

Annual Report FY 2003

U.S. Fish & Wildlife Service
Office of Law Enforcement
October 2004



Table of Contents

| | |
|--|----|
| Program Overview..... | 3 |
| Protecting America’s Wildlife..... | 4 |
| Combating Global Wildlife Trafficking..... | 11 |
| Facilitating Legal Wildlife Trade..... | 17 |
| Managing for Excellence..... | 19 |
| Building Enforcement Partnerships..... | 21 |
| Promoting Compliance..... | 26 |
| Supporting Officers in the Field..... | 30 |
| Appendix A. Statistical Summary..... | 33 |
| Appendix B. Laws Enforced..... | 36 |

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 works in partnership 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 Service 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 eagles and eagle feathers.

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

Service special agents investigate crimes involving U.S. trust species such as migratory birds, marine mammals, and animals and plants listed as endangered or threatened. They also work 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. 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 2003 Accomplishments

Combating Wildlife Profiteering

- Two defendants pleaded guilty to conspiracy and Lacey Act charges in a case involving the illegal harvest and interstate sale of more than 150 tons of live rock and coral from Hawaiian reefs. The prosecution of three other defendants has already secured more than \$180,000 in fines and restitution.
- The husband and wife owners of a Tennessee caviar business were sentenced after being convicted of conspiracy and felony Lacey Act violations involving illegal trafficking in paddlefish and paddlefish eggs. One subject was sentenced to 24 months in prison and the other to 21 months; together, they were fined \$50,000.
- The ongoing Service/State investigation that secured the prosecution described above resulted in new arrests in 2003. In April, five owners of caviar businesses in New York and Los Angeles were taken into custody for illegal trafficking in caviar from fish harvested in Tennessee and Kentucky – caviar that was often falsely labeled and sold as Russian roe. The arrests came in the wake of an eight-count grand jury indictment charging the five with conspiracy and Lacey Act violations.
- An Arkansas caviar dealer was sent to prison and fined for trafficking in Oklahoma paddlefish roe, closing out a three-year Federal/State investigation that broke up a sophisticated caviar trafficking ring and resulted in the successful prosecution of fishermen, roe processors, and caviar dealers.
- A cooperative Service/State investigation in Louisiana secured the conviction of a commercial fisherman on a felony Lacey Act charge for selling illegally harvested oysters in interstate commerce. The defendant, who plundered more than \$84,000 worth of oysters from Louisiana waters, was sent to prison for 51 months and ordered to pay \$4,515 in fines and restitution.

- Service special agents and conservation officers in Ohio, Michigan, and Indiana wrapped up a two-year undercover investigation of illegal trafficking in U.S. reptiles by serving over 30 search warrants in six States. Hundreds of turtles and snakes were seized and hundreds of State wildlife charges were filed; multiple Federal indictments are also anticipated. Species involved include spotted turtles, Blanding's turtles, wood turtles, Gila monsters, fox snakes, black rat snakes, timber rattlesnakes, and Eastern box turtles.
- Agents teamed with State officers in Arkansas and Missouri to investigate a man who was trafficking in alligator snapping turtles – the world's largest freshwater turtle species. The subject, who was convicted on three Lacey Act charges, must pay an \$8,000 fine and spend one year on probation.
- In Wyoming, a Native American who was manufacturing and selling handicrafts adorned with migratory bird feathers pleaded guilty to one felony count of violating the Migratory Bird Treaty Act. The defendant was sentenced to serve 15 months in prison and pay \$3,200 in restitution.
- A South Dakota man who shot a bald eagle in order to sell its feathers and parts was sentenced to pay \$5,000 in restitution and spend two years on probation.
- An undercover investigation in New Mexico documented trafficking in eagle parts by a Native American and her spouse. Items sold included a whole bald eagle carcass fraudulently obtained from the National Eagle Repository.
- Two companies that unlawfully harvested 1,700 endangered leafy prairie clover plants from a nature area south of Nashville, Tennessee, were each fined \$10,000.
- A Colorado defendant and his son, who together ran a commercial waterfowl hunting operation, were convicted of unlawful sale of wildlife, hunting over bait, and illegal possession of firearms. The two were sent to prison for terms of one year and five months respectively; they must pay \$40,000 in fines and forfeit 11 firearms.
- A registered Alaska big game guide investigated by State and Service officers for conducting unlawful hunts pleaded guilty to State charges. He was ordered to pay more than \$24,000 in fines and restitution and forfeit his \$30,000 airplane; he also lost his guide license for six years.
- A cooperative Service/State undercover investigation exposed an Iowa guide and outfitter who used resident tags to provide out-of-state clients with guided white-tailed deer hunts. He was fined \$16,000 and ordered to pay \$36,000 in restitution.
- A commercial hunting guide and a farmer in Arkansas together paid \$10,000 in fines for dove baiting.
- A joint Service/State investigation in Kansas resulted in Lacey Act charges against a hunting guide who sold illegal deer hunts to out-of-state clients. The man was fined \$5,000 and

barred from guiding, hunting, fishing, and trapping for three years. Six others involved in the scheme – including five hunters – will pay \$6,000 in penalties.

- A big game outfitter from Mexico who conducted illegal hunts in Arizona for desert bighorn sheep, bobcats, and other species was ordered to pay \$5,000 in restitution.
- A commercial waterfowl guide in South Dakota paid \$5,100 in restitution and fines after pleading guilty to using live decoys.
- Service and North Dakota officers brought charges against a guide, a taxidermist, and six of their clients for the illegal take and interstate transport of migratory birds and big game animals. The eight defendants collectively paid more than \$13,450 in fines and restitution.
- A Colorado guide who took clients on illegal mountain lion hunts pleaded guilty to Lacey Act charges and was fined \$10,000.
- Fines and penalties totaling \$11,000 were collected from a guide, a rancher, and five out-of-state clients as a result of a Service/State investigation of illegal deer hunting in Kansas.

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 investigative work resulted in the quick identification and conviction of the individual who shot and killed an endangered California condor that had been released into the wild as part of the government's effort to restore the species. The condor, one of the last of the birds taken into captivity in the 1980s, had functioned as a matriarch for the Service's captive breeding program. Charges were filed on April 29, 2003, for the shooting, which occurred in mid-February. The suspect pleaded guilty in May and was sentenced in August to spend five years on probation and pay a \$20,000 fine.
- In Florida, Service special agents and refuge officers conducted 54 taskforce operations to enforce boating speed limits in manatee protection zones. The number of manatee deaths caused by boat strikes dropped from 95 in 2002 to 73 in 2003 – a 23-percent decrease. The Service issued 1,063 violation notices to boaters who failed to comply with speed zone regulations.
- A Montana man who shot and killed two wolves pleaded guilty to violating the Endangered Species Act. He must pay a \$4,000 fine and \$2,000 in restitution.
- Agents in Wyoming covered over 1,200 miles on horseback to investigate the deaths of 14 grizzly bears and three wolves.

