Inspector Basic School.
- Nineteen investigators, who graduated from Special Agent Basic School in October 2004, spent the year working under the auspices of the Field Training and Evaluation Program, which provides close supervision and on-the-job guidance for rookie agents.

### ***Leveraging Technology***

- Improvements to LEMIS included modifications to the investigative and declarations subsystems to facilitate the collection of data for measuring program performance and progress in meeting its strategic goals.
- Both LEMIS and the automated declaration system (eDecs) successfully completed independent security testing and evaluation, making the Office of Law Enforcement one of the first Service programs to fully certify and accredit its automated systems.
- Work continued on Service integration in the interagency International Trade Data System – a system that promises improvements for trade enforcement and trade facilitation. Efforts in FY 2005 focused on data harmonization, which will streamline trade reporting requirements for industry while ensuring that regulatory agencies are able to collect the information they need to fulfill their enforcement responsibilities.
- Staff completed initial work to integrate LEMIS with the Incident Management, Analysis and Reporting System (a Departmental law enforcement records system).

### *Professional Responsibility*

- The Professional Responsibility Unit drafted Service policy outlining procedures for addressing complaints about the professional conduct of Service special agents, wildlife inspectors, and refuge officers and their non-law enforcement supervisors.
- The Unit completed an administrative investigation training program for supervisors and managers who will be asked to address allegations of misconduct by Service law enforcement personnel.
- Service officers received continuing education about professional responsibility issues via presentations at in-service training programs and other venues.
- The Unit opened 41 cases (of which 27 were completed and closed) and examined five “information only” incidents that required no action.
- Information about professional responsibility mandates and forms for filing complaints were made available to the public via the Law Enforcement web site.

## **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. These efforts include joint investigations, compliance inspections and task force operations, and cross-training programs.

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 counterparts 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 2005 Accomplishments**

#### ***Multi-jurisdictional Cooperation***

- In the wake of Hurricane Katrina, Service special agents and refuge officers teamed with staff from the U.S. Geological Survey, U.S. Department of Agriculture, Louisiana Wildlife and Fisheries, Texas Parks and Wildlife, and the Louisiana Air National Guard to conduct search and rescue operations in flooded areas in and near New Orleans. From September 1-7, 2005, this team helped more than 600 people escape their flooded homes.
- A second group of agents traveled to News Orleans to assist with search and rescue operations. They supported ongoing recovery efforts, working with rescue units from San Diego and Sacramento as well as the National Guard.
- Special agents and wildlife inspectors from the New York City office participated in a two-day interagency Federal/State trade enforcement detail, conducting inspections of warehouses, wholesalers, and retail establishments in the city to detect illegal importations of agricultural, meat, wildlife, and plant products. Participating agencies included the U.S. Department of Agriculture, the Food and Drug Administration, and the New York State Department of Environmental Conservation.
- The Service continued working with the other members of the Western Tennessee Environmental Task Force to investigate environmental crimes. Task force members include the U.S. Attorney's Office, Environmental Protection Agency, FBI, Tennessee Department of Environmental Contaminants, and Tennessee Wildlife Resources Agency.
- Service Law Enforcement worked with State ginseng coordinators for North Carolina, Georgia, Tennessee, and Virginia and representatives of the National Park Service and U.S. Forest Service to identify ways to improve protections for wild ginseng populations.

- The Service, Florida Fish and Wildlife Conservation Commission, U.S. Coast Guard, and local law enforcement agencies teamed to enforce boat speed laws that protect manatees.
- In the Southwest, Service Law Enforcement teamed with the Environmental Protection Agency, the Texas Parks and Wildlife Department, the Texas Railroad Commission, the Oklahoma Department of Wildlife Conservation, and the Oklahoma Corporation Commission to inspect oil production sites for compliance with wildlife and other environmental laws and regulations.
- The Service, the Environmental Protection Agency, and the Wyoming Oil and Gas Commission conducted aerial surveys of oil production sites in Wyoming to identify threats to migratory birds and other potential environmental compliance problems.
- Cooperative interagency efforts to combat illegal guiding in the West were bolstered by a two-day information exchange meeting attended by officers from the Fish and Wildlife Service, National Park Service, Bureau of Land Management, Forest Service, and the States of Arizona, Nevada, and Wyoming.
- Agents in Wyoming and Montana teamed with State counterparts and officers from the U.S. Forest Service and National Park Service to conduct backcountry patrols to protect wolf and grizzly populations during big game hunting seasons.
- Service officers teamed with counterparts from the Canadian Wildlife Service and North Dakota Game and Fish to conduct inspection blitzes at border ports in North Dakota and Manitoba.

