

comprise the largest set of contract cases ever filed against the United States. In these cases, Department attorneys face plaintiffs—individuals and institutions—whose faulty business practices contributed to the original savings and loan crisis. Major advances were made in 1997 with the start of the first trial and the establishment of a centralized information center. (Discovery in these cases encompasses more than 1 billion pages of Government documents.)

Incarcerating Violent Criminals

During 1997, the U.S. Attorneys sent 5,726 violent criminals to prison. Eighty-seven (87) percent of all violent criminals who were convicted during 1997 received prison sentences. Forty-seven (47) percent were sentenced to prison for 5 years or more, with 100 violent criminals sentenced to life.

At the end of FY 1997, BOP's inmate population was 112,289, a 6.5 percent increase over last year. Of this total, 101,091 prisoners were housed in BOP facilities, and 11,198 were housed in contract community corrections and detention facilities. Through its ongoing construction and expansion program, BOP added 6,580 beds for a total rated capacity of 83,022. The overall crowding rate was reduced by 3 percentage points during FY 1997, to 122 percent.

The D.C. Revitalization Initiative, which became law as part of budget reconciliation, includes the takeover of Lorton prison by BOP before 2001. It also sets up a commission chaired by the Attorney General (delegated to the Deputy Attorney General) to study the D.C. Criminal Code in an attempt to put D.C. in compliance with truth-in-sentencing, and transfers D.C. parole jurisdiction to the U.S. Parole Commission.

The USMS prisoner population increased dramatically again in 1997 with the average daily population approximately 8 percent higher than in 1996. At the end of FY 1997, the USMS housed more than 26,500 prisoners in approximately 1,000 State, local, and Federal detention facilities throughout the country. The USMS worked diligently with State and local governments to ensure the availability of sufficient detention space for violent and repeat offenders. As a result, during FY 1997, the USMS acquired almost 850 additional guaranteed detention beds through the Cooperative Agreement Program (CAP).

OJP awarded \$468 million in FY 1997 under the Violent Offender Incarceration Grant Program to help States build or expand correctional facilities for adult and juvenile violent offenders. Of the total amount, over \$235 million was provided as an incentive to the 27 States that enacted sentencing reform to ensure that violent offenders serve longer portions of their sentences (see sidebar, "Hard Prison Time for Violent Repeat Offenders"). Awards can be used to build or expand prisons or jails to house violent offenders. These prison grants can also be used to construct or

Hard Prison Time for Violent Repeat Offenders

The Solicitor General successfully argued for interpretation of Federal sentencing laws that will ensure that violent criminals receive substantial sentences. In *United States v. LaBonte*, the Court held that the special statutory sentencing requirement for adult offenders who commit a third drug offense or violent crime requires that they be sentenced to a term at or near the maximum authorized by Congress, including all applicable sentencing enhancements, not just the period of imprisonment for the basic offense. In *United States v. Gonzalez*, the Supreme Court held that the mandatory 60-month term of imprisonment imposed on anyone convicted of carrying or using a firearm in the commission of a drug trafficking offense must run consecutively to any State sentence as well as to any Federal sentence.

enhance facilities for non-violent offenders in an effort to free up bed space for violent offenders.

At the end of FY 1997, approximately 26 percent of BOP inmates in low-, medium-, and high-security facilities were employed by Federal Prison Industries (FPI), a wholly owned Government corporation that produces goods and services for U.S. Government customers. FPI provides work opportunities that help keep inmates productively occupied and positively focused during their incarceration. It also provides marketable job skills and instills a positive work ethic, thus increasing the likelihood that ex-offenders will find and keep jobs and remain crime-free after release. In FY 1997, FPI's net sales of products and services—including clothing, bedding, eyewear, electronic equipment, furniture, data entry, and printing—reached \$512 million, compared to \$495 million and \$459 million respectively for FYs 1996 and 1995. BOP continues to take a proactive approach in other areas, such as crisis management. Training programs for its Special Operations Response Teams (SORTs), Disturbance Control Teams (DCTs), and Hostage Negotiation Teams (HNTs) enhance BOP's ability to deal with potential internal disruptions. Intensive, week long SORT maneuvers and trainings were held in each of its six regions, involving all 50 SORTs and 62 HNTs. During these exercises, wardens, associate wardens, captains, and SORT and HNT leaders received training in command and control operations during a crisis situation.

In addition, BOP/FBI joint training sessions were conducted during 1997 that allowed senior officials of both agencies to develop their capabilities to respond to a major incident calling for joint crisis resolution efforts.

