



United States  
General Accounting Office  
Washington, D.C. 20548

Resources, Community, and  
Economic Development Division

B-277355

July 3, 1997

Congressional Requesters

Subject: Federal Lands: Information About Law Enforcement Activities

In response to your May 12, 1997, request, enclosure I provides information on each of the 19 questions you asked about law enforcement activities at four land management agencies: the Bureau of Land Management, the Fish and Wildlife Service, and the National Park Service within the Department of Interior and the Forest Service within the U.S. Department of Agriculture. Specifically, this report provides information on the number of employees involved in law enforcement activities, the costs associated with these activities, and the nature and extent of these activities.

We provided a draft of this report to the four agencies for their review and comment. The agencies generally agreed with the facts as presented in the report and provided several technical and editorial changes, which we incorporated into the report as appropriate.

As part of a separate request from the Chairman of the House Subcommittee on Crime, Committee on the Judiciary, GAO will be issuing a report on federal law enforcement. That report will review investigative authorities and personnel data at 32 federal organizations—including the Forest Service, the Bureau of Land Management and the Fish and Wildlife Service. When that report is issued later this month, we will forward copies to you.

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We performed our work during June 1997 in accordance with generally accepted government auditing standards. In order to respond to your needs in the time frame requested, we obtained information from each of the four agencies that was readily available at the agencies' headquarters offices; we did not contact individual field offices to gather additional data. In some cases,

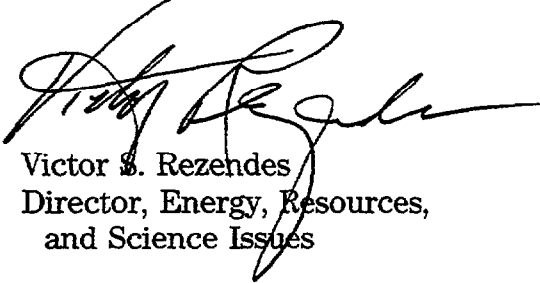
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certain data were not available at one or more of the agencies' headquarters. We did not independently verify the accuracy of the data we gathered.

As agreed with your offices, unless you publicly announce its contents earlier, we plan no further distribution of this report until 7 days from the date of this report. At that time, we will send copies of the report to the Secretaries of Agriculture and the Interior as well as the Chief of the Forest Service and the Directors of the Bureau of Land Management, the Fish and Wildlife Service, and the National Park Service. We will make copies of this report available to other interested parties upon request. Major contributors to this report include Cliff W. Fowler, Paul E. Staley, Jr., and Ned H. Woodward. If you have any questions or need additional information, please call me at (202) 512-8021.



Victor S. Rezendes  
Director, Energy, Resources,  
and Science Issues

Enclosure

B-277355

Congressional Requesters

The Honorable Don Young  
Chairman, Committee on Resources  
House of Representatives

The Honorable Helen Chenoweth  
Chairman, Subcommittee on Forests  
and Forest Health  
Committee on Resources  
House of Representatives

The Honorable James V. Hansen  
Chairman, Subcommittee on National  
Parks and Public Lands  
Committee on Resources  
House of Representatives

The Honorable Jim Saxton  
Chairman, Subcommittee on Fisheries,  
Conservation, Wildlife and Oceans  
Committee on Resources  
House of Representatives

INFORMATION ON LAW ENFORCEMENT ACTIVITIES IN THE BUREAU  
OF LAND MANAGEMENT, FISH AND WILDLIFE SERVICE,  
FOREST SERVICE, AND NATIONAL PARK SERVICE

**Introduction:** Except as noted, the following tables present information collected as of the end of fiscal year 1996. Also, within the Fish and Wildlife Service, there are two distinct law enforcement entities: (1) refuge law enforcement, which is responsible for law enforcement in refuges throughout the Fish and Wildlife Service, and (2) the Division of Law Enforcement, which is responsible for enforcing federal wildlife laws on and off of federal lands. Because of this distinction, we are reporting the two components separately. In addition, because of varying responsibilities, the data for the National Park Service are separated for law enforcement rangers and Park Police. Law enforcement rangers are responsible for law enforcement and protection activities in park units throughout the Park Service, while the Park Police are principally located in park units in and around Washington, D.C.; New York, New York; and San Francisco, California.

