

Refuge Law Enforcement

Program Elements	FY 2005 Actual ¹	FY 2006 Enacted	FY 2007			Change From 2006 (+/-)
			Fixed Costs & Related Changes (+/-)	Program Changes (+/-)	Budget Request	
Refuge Law Enforcement	[24,290]	25,473	+283	-30	25,726	+253
<i>FTE</i>	[167]	177	-	-	177	-
Incident Management Analysis Reporting System (IMARS)	[976]	1,651	-	-1,067	584	-1,067
<i>FTE</i>	[2]	2	-	-	2	-
Total Refuge Law Enforcement	[25,266]	27,124	+283	-1,097	26,310	-814
<i>FTE</i>	[169]	179	-	-	179	-

¹Congress approved a new budget structure for the National Wildlife Refuge System beginning in FY 2006. FY 2005 funding and FTE are shown here in the new budget structure for comparison purposes only, and do not reflect actual expenditures in the new budget structure.

Summary of FY 2007 Programmatic Changes for Refuge Law Enforcement

Request Component	Amount	FTE
Programmatic Changes		
• Incident Management Analysis Reporting System (IMARS)	-1,067	-
• Program Management Savings	-30	-
TOTAL, Program Changes	-1,097	-

Justification of FY 2007 Program Changes

The FY 2007, budget request for Refuge Law Enforcement is \$26,310,000 and 179 FTE, a net program decrease of \$1,097,000 and 0 FTE from the 2006 enacted level.

Incident Management Analysis Reporting System (IMARS) (-\$1,067,000)

The 2007 President’s budget requests a reduction of -\$1,067,000 for the refuge system’s implementation of IMARS. Department-wide, the implementation of this system has been significantly delayed. In June of 2005, the Request for Proposals (RFP) was cancelled because the proposals that were submitted were not fully able to meet requirements as laid out in the RFP. The current project schedule estimates that the IMARS pilot will be implemented in late 2006 with other bureaus to be implemented by 2008.

Program Management Savings (-\$30,000) To enable the Service to address its highest priorities during constrained fiscal times, the Service proposes reducing program administrative funding by \$1,980,000. Using Activity Based Cost information and other budgetary analyses the Service anticipates achieving a savings of \$30,000 in Refuge Law Enforcement. These savings will be realized by streamlining program administrative support activities.

Performance Change Table

The Refuge Law Enforcement program does not anticipate any changes in performance due to the proposed FY 2007 program changes.

Program Overview

Refuge Law Enforcement supports the DOI Serving Communities mission through the strategic goal to safeguard lives, property, and assets. The refuge system employs a professional cadre of law enforcement officers dedicated to natural resource protection and public safety. Refuge law enforcement officers also contribute to community policing, environmental education and outreach, and other activities supporting the Service's conservation mission. Refuge law enforcement officers are routinely involved with the greater law enforcement community in cooperative efforts to combat the Nation's drug problem, address border security issues, and other challenges.

Events in recent years have highlighted the importance of law enforcement operations within the refuge system, and the Service responded by improving refuge law enforcement capabilities. Among the management improvements, the refuge system developed the Law Enforcement Assessment and Deployment Model (LEAD) as a strategic workforce plan for Refuge Law Enforcement. Developed by the International Association of Chiefs of Police, the model is applied to field data for each refuge to help estimate a rough approximate number of the "full time equivalents" of law enforcement staffing that may be appropriate to protect a refuge, its assets, resources, and borders of that size and complexity. The staffing model quantifies these needs by applying 16 workload indicators specifically tailored to the refuge system. Workload indicators include easement enforcement, endangered species protection, natural resource violations, and hunting and fishing activity.