Key Crime-Fighting Resources

Investigative Information Technologies

Information is a powerful weapon that directly contributes to the removal of violent criminals from America's streets. The Department's various law enforcement agencies are helping to extend U.S. expertise and the use of U.S. law enforcement technologies and standards. For example, through its facilities at Butte, Montana, and Savannah, Georgia, FBI Special Agents are able to request assistance from the Investigative Information Services Program, which in 1997 led to 1,318 arrests. Moreover, as each new fugitive is identified in an FBI office, the Savannah Information Technology Center provides leads on that wanted person. In FY 1997, 4,237 requests were processed, leading to the arrest of 43 Federal fugitives.

Innovative Crime-Fighting Strategies

Rapid Start teams—the FBI’s specially trained cadre of Special Agents and professional support personnel deployed to the field in times of major crises—were sent out 29 times during FY 1997, including to Lima, Peru, during the takeover of the Japanese ambassador’s residence and to several American cities during the manhunt for “Top Ten” fugitive Andrew Cunanan. These employees set up automated systems for tracking events, leads, and intelligence.

To help State and local agencies sustain and enhance the successful crime-fighting approach of community policing, COPS awarded \$35 million in Advancing Community Policing grants. Funding went to help 96 innovative State and local law enforcement projects overcome organizational-level obstacles and create an atmosphere for community policing to thrive. Across America, 21 Community Policing Demonstration Centers were funded to share current community policing information and model strategies with other law enforcement agencies in their geographic areas.

International Coordination

Over the last 2 decades, criminal conduct has increasingly extended beyond the borders of any one country. Because the United States and foreign prosecutors confront serious problems in investigating cases where the defendant or the evidence needed to prosecute is overseas, the Department has continued its strategy of modernizing the legal framework for international law enforcement. It has increased its participation in multilateral organizations, where it represents the United States in negotiating and developing international law enforcement policy. Working with the Council of Europe, the Organization of American States (OAS), the Organisation for Economic Co-operation and Development (OECD), and the United Nations Crime Commission, the Criminal Division—which plays an integral role in this process—coordinates all requests for extradition and evidence for criminal prosecutions, both foreign and domestic; works to obtain the custody of fugitives in the absence of formal extradition; and negotiates extradition and international and multilateral treaties. Major accomplishments in 1997 follow:

- The Department processed a steadily increasing number of requests for extradition and mutual legal assistance, and facilitated the rendering of fugitives and evidence for prosecutions both in the United States and in foreign countries. As a result, many high-profile fugitives were arrested and prosecuted.
- The Department continued to pursue an aggressive policy of negotiating and concluding bilateral law enforcement treaties. During 1997, six new extradition treaties and four new Mutual Legal Assistance Treaties (MLATs) entered into force.

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- The Department assisted the Rwanda War Crimes Tribunal and spearheaded the implementation of a mandated inter-agency strategy to combat Nigerian organized crime.
 - The Department played a prominent role in the P8's efforts to improve international cooperation in extradition, mutual legal assistance, and high-tech crime.
 - During 1997, the Criminal Division's Office of Overseas Prosecutorial Development, Assistance and Training, which provides training and assistance for prosecutors and judges in emerging democracies, conducted programs in Russia, Poland, Latvia, Haiti, Colombia, Bolivia, and Liberia.
 - The Criminal Division's International Criminal Investigative Training Assistance Program, which helps other nations develop sound civilian police organizations based on internationally recognized principles of human rights and rule of law, initiated training and development projects in South Africa, Liberia, Lebanon, and Albania, and continued ongoing projects in many other countries.
 - The FBI opened six additional Legal Attache offices as part of a congressionally approved plan to gain greater cooperation from foreign police to combat global criminal activity. The new offices were opened in Riyadh, Saudi Arabia; Warsaw, Poland; Kiev, Ukraine; Tallinn, Estonia; Pretoria, South Africa; and Buenos Aires, Argentina.
 - The USNCB, in conjunction with other U.S. law enforcement agencies, extended U.S. expertise and the use of U.S. law enforcement automation and standards during the 66th INTERPOL General Assembly, where the U.S. standard for Automated Fingerprint Information Systems was explored.

II. Supporting Law Enforcement in the Community

Goal: To provide maximum support and cooperation for America's police departments and for the communities they serve.