**Question 1: How many uniformed law enforcement officers does each agency employ?**

(For purposes of this report, "uniformed law enforcement officers" refers to law enforcement rangers and Park Police in the Park Service; law enforcement officers in the Forest Service and Bureau of Land Management (BLM); and refuge officers, wildlife inspectors, and a variety of other staff who have law enforcement as a collateral duty in the Fish and Wildlife Service. Generally, uniformed law enforcement officers perform and supervise a variety of duties that includes the protection of federal property and resources from natural or visitor-related depredation, the provision of safety and interpretive information to visitors, enforcement of laws and regulations, control of traffic and visitors' use of facilities, search and rescue operations, forest and structural fire control, and other duties.)

Table I.1: Number of Uniformed Law Enforcement Officers

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
154	481	124 <sup>a</sup>	85 <sup>b</sup>	2,107 total (1,465 permanent, 642 seasonal)	627

<sup>a</sup>124 full-time-equivalent law enforcement officers (about 650 employees have collateral law enforcement duties, of which 53 are full time.)

<sup>b</sup>These are wildlife inspectors who work with Customs and U.S. Department of Agriculture inspectors in monitoring/halting illegal trade in wildlife and processing other importations of live wildlife. They do not have the authority to make arrests or carry firearms.

**Question 2: How many special agents/investigators does each agency employ?**

(Special agents/investigators are involved in planning and conducting investigations relating to alleged or suspected violations of criminal laws. These positions require a knowledge of such items as laws of evidence, criminal investigative techniques, rules of criminal procedure, court decisions concerning the admissibility of evidence, constitutional rights, search and seizure and related issues, and other criminal investigative skills.)

Table I.2: Number of Special Agents/Investigators

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
50	154	0	241	57	18

**Question 3: What is the annual payroll for uniformed law enforcement officers in each agency? (Include overtime, compensatory time, and bonus payments.)**

Table I.3: Agencies' Annual Payroll for Uniformed Law Enforcement Officers

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
\$8,802,697	\$28,546,000	\$8,400,000 <sup>a</sup>	\$3,897,121	\$84,407,916	\$38,010,849

<sup>a</sup>This is the total cost of law enforcement in the Division of Refuges and includes payroll, support, and all other costs.

**Question 4: What is the annual payroll for special agents/investigators in each agency? (Include overtime, compensatory time, and bonus payments.)**

Table I.4: Agencies' Annual Payroll for Special Agents/Investigators

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
\$5,360,511	\$12,086,000	0	\$19,345,581	<sup>a</sup>	\$1,115,894

<sup>a</sup>Not available.

**Question 5: How many other employees does each agency have that are involved in law enforcement who are not rangers, special agents, or investigators? (Also provide the number of individuals who are clerical assistants, etc., and any employees who spend more than 25 percent of their time involved in law enforcement.)**

Table I.5: Number of Employees Other Than Uniformed Law Enforcement Offices or Special Agents/Investigators

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
15 <sup>a</sup>	79 <sup>b</sup>	<sup>c</sup>	205 <sup>a</sup>	<sup>c</sup>	150 <sup>d</sup>

<sup>a</sup>Includes administrative and support staff--not law enforcement staff.

<sup>b</sup>41 reserve law enforcement officers and 38 administrative support personnel.

<sup>c</sup>Not available

<sup>d</sup>41 guards and 109 civilians (dispatchers, physical fitness coordinator, clerical support personnel).

**Question 6: What is the annual payroll for all other law enforcement personnel in each agency? (Include overtime, compensatory time, and bonus payments.)**

Table I.6: Agencies Annual Payroll for All Other Law Enforcement Employees

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
\$545,215	\$1,745,000 <sup>b</sup>	<sup>a</sup>	\$5,657,578	<sup>a</sup>	\$4,832,603

<sup>a</sup>Not available.

<sup>b</sup>Administrative support personnel only; excludes reserve law enforcement officers.

**Question 7: How much does each agency spend in support of law enforcement personnel? (Break down these costs by airline and aircraft use; transportation of all types; training, equipment, special equipment; informant costs; office supplies; and all other costs associated with law enforcement in each of the agencies.)**

Table I.7: Annual Costs to Support Law Enforcement Personnel

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
\$3,682,385 <sup>a</sup>	\$17,687,217 <sup>b</sup>	<sup>c</sup>	\$9,068,237 <sup>d</sup>	<sup>e</sup>	\$5,678,204 <sup>f</sup>

<sup>a</sup>Includes \$122,304 for airline and aircraft costs, \$854,981 for transportation, \$106,673 for training, \$31,333 for equipment, \$52,781 for office supplies, \$34,036 for purchasing information and evidence, and \$2,480,276 for all other costs.