### ***Federal Partnerships***

- Cooperative case work in FY 2005 included joint investigations with officers from the Service's National Wildlife Refuge System, the National Park Service, the Bureau of Indian Affairs, the Bureau of Land Management, the National Oceanic and Atmospheric Administration, the Environmental Protection Agency, the U.S. Army Corps of Engineers, the Food and Drug Administration, the Bureau of Alcohol, Tobacco, and Firearms, and the Department of Homeland Security (including Customs and Border Protection and Immigration and Customs Enforcement). Many of these investigations are featured 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 coordination with the trade enforcement community.
- Service Law Enforcement used cross-training to expand its enforcement reach, particularly with respect to policing wildlife trade. During FY 2005, more than 1,170 new U.S. Customs

and Border Protection officers received instruction in wildlife import/export requirements from Service staff during their basic training.

- Import/export cross training was also provided to nearly 400 new Federal agriculture inspectors and 116 U.S. military customs clearance agents.
- Wildlife inspectors throughout the country provided wildlife import/export cross training to Customs and Border Protection staff.
- A wildlife inspector from South Dakota conducted wildlife import/export training for military customs inspectors from Minot and Grand Forks Air Force Bases.
- Service inspectors and agents in Washington State provided wildlife enforcement training to U.S. Coast Guard boarding officers who police in-bound vessels.
- Inspectors and agents in Los Angeles teamed with Customs and Border Protection officers to “blitz” passenger flights originating in Russia and China for illegal caviar importations and medicinal products made from protected species.
- A multi-agency border inspection blitz at the Otay Mesa and San Ysidro ports of entry in southern California pooled resources from the Service, U.S. Department of Agriculture, Customs and Border Protection, National Oceanic and Atmospheric Administration, and U.S. Food and Drug Administration.
- Inspectors in Houston worked with Customs and Border Protection, Agriculture, and the U.S. Public Health Service on a pest interdiction committee charged with identifying and interdicting cargo that may pose a threat to U.S. agriculture and natural resources.
- The Service agent in Las Cruces, New Mexico, teamed with counterparts from Customs and Border Protection, the Centers for Disease Control, and the Food and Drug Administration to address the unlawful importation of biological items (including live wildlife, human organs, and food products) that could spread disease to humans.
- Service inspectors participated in the Port of Atlanta Risk Assessment Committee, teaming with Customs and Border Protection, Agriculture, and the Centers for Diseases Control to improve safeguards against the importation of plant and animal pests and disease vectors.
- Service agents helped conduct a three-day training program at Fort Carson, Colorado, for military game wardens from throughout the country.
- Other examples of interagency cooperation at the Federal level include assistance to Justice Department attorneys in preparing a firearm forfeiture manual; participation in the first annual in-service for Marine Corps conservation officers; continued work with the U.S. Air Force to develop a deputy game warden agreement; training for National Park Service officers in Texas; and work with other Service offices and the Department of Defense on an agreement for cooperative wildlife management programs on military installations.

### *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.
- The Office of Law Enforcement issued an updated national “template” for use in preparing deputy game warden agreements with State fish and game agencies.
- The Service sponsored a one-day “strategic decision-making” workshop for its senior managers and members of the National Association of Conservation Law Enforcement Chiefs.
- Service Law Enforcement managers in the Great Plains and Rocky Mountains region met with their State counterparts to plan investigations and review issues of mutual concern.
- Cooperative migratory game bird hunting enforcement work included task force operations in Georgia, Maine, Maryland, Nebraska, Washington, and other States.
- Service staff in Nebraska, Washington, Wyoming, and other Western States teamed with State counterparts to conduct big game check stations during hunting seasons.
- Service Law Enforcement trained 139 Florida State wildlife officers to conduct manatee speed zone enforcement operations.
- Service special agents served as instructors for conservation officer training programs in Arizona, Florida, Kansas, Kentucky, Louisiana, Mississippi, New Jersey, New Mexico, Rhode Island, South Dakota, Tennessee, Texas, Virginia, and other States.
- Under the auspices of the U.S. Coral Reef Task Force, the Service taught portions of an environmental enforcement training program for officers in the U.S. Virgin Islands.
- A Service agent conducted portions of Justice Department sponsored workshops on environmental law enforcement for local officers in American Samoa and the Commonwealth of the Northern Marianas.

