
presented with sufficient DNA typing information, can now directly link an individual to an evidentiary stain.

At the core of the FBI's Criminal Justice Information Services Division's technological initiatives is the Integrated Automated Fingerprint Identification System (IAFIS)—an advanced large-scale information system that captures, stores, and retrieves fingerprint images and related data. The goal of this system is to allow electronic submission, rapid searching, and retrieval and response while an offender is still in custody. During FY 1997, the IAFIS records database was significantly expanded and was instrumental in identifying suspects who were not identified by other means. IAFIS is to become fully operational in July 1999.

The FBI is also providing a nationwide, interactive communications system known as LEO, or Law Enforcement Online, for Federal, State, and local law enforcement agencies. It provides a secure, state-of-the-art system for sharing procedures, technology, and other criminal justice information. In FY 1997, access to the system was expanded to additional personnel.

On October 3, 1996, COPS, the Baltimore Police Department, and AT&T unveiled the first 3-1-1 non-emergency number in the Nation, designed to relieve the burden on 9-1-1 and allow officers to maximize their community policing efforts while preserving their ability to respond to true emergencies. During FY 1997, the project made great progress, with calls to 9-1-1 dropping by 25 percent, abandoned calls dropping nearly 70 percent, and calls that received a recording declining 82 percent. On a national level, the Federal Communications Commission (FCC) granted a request by COPS to reserve 3-1-1 for non-emergency use on a voluntary basis across the United States.

In partnership with NIJ, COPS awarded \$4.5 million in police technology grants to 16 law enforcement agencies and private sector firms to fund the development of new technology to aid police in their problem solving. Examples include creating a device to detect concealed weapons, using the Internet to develop community partnerships, and developing a computerized gang tracking system.

Sharpening Skills Through Training

Based on the recommendations of State and local authorities attending DEA's 1996 National Methamphetamine Conference, DEA's Office of Training has produced and is preparing to distribute two training videos on methamphetamine. The first, *Methamphetamine—Trail of Violence*, is a public awareness video on the spread of methamphetamine trafficking and abuse in the United States. The second video, *Chemical Time Bombs—Clandestine Drug Laboratories*, was produced specifically for law enforcement and centers on the physical and environmental dangers of methamphetamine labs. Both videos have been distributed to law enforcement agencies across the Nation.

During FY 1997, BOP's National Institute of Corrections (NIC) continued to assist Federal, State, and local correctional agencies in improving their management, operations, programs, and services. NIC did this by providing training to 48,404 executives, managers, trainers, and specialists working in adult corrections, and to 331 juvenile justice practitioners through an interagency agreement with OJJDP. NIC also provided technical assistance in response to 477 requests from State and local adult corrections agencies in all 50 States, the District of Columbia, Puerto Rico, and American Samoa. During the fiscal year, the NIC Information Center responded to 10,500 requests for information from corrections practitioners, policymakers, judges, legislators, and others from throughout the United States and abroad.

In April 1997, OJJDP and the National Center for Missing and Exploited Children (NCMEC) opened the Jimmy Ryce Memorial Law Enforcement Training Center, which provides training on the most current practices and research in investigating missing children cases. OJJDP and NCMEC, in cooperation with the FBI's Child Abuse and Serial Killer Unit and Criminal Justice Information Services Division, developed the Center, which was authorized in the Omnibus Appropriations Act of 1996. The Center offers 2-day seminars to police chiefs and sheriffs and more intense 5-day seminars to frontline law enforcement officers who investigate missing children cases. As of November 1997, law enforcement agencies from every State had participated in at least one of the Center's programs.

Protecting America's Children

In addition to establishing an Innocent Images Project Office to coordinate all computer pornography cases, the FBI established the Crimes Against Children Office and designated agents in each field office to focus on crimes against children. Their major responsibilities include developing multidisciplinary teams from the ranks of law enforcement, prosecutors, and social service agencies to enhance the investigation and prosecution of child victim crimes. Legislation that the Office of Legislative Affairs (OLA) helped to enact in 1997 included a program coordinated by OJJDP to permit the use of official Government mail to locate and recover missing children.