The Department continued to help States and local communities implement comprehensive approaches to aggressively address crime problems. Through generous grant programs, funding, training and technical assistance, and other specialized assistance, the Department's many agencies helped communities curb violent crime; keep weapons out of the hands of those who should not have access to them; change the pattern of drug use and crime that rules too many lives; and provide young people with positive alternatives to crime, gangs, and drugs. Department resources put more police on the beat and enhanced residents' accessibility to innovative, community-based crime prevention and response technologies. Local Department representatives helped to forge community-law enforcement partnerships, which continued to play a vital role in reducing crime.

The Attorney General is also committed to a vision of community justice—an approach to justice that is focused on problem-solving and strong linkages to the community. A collaborative effort of OJP's Office of the Assistant Attorney General, the Executive Office for Weed and Seed (EOWS), VAWGO, the National Institute of Justice (NIJ), and BJA, the Community Justice Initiative is committed to exploring innovative ways—including community courts, community policing, and community prosecution—in which the concept of community justice can be realized and developed to fit the needs of local jurisdictions. Eight jurisdictions are currently in the early stages of coordinating their community justice programs, including Boston, Baltimore, Indianapolis, and Sarasota. In the next year, OJP will work with the local sites as they develop models of community justice to meet their local jurisdictional needs and public safety priorities.

Putting More Police on the Beat

In FY 1997, the COPS Office awarded nearly \$1.2 billion in grants to put more than 17,500 officers on the streets, bringing the ranks of community policing officers and sheriff's deputies funded by COPS to over 65,000. Nearly half of these officers and deputies are already patrolling America's streets and actively working in partnership with their communities to reduce crime and social dis-

order. The Department is well on the way to the President's goal of putting 100,000 additional police officers on the community policing beat by the year 2000.

COPS also provided \$214 million to redeploy 5,500 officers under new COPS MORE (Making Officer Redeployment Effective) grants and to renew previous grants. With COPS MORE, local agencies receive resources to buy technology and equipment—such as laptop computers—and to hire non-sworn administrative staff. These funds allow officers to spend more time on the streets, rather than at the station filling out paperwork or engaging in administrative and clerical tasks. The Community Relations Service (CRS) provided training and community-level assistance to police departments and communities in making the transition to community-oriented policing.

The U.S. Attorneys continued to play an important role during 1997 in promoting the COPS program at the local level. Through their respective Law Enforcement Coordinators, the U.S. Attorneys brought site-specific training to police departments in their States, using Innovative Community Policing grants as the vehicle. For example:

- The Eastern District of Arkansas received \$107,521 for training geared toward both law enforcement and community members working together to solve crime and improve the quality of life for local residents.
- The District of Maryland, in conjunction with State and local police, the Maryland Police Training Commission, and Johns Hopkins University, developed the Maryland Community Policing Academy administered by the Maryland State Police, which has trained more than 500 police personnel and community members since 1995.
- Participation by the Department's Office of the Inspector General (OIG) in Crime Act-funded areas reflects the Department's ongoing commitment to effective implementation of this important Act. The OIG conducted the first substantial set of audits of grant recipients under the COPS program, and made recommendations to increase its effectiveness and to secure a greater return on taxpayer investment. In addition, the OIG reviewed the FBI's Safe Streets Task Forces to help the FBI more efficiently target its resources to fight crime.

Encouraging the Use of Locality-Based Strategies

An integral part of the Department's strategy for preventing and controlling crime is the provision of needed resources, skills, leadership, and assistance to State and local agencies to ensure an effec-

tive frontline law enforcement presence. Information sharing, intelligence, and participation in joint operations are key ingredients to this partnership.

COPS recognizes that local and State law enforcement agencies, in cooperation with those they serve, know best the solutions that will work for their communities. In FY 1997, COPS continued to provide a menu of assistance for innovative projects developed at the local level. Using the Problem-Solving Partnerships grants, policing agencies are now working with community organizations to further refine strategies that address local crime problems like street-level drug dealing, vandalism, auto theft, homicide, or burglary.

Such partnerships with communities play a vital role in reducing crime (see sidebar, "Project Exile Makes Waves"). Through task forces composed of Federal, State, and local law enforcement agents, the U.S. Attorneys in 1997 continued to forge partnerships between members of law enforcement and the communities they serve. For example, the U.S. Attorneys continued to fund local Law Enforcement Coordinating Committees (LECCs) to promote Weed and Seed programs through training and brochures. Operation Weed and Seed is a multi-agency strategy designed to "weed out" violent crime, gang activity, drug use, and drug trafficking in targeted high-crime neighborhoods by moving in with a wide range of crime and drug prevention programs and then to "seed" the target areas by restoring these neighborhoods through social and economic programs that stimulate revitalization (see sidebar, "Weed and Seed Funding at Record Level"). The FBI, under the auspices of the Weed and Seed program and in accordance with the Department's Asset Forfeiture Fund, executed \$3.2 million worth of cost reimbursement agreements with State and local law enforcement agencies for violent crime task force operations.