- In Idaho, agents investigated the deaths of six gray wolves and conducted patrols to increase enforcement presence in areas where wolf killings had occurred in the past.
- Agents in Arizona investigated multiple Mexican gray wolf mortalities. Service officers teamed with State and tribal counterparts to patrol areas inhabited by wolves during periods of peak hunter activity.
- A Mississippi man who killed a threatened Louisiana black bear was ordered to pay nearly \$10,000 in fines and restitution.
- The Service, U.S. Army Corps of Engineers, and South Dakota Game, Fish and Parks teamed to conduct patrols to prevent the destruction of nests built by endangered least terns and piping plovers along the lower reaches of the Missouri River.
- In Hawaii, Service agents and biologists negotiated an agreement with the principle electric power supplier on the island of Kaua`i that resulted in the retrofitting of all streetlights under the company's control. The older light configuration had attracted fledglings of endangered Hawaiian petrels and threatened Newell's shearwaters, causing them to collide with power lines.

Migratory Birds and Eagles

- A Norwegian shipping company pleaded guilty in connection with an oil spill off the coast of South Carolina that killed more than 180 protected migratory birds. Penalties included a criminal fine of \$200,000 and the payment of \$300,000 in restitution for use in supporting wildlife and habitat conservation projects in the Carolinas.
- A North Carolina man who cut down a tree containing a bald eagle nest and two immature, flightless eagles was ordered to pay \$90,000 in restitution to the National Fish and Wildlife Foundation and \$1,000 to the Eastern Carolina Raptor Rehabilitation Center. He was also fined \$5,000 and sentenced to serve six months home confinement and two years probation.
- Service agents brought charges against five Minnesota men involved in a pheasant rearing organization who killed 91 owls and five hawks using pole traps. Penalties assessed included \$5,000 in fines and \$17,000 in restitution.
- The Service teamed with the North Dakota Department of Agriculture to investigate an individual who poisoned more than 217 horned larks and snow buntings. Under a plea agreement, the defendant must pay \$7,500 in civil penalties and \$10,000 in restitution.
- Four ranchers in Nebraska who used lamb and coyote carcasses treated with an agricultural pesticide to kill at least 12 bald eagles will pay a total of \$4,000 in fines and \$20,000 in restitution.

- Wildlife poisoning investigations in the Southeast saw a Kentucky farmer pay more than \$11,000 in fines and restitution for killing 40 federally protected birds. A Tennessee man was sent to prison for seven months in another bird poisoning case.
- Service and State officers in Utah recovered nearly 1,000 dead birds near a feedlot and successfully linked the bird die-off to the owner of that facility. The latter eventually admitted using an agricultural insecticide to kill blackbirds.
- Service intervention prevented a construction company in Honolulu, Hawaii, from destroying a nesting colony of white terns. The company is now coordinating construction work with the birds' breeding cycle.

Marine Mammals

- Agents in Alaska investigated the slaughter and decapitation of at least 41 walrus on an ice floe near St. Lawrence Island. Hunters killed the animals for their ivory, leaving the meat to waste – a violation of the Marine Mammal Protection Act. Charges against multiple defendants are expected.
- After receiving a complaint about wasteful take of walrus near Barrow, Alaska, Service officers identified six men who participated in “head hunting” (the take of walrus for ivory). Six walrus heads were seized, and the case has been presented for prosecution.
- An Alaska Native who worked as the Service's marine mammal tagger for his village was investigated for selling raw walrus ivory and falsifying records. He paid \$2,500 in penalties and abandoned six walrus head mounts and eight raw tusks.
- The Service's investigation of an incident involving the harassment of Steller sea lions by cruise ship passengers touring the Alaska Maritime National Wildlife Refuge resulted in the cruise ship company paying \$15,000 in penalties.

Protecting Wildlife Habitat

Service Law Enforcement safeguards wildlife habitat as well as wildlife. Work in this area includes addressing habitat destruction under the Endangered Species Act and assisting the National Wildlife Refuge System with investigations involving the unauthorized use of lands and resources that constitute some of the few “wild places” remaining in this country.

- The Service obtained settlements with four northern California duck clubs and a State agency that had unlawfully modified habitat occupied by the endangered Delta smelt and California clapper rail. The organizations paid fines ranging from \$1,500 to \$5,000; settlements also required the creation of 130 acres of new Delta smelt habitat worth an estimated \$3.2 million.

- Efforts to protect wildlife habitat in California also included ongoing investigations involving the development of lands occupied by the southwest arroyo toad and the California tiger salamander – both endangered species.
- A supervisory surveyor employed by the Mescalero Apache to map Mexican spotted owl habitat was prosecuted for arson and Endangered Species Act violations. The defendant, who set a series of fires that burned owl habitat, was sentenced to 30 months in prison and fined \$15,600.
- Colorado developers who disturbed habitat occupied by the threatened Preble’s meadow jumping mouse agreed to pay \$5,000 in penalties and restitution and preserve some 80 acres of existing or restored habitat.
- Agents in Idaho continued to work with Service biologists, State officials, and others to promote cooperative agreements to conserve bull trout – a threatened species. A pact with irrigation districts serving the Upper Salmon River Basin has secured changes in water use practices that should benefit the species.
- Agents in the Dakotas continue to log many hours enforcing the wetland easement provisions of the Refuge Administration Act. This field work helps safeguard some 1.5 million acres of wetlands that provide essential habitat for migratory birds.
- A North Carolina man who stole as much as 8.2 million gallons of water from the Mattamuskeet National Wildlife Refuge paid \$27,875 in restitution to the Service.

Reducing Industrial Hazards

- Agents in Wyoming successfully worked with a company whose power lines and poles electrocuted at least 70 eagles between 1996 and 2002. The company voluntarily completed over \$100,000 worth of work to make its operations more “raptor friendly.”
- In Washington State, the Service is working closely with several utilities to prevent electrocutions of raptors and other birds. One company, for example, invested more than \$156,000 in retrofitting power lines and poles.
- Service and State officers teamed to conduct an oilfield compliance sweep in the Oklahoma Panhandle. The operation recovered 190 oil-covered bird carcasses at 21 sites operated by 12 companies; 11 of those businesses paid fines totaling \$43,300.
- An oilfield task force operation in three counties in northeastern Oklahoma documented 90 disposal pits and tanks where netting was absent or in poor condition; 88 oil-covered bird carcasses were recovered. Seven operators paid fines totaling \$8,550.
- Work wrapped up on an oilfield taskforce operation in Central Texas that discovered 510 problematic sites. Fines totaling \$22,500 were collected from 13 companies.

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.