In 1997, the Department initiated a major effort to address the problems of child prostitution, commercial sexual exploitation of children, and missing children—both domestically and internationally. It helped coordinate and host several programs for law enforcement authorities on these issues, including a Russian-American Conference on the International Exploitation of Women and Children. The Criminal Division continues to oversee enforcement of the Child Support Recovery Act (CSRA), provide assistance to U.S. Attorneys on the International Parental Kidnaping Act, and prosecute major purveyors of obscenity.

As part of the Attorney General's effort to protect America's children, the U.S. Attorneys have undertaken the investigation and prosecution of parents who willfully fail to pay support obligations for a child living in another State. This effort includes developing effective referral and screening procedures with State and local child support agencies. To prevent parents from avoiding their support obligations by crossing State lines, the Department, in cooperation with the State Justice Institute, is supporting the development and dissemination of a bench book and a CD Rom training program for State court judges on the Federal statute and uniform State law that apply to interstate enforcement of child support orders.

In February 1997, the Department issued new prosecution guidelines for CSRA cases and conducted new training sessions to assist CSRA coordinators in the U.S. Attorneys' offices in prosecuting them. These strategies—prompted in part by the Department's OIG inspectors—were designed to accelerate CSRA enforcement efforts. The U.S. Attorneys have steadily increased the number of prosecutions against parents who willfully fail to pay, from 82 cases in 1995 to 140 cases in 1996, to 201 cases in 1997.

During 1997, the Department worked closely with the States to assist them in developing effective State-based sex offender registration and community notification programs. In July 1997, the Attorney General published final guidelines to implement the Jacob Wetterling Act and Megan's Law. Department-recommended amendments—nearly all of which were incorporated into the final version of the Jacob Wetterling Act—will give States greater flexibility in developing sex offender registries at the State and local levels. The Department provided technical assistance to States to help them comply with Federal laws that set minimum national standards for State registration and notification programs. The Department asked States to submit information regarding Wetterling Act compliance, and continues to engage them in an ongoing evaluation process to determine their progress.

The Department in 1997 filed numerous briefs in support of "Megan's Laws," which require registration and community notification of released sex offenders. Federal courts in New York, New Jersey, Connecticut, and Washington State held that the community notification provisions of "Megan's Laws" do not impose unconstitutional punishment. The Civil Division participated successfully in State court cases challenging "Megan's Laws."

During 1997, OJP worked with law enforcement, prosecutors, judges, victims' and children's advocates, and mental health practitioners to develop Safe Kids/Safe Streets, a comprehensive, community-wide program to reduce child abuse and neglect and stop the cycle of violence in five sites across the country. The five sites are each working toward four common goals: improving the criminal and juvenile justice systems' handling of child abuse cases; providing parenting programs and support services to protect youth who are at risk of being abused or neglected; improving data collection through information sharing across systems and agencies; and launching prevention education and public awareness campaigns to

teach community residents how to detect, report, and prevent child abuse.

Safe Kids/Safe Streets represents the first time that virtually all of OJP's bureaus and offices have pooled their resources to support a single program. OJJDP and VAWGO are each funding two sites, while EOWS will fund the remaining site. In addition, the five sites will receive technical assistance and other support from these offices, as well as from BJA, BJS, and OVC.

Over the course of the past year, the Department has also been working to address the problem of statutory rape. It undertook this effort to comply with a provision contained in the Personal Responsibility and Work Opportunity Reconciliation Act of 1996. This legislation asked the Department to study the link between teen pregnancy and statutory rape and to educate State and local law enforcement on prevention and prosecution. Several steps have been taken to satisfy this directive, the Department having reviewed available research and determined that no significant link exists between teen pregnancy and statutory rape. It is now focusing on the best approaches to combat this crime. Training and outreach continue to be provided to State and local law enforcement on prosecution and enforcement.

The Department also made several commitments to increasing volunteer efforts to improve the lives of children in this country, as part of the President's Summit on America's Future. Those commitments are actively being fulfilled, resulting in increased numbers of children having access to mentoring and other services. In accordance with the FY 1997 Appropriations Act, USMS transferred 10 properties—forfeited and left in its custody—to not-for-profit community groups. They will be used for a variety of purposes, including community centers aimed at crime prevention, intervention education, and school programs for youth.

III. Securing America's Borders

Goal: Provide the maximum possible protection along America's borders.

