

**S. 2541, Shadow Wolves Enhancement Act**

As ordered reported by the Senate Committee on Homeland Security and Governmental Affairs on November 3, 2021

By Fiscal Year, Millions of Dollars	2022	2022-2026	2022-2031
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	*	1	not estimated
Statutory pay-as-you-go procedures apply?	No	<b>Mandate Effects</b>	
Increases on-budget deficits in any of the four consecutive 10-year periods beginning in 2032?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between zero and \$500,000.			

S. 2541 would authorize Immigration and Customs Enforcement (ICE) to convert officers in the Native American tactical patrol unit in the Tohono O’odham Nation, referred to as “Shadow Wolves,” to a special agent pay status after meeting certain training requirements. The bill also would require ICE to develop a strategy within 90 days to retain and recruit Shadow Wolves and expand the Shadow Wolves program. Additionally, S. 2541 would require the Government Accountability Office (GAO) to report on the effectiveness of the ICE strategy annually for three years.

There are currently eight Shadow Wolves employed by ICE, five of whom meet the training requirements for conversion to new pay status. CBO assumes officers who do not currently meet the training requirements will complete the training and all eight officers will convert to the new status within a year of eligibility. Based on those assumptions and information from the agency, CBO estimates implementing S. 2541 would cost ICE less than \$500,000 over the 2022-2026 period for training, additional salaries, and developing the recruitment strategy. Furthermore, using information about the cost of similar activities, CBO estimates the cost of producing the GAO reports would be approximately \$500,000 over the 2022-2026 period. Taken together, CBO estimates the bill would cost about \$1 million over the 2022-2026 period; such spending would be subject to the availability of appropriated funds.



On January 11, 2022, CBO transmitted a cost estimate for [H.R. 5681](#), the Shadow Wolves Enhancement Act, as ordered reported by the House Committee on Homeland Security on October 26, 2021. That bill is similar to S. 2541, as described above, and CBO's estimates for the bills are the same.

The CBO staff contact for this estimate is Lindsay Wylie. The estimate was reviewed by Leo Lex, Deputy Director of Budget Analysis.