### *Tribal Partnerships*

- Service Law Enforcement, the Native American Fish and Wildlife Society, and the Montana Department of Fish and Wildlife teamed to conduct a 40-hour conservation officer basic training program for 42 participants representing 19 different tribal agencies, bringing the total number of Native American conservation officers trained to date to more than 590.
- Agents in Arizona provided investigative training to officers from nine tribes in conjunction with the southwest regional meeting of the Native American Fish and Wildlife Society.



- A Service agent from Montana conducted firearms training for conservation officers attending the Mountain-Prairie regional conference of the Native American Fish and Wildlife Society.
- A cooperative investigation of the unlawful sale of an eagle feather headdress involving the Service, the Grand Traverse Band of the Ottawa and Chippewa Indians, and the Michigan Department of Natural Resources set the stage for the August 2005 repatriation of the artifact to the Cheyenne and Arapaho Tribe of Oklahoma.
- The Service issued guidelines for its officers on the repatriation of Native American cultural items and human remains seized during Service investigations.
- The National Eagle Repository filled 1,805 requests from Native Americans for eagles and eagle parts for religious use.

### *International Partnerships*

- Office of Law Enforcement staff served on the U.S. delegation to the 13<sup>th</sup> Conference of Parties of the Convention on International Trade in Endangered Species (CITES), which met in Bangkok, Thailand, in October 2004. Issues of concern included national laws, enforcement matters, use of CITES certificates with carnets, treatment of household and personal effects, and illegal trade in ivory, vicuna, Asian big cats, and Tibetan antelope.
- Service Law Enforcement participated in State Department-led interagency discussions on tiger poaching in India and in followup meetings with range country tiger experts to identify ways for the United States to help stem the take and trafficking of this endangered species.
- The Office of Law Enforcement and the U.S. Department of Justice provided technical support for the formation of a Wildlife Enforcement Network by the Association of Southeast Asian Nations (ASEAN). A Service agent participated in a three-day inaugural workshop for network members, which was held at KhaoYai National Park in Thailand.
- Service Law Enforcement presented a wildlife investigators training course for criminal investigators with the Brazilian Federal Police. The training was funded by the U.S. Embassy and was conducted at the request of Brazilian authorities.
- A team of Service officers presented a two-week course on investigating wildlife crime as part of the core curriculum offered at the International Law Enforcement Academy in Gaborone, Botswana. Thirty-two officers representing six sub-Saharan African nations (Uganda, Kenya, Tanzania, Namibia, Zambia, and Botswana) completed the course.
- A Service agent helped assess resource law enforcement needs and priorities for the Philippines.
- An agent worked with the Interior Department's Office of International Affairs to develop a basic wildlife law enforcement training program for village game scouts in 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 2005 Accomplishments**

- The Office of Law Enforcement worked with the Service's Migratory Bird program and the Avian Power Line Interaction Committee (APLIC) to develop and publish voluntary guidelines for use by electric power companies in preparing Avian Protection Plans.
- Service Law Enforcement in Utah worked with APLIC and Utah Power and Light to develop and present a workshop to teach local electric utilities how to use the Service template for creating site-specific Avian Protection Plans.
- Agents teamed with the New Mexico Avian Protection Work Group to help electric utilities and wind power companies reduce risks to raptors.
- Agents in Oregon participated in an Avian Protection Plan workshop attended by representatives from more than 20 power companies operating in Oregon, Washington, Montana, and Arizona.
- Service Law Enforcement continued working with the National Wind Coordinating Committee to address bird mortality issues involving wind power generation.
- An agent in Utah helped an electric utility and a tree trimming company train over 100 employees on ways to carry out their work without harming protected birds or their nests.
- Compliance assistance efforts in South Dakota helped curtail the misapplication of poison by contractors dealing with prairie dog control for the State; migratory birds were consuming poisoned-laced grain intended to kill the unwanted rodents.