In addition to supporting the Weed and Seed program, Law Enforcement Coordinators also provided training and assistance to the COPS Program and to the Asset Forfeiture Program. Training seminars have been one of the most successful tools in encouraging law enforcement coordination, as they allow for the sharing of experience and expertise, investigation and prosecution techniques, and crime information. They also assist State and local law enforcement entities, whose budgets often do not provide for in-service training or travel to training sites.

In support of community leaders, DEA recently hosted a meeting of representatives from 40 of the largest civic, service, fraternal, youth service, and faith organizations in the United States to address demand reduction and legalization issues. This group represented a combined membership of nearly 55,000,000 Americans. This type of seminar, if held at the State level in each State, would optimize training effectiveness and enlist the vigorous support and collaboration of these organizations.

BJA's Local Law Enforcement Block Grants (LLEBG) Program provided \$441 million to local jurisdictions and every State and eligible territory to help underwrite projects to reduce crime and

Project Exile Makes Waves

Under "Project Exile," a locality-based strategy implemented in 1997 in Richmond, Virginia, the U.S. Attorney's Office, in conjunction with the Richmond Commonwealth Attorney's Office and Police Department and the Federal Bureau of Alcohol, Tobacco and Firearms, (ATF), began to prosecute all felons with guns. Cases are handled on an expedited basis, with the U.S. Attorney's Office taking an aggressive stance on bail and sentencing. Using funds from various sources, including local businesses, the agencies involved have publicized the project's success by purchasing advertising on billboards and painting a bus, all with the message, "An Illegal Gun Gets You 5 Years in Federal Prison." The project has resulted in a significant and sustained reduction in the number of criminals carrying weapons on the street.

Weed and Seed Funding at Record Level

TIn FY 1997, the Weed and Seed program expanded to 29 new sites, including Baltimore, Houston, and two Los Angeles neighborhoods. Together with the 84 sites already funded, 113 communities are now receiving a total of \$26.2 million in Weed and Seed funding—the largest number of funded sites in the program’s 6-year history. Weed and Seed programs enable children to work to restore their neighborhoods, enhance community policing presence, provide educational alternatives, and address community problems like curfew and truancy—bringing the community together and returning these neighborhoods to safe places to live.

improve public safety. LLEBG awards are made to States and localities according to FBI violent crime data. The largest grants went to New York City and Chicago. Local jurisdictions can use their awards for a number of law enforcement-related purposes, such as purchasing equipment, performing basic law enforcement functions, hiring police officers or paying overtime to existing officers, and implementing crime prevention measures. Funding can also be used to establish multijurisdictional task forces, prosecute violent offenders, fund drug courts, or defray the cost of indemnification insurance for law enforcement officers.

For its part, CRS continued to promote interdepartmental cooperation and create public and private sector partnerships to help reduce racial and ethnic tensions in local communities. Again in 1997, CRS’ services were regularly engaged by U.S. Attorneys seeking to reduce racial tensions within their communities. CRS also continued to support other Federal initiatives, including community-oriented policing, Operation Weed and Seed, and Pulling American Communities Together. Within the Department, CRS is partnering with OJJDP on hate crimes; with COPS on youth violence; with OVC on assistance to hate crime victims; with the Office of Tribal Justice on tribal conflict; with the FBI on hate crime response; with the Civil Rights Division (CRT) on excessive use of police force protocols; with the Environment and Natural Resources Division (ENRD) on resolution of environmental issues; and with BJA on training for law enforcement on conflict resolution and community relations.

The INS in FY 1997 established a Community Relations Officer (CRO) position in key INS field offices. Results to date show the CROs are facilitating community relations by identifying and resolving immigration-related community issues, conflicts, and concerns, in addition to educating the public on how new immigration laws will affect them. Local outreach activities focused on such topics as citizenship and concerns about day labor sites. CRS supported these efforts.

Controlling the Proliferation of Dangerous Weapons

Keeping guns out of the wrong hands begins at the point of purchase. Since its enactment in 1993, the Brady Handgun Violence Prevention Act (Brady Act) has prevented more than 250,000 felons, fugitives from justice, and persons subject to certain domestic violence restraining orders—persons prohibited from possessing firearms—from purchasing handguns from gun dealers. In FY 1997, the interim provisions of the Brady Act continued to prevent the sale of 6,600 firearms to prohibited persons each month.

