

# ICE

## Fiscal Year 2008 Annual Report

*Protecting National Security and Upholding Public Safety*



U.S. Immigration  
and Customs  
Enforcement





## Message from Acting Assistant Secretary Torres

In fiscal year 2008 (FY08), U.S. Immigration and Customs Enforcement (ICE) passed an important milestone: the agency's five-year anniversary.

That meant reflecting upon five years of significant progress in the agency's homeland security and law enforcement mission, as well as the many challenges that the agency has faced and surmounted.

In just a few short years, ICE has grown into a 21st century law enforcement agency with an impressive record of achievement in virtually every area: immigration enforcement; financial investigations; targeted operations against sexual predators, violent gang members and human traffickers; security at federal facilities; and much

more. At the same time, our agency's management offices provide the highest levels of administrative support to the ICE mission, ensuring that ICE's officers and agents in the field receive the support they need.

This annual report details the agency's accomplishments and successes for FY08. In so doing, it serves as a testament to the commitment, dedication and hard work that ICE's men and women around the world are pursuing every day. We are grateful for their efforts to serve our nation, to protect our people and to secure our future.

John P. Torres  
Acting Assistant Secretary  
of Homeland Security,  
U.S. Immigration and Customs Enforcement





## Executive Summary

U.S. Immigration and Customs Enforcement (ICE) is the largest investigative agency within the Department of Homeland Security (DHS) and is tasked with a broad law enforcement mission related to strengthening the nation's immigration system, combating cross-border and financial crime, protecting federal facilities and more.

In fiscal year 2008 (FY08), ICE marked its fifth year as a federal agency. With a 17,000-strong workforce, ICE's presence is felt throughout the United States and around the globe. The FY08 annual report details the results that ICE achieved in its critical homeland security mission in the last fiscal year.

In FY08, ICE made significant strides in virtually every area of

the agency's mission, including the following:

- **Removed illegal aliens.** ICE removed 356,739 illegal aliens from the United States—a 23.5 percent increase over the previous year's total. This includes more than 100,000 who returned to their home countries voluntarily.
- **Launched removal proceedings against criminal aliens.** ICE issued 221,085 charging documents to start removal proceedings against criminal aliens incarcerated in federal prisons—a 46 percent increase over the previous year's total.
- **Developed and implemented Secure Communities program.** ICE developed Secure Communities as a comprehensive plan to assist local

communities to identify and remove criminal aliens. In addition, ICE's Rapid REPAT initiative was launched in FY08 to expedite voluntary returns of criminal aliens in U.S. jails and prisons in exchange for early parole. More than 1,100 criminal aliens were removed from the U.S. under this program.

- **Reduced the population of fugitive aliens through aggressive enforcement.** ICE's Fugitive Operations program, for a second consecutive year, continued to make solid progress in reducing the fugitive alien population, with arrests of 34,155 fugitives and an overall reduction in the fugitive backlog of more than six percent.