- Service agents in Arizona and New Mexico conducted proactive wolf patrols during hunting seasons to remind the public about the presence and protected status of these animals.
- A Wyoming agent helped the State develop and present a three-day “Wolf Symposium” to promote better co-existence with the animals and identify ways to resolve conflicts.
- Agents from Idaho participated in the Chico Wolf Conference in Montana – an event that brought together State and Federal representatives and members of wolf advocacy groups to review wolf protection strategies.
- Service staff worked with the Coastal Discovery Museum in Hilton Head, South Carolina, to increase public awareness and prevent the poaching of sea turtle eggs on Hilton Head Island.
- Agents in New England developed a protocol for protecting endangered piping plovers for the Maine Audubon Society and provided training to plover monitors.
- Agents in the Sacramento, California, office helped the online auction giant e-Bay develop better screening lists for use in identifying and removing listings involving the sale of federally protected wildlife.
- Updated guidance on waterfowl hunting and baiting was made available to the public via the Law Enforcement web site and a new print brochure.
- Agents in Houston teamed with Texas game wardens to conduct three waterfowl hunting workshops to improve public understanding of baiting prohibitions and other regulations.
- Outreach to a county game commission in North Carolina prompted the group to discontinue its practice of stocking “feeding stations” with corn as a lure for waterfowl (a practice that constitutes baiting).
- An agent appeared on “North Dakota Outdoors” (a TV program broadcast statewide) to discuss baiting issues in advance of the snow goose season.
- Service Law Enforcement participated in the first ever Oklahoma Department of Wildlife Conservation “Wildlife Expo.” The 45,000 attendees had an opportunity to learn how Federal laws apply to their hunting, angling, and other activities.
- A Service law enforcement exhibit at the New Mexico Outdoor Expo gave the public an opportunity to learn more about Federal wildlife laws and regulations.
- Agents met with members of the North Dakota Guide and Outfitters Association to review Federal laws that affect their activities.
- A presentation at a convention of North Dakota taxidermists reviewed migratory bird regulations and relevant import/export provisions of various Federal wildlife laws.

- A Service agent helped North Dakota Game and Fish update a compliance assistance manual for guides and outfitters operating in the State.
- Service special agents and wildlife inspectors staffed an outreach booth at the Safari Club International annual convention in Reno, Nevada, to help international big game hunters and related businesses understand wildlife import/export requirements.
- Service officers manned an exhibit booth at the Dallas Safari Club Convention and conducted a “Q&A” seminar on import/export issues for brokers and hunters.
- Wildlife inspectors in Anchorage conducted compliance briefings for U.S. hunters leaving for the Russian Far East.
- A wildlife inspector in North Dakota prepared summaries of Canadian hunting and fishing regulations and U.S. import/export requirements for distribution to U.S. anglers and hunters at border crossings in the State.
- Service staff in Arizona distributed information, including a “hunter check list,” to help U.S. sportsmen and commercial outfitters legally import hunting trophies from Mexico.
- New York inspectors conducted a two-day wildlife import/export compliance class for more than 30 international buyers for two major U.S. department store chains.
- A wildlife inspector from Baltimore provided a briefing on wildlife import/export laws to members of the National Brokers Association of Virginia.
- Law Enforcement staff participated in the UPS Annual Compliance Outreach Fair at the company’s hub in Louisville, informing UPS staff and managers about import/export requirements.
- Inspectors in Dallas/Fort Worth conducted two import/export compliance seminars for employees of a major U.S. department store chain.
- The Office of Law Enforcement worked with the Ornithological Council to develop on-line guidance on importing bird specimens for scientific purposes.
- Enforcement staff participated in a panel of government experts discussing bird import/export procedures at the national conference of the American Ornithologists Union.
- A Baltimore-based inspector provided training on wildlife import/export requirements for scientific specimens to curators and other staff at the Smithsonian Institution.
- The Office of Law Enforcement staffed a U.S. Coral Reef Task Force booth at the 17<sup>th</sup> Marine Aquarium Conference of North America, providing information about trade regulations to home hobbyists, coral wholesalers, and retailers.