Despite a ruling by the U.S. Supreme Court in June 1997 barring the Federal Government from requiring States and local authorities to conduct background checks, almost every State contin-

ues to do checks similar to those required in the Brady Act. IGA successfully negotiated agreements with the Attorneys General of Ohio and Arkansas to permit the resumption of background checks under the Brady Act. With these two agreements, almost 100 percent of Americans now live in jurisdictions where these checks are voluntarily conducted by State or local law enforcement. In more good news, the 5-day waiting period for handguns remained intact.

During 1997, the Department also made great strides in developing the National Instant Criminal Background Check System (NICS), which the Brady Act requires to be up and running by November 30, 1998. NICS, designed around existing law enforcement databases, will enable any federally licensed gun dealer to contact the system and perform an instant background check on a prospective firearms buyer.

In 1997, the Attorney General approved a detailed plan for how NICS will operate from a user's perspective. Relatedly, the Department—through the National Criminal History Improvement Program—awarded approximately \$50 million in additional grants to 48 States to enable them to upgrade the quality and automation of criminal history records, making the information they provide to NICS more accurate, accessible, and useful. The Department also convened a NICS users' conference for State representatives to learn how the system will operate and to encourage their participation in NICS checks by designating State or local points of contact responsible for doing them.

Meanwhile, the U.S. Attorneys continued to prosecute those who violate Federal firearms statutes. Firearms prosecutions focus on individuals with long criminal histories or excessively violent criminal behavior, and on those who sell firearms as gun runners. During 1997, 4,444 defendants were charged with Federal firearms violations. Ninety-five (95) percent of the defendants sentenced during the year were sent to prison. Although the average sentence was 8 years and 9 months, 594 defendants were sentenced to more than 15 years or to life. The U.S. Attorneys rely on stiff Federal penalties and the joint efforts of Federal, State, and local law enforcement to successfully prosecute firearms offenders.

Providing Specialized Law Enforcement Assistance

Sharing Resources and Forging Partnerships

The Department took several steps in FY 1997 to promote the effective management of sex offenders who are under criminal justice supervision in the community. OJP established the Center for Sex Offender Management, a collaborative effort among several Federal and quasi Federal agencies that are providing oversight to the project, and several outside organizations that are managing

the initiative. The Center is working to encourage greater collaboration between the justice system and the community, make the best use of existing resources, and share information about what works in the field.

A highly successful and innovative example of designing local strategies and providing specialized services to law enforcement agencies is the Jamul pilot community storefront operation in San Diego, which opened in 1997. This unconventional office serves as a communications hub for residents and law enforcement alike, and responds to citizen "tips" and reports of alien trafficking patterns, as well as requests for information and speaking engagements. Other functions include providing briefs to business, community and law enforcement entities on the INS' enforcement activities in eastern San Diego County.

DEA in FY 1997 also played an active role in continuing to foster innovative approaches across agencies to combat drug law enforcement. Good examples can be found in Operations "Pipeline" and "Jetway." Operation "Pipeline," a drug interdiction program operating along the highways and interstates most frequently used to transport illegal drugs, is led and implemented by the Nation's State and local law enforcement agencies, with support from the El Paso Intelligence Center (EPIC). Operation "Jetway" is a task force effort between DEA Special Agents and State and local law enforcement, with analytical support from EPIC. It operates across the Nation at airports, train stations, bus stations, package shipment facilities, United States Post Offices, and airport hotels/motels. During FY 1997, these two operations together netted seizures of \$75.6 million in currency, 8,057 kilograms of cocaine, 71 kilograms of crack cocaine, more than 120 metric tons of marijuana, 893 kilograms of methamphetamine, and 131 kilograms of heroin.

During FY 1997, the INS continued to explore ways to improve verification of status inquiries from other law enforcement entities for suspected alien criminals. Verification service was extended beyond FY 1996 coverage in Arizona, Iowa, and southern Florida, to include Nebraska, Vermont, the San Diego County California Jail, and the State-operated Institutional Hearing Program (IHP) in Huntsville, Texas.

On Technology's Leading Edge

In a major development in 1997, the FBI Laboratory became the first in the United States able to identify a specific individual as the source of an evidentiary stain through DNA analysis. This enhancement became effective on October 1, 1997. Previously, the FBI Laboratory could calculate only the statistical probability of selecting an unrelated individual with a similar DNA profile from a specific population, but it stopped short of actually identifying a particular person as the source. Working with noted population geneticists, the FBI Laboratory concluded that DNA examiners, if