In 1997, the Department successfully defended the vast majority of immigration decisions made by the INS, the Immigration Courts, and the Board of Immigration Appeals (BIA), thereby giving "teeth" to immigration enforcement and assuring continued opportunity for lawful immigrants. The Department also made substantial strides in other immigration matters, defending class action attacks on the statutes and regulations governing alien admission and immigration. Civil Division attorneys assisted the INS and the Executive Office for Immigration Review (EOIR) in implementing numerous initiatives. These initiatives included changes to the processing of case adjudications and asylum claims and the handling of requests for discretionary relief such as suspension of deportation.

Border Enforcement

Focusing Resources at the Southwest Border

Over the past year, the INS continued to strengthen its support of the Clinton Administration's plan to focus resources on critical areas of the southern border, where enforcement efforts have the greatest effect on curtailing illegal immigration. Results from 2 years of special border operations known as "Hold the Line" and "Gatekeeper" demonstrated that deterrents do work. Apprehensions reached a 17-year low in 1997, constituting only 30 percent of total Southwest Border cases, down from 45 percent. Border Patrol Agents on duty numbered 6,859 at the end of FY 1997, a 17-percent increase over 1996 levels. The INS met 101 percent of its FY 1997 hiring goal for Border Patrol Agents.

The INS was also successful in meeting 105 percent of its goal to deploy its prototype biometric identification system known as "IDENT." Accomplishments in FY 1997 included 10 IDENT upgrades and deployment of the IDENT system at 114 new sites, primarily in the southern border States of California, Arizona, New Mexico, Texas, and Florida.

The success of Operations "Hold the Line" and "Gatekeeper" has shifted undocumented alien movement and organized migrant trafficking to U.S. border areas that are more difficult and hazardous for illegal crossings. Building on the successes of these and other Southwest Border operations, the INS in August 1997 launched Operation "Rio Grande" in Brownsville, Texas, to gain control of the

border in New Mexico and South Texas. This special multi-year operation, conducted with other law enforcement agencies, is designed to support increasing levels of vehicular checkpoints, train checks, and line-watch operations in the target areas. The new operation kicked off a move to intensify enforcement in Brownsville, with immediate details of 69 Border Patrol Agents. Special response teams began deploying to related ports-of-entry at the end of 1997 in anticipation of increasing numbers of fraudulent entry documents. Significantly lower local crime rates and more apprehensions are anticipated, as is improvement in the quality of life for communities along the Texas and New Mexico border—for both the United States and Mexico.

Prosecuting, Incarcerating, and Deporting Illegal Aliens

Due, in part, to better technology and increased funding, the INS set a new record by deporting more than 111,000 illegal aliens in 1997—a 61-percent increase over the previous record of 69,040 illegal aliens deported in 1996. The U.S. Attorneys continued to work with INS and other Department components in taking an aggressive stance to secure the U.S. borders. In all, the U.S. Attorneys filed 6,929 immigration cases against 7,644 defendants during the year—a 20-percent increase over the year before. Ninety-five (95) percent of the 6,554 defendants whose cases were terminated during 1997 were convicted, with 80 percent of these defendants sentenced to prison.

The Antiterrorism and Effective Death Penalty Act and the Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA) of 1996, which took effect on April 1, 1997, strengthened border security by providing for the immediate removal of aliens who evade inspection or arrive at ports-of-entry without valid documents. Efforts to remove criminal aliens have been bolstered by favorable judgments obtained by the Civil Division in more than 93 percent of its immigration cases, many involving suits by criminal aliens contesting detention and seeking to defer or avoid removal from the United States.

Again in 1997, the U.S. Attorneys on the Southwest Border, along with all other U.S. Attorneys, continued to significantly increase the number of prosecutions brought for attempted re-entry of aliens previously convicted of felonies and deported. A total of 5,001 cases were filed against 5,029 defendants during the year, representing a 30-percent increase in case filings compared to the year before. Ninety-six (96) percent of the 4,347 defendants whose cases were terminated during 1997 were convicted. Of the convicted defendants, 93 percent were sent to prison.

BOP housed approximately 1,900 INS detainees in its facilities in FY 1997, more than half of whom were (Mariel) Cuban citizens. BJA's State Criminal Alien Assistance Program (SCAAP) granted assistance to States and localities to ease the financial burden of

incarcerating undocumented aliens. In FY 1997—its third year—SCAAP awarded a total of \$492 million to most States and a number of local jurisdictions. The largest SCAAP awards went to California, Florida, New York, and Texas, which, along with a few other States and larger jurisdictions, such as Los Angeles County and New York City, qualified for over 90 percent of available funds.