- Law Enforcement staff worked with the new Georgia Aquarium in Atlanta to develop an educational outreach display spotlighting efforts to combat illegal wildlife trade.
- A media event marking the return of 90 smuggled parrots to Mexico helped spotlight protections for psittacine species.
- Public outreach in the Dallas/Fort Worth area continued to focus on immigrant populations and presentations on cross-cultural import/export compliance issues.
- Inspection staff in Louisville manned an outreach exhibit at the 2005 Kentucky State Fair to increase public awareness of wildlife trade laws.
- Office of Law Enforcement headquarters staff responded to 1,401 requests from the public for information about wildlife laws and law enforcement matters.
- The National Wildlife Property Repository responded to requests for wildlife items from schools, zoos, and other organizations seeking materials for use in teaching the public about wildlife trade and promoting wildlife conservation; 36,000 items were supplied for such use in FY 2005.

# 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 2005 Accomplishments

### *Forensics Support*

- Laboratory scientists worked on 615 cases involving the analysis of 3,027 pieces of evidence collected during investigations of wildlife crime.
- Forensic analyses were provided in support of 555 Federal investigations, 47 State cases, and 13 international investigations.
- Forensics specialists testified eight times as expert witnesses in wildlife crime cases that went to trial and provided on-site assistance in analyzing crime scenes in Oregon, Minnesota, and California. Fields of expertise involved in court testimony included firearms analysis, chemistry, and morphology.
- The Morphology Unit made "e-mail identification" support available to Service wildlife inspectors and agents to help them determine the identity and legality of wildlife and wildlife products moving in trade. Officers can now send digital photos of questionable items to the Laboratory and receive almost instantaneous assessments from Laboratory staff. In FY 2005, the Mammalogy Section alone processed 590 e-mail identification requests.
- The Laboratory's website (its primary outreach tool) received more than 2.5 million hits in FY 2005 – an average of over 7,000 hits per day.

## *Research and Analysis*

- The Chemistry Unit began working with a new gas chromatograph/mass spectrometer system, expanding its capabilities for analyzing smaller organic compounds. The new equipment, for example, includes a solid phase microextraction (SPME) unit that allows direct analysis of samples without prior extraction or sample preparation. The system was used in casework requiring the analysis of aromatic hydrocarbons in water samples.
- The Latent Print Unit continued studying the use of biochemical techniques for analyzing and identifying fingerprints. Validation studies were conducted using fingerprint impressions left on the adhesive side of tapes, stamps, and labels.
- The Firearms Unit implemented use of the Integrated Ballistic Identification System. Laboratory staff can now enter bullets and cartridge cases from wildlife crimes into a nationwide searchable database for comparison to firearms seized in other crimes.
- The Criminalistics Unit completed a study on the identification and characterization of fiber blends.
- A new protocol for analyzing bear bile uses a less expensive process and provides faster results.
- The Genetics Section added over 1,800 samples from 1,071 individuals representing 96 species (81 mammals, five birds, four fish, and six amphibians or reptiles) to the Laboratory's tissue archive for use as reference standards for DNA and other genetic analyses.
- Work continued on developing and validating mitochondrial DNA sequence diagnostics for identifying the species origin of African and Asian "bushmeat." Capabilities now include cane rat, Old World monkeys, and selected antelope species.
- The Genetics Section expanded its capabilities for identifying endangered fish and bird species using mitochondrial DNA sequencing. Scientists also adapted a method for forensic identification of individual bald and golden eagles for use with selected falcon and hawk species.
- The Morphology Section added 413 new specimens to its standards collection, including 290 birds, 70 mammals, and 53 reptiles and amphibians.
- Laboratory mammalogists conducted research on subspecies identification of leopard cat from fur characteristics and functional osteological differences in the skulls and cervical vertebrae of bears. They also continued gathering data on the cranial and podial morphometrics among wolves, dogs, and wolf-dog hybrids in North America.
- The Laboratory's herpetologist continued researching snake species found in the wildlife trade.