- Service and State investigators exposed a group of hunters from Iowa who had been poaching elk, deer, and antelope in Colorado and their home State for over 20 years. The ring leader, who was convicted in Federal court on three felony counts, will spend five years in prison and pay a \$10,000 fine and \$30,000 in restitution. Charges are pending against at least six other defendants.
- A Service/State probe of illegal elk hunting in southwestern Colorado saw six hunters pay nearly \$20,000 in fines; four lost their hunting privileges for four years in 17 States.
- Three hunters from Kansas who illegally killed bull elk on private land in Colorado paid \$16,096 in State fines.
- A Michigan hunter whose poaching activities extended over five years and multiple States was fined over \$10,000 in State court for deer hunting violations. Under a plea agreement, he faces paying another \$5,000 in fines and \$10,000 in restitution for Federal violations.
- A hunter from Texas who unlawfully took a trophy bull elk in Colorado must pay \$12,360 in penalties.
- Fines and restitution collected from five Missouri men who hunted elk illegally in Colorado totaled more than \$14,400.
- A father and son who used illegally obtained resident tags to hunt deer in Nebraska paid Federal and State fines and restitution totaling more than \$10,000. They will each spend three years on probation while banned from hunting, fishing, and trapping.
- Service efforts to police migratory game bird hunting in Louisiana secured more than \$7,000 in penalties from three men who pleaded guilty to placing bait during a waterfowl hunt.
- Service and State officers in North Dakota caught three out-of-state hunters, who ignored waterfowl possession limits, taking 197 ducks and 30 geese. The trio paid more than \$10,000 in fines and restitution.

Combating Global Wildlife Trafficking

The United States is one of the world's largest markets for wildlife and wildlife products. Global trafficking remains a significant threat to thousands of 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 wildlife habitat by preventing the importation 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 international training programs are presented in the "Building Enforcement Partnerships" section.

FY 2003 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 2003 (including a representative sampling of significant or unusual seizures) appear below.

- A settlement agreement with a major express mail company using Anchorage as a hub resulted in the payment of \$207,000 in penalties for 76 import/export violations and secured operational changes that have improved the company's compliance record.
- Over the course of the year, Service staff in Anchorage intercepted eight shipments of reptiles that had been declared as "toys," "gifts," or "personal goods." Controlled deliveries were arranged in various parts of the country, and multiple investigations were launched.
- A U.S. businessman with an extensive violation history paid a \$6,000 civil penalty for unlawfully exporting reticulated python leather goods from Anchorage without the required CITES permits.
- Inspectors at Los Angeles International Airport stopped a man who was smuggling 16 live CITES-protected birds from Vietnam worth more than \$3,500. The birds, which were concealed in socks and badminton birdie tubes in the man's suitcase, were destined for a pet store in the city's Chinatown.

- Inspectors in Los Angeles detected numerous violations involving the importation of live CITES-listed corals collected from Indo-Pacific reefs. Commercial importations of live CITES coral accounted for about 35 percent of the live wildlife trade at this port of entry.
- A commercial importer of traditional Chinese medicines who was prosecuted for wildlife violations in 1995 and 1998 again ran afoul of the law. In March 2003, wildlife inspectors in San Francisco seized multiple medicinal products made from seal and other protected species from a seven-parcel shipment imported by the Oakland businessman.
- Another medicinal seizure in San Francisco involved the unlawful importation of \$15,000 worth of bear bile smuggled into the country packaged as cigarettes. Inspectors also intercepted a shipment of 50 vials of dried bear bile, which was being mailed via San Francisco to a woman in Los Angeles.
- When inspectors in Blaine, Washington, looked at a shipment of black bears coming in from Canada for use in the film industry, they discovered 166 pounds of marijuana and \$178,000 in U.S. currency concealed in a hidden compartment in one of the cages. The Service notified Customs officers, who seized the bears, drugs, and cash.
- A proactive inspection “blitz” of inbound flights from Africa led to 14 seizures of bushmeat at John F. Kennedy (JFK) International Airport in New York; one shipment contained commercial quantities of smoked rodents and other species.
- Acting on an anonymous tip, Service officers in New York foiled a woman’s attempt to smuggle 32 birds, including CITES-listed parrots, from the United States to Russia.
- Seizures at JFK International Airport included 543 pieces of carved elephant ivory; a shipment of 357 live caimans unlawfully imported from Guyana; 50 garments made from Siberian weasel; reptilian leather goods; Asian medicinals including a commercial shipment of leopard bone extract; a chess set carved from whale teeth; commercial quantities of caviar; and a variety of hunting trophies from Africa.
- Penalties paid for import/export violations at the port of New York included \$7,000 from an internationally known auction house for the unlawful importation of two pieces of art made from mandrill and mangabey hair; \$5,000 from a fashion company for lizard handbags; \$6,000 from another upscale retailer for caiman shoes; and \$4,150 from a New York caviar company.
- Commercial importations seized at the port of Newark, New Jersey, included shipments containing 2,400 pieces of coral from Indonesia; 2,219 pieces of mother of pearl jewelry from the Philippines; and 643 greeting cards from South Africa decorated with reptile skin and feathers.
- Service staff in Buffalo, New York, stopped a shipment containing 3,700 harp seal oil capsules.

- Officers working out of Buffalo and Boston caught the same individual smuggling Asian arowanas, an endangered fish, into the United States from Canada. Another subject was arrested for the same crime in Vermont.
- Contraband wildlife products seized from passengers arriving at Boston's Logan International Airport included a shahtoosh shawl, 19 sea turtle eggs, a wildebeest skull, and a raw seal hide.
- At Baltimore Washington International Airport, Service monitoring of flights from Africa resulted in the seizure of 40 pounds of bushmeat from two passengers.
- An inspection blitz of flights from Central America, organized by Service staff in Houston, resulted in 20 seizures involving 557 sea turtle eggs. This enforcement operation also allowed Service inspectors to train other Federal inspection personnel on how to detect and deal with this type of wildlife contraband.
- Service officers in Houston stopped the unlawful importation of 22 pieces of carved elephant ivory. The ivory items were covered in a painted paper-based material and hidden in a shipment of similarly painted wooden carvings.
- Houston inspectors helped the Centers for Disease Control trace three shipments of Gambian rats identified as the source of the first-ever monkeypox outbreak in the United States.
- A man trying to smuggle 516 queen conch shells from Honduras into the United States by sea was caught at the port of Brownsville, Texas. He was fined \$2,500 and forfeited the shells.
- Wildlife inspectors in El Paso, Texas, helped coordinate the export of 45 black-footed ferrets to Mexico where this endangered species is being reintroduced into the Chihuahuan Desert.
- Service staff in El Paso alerted Mexican authorities about an illegal shipment of 2,000 caiman skins; the shipment, worth an estimated \$114,000, was seized in Mexico.
- Service seizures at the port of El Paso included a shipment of 198 pairs of boots and 292 ostrich skins; 48 elk basal antlers and antler beam portions; and a shipment of exotic reptile skin pieces.
- Inspectors in Atlanta intercepted four unlawful shipments of bushmeat arriving from Africa. Seized contraband included smoked primate carcasses and maggot-infested smoked wild rats.
- A South African national was caught smuggling \$10,000 worth of animal products for the knife industry in his baggage when he arrived in Atlanta. He was fined \$900, jailed for a night, deported, and banned from entering the United States for five years.

