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## VI. Making the Department More Efficient and More Responsive

**Goal: To provide law enforcement and related services and programs in which the American people have full faith and confidence and to use the taxpayers' money wisely and efficiently.**

The Department continued to push toward accomplishing the Administration's goals for improving the way Government works in people's lives. In 1996 significant progress was made in streamlining Government operations, redesigning processes, advancing state-of-the-art technologies, integrating Department activities, and providing professional and efficient service to the American public—the Department's customers. Through teamwork, technology, and training, the Department promoted organizational effectiveness and reform in many areas, including collecting debts owed the United States, ensuring integrity of services, and making Government more accessible to the public.

### Coordinating DOJ Law Enforcement Activities

Cooperation among the Department's criminal investigative components continued to reap benefits in 1996. This collaborative environment fostered a number of successful initiatives, several of which are described below.

#### *Illustrative Initiatives*

One 1996 provider of increased cost savings and efficiencies to State and local governments was the USMS Justice Prisoner and Alien Transportation System (JPATS). A merger of the former National Prisoner Transportation System operated by USMS with the aviation and scheduling programs of the INS, JPATS transported nearly 3,500 State and local prisoners in 1996. It supported State and local law enforcement agencies by coordinating the long-distance transportation of their prisoners on a "space-available" basis—saving time and money. JPATS also substantially reduced the time a U.S. Marshal must spend on prisoner transportation, from 55 percent to 5 percent.



During 1996, its first full year of operation, JPATS' performance exceeded all expectations. Prisoner and alien transportation movements totaled 189,040—a 24-percent increase over 1995 movements. JPATS played a major role in the transportation and removal of INS detainees/aliens, transporting more than 30,000 aliens in 1996—a 203-percent increase over the number of aliens transported by the INS Air Transport Branch during 1995. JPATS received the Vice President's Hammer Award for increasing efficiency and enhancing prisoner security.

The Department gave considerable attention to two important White House initiatives in 1996. The first, the Regulation Reduction Initiative, required Justice regulatory components to undertake extensive reviews to find extraneous, obsolete, or confusing regulations. As the initiative drew to a close, the Department had reduced the number of its directives by 53 percent and the number of pages by 56 percent, both exceeding Government-wide targets.

Another Executive initiative, the reinvention of Government "Blue Pages" phone listings, spearheaded by the Vice President, required agencies to convert from confusing and often unhelpful organizational listings to comprehensive, understandable, and accessible direct-help phone number listings for citizens and others who use the Government's services. Through the combined efforts of Justice headquarters and field employees, taxpayers will be able to identify and contact the offices whose services they seek.

### *JPR Reinvention Labs*

The year also saw the Justice Performance Review's (JPR's) continued oversight and direction of the highly successful JPR Reinvention Laboratory Program, which tests more effective and cost-efficient methods of providing better services or products. In 1996, the Department launched five new JPR labs on issues ranging from the electronic exchange of documents in a litigating environment to an examination of more flexible work options for employees.

One such lab that garnered much success in 1996 involved the combined efforts of the Justice Management Division (JMD) and the Department's investigative agencies. This JPR Reinvention Laboratory was created to develop joint automated booking stations (JABS). Significantly improving procedures that have remained substantially unchanged for half a century, JMD worked with FBI, DEA, USMS, BOP, and INS to develop a prototype system that facilitates the electronic collection, storage, and sharing of offender information. The JABS prototype, used to book over 2,200 offenders to date, has yielded impressive dividends. Bookings are done in one-fourth the time, the need for 5 records with 305 data elements has been reduced to 1 record with 61 elements, and the requirement for 15 sets of manual fingerprints has been reduced to 1 set of digitized prints. JABS also received the Vice President's Hammer Award.



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## *Teamwork*

Under the direction of the U.S. Attorneys locally, LECCs—Law Enforcement Coordinating Committees—continued to bring together Federal agencies, State and local prosecutors' offices, State police agencies, and local sheriffs' and police departments to enhance the effectiveness of the criminal justice system. LECCs mean teamwork—law enforcement from all levels coming together to train, share information, and work on task forces and subcommittees. Training seminars have been a most effective tool in encouraging Federal, State, and local law enforcement coordination and in assisting State and local law enforcement entities, whose budgets often do not provide for inservice training or travel to training sites. During 1996, Law Enforcement Coordinators provided training and assistance in Department priority areas, including the Weed and Seed Program, the COPS Program, and the reinvigoration of the Asset Forfeiture Program.