- Research in the Bird Unit included a comprehensive review of avian remains recovered during Service investigations of bird deaths linked to oil production pits.
- Other avian research included compilation of a database of bird species identified from Amazonian feather artifacts.
- Installation of a new digital X-ray processor for use in conducting necropsies provided the Laboratory pathologist quicker access to higher quality X-rays. The new equipment eliminates the need to use hazardous chemicals and allows storage of X-rays as digital images on CDs that can be kept with the case file.
- A Scientific Work Group on Digital Evidence completed two guidance documents (“Recommended Guidelines for Developing Standard Operating Procedures” and “Best Practices for Computer Forensics”) to help practitioners nationwide conduct computer forensic examinations.

### ***Training***

- Laboratory staff trained new wildlife inspectors in species identification skills as part of Wildlife Inspector Basic School. In-service training for wildlife inspectors included instruction in crime scene analysis.
- Wildlife crime scene analysis training was provided to officers with the Brazilian Federal Police as part of a two-week environmental crime investigators training course conducted by Service Law Enforcement in Brasilia.
- A Laboratory scientist provided “first responder” crime scene analysis training to Service wildlife refuge managers at the Federal Law Enforcement Training Center.
- Staff development at the Laboratory included training for additional personnel in crime scene processing and instruction in statistical data analysis.
- The Morphology Section organized and participated in a week-long workshop on geometric morphometrics at the University of Colorado in Boulder.

### ***Presentations and Publications***

- In October 2004, the Laboratory organized and hosted the 2004 meeting of the Northwest Association of Forensic Scientists. The themed meeting, “Wildlife Forensics: The Missing Link in Conservation,” attracted over 100 forensic scientists from around the world and featured 29 presentations by Laboratory staff (see Appendix C).
- Laboratory scientists also shared their research results via published papers and as invited lecturers at workshops and symposia (see Appendix C).



# 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 2005 Accomplishments

- The Intelligence Unit published a comprehensive 200-page report documenting and analyzing seven years of U.S. wildlife import/export data – the group's largest proactive assessment of wildlife trade to date. The study examined imports and exports on both a national and port-by-port basis, looking at such parameters as type and volume of trade, frequently traded commodities, method of transport, common trading countries, and most frequently refused shipments.
- Briefings based on this wildlife trade study were presented to audiences that included Service Law Enforcement and International Affairs staff, the INTERPOL Wildlife Working Group, and wildlife enforcement staff in Kenya.
- Work began on a follow-on assessment focused on illegal wildlife trade. This study will provide the basis for developing a risk assessment methodology for use in targeting Service inspection and trade interdiction efforts.
- Intelligence analysts supported a number of major investigations, providing such services as background checks, wildlife valuations, document analysis, trade research, toll record analysis, and link chart creation. Investigations supported included multiple 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.
- Progress continued in building cooperative relationships with other national and international agencies to support the development of wildlife trade intelligence information.

# Appendix A. Statistical Summary

## Law Enforcement Program Facts and Figures

FY 2005 enacted budget	\$55.6 million
FY 2005 end-of-year special agent force	218
FY 2005 end-of-year wildlife inspector force	105
FY 2005 investigative case load *	13,980
FY 2005 violations adjudicated *	11,111

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

FY 2005 wildlife imports/exports	171,874
FY 2005 value of U.S. wildlife trade	\$ 2.1 billion
One-year increase in volume of trade	9 percent
Number of designated ports	17
Number of other staffed ports	18

### **FY 2005 staffed port locations:**

#### *Designated Ports*

Anchorage, Alaska  
Atlanta, Georgia  
Baltimore, Maryland  
Boston, Massachusetts  
Chicago, Illinois  
Dallas-Fort Worth, Texas  
Honolulu, Hawaii  
Houston, Texas  
Los Angeles, California  
Louisville, Kentucky  
Memphis, Tennessee  
Miami, Florida  
Newark, New Jersey \*  
New York, New York \*  
New Orleans, LA  
Portland, OR  
San Francisco, CA  
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  
Laredo, Texas  
McAllen, Texas  
Nogales, Arizona  
Pembina, North Dakota  
Phoenix, Arizona  
St. Paul, Minnesota  
San Diego, California  
San Juan, Puerto Rico  
Sweetgrass, Montana  
Tampa, Florida

\* *Operate together as one "designated" port.*

## FY 2005 Investigative Caseload \*

<b>Statute</b>	<b>Cases</b>
African Elephant	79
Airborne Hunting	14
Archeological Resources	6
Conspiracy	52
Eagle Protection	269
Endangered Species	6,641
False Statements	35
Hunting on Indian Lands	4
Lacey	2,016
Marine Mammal Protection	231
Migratory Bird Stamp	439
Migratory Bird Treaty	2,378
National Wildlife Refuge	1,058
Other Federal Laws	194
Permit/License	22
Recreational	4
Rhino Tiger Labeling	37
Smuggling	75
State Laws	317
Wild Bird Conservation	109
<b>Total</b>	<b>13,980</b>

\* This table reflects investigative cases worked by Service special agents and wildlife inspectors during FY 2005.