- The Service inspector in New Orleans seized a shipment of 138 crusted alligator skins and 14 raw alligator skins that had a declared value of more than \$7,000.
- Inspectors in North Dakota teamed with other U.S. and Canadian enforcement officers to conduct “border checks” of hunters and anglers returning from Canada. Inspection details at Portal, Dunseith, and Pembina processed more than 1,260 sportsmen and women and collected fines totaling nearly \$10,000.
- In June 2003, wildlife inspectors throughout the country mobilized to enforce the trade embargo on African rodents imposed by the Centers for Disease Control after the monkeypox outbreak. They monitored incoming shipments for contraband and alerted other inspection service counterparts, wildlife import-export license holders, the National Customs Brokers Association, airlines, and others about these trade prohibitions.

Investigative Program

The disruption of global wildlife trafficking is also, of course, a major goal of the Office of Law Enforcement’s investigative program. Efforts by Service special agents to protect global wildlife include the investigation of illegal interstate commerce in foreign fish, wildlife, and plants.

Smuggling Investigations

- A major U.S. caviar dealer who pleaded guilty to six Lacey Act felony counts was sentenced to spend 21 months in prison and fined \$400,000. Investigated for illegal trafficking in Russian and American caviar, the defendant’s company had been the largest U.S. caviar importer in recent years.
- A man who headed up three New York caviar companies pleaded guilty to four felony counts (including conspiracy, securities fraud, and caviar smuggling) and agreed to a sentence of between 57 to 71 months in prison. The man, who failed to appear in court to enter a plea in March 2001, was a fugitive until Service and FBI agents tracked him down and arrested him in October 2002.
- A Russian national who tried to smuggle more than 98 pounds of caviar worth as much as \$80,000 into Miami was convicted of smuggling and making false statements. He will serve 30 months in Federal prison.
- Service officers in New York exposed the smuggling activities of a fish importer who unlawfully brought shipments containing \$36,000 worth of live mitten crabs – an injurious species – into the United States. The man pleaded guilty to one felony Lacey Act count.
- The owner of two Florida businesses specializing in the sale of Amazonian tribal artifacts was sent to prison for 40 months for smuggling headdresses, masks, and other products made from protected species. The businessman, who must also pay \$9,425 in restitution and forfeit all seized wildlife items, pleaded guilty to three felony counts. Contraband in this

case included jaguar teeth and feathers from blue and gold macaws, red and green macaws, scarlet macaws, and great egrets.

- A man who tried to smuggle more than 200 Fly River turtles, Indian star tortoises, and monitor lizards into the United States from Singapore by express mail was sentenced in Florida to serve 37 months in prison. The defendant, who pleaded guilty to smuggling, conspiracy, and Lacey Act violations, shipped the protected reptiles in packages labeled as magazines and book samples.
- A six-month covert investigation of turtle and tortoise smuggling ended with the arrest and indictment of an Asian supplier and a Wisconsin reptile dealer. Agents were able to break up this Bangkok-based smuggling operation with help from wildlife inspectors in Anchorage, Alaska, who first detected a tortoise shipment declared as “wooden handicrafts” and who continued to intercept shipments as the case proceeded. The supplier, a Thai national, was charged with 13 felonies.
- A defendant who arranged for a Madagascan national to smuggle 27 live Madagascar tree boas, a CITES Appendix I species, into the United States was sentenced to pay \$50,000 in restitution to the National Fish and Wildlife Foundation and spend 18 months on probation. Service wildlife inspectors in Chicago discovered the boas in a courier’s luggage.
- Service agents in southern California worked on four investigations involving the smuggling of CITES-protected reptiles from Singapore and Thailand via international mail. Species involved included Indian star tortoises, green tree monitors, pancake tortoises, radiated tortoises, Burmese star tortoises, and a ploughshare tortoise. Wildlife seized in one case alone was valued at more than \$69,000. Prosecutions are pending.
- An Illinois man who imported a stone sheep trophy illegally hunted in Canada was fined \$10,000 and ordered to pay \$20,000 in restitution. He must also forfeit the trophy (valued at \$20,000) along with the \$3,000 rifle and scope used in the illegal hunt.
- Agents in Texas secured the abandonment of more than \$20,000 worth of shark parts, including numerous sets of jaws and teeth, unlawfully imported from Australia.
- In San Antonio, Texas, agents uncovered a boot smuggling conspiracy involving brokers, boot dealers, and a boot store in Atlanta. The boots, assembled in Mexico, were made from ostrich, caiman, python, and cobra skin.
- A rancher in Alaska who unlawfully imported 21 endangered wood bison from Canada for use in a commercial hunting operation was fined \$10,000; the animals were donated to a public wildlife exhibition facility in Portage, Alaska.
- A man in Hawaii was convicted of smuggling and selling CITES Appendix I orchids from Borneo. Plants involved in the case included one of the world’s rarest species – a type of lady slipper orchid found only in one national park in Borneo.

- Service special agents and U.S. Agriculture officers in Washington State caught a plant dealer smuggling 291 CITES Appendix II orchids across the U.S.-Canadian border.
- Two subjects in Florida pleaded guilty in connection with the smuggling and interstate sale of two leopard skins, which were shipped to the United States via express mail.

Interstate Trafficking of Global Species

- The prosecution phase of Operation Snow Plow, a multi-State undercover investigation into the illegal commercialization of endangered big cat species, continued in FY 2003. The principal defendant stood trial in Chicago for brokering the sale of 18 tigers and leopards, which were killed for their meat, hides, and mounts. He was found guilty of conspiracy and 17 wildlife counts.
- A man in New York State who was selling big cat rugs and mounts on the internet and forging permits pleaded guilty to unlawful interstate sale of protected wildlife. Contraband seized in the case included a snow leopard blanket and tiger rug (which were sold to an undercover agent for \$25,000), three tiger skins, a baby tiger mount, a jaguar mount, an ocelot mount, and a jaguar head mount.
- Agents seized six mounted hawksbill sea turtles and more than 100 pieces of sea turtle jewelry when they executed a search warrant at a Florida nail salon. The owner of the business, who was selling the items in interstate commerce, admitted that she had arranged to smuggle them out of Vietnam by bribing officials there.

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 2003 Accomplishments

- In FY 2003, Service wildlife inspectors processed 138,618 wildlife shipments with a declared value of more than \$1.5 billion. They handled 12 percent more shipments than the previous year while operating at essentially the same staffing levels.
- 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 35,880 shipments, remained the Nation's busiest port of entry for wildlife trade. Inspectors at John F. Kennedy International Airport in New York handled 28,338 shipments while their counterparts in Newark processed 7,542.
- Los Angeles was the second busiest port of entry for wildlife imports and exports. The 21,170 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.