<sup>b</sup>Includes \$2,042,960 for travel, \$5,157,000 for support costs provided to regions and units (rent, computer use, telephone, radio dispatching services, etc.), \$4,362,000 for fleet equipment (replacement and use costs), \$2,500,000 for transfer of station costs, \$1,730,257 for equipment and supplies, \$836,000 for training, \$500,000 for settlements and workers' compensation costs, \$304,000 for headquarters assessment, \$150,000 for special equipment (research/development), \$100,000 for uniform replacement program, \$5,000 for informant costs.

<sup>c</sup>The data provided in table I.3 show that the total cost of law enforcement in the Division of Refuges is \$8,400,000, which includes all payroll, support, and other costs. (See footnote a on table I.3).

<sup>d</sup>Includes \$3,477,057 for inspection services and contracts, \$1,742,607 for supplies, \$1,552,021 for equipment, \$1,245,152 for travel, \$524,196 for communications, \$282,738 for transportation, \$101,969 for unvouchered items (including the purchase of information and evidence), \$97,037 for printing, \$25,000 for buyout, \$13,750 for construction, \$6,965 for tort claims, and \$255 for refunds including duplicative payments.

<sup>e</sup>Not available.

<sup>f</sup>Washington, D.C., office--\$4,584,307; New York field office--\$353,200; San Francisco office--\$740,697. No further breakdown provided by agency.

**Question 8: How many contracts or cooperative agreements does each agency have with other units of state and local government for them to do law enforcement work on federal lands?**

Table I.8: Number of Contracts With State and Local of Governments

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
23 <sup>a</sup>	785 cooperative agreements <sup>b</sup>	1	0	100 <sup>c</sup>	0

<sup>a</sup>These are cooperative agreements.

<sup>b</sup>Cooperative agreements are for the enforcement of state and local laws on National Forest System lands. There are 561 cooperative patrol agreements and 224 cooperative drug enforcement agreements.

<sup>c</sup>57 contracts and 43 cooperative agreements.

**Question 9: How many federal dollars are allocated for these contracts or cooperative agreements?**

Table I.9: Federal Dollars Allocated for Cooperative Agreements/Contracts

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
\$413,200 <sup>a</sup>	\$7,087,500 <sup>b</sup>	\$40,000	0	\$2,100,389 <sup>c</sup>	0

<sup>a</sup>These are cooperative agreements.

<sup>b</sup>\$5,346,500 for cooperative patrol agreements and \$1,741,000 for cooperative drug enforcement agreements.

<sup>c</sup>\$1,437,407 for contracts and \$662,982 for cooperative agreements.

**Question 10: During the past 5 years, how many cases has each agency requested the FBI to investigate, beginning with the initial infractions of the law?**

This information is not collected by the agencies. However, the FBI is rarely involved in criminal investigations among the land management agencies. For example, during the past 5 years, BLM headquarters officials could recall only about nine occasions when the FBI was involved in its investigations. According to Park Police officials, no cases have been referred to the FBI during the last 5 years.



According to law enforcement officials in the Department of the Interior, the Department enjoys an excellent working relationship with the FBI. The FBI has primary jurisdiction for a number of crimes, including organized crime, financial crime, foreign counterintelligence, civil rights, and others. The FBI, by practice, does not routinely involve itself in the types of crimes handled by land management agencies. If and when an agency requests assistance for the FBI, according to law enforcement officials in Interior, the assistance is quickly forthcoming. The Interior agencies have primary jurisdiction for the majority of federal crimes which they investigate. By common practice, all Interior agencies conduct investigations for offenses committed on lands which they administer.

**Question 11: During the past 5 years, how many cases did the FBI refuse to investigate that had been requested by the agency?**

This information is not collected by the agencies. According to headquarters officials in each of the agencies, the FBI's assistance is rarely requested. However, when assistance is requested, the FBI has rarely refused to provide it. BLM officials recalled one occasion in the last 5 years when the FBI refused assistance. None of the other three agencies could recall any occasion in the past 5 years when the FBI refused to assist in an investigation.

**Question 12: At what level in each agency is the decision made to request the assistance of the FBI?**

Headquarters officials from each of the agencies indicated that generally the decision to request the assistance of the FBI would be made at the local level. The Chief of the U.S. Park Police, however, makes this decision for the Park Police.