## Annual Violation Statistics, FY 2003 – 2005 \*

	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>No. of Violations</b>	9,339	10,691	11,111
<b>Fines</b>	\$7,905,138	\$3,654,427	\$22,216,189
<b>Prison (years)</b>	33	55	62
<b>Probation (years)</b>	545	500	677
<b>Civil Penalties</b>	\$8,572,534	\$945,629	\$1,445,280

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

## FY 2004 – 2005 Wildlife Inspection Activity

Port of Entry	FY 2004 Shipments	FY 2005 Shipments
<b>Designated Ports</b>		
Anchorage, AK	14,868	14,546
Atlanta, GA	2,553	2,974
Baltimore, MD	3,204	3,243
Boston, MA	1,835	2,649
Chicago, IL	6,274	7,090
Dallas/Fort Worth, TX	5,359	6,743
Honolulu, HI	4,201	4,216
Houston, TX	1,152	1,489
Los Angeles, CA	22,508	23,187
Louisville, KY *	*	4,490
Memphis, TN *	*	2,551
Miami, FL	10,424	10,199
New Orleans, LA	849	733
New York, NY/Newark, NJ	40,235	42,678
Portland, OR	1,074	1,013
San Francisco, CA	5,276	6,292
Seattle, WA	3,788	4,340
<b>Subtotal</b>	<b>123,600</b>	<b>138,432</b>
<b>Non-Designated Ports</b>		
Agana, GU	799	952
Blaine, WA	2,450	2,372
Brownsville, TX	331	312
Buffalo, NY	2,413	2,342
Champlain, NY	4,217	3,312
Detroit, MI	1,134	1,124
Denver, CO	504	577
El Paso, TX	681	696
Laredo, TX	788	556
McAllen, TX **	Not staffed	16
Nogales, AZ	523	629
Pembina, ND	2,633	2,828
Phoenix, AZ **	Not staffed	87
San Diego, CA	831	806
San Juan, PR	177	194
St. Paul, MN	977	1,234
Sweetgrass, MT	928	1,251
Tampa, FL**	1,250	222
<b>Subtotal</b>	<b>20,636</b>	<b>19,510</b>
<b>Non-Staffed Ports</b>	<b>13,381</b>	<b>13,932</b>
<b>Total</b>	<b>157,617</b>	<b>171,874</b>

\* Began operating as designated port in January 2005; previously not staffed.

\*\* McAllen and Phoenix were staffed for only part of FY 2005; Tampa was not staffed for most of the year.

## 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.

# Appendix C. Publications and Presentations

## **Publications by Laboratory Staff \***

Page, K.S., Scribner, K.T., Bast, D., Holey, M.E., **Burnham-Curtis, M.K.** 2005. Genetic evaluation of a Great Lakes lake trout hatchery program. *Transactions of the American Fisheries Society*. 134:872-891.

Budowle, B., Garofano, P., Hellman, A., Ketchum, M., Kanthaswamy, S., Parson, W., van Haeringen, W., **Fain, S.** and T. Broad. 2005. Recommendations for animal DNA forensic and identity testing. *Int. J. Legal Med.* 119: 295-302.

**Yates, B.C.** 2005. Real vs Fake Tiger Penises. Identification Guides for Wildlife Law Enforcement No. 6. USFWS, National Fish and Wildlife Forensics Laboratory, Ashland, OR.

Three scientists from the Morphology Section were invited to peer review manuscripts for the following scientific journals: *Journal of Avian Biology*, *Applied Herpetology*, and *The Southwestern Naturalist*.

A scientist from the Genetics Section was invited to peer review scientific manuscripts for *Naturwissenschaften* and *Transactions of the American Fisheries Society*.