- Wildlife trade entering the country via Anchorage boomed in FY 2003; the 11,963 shipments processed at that location made it the third busiest designated port for wildlife imports and exports.
- The Office of Law Enforcement launched a new internet-based system for declaring wildlife imports and exports. Use of “eDecs” speeds the clearance process and facilitates communication between Service wildlife inspectors and import/export customers. Inspectors can catch problems with shipments before they arrive and work with businesses to correct errors and expedite clearance.
- On-line billing and payment options for inspection fees were made available to commercial importers and exporters.
- Service wildlife inspectors at airports, ocean ports, and border ports helped individual businesses and brokers identify and resolve problems that were impeding trade. Inspection staff in New York, Boston, El Paso, Denver, and at many other Service port locations 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.
- The Office of Law Enforcement made increased use of public bulletins to improve communication with import/export “customers” and help businesses comply with wildlife import/export laws. In FY 2003, 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:
 - An emergency ban on the importation of African rodents to protect Americans from the monkeypox virus.
 - New trade restrictions on queen conch.
 - A ban on wildlife imports from Paraguay.
 - New species listings and permit requirements.
- The Office of Law Enforcement and the Canadian Wildlife Service established procedures that allow Canadian aboriginals to bring eagle items into and out of the United States for religious and cultural use. No legal mechanism previously existed to accommodate cross-border movement of personally owned eagle items.
- The Office of Law Enforcement teamed with other Service programs to launch a new permits portal on the web, providing “one stop shopping” to those who need permits for wildlife-related activities. Customers include big game hunters bringing trophies home, zoos importing endangered species for public display, and businesses dealing in products made from regulated wildlife.
- 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”).

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 to combat threats to species in the wild. Effective management requires strategic planning; linkage of goals, performance, and budget; and a sustained commitment to building a modern and professional law enforcement program.

The Office of Law Enforcement strives to field a workforce that is empowered with a clear sense of purpose, focused on meeting specific mission-oriented goals, and equipped with the skills and resources needed to make a difference for wildlife. These efforts include:

- Implementing the Secretary of the Interior's law enforcement reforms;
- Developing and maintaining a professional corps of officers who can meet the challenges of wildlife law enforcement; and
- Achieving the President's Management Agenda.

FY 2003 Accomplishments

Reforming Law Enforcement

- On October 1, 2004, the Office of Law Enforcement reorganized so that all officers and their supervisors report directly to law enforcement officials. This structure ensures independent oversight of criminal investigations and facilitates nationally coordinated efforts to address Service conservation goals.
- A new Professional Responsibility Unit was created to investigate complaints involving Service officers.
- The Office of Law Enforcement also
 - Detailed an agent to the Interior Department's Office of Law Enforcement and Security (OLES) to help standardize law enforcement training.
 - Implemented a duty agent and serious incident reporting system to facilitate communication in emergency situations.
 - Worked with OLES and other Interior law enforcement bureaus to plan a department-wide central records system.

Strengthening the "Thin Green Line"

- 25 new special agents finished basic training and reported to their first duty stations, bringing the agent workforce to its highest staffing level since the mid-1990s.

- The Office of Law Enforcement updated its Field Training and Evaluation Program to provide better on-the-job guidance for rookie agents.
- A comprehensive course on conducting undercover operations was offered for the first time in 10 years; 17 agents completed this training, expanding the number of Service officers who are prepared to undertake this type of investigative work.
- Service Law Enforcement made progress in enhancing its technical investigative resources by training 24 agents in this area and acquiring a state-of-the-art surveillance van for use in wildlife crime investigations.
- Efforts to address officer safety and preparedness included in-service training for special agents that focused on physical and mental conditioning and a course for firearms instructors on operating in low light.
- The Office of Law Enforcement again offered expanded basic training for wildlife inspectors. This program now includes broader coverage of basic enforcement skills and more “real world” exercises.
- At in-service training, wildlife inspectors honed skills for identifying injurious species and received an update on new DNA analysis techniques that are available to support their enforcement efforts.

Meeting the President’s Management Goals

- The Office of Law Enforcement developed and implemented an automated Field Activity Report System to track the amount of time that employees spend on specific duties. This system provides detailed information on investigations, inspections, and other core job activities for use in budget formulation, resource management, and strategic planning.
- In September 2003, the Office of Law Enforcement established Strategic and Workforce Planning Groups and commissioned them to develop a strategic plan for the law enforcement program and identify solutions to workforce issues. These efforts will better position Service Law Enforcement to protect U.S. and global wildlife resources.
- The public gained access to new “e-Government” services for importing and exporting wildlife, including on-line capabilities for declaring shipments and paying inspection fees.

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, cross-training, and emergency response.

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 2003 Accomplishments

Federal Partnerships

- Cooperative case work in FY 2003 included joint investigations with officers from the Service's National Wildlife Refuge System, the Environmental Protection Agency, the U.S. Department of Agriculture, the National Park Service, the Bureau of Indian Affairs, the Department of Homeland Security (including Customs and Border Protection and Immigration and Customs Enforcement), the FBI, and the Bureau of Alcohol, Tobacco and Firearms. Many of these investigations are featured in the "Protecting America's Wildlife" and "Combating Global Wildlife Trafficking" sections of this report.
- In June 2003, the Service, the Centers for Disease Control and Prevention, and the Food and Drug Administration mobilized to respond to a potential human health crisis after an outbreak of monkeypox was reported in the Midwest. Service staff helped trace the disease to a wildlife shipment; took the lead in enforcing the resulting embargo on the importation of African rodents; and served on the interagency team convened to address health-related wildlife trade issues.
- Agents teamed with refuge staff and law enforcement authorities in Puerto Rico to provide security for the transfer of land on Vieques Island from the Navy to the National Wildlife Refuge System. Additional agents were deployed to help keep the peace after rioting and vandalism broke out. The Service worked with the FBI, U.S. Marshals Service, and Puerto Rico Commonwealth police to investigate these crimes and arrest those responsible.
- Service Law Enforcement teamed with FedEx Express, the American Zoo and Aquarium Association, the U.S. Navy, and local police to transport six polar bears from Puerto Rico to three mainland U.S. zoos. The animals, which had been seized from a traveling circus for permit violations, were in need of shelter and veterinary care.

- Service Law Enforcement expanded efforts to provide “cross-training” to officers from other Federal inspection service agencies whose assistance is vital to policing wildlife trade at the Nation’s airports, ocean ports, and border crossings. More than 4,000 new Customs and Border Protection inspectors received instruction on wildlife import/export laws and regulations in FY 2003 – four times as many as were trained the previous year.
- Service wildlife inspectors conducted training for their counterparts from Customs and Border Protection and “legacy” Agriculture at ports of entry throughout the country. These efforts included programs at border crossings in Maine, Vermont, Texas, and Arizona.
- Special agents in Florida continued to count on the U.S. Coast Guard for assistance with enforcing boat speed limits in manatee protection zones. Coast Guard officers issued more than 280 citations for speed zone offenses.
- Service Law Enforcement in the Rocky Mountain region conducted proactive back-country patrols with the U.S. Forest Service, National Park Service, and State counterparts to protect grizzly bears, wolves, and other species from unlawful take.