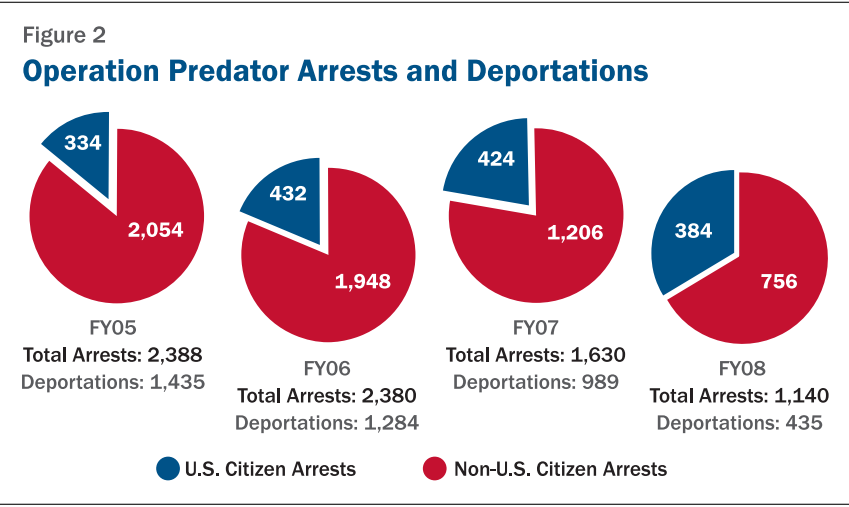
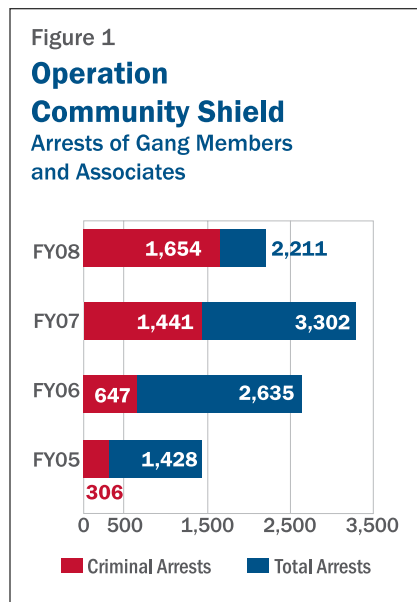
- **Supported law enforcement officers with immigration enforcement information.** ICE's Law Enforcement Support Center responded to more than 807,000 queries from law enforcement officers in the field as to the immigration status of aliens held in police custody—an increase of nearly 11 percent from the previous year.
- **Extended immigration law enforcement authority under the 287(g) program.** ICE's 287(g) program, which delegates limited immigration enforcement authority to participating state and local law enforcement agencies, has grown to include 67 agencies. These agreements have resulted in nearly 74,000 aliens being identified for removal from the United States since 2006.
- **Fought cross-border crime and violence under the ICE Border Enforcement Security Task Forces (BEST).** ICE's BEST initiative, which targets cross-border crime, was responsible for 1,000 criminal arrests and 1,256 administrative arrests—taken together, a 35 percent increase over the previous year's total. There are now 12 BEST teams operating along U.S. borders.
- **Led a multi-agency operation to target the illegal export of firearms to Mexico.** ICE counter-proliferation investigations into illegal exports of weapons, weapons components and controlled technology led to 175 arrests. In addition, ICE launched Operation Armas Cruzadas, a multi-agency initiative targeting the illegal export of firearms from the United States to Mexico, with 14 investigations launched in FY08.
- **Conducted investigations of illicit trade in cultural treasures.** ICE conducted 196 cultural heritage investigations, resulting in 53 seizures of artifacts to be repatriated to their countries of origin.
- **Conducted document and benefit fraud investigations.** ICE conducted 3,636 document and benefit fraud investigations in FY08, making 1,652 criminal arrests, 1,776 administrative arrests and seizures of nearly \$10.3 million. Meanwhile, the ICE-led Document and Benefit Fraud Task Force initiative, located in 17 cities nationwide, launched 563 investigations leading to 1,216 arrests and \$2.4 million in seizures.
- **Arrested human traffickers and smugglers and provided training to law enforcement counterparts.** ICE conducted 432 human trafficking investigations in FY08 resulting in 189 criminal arrests and 483 administrative arrests. The agency also launched more than 2,300 investigations into human smuggling resulting in 2,138 arrests. ICE provided training to more than 12,000 federal, state and local law enforcement officers in investigative techniques that help identify potential cases.
- **Cracked down on forced labor and conducted investigations around the world.** The campaign to crack down on forced labor has, over the last two years, led to a doubling of ICE investigations.
- **Enforcement at worksites.** ICE worksite enforcement actions continue to garner outstanding results, with 1,103 criminal arrests and 5,184 administrative arrests in FY08—taken together, an increase of 27 percent over the previous year's worksite arrests.
- **Initiated debarment proceedings.** ICE secured nearly \$21 million in criminal fines, penalties and forfeitures against offending employers in worksite enforcement cases.



Under a new initiative, ICE launched debarment proceedings against seven companies with employment violations to bar them from receiving federal contracts.