While the refuge system continues to improve its law enforcement operations through the hiring and training of full-time officers, dual-function officers continue to play a critical role in meeting law enforcement needs. Dual-function officers dedicate 25 to 50 percent of their time to law enforcement activities and spend the balance of their time on traditional conservation and wildlife-dependent recreation programs. The refuge system will eventually replace dual-function officers with full-time officers to improve effectiveness and efficiency. This will also allow current dual-function officers to focus on their primary duties while eliminating the need for costly law enforcement training for what are essentially part-time officers. Refuges currently without full-time officers or with inadequate coverage also rely on partnerships with local, county, and State law enforcement officers and other federal agencies.

The refuge system has also instituted a "Zone System" to provide critical law enforcement planning, deployment, and support to multiple wildlife refuges with maximum efficiency through experienced officers. A Zone Officer provides refuges within his designated zone with technical assistance on law enforcement, institutes reliable record-keeping and defensible reviews, enhances training, and promotes communication and coordination with other law enforcement agencies. The refuge system implementation of the Zone System and transition to full-time law enforcement officers exemplify the strategic management of human capital within the President's Management Agenda by linking human capital strategies to organizational mission, vision, core values, goals and objectives.

Refuge Law Enforcement Program elements include:

Refuge Law Enforcement. This program element includes salaries and base funding for the Refuge Law Enforcement program. Included under the funding are zone officers, regional refuge law enforcement chiefs, full-time field officers, training, equipment, and supplies. Salaries for dual-function officers are not represented under this category, since their primary function is assigned to other NWRS subactivities.

Incident Management Analysis Reporting System (IMARS). The Refuge Law Enforcement program is working with the DOI to develop and implement the Department-wide incident reporting system - IMARS. The program will document all incidents occurring on refuges, and will be accessible at all levels

of the organization (field, region, national headquarters, and Department). It will track not only different types of crimes, but also locations, which will allow us to be proactive in crime prevention. This information is necessary to prioritize law enforcement officer needs and to deploy officers in emergencies.

2007 Program Performance Estimates

The FY 2007 budget request for Refuge Law Enforcement is \$26,310,000 and 179 FTE. The Division of Refuge Law Enforcement will continue to pursue advancement of the DOI Strategic Plan goal to “Protect lives, resources, and properties” and the Secretary’s Directives. The development of a record-keeping system, centralized hiring of officers, implementation of the deployment model, and reducing dependence on dual-function officers are ongoing priorities for the Department and the Service. Transition from a dual-function workforce continues to be a goal of the program.

The refuge system will continue to implement the DOI Incident Management, Analysis, and Reporting System (IMARS). The budget request includes \$584,000 for this Secretarial priority.

In addition, Refuge Law Enforcement program will support monitoring of approximately 31,000 easement contracts, ensuring that the terms are met on at least 97 percent of the contracts. Furthermore, the program anticipates documenting nearly 70,000 law enforcement incidents, issuing more than 9,000 violation notices, and providing border (land and water) security at refuges across the country. The program will also support the development of community policing programs including the development of policing agreements with state and local law enforcement organizations. Accomplishments for refuge law enforcement program are expected to remain static through FY 2007 given funding levels.

2006 Planned Program Performance

The refuge system will increase its use of full-time law enforcement officers by recruiting, hiring, training, and deploying an additional 10 officers (eight refuge field officers and two additional zone officers). The refuge system will deploy the officers to the following locations:

Officer type	Refuge	State
Law Enforcement Officer	Lewis and Clark	Oregon
Law Enforcement Officer	Desert	Nevada
Law Enforcement Officer	San Bernardino	Arizona
Law Enforcement Officer	Mingo	Missouri
Law Enforcement Officer	Wheeler	Alabama
Law Enforcement Officer	Assabet	Massachusetts
Law Enforcement Officer	Lee Metcalf	Montana
Law Enforcement Officer	Arctic	Alaska
Zone Officer	Nisqually	Vermont
Zone Officer	Missisquoi	Washington

The refuge system will complete needs assessments in association with the Law Enforcement Deployment Model. These assessments are based on the 16 workload factors used to create the LEAD Model and will update the model nationally.