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 sustained its longstanding partnership with the States in the area of migratory game bird hunting enforcement. In North Texas, for example, Service agents and State game wardens teamed to police historic hunting areas during the dove season; one weekend’s work documented three baited fields and resulted in the assessment of more than \$18,000 in State and Federal fines.
- In Oklahoma, special agents and State game wardens conducted oil field inspections to identify hazards to migratory birds.
- In Arkansas, work continued with multiple State agencies, including the Arkansas Game and Fish Commission, to assess environmental impacts of oil production facilities and secure voluntary remedial action from the industry.
- Other examples of joint Service/State wildlife enforcement operations included a cooperative enforcement detail with the Massachusetts Environmental Police at a major multi-day antiques show; seasonal patrols with South Dakota conservation officers to protect least tern and piping plover nesting areas; work with the Tennessee Environmental Task Force to address wildlife poisoning problems; and creation of an interagency team (including Arizona Game and Fish enforcement officers) to look at habitat issues affecting the cactus ferruginous pigmy owl.

- Service officers in the Northeast provided “refresher” training on migratory game bird identification and Federal hunting regulations to State counterparts in New York and Vermont.
- For the first time ever, Service Law Enforcement provided instructors to teach new officers at the Maine Warden Service Academy. Agents covered the basics of the Migratory Bird Treaty Act for the State’s new wardens.
- Training on Federal wildlife laws was provided to new State wildlife officers in Virginia.
- Agents in Florida taught Federal wildlife laws to two classes of recruits at the Florida Fish and Wildlife Conservation Commission training academy and provided training on Migratory Bird Treaty Act enforcement to more than 70 of the Commission’s field officers and supervisors.
- Training programs provided to State conservation officers in the Rocky Mountain and Great Plains States covered Federal wildlife laws, investigative techniques and procedures, case management, firearms skills, and survival strategies.

Tribal Partnerships

- Investigative work with tribes included cases involving the unlawful take of trophy animals from lands belonging to the White Mountain and San Carlos Apache Reservations in the Southwest and illegal big game hunting on the Fort Hall Reservation in Idaho.
- The Office of Law Enforcement’s on-going training partnership with the Native American Fish and Wildlife Society continued to help tribes protect their natural resources. The 6th annual Native American Wildlife Officer basic training program, presented in Billings, Montana, in April 2003, attracted 39 officers representing 18 tribes and nine States, bringing the total number of officers that have completed this training to nearly 600.
- The Service teamed with the Native American Fish and Wildlife Society to conduct firearms qualification training in South Dakota for 24 officers from eight tribes.
- In the Southwest, Service agents provided training on Federal wildlife laws to tribal conservation officers with the Navajo Nation, the Jircarilla-Apache, the Laguna-Pueblo, the Mescalero-Apache, and the Pueblo of Acoma.
- Agents in the Northeast provided two days of wildlife law enforcement training to tribal game wardens in Maine. Students worked for the Pennobscott Nation and the Passamaquoddy and Narraganset tribes.
- Service officers conducted firearms training for Native American conservation officers attending the annual northeast regional meeting of the Native American Fish and Wildlife Society in Akwesasne, New York.

- Service Law Enforcement returned over \$400,000 worth of Native American items of cultural and religious significance to eight southwestern tribes. The items were seized during an undercover investigation of the illegal trade in Native American artifacts that resulted in the successful prosecution of three high-profile art dealers.
- The National Eagle Repository filled 1,699 orders from Native Americans for eagles and eagle parts for religious use; 1,175 of these orders were for whole bird carcasses.

International Partnerships

- As the primary entity responsible for enforcing the CITES treaty in the United States, Service Law Enforcement worked closely with counterparts in other countries to address issues involving global wildlife trade. Enforcement partnerships were also sustained with Canada and Mexico through the North American Wildlife Enforcement Group.
- A senior wildlife inspector helped conduct a CITES training program in Saint Lucia for CITES member nations from the Caribbean region. Law Enforcement presentations covered smuggling case examples, detection of document fraud, and property disposition.
- In September 2003, two Service special agents taught portions of an Asian regional training course on conducting wildlife crime investigations, which was presented in association with the International Law Enforcement Academy, Bangkok; the Wildlife Conservation Society; and WildAid. Held in Thailand, the two-week course drew participants from Cambodia, China, Indonesia, Malaysia, the Philippines, Singapore, Thailand, and Vietnam.
- In June 2003, a team of Service special agents and forensic scientists provided wildlife investigative training to 29 officers from six African countries at the International Law Enforcement Academy in Gaborone, Botswana. The training program covered endangered species laws and CITES, intelligence gathering, crime scene processing, surveillance, undercover operations, interviewing and raid planning, and preparing cases for court.
- Service Law Enforcement staff participated in a North American plant protection workshop sponsored by the North American Wildlife Enforcement Group. Held in Mexico, the workshop reviewed international and national protections for plants and focused on helping U.S., Mexican, and Canadian officers improve their plant identification skills for species of global and regional concern.
- During 2003, Service special agents continued to serve as instructors for two ongoing wildlife law enforcement training programs sponsored by the U.S. Agency for International Development. Efforts included conducting anti-poaching and marine resource protection training in Tanzania and presenting a wildlife law enforcement course for officers at the Galapagos National Park and Marine Reserve in Ecuador.
- Service wildlife inspectors in El Paso, Texas, conducted a CITES enforcement training program for PROFEPA border inspection officers working in Ciudad Juarez and Chihuahua.

Instruction on identifying species common in the U.S./Mexico wildlife trade was also provided.

- A Service special agent based in Hawaii served as an instructor for a marine enforcement training workshop held in Pohnpei, Federated States of Micronesia. The training program, which was sponsored by WildAid, was designed to help Pohnpei State officers improve safeguards for marine resources in newly designated protected areas in what is currently a relatively healthy coral reef ecosystem.
- Service Law Enforcement officials participated in a transboundary law enforcement workshop sponsored by the Commission on Environmental Cooperation (a North American natural resource protection partnership). The workshop looked at such issues as mutual legal assistance, exchange of investigative data, and trilateral enforcement priorities.
- In December 2002, senior Service enforcement officers participated in the 1st South American Conference about the Illegal Trade of Wild Fauna, which was held in Brasilia. The conference, which was organized by REDESUL (the South American Network for Combating the Illegal Trade of Wild Fauna) and sponsored by the Brazilian Federal Police, attracted more than 60 attendees from enforcement agencies and non-profit wildlife conservation groups from Brazil, Colombia, Ecuador, Paraguay, and Uruguay.
- Service officers helped conduct a seminar on combating wildlife trafficking for more than 40 representatives from local, State, and Federal law enforcement agencies in Brazil.
- The Service worked with wildlife authorities in Brazil to arrange the return of an extremely rare Spix's macaw, which was probably smuggled into the United States years ago. The bird, which was turned over to the Service by an individual who had kept it as a pet, belongs to a species believed to be extinct in the wild and will be used in a captive breeding project in Brazil.

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 target 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 regulated 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 partnership and outreach support Service efforts to protect U.S. wildlife resources, stem global wildlife trafficking, and facilitate legal wildlife trade.