- Led investigations in narcotics trafficking and smuggling cases.** ICE continued its leadership in narcotics trafficking and smuggling cases, making 8,396 arrests in narcotics investigations and seizing 120,703 lbs. of cocaine; 2,418 lbs. of heroin; 4,088 lbs. of methamphetamine; and 1.09 million lbs. of marijuana.
- Targeted transnational gang members.** Operation **Community Shield**, targeting violent transnational gangs, marked a major milestone with the initiative's 10,000th arrest. In FY08, Community Shield tallied 1,654 criminal arrests and 2,211 administrative arrests.

- Targeted child sexual predators and all those who prey on and exploit children.** Investigations under Operation Predator, initiated in 2003 to target child sexual predators, pornographers and others who exploit children, resulted in 1,140 arrests and 435 removals of sex offenders from the United States in FY08. More than 11,000 predators have been arrested since the program's launch.



In addition, ICE launched Operation Angel Watch, an intelligence-driven investigative initiative targeting child sex tourism.

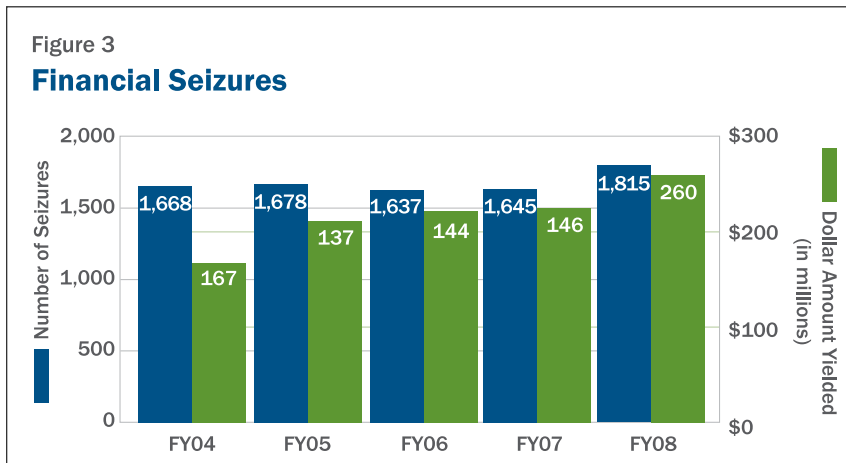
- **Enhanced efficiency and management of detention facilities.** ICE continued improving the management of immigration detention facilities, with the average stay for all detainees decreasing to approximately 30 days in FY08—down from 89 days five years before.
- **Increased detainee health care screenings.** ICE’s health care professionals performed more than 229,750 comprehensive medical screenings of detainees, an increase of nearly 25 percent over the previous fiscal year.
- **Increased number of financial investigations.** ICE conducted 3,534 financial investigations in FY08, netting 1,182 arrests, as well as more than \$260 million in seizures, an

increase of about 81 percent over the previous year.

- **Seized major cash amounts in bulk currency smuggling investigations.** ICE’s bulk cash smuggling investigations under Operation Firewall resulted in 103 arrests and cash seizures of more than \$51 million.
- **Targeted trade-based money laundering worldwide.** ICE’s Trade Transparency Units, now active in five countries and focusing on money laundering and illegal trade transactions, launched 51 investigations leading to seizures of \$4.5 million.
- **Outreach to industry on financial crime.** ICE’s Cornerstone initiative conducted more than 880 outreach presentations to approximately 21,400 industry attendees, focusing on methods used by criminal organizations to exploit financial, trade and transportation systems and

developing solutions to financial crime.

- **Opened the new National Intellectual Property Rights Coordination Center.** The center headed by ICE opened in July 2008, improving cooperation on intellectual property rights investigations and providing training to industry and law enforcement in best practices. In FY08, ICE conducted 1,385 investigations leading to 446 arrests and more than \$110 million in seized counterfeit merchandise.
- **Increased computer forensic examinations to fight cyber crimes.** In FY08 the Cyber Crimes Center completed 2,531 computer forensic examinations of more than 16,400 media instruments, including laptop and desktop computers, hard drives, memory sticks and more.
- **Confirmed travel and identity documents to support law enforcement.** The Forensic Document Laboratory responded to nearly 3,500 requests from law enforcement to confirm travel and identity documents and completed 5,395 requests for forensic examinations of suspect documents. In addition, ICE provided forensic document training to 2,888 law enforcement officers in FY08.