From January 1 to July 18, 1997, under the auspices of the Department's Prisoner Exchange Program, BOP worked with the Office of Enforcement Operations in the Criminal Division and USMS to return 165 foreign inmates from BOP facilities to 12 different countries, and 55 American citizens from foreign prisons to the United States to finish serving their sentences.

During FY 1997, the Justice Prisoner and Alien Transportation System (JPATS), a product of the recent merger of USMS and INS aviation resources and personnel, continued to play a major role in the transportation and removal of INS detainees/aliens. JPATS provided an average of four flights per week in support of INS worksite enforcement operations. It also conducted regular deportation flights from INS Oakdale, Louisiana, to Miami, Florida; Cuba; Jamaica; Honduras; and Guatemala. In addition, JPATS provided weekly transportation in the northeast United States, picking up prisoners and aliens at scheduled stops and connecting them with larger JPATS flights bound for long distance destinations. Prisoner and alien transportation movements totaled nearly 202,000 for FY 1997, a 7-percent increase over FY 1996 movements. Of that total, 41,527 were INS alien movements by JPATS, a 288-percent increase over the number of aliens transported by INS in FY 1995, before JPATS existed.

Through the INTERPOL Notice Program, a unique and powerful law enforcement tool, the USNCB helped in the location and extradition of several headline investigative cases and supported USMS and INS in numerous cases dealing with illegal and deportable aliens. These cases required close coordination with USMS, INS, USCS, the Office of International Affairs in the Criminal Division, the Department of State, and State and local police.

Additionally, the Department was successful during FY 1997 in denaturalization and deportation litigation against persons charged with assisting in Nazi persecution, winning three denaturalization cases and four deportation cases. Moreover, 25 persons were excluded at U.S. ports-of-entry, and one visa was denied on the basis of assistance in Nazi persecution. The Department also filed eight new prosecutions during FY 1997 in this area.

Intercepting Drugs at Ports-of-Entry

In 1997, the Southwest Border Initiative (SWBI) continued to reduce corruption, violence, and alien smuggling associated with the drug trafficking organizations operating along the border. By fostering increased cooperation between DEA, the FBI, and other Fed-

eral, State, and local law enforcement agencies, and strengthening complementary regional actions and community efforts, SWBI's impact on the production, smuggling, distribution, and money laundering activities of the Mexican polydrug organizations is being felt.

Using the combined resources of DEA, the FBI, the Criminal Division, the U.S. Attorneys' Offices, the High Intensity Drug Trafficking Area (HIDTA) program, USCS, and a host of State and local counterparts, joint investigations have targeted major drug trafficking organizations whose reach extends beyond the Southwest Border to the whole country. Most of the major international cases, such as those connected to Operations "Limelight" and "Reciprocity"—both part of SWBI—began on U.S. soil. These operations demonstrated that law enforcement can strike major blows against foreign drug syndicates only if the ability to target their command and control communications is maintained. These communications are critical to the efficient operation of large drug organizations and are, at the same time, their greatest vulnerability. With sophisticated communication encryption equipment and software becoming available to these wealthy traffickers, law enforcement must be given access to encryption decoding devices and means.

Inspections

As one of the Department's "Vanguard" agencies, named by Vice President Gore, the INS continued its commitment to National Performance Review (NPR) initiatives such as the Border Process Re-Engineering Project to enhance the quality and timeliness of airport primary passenger inspections. The INS continued to focus priority attention on improving inspections of air passengers within a 45-minute mandatory legislative provision standard. In FY 1997, 320,667 flights were cleared in 45 minutes, comprising nearly 98 percent of all flights inspected. This number compares favorably with FY 1996 accomplishments.

The INS also addressed an IIRIRA mandate—to establish an online system to accurately track the arrival and departure of all aliens at all ports-of-entry—by creating a viable, effective prototype of a system that combines automated information systems with enhanced resources, redesigned facilities, and a new innovative approach to inspection regulatory processes.

Employer Sanctions and Document Fraud

In FY 1997, the Department began tracking cases aimed at employers suspected of violating immigration and labor laws, including "abusive employers" and employers suspected of document fraud and smuggling activities. With 5,373 targeted employer cases, the