In border operations, several agencies have joined to help dismantle entire drug trafficking organizations. DEA's Special Operations Division (SOD) has worked closely with the FBI during the past year, enhancing its multi-agency cooperation by adding USCS personnel to the SOD staff. The addition of USCS is especially significant to the Southwest Border Project and to coordination and liaison with security personnel at POEs into the United States. Additionally, a March 25, 1996 Memorandum of Understanding between DEA and the U.S. Border Patrol covers, among other issues, intelligence sharing, drug seizures and arrests, and the assignment of INS agents to DEA offices. Another DEA collaboration is the Joint Information Coordination Center (JICC) Program, a Department of State and DEA effort to establish drug intelligence centers in host countries. JICC encourages interagency cooperation in the collection, analysis, and dissemination of drug information, and provides host countries an opportunity to check their intelligence data against EPIC databases.

Enforcement of civil rights laws along the southwest border, another Department priority, also exemplifies team effort. With leadership from the U.S. Attorney for the southern district of California, the Office of the Inspector General (OIG), the Civil Rights Division, and the FBI use a team approach to civil rights enforcement there; the OIG and FBI jointly investigate for criminal prosecution those civil rights matters involving Department employees.

In another example of teamwork, the Office of the General Counsel provided a broad array of legal services to the FBI. Examples of this support included legal advice provided to Special Agents involved in the Freeman standoff in Jordan, Montana; the arrest of a suspect in the Unabomb investigation; the collection of evidence for use in pending prosecution in the bombing of the Federal building in Oklahoma City; and the investigation of the bombing at the 1996 Summer Olympic Games in Atlanta. The FBI,



in turn, participated in an interagency working group to create uniform Department policy for using cooperating individuals and confidential informants to facilitate coordination of intelligence efforts in task force operations.

## Collecting Debts Due the United States

The U.S. Attorneys collected over \$1.6 billion in civil and criminal debts during 1996, or 1.6 times the amount of the 1996 U.S. Attorneys' operating budget nationwide. Over \$1 billion was collected in civil matters and cases during the year. Collections from criminal defendants sentenced to pay fines, restitutions, or special assessments as part of their convictions exceeded \$600 million. The Crime Victims Fund received more than \$529 million during 1996.

In response to requirements in the Anti-terrorism and Effective Death Penalty Act of 1996, the Attorney General issued guidelines to ensure that all plea agreements give consideration to requesting that defendants provide full restitution to all victims of all charges contained in the indictment or information.

Following a National Performance Review (NPR) recommendation, Congress authorized the Attorney General to use up to 3 percent of collected civil debts to reinvest in the administration of the Department's debt collection efforts. The Debt Collection Improvement Act of 1996, signed by the President on April 26, 1996, provides additional tools for the Department and other Federal agencies to maximize the collection of Federal debts. Included in the 1996 Omnibus Appropriations bill, the law granted the Attorney General permanent authority to use private counsel to collect civil debt in all judicial districts.

The Department used this revenue source in 1996 to reduce administrative burdens and provide needed resources for frontline "debt collectors." Accordingly, funds were allocated to components to locate debtors; contract with investigators, accountants, and statisticians to find hidden assets; fund system enhancements for civil debt collection processing and tracking activities; and support teams trained to investigate civil fraud and other financial misconduct against the United States.

In 1996, \$752 million was collected by the Civil Division or its client agencies. These recoveries were the result of victories against health care providers and defense contractors who defrauded the Government, bankrupt corporations owing money to the Government, individuals and firms who violated consumer protection statutes, corporations whose vessels polluted American waters, and persons who defaulted on student loans.

USMS reports that in the past year, the Department's Debt Collection Lab (DCL) processed 13 debt cases worth \$57 million. The DCL has found in excess of \$97 million in assets, recovering \$10.6 million to date. For each \$1 spent on investigating, \$1,534 in assets are located. The new Debt Collection Program is currently



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pending approval by the Deputy Attorney General, but promises to be an exciting way to assist the U.S. Attorneys' offices with financial investigations to help reduce the \$8 billion Department of Justice debt collection portfolio.