- **Remained vigilant in tracking student and exchange visitors.** ICE's Student and Exchange Visitor Program maintained up-to-date information on more than 978,500 students and exchange visitors in the United States along with 127,640 of their dependents, while preparing for the launch of the upgraded Student and Exchange Visitor Information System platform in the coming fiscal year.
- **Exemplified excellent legal work in support of the ICE mission.** ICE's attorneys support the agency's law enforcement mission, handling more than 94,000 removal cases, 10,495 bonds and 21,483 motions to reopen or reconsider. In addition, ICE scored significant increases in removal orders against aliens arrested in Operation Preda-

tor and Operation Community Shield investigations. ICE's legal staff also worked on more than 1,000 special interest cases related to human rights violators.

- **Enhanced administrative and mission support.** ICE's professional management staff provided the highest level of administrative support to the agency's mission. The agency improved financial management; made major improvements in information technology and information security; enhanced hiring, training and development; and continued to streamline acquisition and contracting functions.
- **Provided security to federal facilities nationwide.** ICE's Federal Protective Service provided security at nearly 9,000 federal facilities, conducting

more than 2,500 building security assessments and making 1,888 arrests, while conducting numerous investigations and preventing hundreds of thousands of prohibited and potentially dangerous items from being brought into federal buildings.

As ICE has matured, the agency has worked to reduce boundaries that have traditionally separated law enforcement agencies, focusing on a number of initiatives that emphasize partnership with other federal, state and local agencies. Developing and enhancing these partnerships has been a top priority for the agency in recent years, and significant progress was made in FY08 in strengthening this force-multiplier approach. The agency will continue developing this approach in the coming fiscal year.



## A Day in the Life of ICE

On any given day in FY08, ICE personnel carrying out the agency's mission were responsible for the following actions:

- Executed 977 removals of illegal aliens from the United States;
- Arrested 93 fugitive aliens;
- Health care professionals conducted roughly 630 comprehensive health care screenings at ICE detention facilities;
- Financial investigations resulted in more than \$71,000 in seizures of suspect cash, financial instruments or assets;
- Arrested seven suspects as a result of human smuggling and human trafficking investigations;
- Arrested three suspects in relation to child sexual predator investigations;
- Provided law enforcement and security services at nearly 9,000 federal facilities nationwide; and
- Attorneys handled more than 250 illegal alien removal **cases.**





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## Introduction

This annual report is the third compendium issued by U.S. Immigration and Customs Enforcement (ICE), the largest investigative agency in the Department of Homeland Security (DHS). This report covers the agency's activities from October 1, 2007 to September 30, 2008.

ICE was formed in March 2003 as part of the U.S. government's response to the attacks of September 11, 2001. ICE's homeland security mission is to target the people, money and materials that support criminal organizations and terrorist networks who threaten our country in the 21st century.

This report details the results ICE achieved in fulfilling that mission in fiscal year

2008 (FY08) as the agency marked the milestone of its five-year anniversary.

### **Overview: Mission, Organization and Operations**

With approximately 17,000 employees and an annual budget of more than \$5 billion, ICE is comprised of five operational divisions:

- Office of Detention and Removal Operations;
- Office of Investigations;
- Federal Protective Service;
- Office of Intelligence; and
- Office of International Affairs.

ICE's law enforcement authorities encompass hundreds of U.S.

federal statutes that the agency is responsible for enforcing to ensure national security and public safety.

With a global mission, ICE recognizes that partnership, collaboration and coordination with other agencies are absolutely essential to succeed in our homeland security mission. Criminal and terrorist organizations do not observe bureaucratic boundaries, which means that law enforcement agencies must form strategic alliances to create a powerful front against these increasingly dangerous organizations.

That commitment does not stop at the border: ICE also maintains more than 50 international attaché offices around the world that are



responsible for coordinating investigations and law enforcement duties with international partners.