**Question 13: During the past 5 years, how many cases has each agency requested the Drug Enforcement Administration (DEA) to investigate, beginning with the initial infractions of the law?**

Forest Service: No information is routinely collected by the agency on referrals to DEA. However, by a memorandum of understanding, DEA has, as a general rule, deferred to the Forest Service the investigative authority for violations occurring within National Forest System lands. The Forest Service keeps DEA informed of investigations that require investigative or enforcement powers outside the boundaries of the National Forest System.

Fish and Wildlife Service: According to Fish and Wildlife Service headquarters officials, no information is available on the number of referrals to DEA. Officials believed that

there are very few referrals to DEA since drug cases are generally referred to local law enforcement authorities.

Park Service: According to Park Service headquarters officials, no information is routinely collected on the number of referrals to DEA. Officials estimated that there were 20 to 25 cases a year for the entire Park Service, and most of these were multi-jurisdictional cases that may have begun or ended far from federal land.

BLM: No information is routinely collected on referrals to DEA. However, according to BLM headquarters officials, DEA's assistance is rarely requested. During the last 5 years, officials could recall only two referrals to DEA.

DOI: According to law enforcement officials in the Department of the Interior, the Department enjoys an excellent working relationship with DEA. DEA has primary jurisdiction for major violations of controlled substance laws at interstate and international levels. DEA works with Interior agencies and state and local jurisdictions on many task forces and as a manager of national drug intelligence. DEA by practice does not routinely involve itself in the types of crimes typically found on lands administered by the Interior agencies.

**Question 14: During the past 5 years, how many cases did DEA refuse to investigate that had been requested by the agency?**

This information is not collected by the agencies. According to headquarters officials in each of the agencies, DEA rarely refuses to provide assistance if it is requested.

**Question 15: At what level in each agency is the decision made to request the assistance of DEA?**

Each of the agencies indicated that generally the decision to request the assistance of DEA would be made at the local level. The Chief of the U.S. Park Police, however, makes this decision for the Park Police.

**Question 16: What is the pay scale of nonfederal law enforcement personnel who work in local and state agencies and who are located in the same general geographical area and patrol remote or similar types of areas?**

None of the agencies maintains data on the pay scales of nonfederal law enforcement personnel. We contacted the National Sheriffs' Association and the National Association of Counties, which we thought may have collected information on this issue. These associations either did not maintain any information on nonfederal pay scales or the information was limited to only a few geographical areas. We were able to get

information from the U.S. Department of Justice, which collected 1993 data on starting salaries for entry-level law enforcement officers from 661 state and local law enforcement agencies across the nation. That information is provided in table I.10.

Table I.10: Annual Salaries of Nonfederal Law Enforcement Personnel, by State

State	Range in 1993 annual starting salaries for entry-level law enforcement officers for sampled <sup>a</sup> city, county, and state agencies
Alabama	\$18,590 to \$22,464
Alaska	\$39,354 to 42,192
Arizona	\$24,741 to 29,328
Arkansas	\$18,402 to 21,346
California	\$25,312 to \$50,244
Colorado	\$22,884 to 29,369
Connecticut	\$25,000 to 37,102
Delaware	\$27,403 to 29,080
District of Columbia	\$25,108 to 26,820
Florida	\$15,800 to 31,385
Georgia	\$17,097 to 23,796
Hawaii	\$27,240 to 29,424
Idaho	\$20,654 <sup>b</sup>
Illinois	\$24,315 to 32,802
Indiana	\$18,283 to 33,059
Iowa	\$24,252 to 29,531
Kansas	\$22,670 to 26,400
Kentucky	\$19,000 to 20,770
Louisiana	\$10,200 to 20,532
Maine	\$19,499 to 23,420
Maryland	\$22,000 to 27,454

State	Range in 1993 annual starting salaries for entry-level law enforcement officers for sampled <sup>a</sup> city, county, and state agencies
Massachusetts	\$20,805 to 29,815
Michigan	\$20,422 to 29,833
Minnesota	\$25,000 to 33,346
Mississippi	\$20,904 <sup>b</sup>
Missouri	\$18,000 to 25,985
Montana	\$21,504 to 22,325
Nebraska	\$21,489 to 31,335
Nevada	\$23,230 to 31,147
New Hampshire	\$23,700 to 27,997
New Jersey	\$15,500 to 36,876
New Mexico	\$17,855 to 20,904
New York	\$20,890 to 34,717
North Carolina	\$18,900 to 23,741
North Dakota	\$23,820 <sup>b</sup>
Ohio	\$18,188 to 33,616
Oklahoma	\$18,000 to 25,390
Oregon	\$22,076 to 32,172
Pennsylvania	\$23,500 to 30,500
Rhode Island	\$20,529 to 30,987
South Carolina	\$17,484 to 23,150
South Dakota	\$22,297 to 25,411
Tennessee	\$17,810 to 25,247
Texas	\$19,000 to 29,022
Utah	\$19,200 to 23,088
Vermont	\$18,720 <sup>b</sup>