FY 2003 Accomplishments

- Law Enforcement staff and Migratory Bird Program representatives began working with the Avian Power Line Interaction Committee to develop new voluntary guidelines to protect birds from power line electrocutions and collisions.
- Service agents participated in the Arizona Utilities Workshop for Wildlife Protection. Officers and power company representatives discussed stewardship responsibilities, reviewed construction designs and standards that prevent bird electrocutions, and agreed to establish an Avian Protection Committee for Arizona to promote self-reporting of bird fatalities and voluntary retrofitting of problematic power equipment.
- Law Enforcement staff met with the Board of Directors of the Colorado Rural Electric Association to explain legal issues involved in raptor electrocutions and improve compliance guidance available to utilities in the State.
- A special agent addressed avian electrocution issues at a meeting of the Avian Power Line Interaction Committee in Kansas City, Missouri; 90 utility company representatives were in attendance.
- Service efforts to help energy companies and Federal and State agencies minimize impacts from land-based wind turbines resulted in the issuance of voluntary interim guidelines for the industry.
- The Service worked with the National Fish and Wildlife Foundation to develop an outreach campaign to inform veterinarians and owners of livestock and pets about the linkage between

wildlife mortalities, the use of sodium pentobarbital as a euthanasia agent, and the improper disposal of euthanized carcasses.

- Agents in Wyoming taught grizzly bear safety classes at the American Outdoors Inc. Confluence Convention in Denver; the Wyoming Outfitters and Guides spring convention in Dubois; and the annual meeting of the Yellowstone National Park outfitters. The training focused on ways to prevent bear/human interactions and reduce self-defense shootings of this protected species.
- Service agents in Indiana and Illinois teamed with State counterparts to educate the public about wolves and the protected status of the species. During 2003, the animals were spotted in both States for the first time in over 100 years; two were shot in separate incidents.
- Agents in New York briefed members of the Nature Conservancy Stewardship (a group tasked with monitoring Long Island's piping plover population) on reporting take and preserving evidence.
- Law Enforcement staff participated in a piping plover conference in Massachusetts, where they reviewed enforcement issues and encouraged community outreach efforts.
- Agents in the Phoenix metropolitan area worked with community officials, bird rehabilitators, developers, and others to find ways to protect burrowing owls and their habitat.
- In New York, Service special agents and New York Department of Environmental Conservation officials met with representatives from Amtrak, Metro North, and CSX to discuss ways to prevent collisions between eagles and high-speed trains – a growing problem in the State.
- Service officers in Virginia met with 100 leaders of the Virginia Farm Bureau to discuss Federal protections for eagles, black vultures, and other birds of prey; issues addressed included illegal pesticide use, pole trapping, and legal ways to deal with depredation.
- A Service presentation at the annual meeting of a Kansas auctioneers association focused on explaining Federal laws governing the sale of wildlife.
- An outreach presentation at a meeting of the North Dakota Taxidermists Association covered regulatory requirements involving migratory birds and wildlife import/export issues.
- A Law Enforcement presentation at a meeting of some 60 tribal leaders in the Southeast looked at issues involving Native Americans and migratory birds.
- Service Law Enforcement issued a public bulletin explaining new procedures for the cross-border transport of eagle items by Canadian Indian peoples. Detailed factsheets were also developed to help both U.S. Native Americans and their Canadian counterparts understand

the requirements for traveling in and out of the United States with eagle items for religious use.

- A wildlife inspector in North Dakota appeared on two programs aired by Native American radio stations to explain rules affecting the cross-border transport of eagle feathers.
- In Tennessee, a Service special agent appeared on a radio talk show to review Federal regulations for hunting migratory game birds.
- Law Enforcement staff in Mississippi used the television program “Mississippi Outdoors” to spotlight enforcement issues related to dove and waterfowl hunting.
- At the invitation of the National Association for the Specialty Food Trade, the Service participated as an educational exhibitor at the 2003 East Coast Fancy Food Show. Service representatives discussed Federal laws and regulations governing the commercial importation of wildlife foods such as sturgeon caviar and queen conch meat.
- Service International Affairs and Law Enforcement staff began working with the Wildlife Conservation Society, the International Fund for Animal Welfare, and WildAid to develop a formal conservation curriculum for U.S. schools of acupuncture on protecting plants and animals used in traditional Chinese medicine.
- Law Enforcement staff in Richmond, Virginia, undertook outreach efforts to inform Asian-American communities in the State about prohibitions on the importation and sale of traditional medicines labeled as containing rhino or tiger.
- A series of outreach meetings with the Saipan Garment Manufacturing Association and the Chinese Development Association, which were designed to inform Chinese workers coming to Saipan about restrictions on wildlife imports, helped reduce the number of illegal Asian medicinals seized at this port of entry by over 50 percent.
- Outbound compliance briefings for bear hunters leaving from Anchorage to pursue their sport in the Russian Far East helped ensure their smooth and legal re-entry when they returned to the United States with their hunting trophies. Only one of the 76 hunters briefed by Service wildlife inspectors was cited for an import violation.
- Law Enforcement representatives staffed an outreach booth at the Safari Club International’s annual convention to explain declaration and permit requirements for importing and exporting big game trophies.
- Service officers in Texas met with a Mexican organization of landowners, outfitters, and hunters to review new requirements affecting the importation of hunting trophies.
- The Service and World Wildlife Fund/Traffic North America produced an outreach brochure to promote conservation awareness among tourists visiting the Caribbean. This product,

which encourages travelers to check wildlife protection laws before buying wildlife souvenirs, is available in both English and Spanish.

- “Buyer beware” guidance for U.S. citizens traveling overseas was updated and posted on the Law Enforcement web site to help Americans obey wildlife trade laws.
- This updated “buyer beware” guidance was translated into seven languages (Spanish, Russian, French, German, Chinese, Japanese, and Vietnamese) and made available via the internet to assist foreign visitors and non-English speaking residents in complying with U.S. laws and regulations.
- Wildlife inspection staff in Chicago provided guidelines on wildlife trade restrictions of concern to business travelers and tourists visiting from Japan.
- The National Wildlife Property Repository responded to 82 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.

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 2003 Accomplishments

- Laboratory scientists worked on 499 cases involving the analysis of 5,764 pieces of evidence.
- Forensics specialists testified as expert witnesses in wildlife crime cases that went to trial on 11 different occasions.
- Both the genetics and morphology standards collections were expanded. Over 1,900 tissue samples from 864 species were added to the tissue archive for use as reference standards for DNA and other analyses. Laboratory morphologists added 197 specimens to their standards collection, improving coverage of mammals, birds, amphibians, and reptiles.
- Laboratory staff responded to 17 crime scenes, providing on-site assistance to Service special agents in looking for and collecting evidence.
- The Chemistry Unit retrofitted the Laboratory's high performance liquid chromatography instrumentation so that it operates at a significantly lower solvent flow rate. This work will ensure continued access to this vital tool for detecting carbamate pesticides while reducing costs associated with solvent purchases and waste disposal.
- A novel taggant system for marking wildlife for use in investigations is now available to Service special agents.
- Morphologists used a newly acquired three-dimensional laser scanner to develop a three-dimensional image database of 26 bald eagle ulnas. This new capability will allow species

identification analyses to be conducted without repeated physical handling of items in the standards collection.