That is why ICE strives to be a leader in developing and nurturing strong partnerships among law enforcement agencies. ICE has working agreements and arrangements with a wide range of federal, state, local and foreign law enforcement entities, as well as with other U.S. government regulatory bodies.



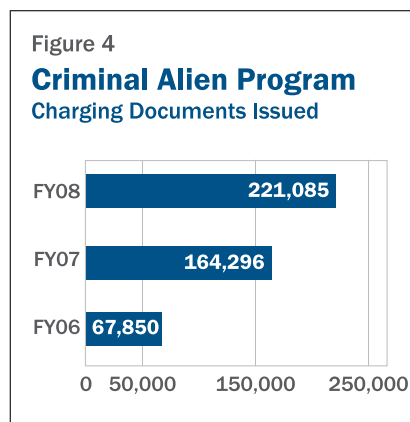
## Criminal Aliens

A top priority for ICE has been to target the “worst of the worst” in the illegal population—criminal aliens incarcerated in U.S. prisons and jails; those who may pose a threat to national security or public safety; and fugitive aliens who have been ordered removed from the United States but have failed to depart.

The agency has developed a number of specialized initiatives designed to address the challenges posed by this population of aliens.

### Criminal Alien Program

The criminal alien population has been a persistent challenge for law enforcement. In the past, these aliens, housed in



federal, state and local prisons and jails, have been difficult to identify and track. However, more readily affordable data integration and communication technology has made it possible for law enforcement authorities to work together to identify criminal aliens in prisons and jails nationwide—and to target them for removal from the United States at the ends of their sentences.

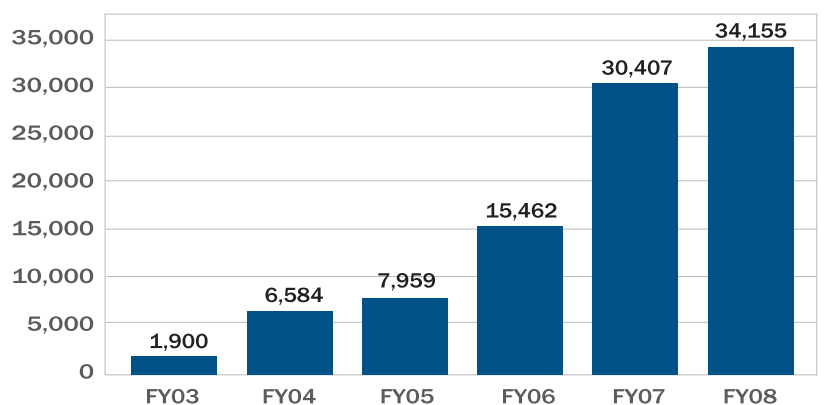
ICE’s Criminal Alien Program (CAP), launched in 2007 through the merger of two earlier programs, is now at work screening inmates in all 114 federal prison facilities. In FY08, a total of 221,085 charging documents were issued to initiate removal proceedings against criminal aliens in U.S. prisons and jails—a 46 percent increase over the previous year’s total.

### Fugitive Operations

Reducing the population of fugitive aliens—those who have been ordered removed from the United States but have absconded when ordered to report for removal—has been a priority for ICE since the agency’s founding.

Figure 5

### Arrests by Fugitive Operations Teams



ICE's National Fugitive Operations Program (NFOP) is the clearing-house for fugitive cases, referring leads to ICE Fugitive Operations Teams (FOT) in the field. These specially trained investigative teams are dedicated to locating and arresting fugitives for removal from the United States, with a particular focus on targeting those who have been convicted of crimes and pose the greatest threat to public safety. In fact, the program has been so successful that, in FY08, Congress authorized funding for an additional 29 FOT nationwide. The total number of active FOT at the end of the fiscal year was 99.

These efforts continued to pay dividends in FY08 as ICE arrested 34,155 fugitives, which is an increase of more than 12 percent over the previous year. This has led to a six

percent reduction in the number of open fugitive alien cases from the beginning of the fiscal year with nearly 37,000 fugitive alien cases resolved. At the end of FY08, there were 557,762 such cases remaining.