The refuge system will establish physical fitness standards as well as medical standards for all refuge law enforcement officers as required by Federal law.

2005 Program Performance Accomplishments

Hurricane Response: Refuge law enforcement officers from across the country assisted in rescue, security, and other humanitarian efforts across the South in the wakes of Hurricanes Katrina and Rita. Following Hurricane Katrina, the Service established the Emergency Management Coordination Group. This group coordinates planning and responses to catastrophic disasters and is chaired by the Service Security and Emergency Manager on behalf of the entire Service.

The Refuge Law Enforcement program continued to implement reforms required by DOI. Supporting Secretary Norton's priorities, the refuge system further reduced its dependency on dual-function officers and increased the number of full-time law enforcement officers.

The refuge system continues to address resource and security issues taking place on refuge lands along the international borders. Activities along international borders typically affect sensitive wildlife habitats, employees and the visitors for which the refuge system is responsible for protecting.

Other FY 2005 accomplishments include:

- Completing and implementing the Law Enforcement Assessment and Deployment Model (LEAD) as a strategic workforce planning tool to help aid in determining the approximate "full time equivalents" of law enforcement staffing appropriate to protect each refuge, its visitors and employees, and its assets, resources and borders.
- Implementing Director's Order 155, which furthers the Secretary's mandate to improve law enforcement and officer safety within the Department.
 1. Funded 12 full-time field refuge officers, 8 zone officers, and a Field Training & Evaluation Program law enforcement specialist to continue to meet the refuge system's obligations for public safety, resource protection and officer safety.
 2. Continued to document and track law enforcement activities of dual-function officers as set forth in the order.
 3. Commenced development of a centralized recruitment process.
- Acting on recommendations made by the Government Accountability Office report number GAO-04-590 "*Agencies Need to Better Coordinate Their Strategies and Operations on Federal Lands*," the refuge system participated in three Border Coordination Meetings and Conferences (Northern, South Florida and Caribbean) in order to develop cooperative law enforcement with other Federal, State, and local law enforcement agencies to enhance the protection of the resources and employee and visitor safety on refuge lands.
- Graduating 25 officers from the National Resource Police Training and 42 officers from the Refuge Officer Basic School. In addition, 39 officers completed the Field Training Program, and 39 employees completed the Law Enforcement for Supervisors course.
- Implementing Secretary's Law Enforcement Measure #16 by establishing and filling the Service's National Security and Emergency Manager position within the Refuge Law Enforcement Program.

- Providing leadership and oversight of the Service’s Continuity of Operations plan. The plan identifies and assigns responsibilities necessary to secure property and ensure safety during a crisis such as a natural disaster or terrorist threat.

Performance Overview
(cost information in thousands)

Measure	2005 Plan	2005 Actual	Change from 2005 Plan	2006 Enacted	2006 Change from 2005 Actual	2007 Request	2007 Change from 2006
26.1.1 % of refuges/WMDs have law enforcement staffing comparable to the need identified in the NWRS Law Enforcement Deployment Model (BUR)	est baseline	10% 24/ 233	n/a	10% 24/ 233	0%	10% 24/ 233	0
26.1.3 # of LE field hours [excludes training, admin functions, and physical fitness time carried out during the year] (BUR)	est baseline	284,446	n/a	330,360	45,914	330,360	0
26.1.4 % of easement contracts (wetland easements, FmHA easements, etc.) are being complied with (BUR)	est baseline	98% 31,914/ 32,565	n/a	98% 31,898/ 32,678	0% -16/ 113	97% 31,610/ 32,678	-1% +288
26.1.6 # of refuge/WMDs have a community policing program in place (BUR)	est baseline	16	n/a	26	10	26	0
26.1.7 # criminal LE incidents documented (BUR)	est baseline	est baseline	n/a	70,258	n/a	69,623	-635