A scientist from the Genetics Section was invited to provide peer review on a proposal for funding by the Great Lake Fisheries Commission (U.S. Department of Commerce).

\* Staff names appear in bold.

## **Staff Presentations at the 2004 Meeting of the Northwest Association of Forensic Scientists**

Baker, Barry W. Human vs. Animal Bone Identification. (half-day workshop)

Burnham-Curtis, Mary K. Getting DNA from a Rock: A Fishy Tale from the Columbia River.

Chamberlain, Jim. Anatomy of a Video Recovery.

Chamberlain, Jim. Audio Analysis with Imaging Tools.

Chamberlain, Jim, Bradley D. Foster, Don H. Smith, and Darby A. Morrell. The National Fish and Wildlife Forensics Laboratory Website.

Espinoza, Edgard O., Duffield, Deborah A., and Barros, Nélio B. Forensic Identification and Investigation of Hybridization in Marine Mammals using Hemoglobin and Myoglobin Molecular Weight Markers.

Fain, Steven R. and Dyan J. Straughan. Sex-Specific Patterns of Genetic Variation in North American Gray Wolf Populations: A Comparison of Y-Chromosome Short Tandem Repeats and mtDNA.

Fain, Steven R., Mary K. Burnham-Curtis, James P. Lemay, Robert M. Hoesch, Brian C. Hamlin, and Dyan J. Straughan. Forensic Identification of Wildlife for Conservation and Enforcement.

Gillette, Ena R., Leah Saturen, and Shelley O'Connell. Evidence in Crimes Against Wildlife.

Hamlin, Brian C. Forensic Application of Short Tandem Repeat (STR) Analysis to North American Elk (*Cervus elaphus*) Populations.

Hegdahl, Darrell. The Cost of Maintaining a Quality Assurance Program.

Hoesch, Robert M., and Steven R. Fain. Species Identification of Mammalian Horn by PCR.

Horne, Brian. Computer Forensics in the U.S. Fish & Wildlife Service.

Kirms, Mark A. and Lynn M. Kirms. Resolving Isomeric Hemoglobin Phenotypes for Species Identification Employing MALDI-TOF Mass Spectrometry.

Lemay, James P. Forensic Identification of North American Moose (*Alces alces*) Using Short Tandem Repeats (STR).

McClure, Pamela, and Mark A. Kirms. Extraction and Analysis of the Compound 4-Aminopyridine (*Avitrol*) from Environmental Samples.

Morrell, Darby A. and Bonnie C. Yates. Extending Species Identification Capabilities to the Field: a Review of a Digital Camera Outreach Program to U.S. Designated Ports of Entry.

Ralston, Rhoda M. and Richard K. Stroud. Overview of the Veterinary Medical Examinations Performed at the National Fish and Wildlife Forensics Laboratory (1990-2004).

Reinholz, Andrew D. Albumin Development Method to Visualize Latent Prints on Porous Surfaces.

Reinholz, Andrew D. Common Friction Ridge Development Techniques Used on Uncommon Surfaces.

Scanlan, Michael. Techniques for Field Screening of Firearms Evidence.

Straughan, Dyan J. and Steven R. Fain. Forensic Identification of the River Sturgeon *Scaphirhynchus*.



## Other Presentations

Burnham-Curtis, M.K. 2005. Genetics Research at the National Fish and Wildlife Forensic Laboratory. Invited lecture for Departmental Seminar Series, Department of Biological Sciences, University of Washington – Vancouver, March 21, 2005.

Fain, S.R. 2005. Invited lecturer, UC Davis Veterinary Genetics Lab, Davis, California.

Fain, S.R. 2005. Invited lecturer, University of Washington, Seattle, Washington.

Stroud, Richard K , 2005. Invited lecturer to a workshop on boat propeller injuries to manatees, May 10-11, 2005, St. Petersburg, Florida.

Stroud, Richard K. 2005. Wildlife Forensics: the Role of the Veterinary Pathologist. In: Proceedings of the 11th Annual UC Davis Wildlife Symposium, January 29, 2005. Davis, California.

Yates, B.C. 2005. Mammals as Iconographic Entities and Subsequent Legal Consequences. Invited lecture to Summer Biology Sessions at Texas Woman's University, Denton, Texas.