State	Range in 1993 annual starting salaries for entry-level law enforcement officers for sampled <sup>a</sup> city, county, and state agencies
Virginia	\$19,040 to 30,723
Washington	25,682 to 37,480
West Virginia	\$20,976 to 21,659
Wisconsin	\$19,714 to 29,873
Wyoming	\$18,828 <sup>b</sup>

<sup>a</sup>661 state and local law enforcement agencies.

<sup>b</sup>Only one agency sampled.

Source: Law Enforcement Management and Administrative Statistics, 1993: Data for Individual State and Local Agencies with 100 or More Officers, Bureau of Justice Statistics, Office of Justice Programs, U.S. Department of Justice.

Table I.11: 1993 Annual Starting Salaries for Entry-Level Officers at Four Land Management Agencies

Agency	1993 annual starting salaries for entry-level law enforcement officers
BLM	\$21,089 - \$31,951
Fish & Wildlife	\$22,617 - \$28,715
Forest Service	\$23,678
Park Service	Law Enforcement Rangers: \$21,089. Park Police: \$33,067 for New York City and San Francisco, \$29,647 for Washington, D.C.

**Question 17: How many arrests are made by each agency each year and what is the breakdown by type of crime involved?**

Tables I.12 and I.13 include data on the types of offenses—not arrests—that occurred on the lands administered by the four agencies. Information on arrests is provided in tables I.14, I.15, and I.16. (An offense means that a crime has occurred. An arrest generally

means that someone has been identified as committing an offense.) The source of the data on offenses is the Department of the Interior's submission to the uniform crime report—a nationwide database of crime statistics compiled by the Department of Justice. According to law enforcement officials in the Department of the Interior, it is important to note that the crime statistics reported to the Department of Justice in the uniform crime report reflect only those crimes and incidents requested by the Department of Justice. They do not reflect the true nature of land management law enforcement, which primarily centers on resource-related crimes.

Table I.12: Number of Offenses, by Type of Crime, Calendar Years 1992-96

Year	BLM		Forest Service		Fish & Wildlife		Div. of Law Enforcement		Park Service		U.S. Park Police	
	Part I	Other than Part I	Part I	Other than Part I	Part I	Other than Part I	Part I	Other than Part I	Part I	Other than Part I	Part I	Other than Part I
1992	153	1180	a	a	38	249	b	b	5693	42019	1519	11365
1993	794	6865	a	a	364	3849	0	126	5017	62154	1435	15419
1994	646	6588	a	a	519	3722	0	173	2998	54150	1510	16494
1995	1030	7668	a	a	431	6268	0	0	4717	80602	1292	14571
1996	415	7810	a	a	744	10861	0	4900	4429	67944	1564	13038

Notes:

1. Table shows the number of offenses reported by each agency in accordance with the federal uniform crime reporting system. Arrest and disposition of offense was not consistently available for all agencies.
2. Part I offenses include homicide/manslaughter, rape, robbery, aggravated assault, burglary, larceny/theft, motor vehicle theft, and arson.
3. Other than Part I offenses include simple assault, forgery/counterfeiting, fraud, embezzlement, stolen property, vandalism, weapons, prostitution/commercialized vice, sex offenses, gambling, driving while intoxicated, drunkenness/liquor laws, drug abuse, disorderly conduct, and resource violations. Not included are incidents classified as curfews and loitering, runaways, and suspicions.

<sup>a</sup>Data from the Forest Service not accumulated as Part I and other than Part I offenses. Forest Service's data were not readily available for 1992-95. Summary data for 1996 showed 3,481 offenses involving the U.S. Code (e.g., serious misdemeanors and felonies) and 118,596 petty offenses (e.g., careless driving, discharging firearm, use of firecrackers, alcohol violations, and violating permit use).

<sup>b</sup>1992 data for the Fish and Wildlife Service not separated for the Division of Refuges and the Division of Law Enforcement.