ICE also spearheads various joint fugitive task forces in communities throughout the nation, through which ICE agents coordinate and collaborate with other federal, state and local law enforcement agencies to share information leading to the arrest and removal of fugitive aliens.

### Law Enforcement Support Center

The Law Enforcement Support Center (LESC) in Williston, Vt., is one of ICE's top resources for sharing information with state

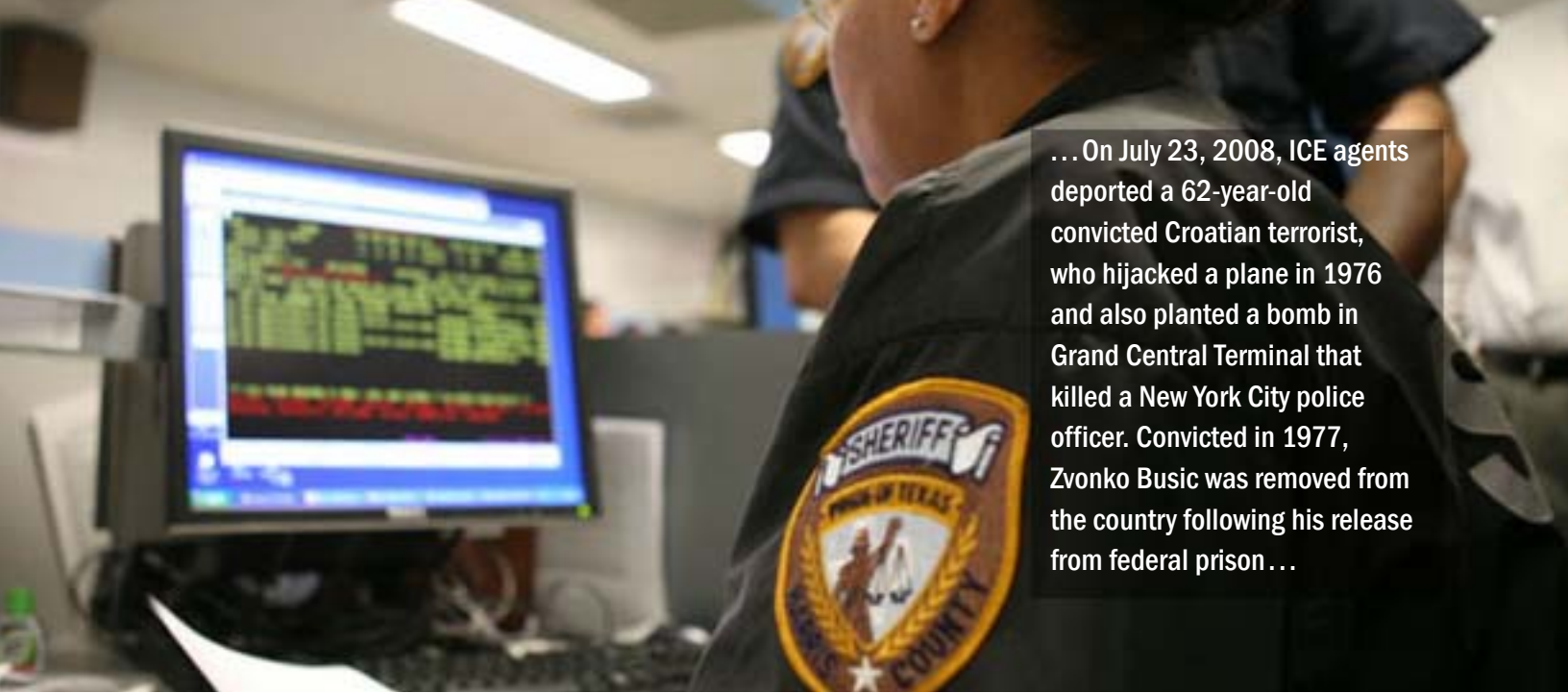
and local partners. The LESG provides around-the-clock support to ICE and federal, state and local law enforcement by supplying information on immigration status and identity information on suspects. Law enforcement officers across the nation know they can contact the LESG for rapid feedback on the status and identity of foreign-born individuals in their custody or under investigation.