- Researchers in the Genetics Section expanded DNA-based “individualization” capabilities to include mule deer and white sturgeon and developed procedures for determining the geographic origin of gray wolves and such wildlife products as white sturgeon caviar and black bear gall bladders.
- The American Association of Crime Laboratory Directors recognized the Laboratory’s digital evidence examination capabilities (which include the ability to analyze audio, video, digital imagery, and computer data) as accreditable disciplines.
- Laboratory staff trained new special agents and wildlife inspectors in species identification skills. Agent basic training also included lab-taught sessions on computer seizures, crime scene investigation, firearms forensics, and lifting latent prints.
- Laboratory scientists provided forensic science and crime scene investigation training at the CITES master course in Baeza, Spain, and at the International Law Enforcement Academy in Botswana. Instruction on canid DNA species identification was provided to North American wildlife enforcement officers.
- Re-design of the Laboratory’s website improved accessibility and ease of use. The site attracted more than 2.34 million hits in FY 2003, roughly double the number from the previous year.

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 and establishes and maintains liaison with U.S. and international conservation groups.

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 2003 Accomplishments

- The Intelligence Unit completed a comprehensive analysis of U.S. commercial trade in sturgeon caviar for the period 2000 through 2002. This report examined the type, quantity, and origin of caviar imported during this period; calculated the value of the trade; and analyzed the role of the United States as a caviar consumer.

- A study of illegal sea turtle egg and meat trafficking in the United States examined past import records as well as biological and demographic data. The analysis identified main countries of export and likely routes of entry, peak times, and destinations for these contraband wildlife products.
- Progress was made in building cooperative relationships with national and international agencies to support the development of wildlife trade intelligence information. The Intelligence Unit established contacts with wildlife enforcement officers and analysts in Canada, Australia, New Zealand, China, Germany, the Netherlands, and the United Kingdom and with other U.S. Federal and State enforcement agencies.
- Liaison with the United Kingdom's National Wildlife Crime Intelligence Unit lead to the March 2003 seizure of a reptile shipment from Tanzania and the September 2003 seizure of a chameleon shipment from Uganda; both shipments transited the United Kingdom on their way to Los Angeles.
- Work with the Intelligence Division of the Canadian Wildlife Service involved the sharing of tactical and strategic intelligence about polar bear hunting and the smuggling of species that ranged from poison arrow dart frogs to Asian arowanas.
- Service intelligence analysts alerted India's Central Bureau of Investigation to the smuggling of tarantulas from that country.

Appendix A. Statistical Summary

Law Enforcement Program Facts and Figures

| | |
|--|----------------|
| FY 2003 enacted budget | \$51.6 million |
| FY 2003 end-of-year special agent force | 229 |
| FY 2003 end-of-year wildlife inspector force | 94 |
| FY 2003 investigative case load | 10,369 * |
| FY 2003 violations adjudicated | 9,432 * |

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

| | |
|--------------------------------------|---------------|
| FY 2003 wildlife imports/exports | 138,754 |
| FY 2003 value of U.S. wildlife trade | \$1.5 billion |
| One-year increase in volume of trade | 12 percent |

| | |
|-------------------------------|----|
| Number of designated ports | 14 |
| Number of other staffed ports | 17 |

FY 2003 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

** These locations operate together as one designated port.*

FY 2003 Investigative Caseload

| Statute | Cases |
|--------------------------|---------------|
| African Elephant | 63 |
| Airborne Hunting | 12 |
| Archaeological Resources | 7 |
| Conspiracy | 18 |
| Eagle Protection | 159 |
| Endangered Species | 4,684 |
| False Statements | 14 |
| Hunting on Indian Lands | 3 |
| Lacey | 1,330 |
| Marine Mammal Protection | 198 |
| Migratory Bird Stamp | 334 |
| Migratory Bird Treaty | 2,040 |
| National Wildlife Refuge | 1,015 |
| Other Federal Laws | 104 |
| Permit/License | 13 |
| Recreational | 4 |
| Rhino Tiger Labeling | 22 |
| Smuggling | 27 |
| State Laws | 238 |
| Wild Bird Conservation | 84 |
| Total | 10,369 |

* This table reflects investigative cases worked by Service special agents and wildlife inspectors during FY 2003.

Annual Violation Statistics, FY 2001– 2003

| | 2001 | 2002 | 2003 |
|--------------------------|--------------|-------------|-------------|
| No. of Violations | 9,590 | 8,970 | 9,432 |
| Fines | \$13,605,790 | \$2,923,368 | \$5,854,045 |
| Prison (years) | 56 | 99 | 65 |
| Probation (years) | 624 | 1,018 | 509 |
| Civil Penalties | \$1,156,866 | \$2,182,696 | \$9,022,633 |

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

FY 2002 – 2003 Wildlife Inspection Activity

| Port of Entry | FY 2002 Shipments | FY 2003 Shipments |
|-----------------------------|------------------------------|------------------------------|
| Designated Ports | | |
| Anchorage, AK | 6,628 | 11,963 |
| Atlanta, GA | 2,119 | 2,132 |
| Baltimore, MD | 2,722 | 3,196 |
| Boston, MA | 1,210 | 1,463 |
| Chicago, IL | 5,968 | 5,486 |
| Dallas/Fort Worth, TX | 4,179 | 4,443 |
| Honolulu, HI | 3,335 | 3,630 |
| Los Angeles, CA | 20,248 | 21,170 |
| Miami, FL | 9,622 | 9,076 |
| New Orleans, LA | 910 | 778 |
| New York, NY/Newark, NJ | 29,583 | 35,880 |
| Portland, OR | 1,081 | 1,012 |
| San Francisco, CA | 4,847 | 4,483 |
| Seattle, WA | 3,403 | 3,259 |
| Subtotal | 95,855 | 107,971 |
| Non-Designated Ports | | |
| Agana, GU | 590 | 562 |
| Blaine, WA | 1,998 | 2,285 |
| Brownsville, TX | 211 | 249 |
| Buffalo, NY | 2,315 | 2,506 |
| Champlain, NY | 599 * | 4,888 |
| Detroit, MI | 2,272 | 1,231 |
| El Paso, TX | 701 | 641 |
| Golden, CO | 445 | 470 |
| Houston, TX | 933 | 946 |
| Laredo, TX | 194 | 371 |
| Nogales, AZ | 285 | 377 |
| Pembina, ND | 2,209 | 2,316 |
| San Diego, CA | 588 | 635 |
| San Juan, PR | 15 * | 140 |
| St. Paul, MN | 1,805 | 1,244 |
| Sweetgrass, MT | 980 | 996 |
| Tampa, FL | 2,124 | 1,206 |
| Subtotal | 18,264 | 21,063 |
| Non-Staffed Ports | 9,601 | 9,720 |
| Total | 123,720 | 138,754 |

* Not staffed for entire year.

Appendix B. Laws Enforced

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

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.