Source: Office of the Secretary, Department of the Interior.

Table I.15: Number of Offenses in the Park Service That Were Cleared by Arrest or Exceptional Means, 1992-96

	Part I offenses		Other than Part I offenses	
	Law enforcement rangers	Park Police	Law enforcement rangers	Park Police
1992	882	291	18,824	9,515
1993	889	345	29,988	11,833
1994	786	597	22,545	12,918
1995	579	579	26,030	8,835
1996	586	436	19,720	5,906

Definitions of terms used in this table:

An arrest is a physical apprehension and detention or the issuing of a violation notice. A citation (or violation notice) is the same as making an arrest in that they both suffice to subject an individual to the criminal justice system.

"Exceptional means" indicates that an offense has been cleared (or closed) by issuing a violation notice or by a variety of other means.

Source of data and definitions: the Park Service.

Table I.16: Adjudicated Violations in the Fish and Wildlife Service-Division of Law Enforcement, Fiscal Years 1992-96

	FY 1992	FY 1993	FY 1994	FY 1995	FY 1996 <sup>a</sup>
Number of adjudicated violations <sup>b</sup>	7,168	6,642	6,679	6,074	5,334

Notes:

1. Does not include violations from the Division of Refuges.
2. According to Fish and Wildlife officials, physical arrests (physically taking a subject into custody and booking that subject) are very rare within the Division of Law Enforcement. The vast majority of adjudicated violations involve forfeiture of collateral, grand jury indictment, or information filed by a U.S. attorney. The Service does not consider a notice of violation or forfeiture of collateral to be an arrest.

<sup>a</sup>FY 1996 data are preliminary.

<sup>b</sup>Adjudicated violations are defined as any violation for which an arrest was made, charges were filed, a notice of violation was issued under a forfeiture of collateral schedule, a civil notice of violation was issued, or forfeiture or abandonment proceedings against property were initiated.

Source of data and definitions: the Fish and Wildlife Service.

**Question 18: How many complaints, both formal and informal, have been lodged against each agency's law enforcement personnel in each of the past 5 years?**

Table I.17: Number of Complaints Against Agencies' Law Enforcement Personnel, Fiscal Years 1992-96

BLM	Forest Service	Fish & Wildlife		Park Service	
		Div. of Refuges	Div. of Law Enforcement	Law enforcement rangers	U.S. Park Police
39 total	1992--0	a	a	a	132
for 1992-	1993--0				137
96	1994--7				164
	1995--16				128
	1996--9				128

<sup>a</sup>Data not available.



## ENCLOSURE I

## ENCLOSURE I

Table I.13: Combined Total of Part I and Other Than Part I Offenses at the Bureau of Land Management, Fish and Wildlife Service, and National Park Service, Calendar Years 1992-96<sup>a</sup>

	1992	1993	1994	1995	1996
<b>Part I offenses</b>					
Homicide/manslaughter	28	59	56	37	48
Rape--forced/attempted	75	77	39	58	43
Robbery	229	212	214	142	149
Aggravated assault	395	408	377	370	321
Burglary	962	911	660	983	901
Larceny/theft	5255	5264	3694	5217	5073
Motor vehicle theft	260	282	276	259	245
Arson	199	397	357	404	372
<b>Total for Part I offenses</b>	<b>7403</b>	<b>7610</b>	<b>5673</b>	<b>7470</b>	<b>7152</b>
<b>Other than Part I offenses</b>					
Simple assault	494	659	514	496	427
Forgery/counterfeiting	26	33	37	24	62
Fraud	149	129	130	114	278
Embezzlement	32	36	37	18	23
Stolen property	1246	1338	853	878	894
Vandalism	4512	7336	6738	8385	9125
Weapons	2107	3988	3761	3003	2384
Prostitution/commercialized vice	57	49	43	51	77
Sex offenses	615	813	886	677	670
Gambling	9	30	11	7	5
Driving while intoxicated	2214	2504	2736	2554	2192
Drunkenness/liquor laws	7916	1865	8778	9160	7450
Drug abuse	6224	7271	8624	8596	6606
Disorderly conduct	3251	6349	4011	3899	3207
Resource violations			415	492	548
All other offenses	25961	56013	43553	70755	70605
<b>Total for other than Part I offenses</b>	<b>54813</b>	<b>88413</b>	<b>81127</b>	<b>109109</b>	<b>104553</b>

<sup>a</sup>Data not available for the Forest Service.