## Ensuring Integrity

During 1996, the Department continued to implement policies designed to ensure that its employees, particularly Department attorneys, adhere to the highest ethical standards in performing their law enforcement responsibilities. These initiatives included expanding the size of the Office of Professional Responsibility (OPR) to address allegations of misconduct against Department attorneys; conducting expedited investigations of judicial findings of attorney misconduct; pursuing integrity investigations to completion despite the resignation of the subject Department attorney; and issuing public summaries of the results of OPR investigations in appropriate cases.

These and other integrity program initiatives have gone a long way to assure both the legal community and the public at large that Department attorneys will conduct themselves in accordance with the ethical standards expected of the Department of Justice.

Onsite evaluations were conducted in 34 U.S. Attorneys' offices during 1996. In addition to satisfying regulatory and statutory requirements, the Evaluation Program provides onsite management assistance to the U.S. Attorneys and a forum for evaluators and the offices being visited to share information and innovative ideas. The program also serves as a resource for the Attorney General to see how Department law enforcement priorities are being addressed and to identify successes related to violent crime initiatives and task forces, victim assistance, health care fraud, affirmative civil enforcement, and child support recovery. Through the follow-up program, EOUSA determined that the Evaluation Program achieved a 97-percent compliance rate with recommendations made to U.S. Attorneys during 1995.

## Promoting Organizational Effectiveness

The Department worked closely with its client agencies to increase efficiency and streamline Governmental operations, continuing to upgrade technology to increase productivity. Justice component agencies also worked with each other to initiate reforms, such as the Illegal Immigration Reform and Immigrant Responsibility Act of 1996, using electronic communications technologies to speed results. The Department also recognized the power of the Internet. Its ability to provide information to the public about the Department and its resources has prompted many components to establish their own homepages.



Reorganization and streamlining efforts by Department agencies have resulted in reduced layers of management, “reinvented” customer service organizations, and self-directed and multifunctional customer service teams, with decisionmaking shifted to district or field offices. One example of the change is the COPS program. From the beginning, COPS set out to enhance customer service by being flexible and responsive to local agencies’ needs. Working as a team, COPS empowered its frontline employees to develop innovative solutions to problems. This approach has resulted in streamlined grant application processes.

Through resource enhancements, personnel shifts, and process changes, INS reduced the average processing time nationwide of naturalization applications—from filing to oath or denial—to 6 months or less. INS processed an unprecedented 1.3 million naturalization cases, a 166-percent increase over FY 1995.

### *Increasing Access to Government*

The Office of Policy Development (OPD) led the Department’s efforts to improve access to Government information and establish new mechanisms for accountability. This work helped narrow the circumstances under which the Department will defend an agency’s decision to withhold information; instituted an “expedited access” policy for media-related Freedom of Information Act (FOIA) requests; made aggressive use of affirmative disclosures through informal channels whenever possible; and made timely and efficient performance of FOIA responsibilities a part of the performance evaluation of all relevant DOJ employees.

As part of efforts to increase the public’s access to Government documents and assure citizens a fully accountable Government, several Justice agencies in 1996 met or exceeded goals established for the Department’s FOIA/Privacy Act (PA) Backlog Reduction Plan. In addition, the Criminal Division continued its efforts to implement a prototype FOIA/PA case-tracking system that will greatly enhance abilities to manage increasing requests.

### *Applying Technological Tools*

To increase access to its documents, EOUSA implemented a computer program called USABook Computer Legal Research (USABook). USABook allows EOUSA to put copies of all textbooks, case summaries, monographs, and model forms from a variety of sources—both inside and outside the Department—on the desktops of every attorney and paralegal in the Department.

EOUSA also completed initial programming of the new LIONS case management system, which is scheduled for installation nationwide during 1997. LIONS will provide the U.S. Attorneys with a



tool to manage their workloads more efficiently and effectively, eliminate the ad hoc systems that were developed to provide information on priority litigation, and enable the Department to obtain case-related information on a more frequent and timely basis.

EOUSA also remains at the forefront of the emerging technologies associated with “standards-based” video conferencing. Video conferencing is used by the Department for a variety of purposes, including prisoner interviews with attorneys, civil hearings, and probation and pretrial services, often from such remote locations as Hawaii. This technology reduces prisoner security risks and helps to more efficiently operate the Federal detention program. It also enables the Department to reduce travel, increase meeting attendance, extend training audiences, and provide a safer and more secure environment for certain aspects of litigation, requiring less movement of witnesses and prisoners. At present, 90 U.S. Attorneys’ sites have operational systems installed, with installation of all 208 sites expected by June 1997.