Source: Office of the Secretary, Department of the Interior.

In addition to the data on offenses provided in tables I.12 and I.13, each of the Interior agencies provided additional information on arrests and citations. This information is found in tables I.14, I.15, and I.16. We made no attempt to identify or reconcile any discrepancies in the data presented in tables I.12 and I.13 with the data in tables I.14, I.15, and I.16. Furthermore, because the agencies differ about what is considered to be an arrest, we asked each agency to provide the definition it used to develop its data.

Table I.14: Arrest and Citation Information from the Bureau of Land Management, 1994-1996

Year	Clearance action	
	Citations	Arrests
1994	4,583	157
1995	4,077	178
1996	3,695	250
<b>Total</b>	<b>12,355</b>	<b>585</b>

Definitions of terms used in this table:

**Clearance action:** For law enforcement purposes, a "clearance" means that the agency has developed sufficient evidence to request a court of competent jurisdiction to formally charge an individual or individuals with the commission of a criminal act.

**Citation:** A charging instrument in a criminal case in which the defendant has an option to forfeit collateral (fine) or appear in court; the defendant is released on his or her own recognizance without being physically arrested.

**Arrest:** The defendant is physically taken into custody by an officer and transported and booked into a jail facility pending appearance before a magistrate and/or posting bail. In the case of an arrest, the charging instrument is normally a criminal complaint, information, or an indictment.

**Source of data and definitions:** the Bureau of Land Management.

**Question 19: Specifically, in what areas of law enforcement do these agencies conduct law enforcement activities and what is the statutory authorization for each one of these activities and each one of these agencies?**

Table I.18: Agencies' Areas of Law Enforcement

Law enforcement organization	Type of criminal violations investigated
Bureau of Land Management, Law Enforcement	<p>The Bureau of Land Management, Law Enforcement, is responsible for the following types of violations as they relate to the protection of the public lands, their resources, and users of federal lands administered by the Bureau: archaeological resources, wild horses and burros, recreation use fees, cave resources, fish and wildlife, National Trails use, National Wild and Scenic Rivers use, grazing, unlawful enclosures, migratory birds, endangered species, bald and golden eagles, Native American graves, oil and gas leasing, minerals leasing, hazardous materials, clean water, property theft and vandalism, coal theft, timber theft and damage, wildland arson and fire prevention, survey interference, land fraud, hazardous devices, marijuana cultivation and drug labs, subsistence hunting in Alaska, motorized and off-road vehicle use, recreation restrictions, and various other land use restrictions.</p>
U.S. Forest Service, Law Enforcement and Investigations	<p>The U.S. Forest Service, Law Enforcement and Investigations, is responsible for investigating offenses against the United States that occur within or have a nexus to the National Forest System. The types of investigations and enforcement actions in which the Forest Service is involved include the following: minor misdemeanor offenses found in Title 36 of the Code of Federal Regulations and major crimes related to National Forest System lands, facilities, and activities found in Titles 18 and 21 U.S.C.</p> <p>Investigations involve wildlife fire/arson, timber theft, theft and/or destruction of archeological resources of a historical or prehistorical nature, destruction of resources, and contract fraud. Drug enforcement investigations are performed under the authority of the National Forest System Drug Control Act of 1986, as amended, to detect and prevent the cultivation and manufacturing of marijuana on National Forest System lands. Investigations also include other environmental and wildlife crimes, illegal occupancy of National Forest System lands, theft of natural resources, and threats and assaults against Forest Service employees.</p>

Law enforcement organization	Type of criminal violations investigated
U.S. Fish and Wildlife Service, Division of Law Enforcement	The U.S. Fish and Wildlife Service is responsible for investigating violations of U.S. wildlife laws, both on and off Service lands. The Service is also responsible for offenses committed on the National Wildlife Refuge System. The Service investigates and enforces offenses on Service lands involving federal wildlife laws, environmental crimes, archeological resource protection, smuggling, visitor safety, and drug enforcement.
National Park Service	The National Park Service is responsible for investigating offenses against the United States committed within the National Park System in the absence of an investigation by any other federal law enforcement agency. The Park Service also has authority on and within roads, parks, parkways, and other federal reservations within the District of Columbia. The types of investigations in which the Park Service is involved include the Assimilated Crimes Act investigations, drug enforcement, environmental crimes, crimes against persons, and resource-related crimes, such as plant and wildlife poaching, archaeological site looting, vandalism of historic sites, and simple theft of resources.

Table I.19: Agencies' Law Enforcement Authorizations

Law enforcement organization	Authority to conduct criminal investigations <sup>a</sup>	Authority to execute search warrants <sup>a</sup>	Authority to make arrests <sup>a</sup>	Authority to carry firearms, if necessary <sup>a</sup>
Bureau of Land Management, Law Enforcement	<p>The Federal Land Policy and Management Act of 1976 (P.L. 94-579) (43 U.S.C. §1733); The Wild Free-Roaming Horses and Burros Act of 1971 (P.L. 92-195) (16 U.S.C. §1338); The Sikes Act of 1960 (P.L. 86-797) (16 U.S.C. §670j); The Land and Water Conservation Fund Act of 1965 (P.L. 88-578) (16 U.S.C. §4601-6a); The Federal Oil and Gas Royalty Management Act of 1982 (P.L. 97-451) (30 U.S.C. §1717).</p> <p><sup>b</sup>The Antiquities Act (16 U.S.C. §433); The Archaeological Resources Protection Act (16 U.S.C. §470ee); The Recreational Hunting Safety Act (16 U.S.C. §§5201, 5205); Unlawful Inclosures of Public Lands Act (43 U.S.C. §§1061, 1063); Surface Management Act of 1955 (30 U.S.C. §612); Controlled Substances Act (21 U.S.C. §1311); and others.</p>	Federal Land Policy and Management Act (43 U.S.C. §1733 (c)(1)); Wild Free-Roaming Horses and Burros Act (16 U.S.C. §1338); Sikes Act (16 U.S.C. §670j)	Federal Land Policy and Management Act (43 U.S.C. §1733 (c)(1)); Wild Free-Roaming Horses and Burros Act (16 U.S.C. §1338); Sikes Act (16 U.S.C. §670j); Land and Water Conservation Fund Act (16 U.S.C. §4601-6a)	Federal Land Policy and Management Act (43 U.S.C. §1733 (c)(1)); Sikes Act (16 U.S.C. §670j)

Law enforcement organization	Authority to conduct criminal investigations <sup>a</sup>	Authority to execute search warrants <sup>a</sup>	Authority to make arrests <sup>a</sup>	Authority to carry firearms, if necessary <sup>a</sup>
U.S. Forest Service, Law Enforcement and Investigations	16 U.S.C. §551a, 553, 559, 559c, 559d(2), 559d(5), 559f, 559g(c), 3375(b)	16 U.S.C. §559c, 1338(b), 3375(b)	16 U.S.C. §559, 559c(3), 1338(b), 3375(b)	16 U.S.C. §559, 559c, 3375(b)
U.S. Fish and Wildlife Service	Migratory Bird Treaty Act (16 U.S.C. §703-712); Endangered Species Act (16 U.S.C. §1531-1543); Lacey Act (18 U.S.C. §42, 16 U.S.C. §3371-3378); Bald Eagle Protection Act (16 U.S.C. §668-668c); Marine Mammal Protection Act (16 U.S.C. §1361-1407); National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. §668dd-668ee); Archaeological Resources Protection Act (16 U.S.C. §704aa); Wild Bird Conservation Act of 1992 (16 U.S.C. §4901); African Elephant Conservation Act (16 U.S.C. §4201-4245)	Lacey Act (16 U.S.C. §3371-3378); Endangered Species Act (16 U.S.C. §1531-1543); Marine Mammal Protection Act (16 U.S.C. §1361-1407); Migratory Bird Treaty Act (16 U.S.C. §703-712); Airborne Hunting Act (16 U.S.C. §742j-1)	Same as the authority in column 2.	Lacey Act (16 U.S.C. §3371-3378)
National Park Service	16 U.S.C. §1-a-(6); 4 D.C. Code §4-201, 4-202, 4-206, 4-207	16 U.S.C. §1-a-(6); 4 D.C. Code §4-201, 4-202, 4-206, 4-207	16 U.S.C. §1-a-(6); 4 D.C. Code §4-201; 4-202, 4-206, 4-207	16 U.S.C. §1-a-(6); 4 D.C. Code §4-201; 4-202, 4-206, 4-207

LEGEND: D.C. - District of Columbia; P.L. - Public Law; U.S.C. - United States Code; § - Section.

<sup>a</sup>These statutes address criminal law enforcement.

<sup>b</sup>In addition, BLM officials provided a list of additional authorities to conduct criminal investigations.

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