In FY08, LESG responded to 807,106 queries from law enforcement on the immigration status of aliens in police custody—an increase of nearly 11 percent over the previous year's total. In addition, LESG issued 16,423 detention orders for criminal and fugitive aliens; fielded 156,815 phone inquiries to the ICE/DHS tip line; and logged 36,447 criminal warrants and immigration violators into the National Crime Information Center database.

### Rapid REPAT

To bolster ICE's criminal alien operations, the agency rolled out the Rapid REPAT (Removal of Eligible Parolees Accepted for Transfer) program in FY08. Rapid REPAT is a pilot program





... On July 23, 2008, ICE agents deported a 62-year-old convicted Croatian terrorist, who hijacked a plane in 1976 and also planted a bomb in Grand Central Terminal that killed a New York City police officer. Convicted in 1977, Zvonko Busic was removed from the country following his release from federal prison...

that allows non-violent criminal aliens to undergo voluntary repatriation to their home countries on an expedited basis. Selected non-violent criminal aliens serving sentences in state detention facilities can accept early parole in exchange for voluntary removal to their home countries. Should an alien removed under the Rapid REPAT program violate their agreement and return to the United States, they would face federal charges and be required to complete their state sentence.

To date, Rapid REPAT programs have been launched in Arizona, Georgia, New York, Puerto Rico and Rhode Island, with plans to expand to additional locations in FY09. In FY08, ICE removed a total of 1,129 individuals under the Rapid REPAT program.

## Secure Communities

In FY08, ICE built upon CAP's success by expanding it to include the new Secure Communities program, a comprehensive plan to assist local communities to identify and remove criminal aliens. Secure Communities goes beyond the illegal alien population in federal prisons. The multi-year Secure Communities plan targets criminal aliens housed in the 3,100 state and local prisons and jails in the United States.

Congress requested that Secure Communities accomplish four major goals:

- identify and process all criminal aliens subject to removal while in federal, state and local custody;
- enhance ICE detention strategies to ensure no

removable alien is released into the community because of a lack of detention space or an appropriate alternative to detention;

- implement removal initiatives that reduce the time aliens remain in ICE custody before removal; and
- maximize cost effectiveness and long-term success through reduced recidivism.

The program takes a risk-based approach toward identifying and removing criminal aliens by focusing on those who pose the greatest threat to the public. In its initial phase, Secure Communities is targeting the worst of the worst, including criminals convicted of major drug crimes and/or violent offenses such as robbery, rape and murder.

Secure Communities' success relies upon the use of interoperable communication and data integration technologies, which allow for greater coordination and collaboration with state and local law enforcement agencies. ICE has already expanded the use of video conferencing (VTC) technology to streamline the interviewing process that ICE uses to identify and process criminal aliens.

ICE's Detention Enforcement and Processing Offenders by Remote Technology (DEPORT) Center, established in FY06, uses VTC to identify criminal aliens in federal custody by conducting interviews of inmates in locations nationwide from a central location in Chicago. In FY08, the DEPORT Center screened 17,125 inmates in federal prison facilities to determine their status.

Sharing interoperable technology allows local officers to receive information on the arrestee's immigration history at the same time they process an arrestee's fingerprints through federal criminal databases. This automated process ensures that ICE is notified when follow-up interviews or action is necessary.

## **Violent Criminal Alien Section**

In February 2008, in a proactive effort to respond to the challenge of identifying criminal aliens who have re-entered the United States illegally, the ICE initiated operation "Repeat Offender."

The Violent Criminal Alien Section (VCAS) was created under operation "Repeat Offender" in an effort to increase deterrence and reduce future recidivism rates of violent criminal aliens. The VCAS screens recidivist criminal aliens encountered through CAP, the NFOP, the Joint Criminal Alien Removal Task Force and the Law Enforcement Agency Response Unit. In coordination with the U.S. Attorney's Offices (USAO), the VCAS works to prioritize federal criminal prosecution of egregious recidivist criminal aliens for felony violations. Illegal reentry after deportation is currently one of the most prosecuted federal offenses nationwide.

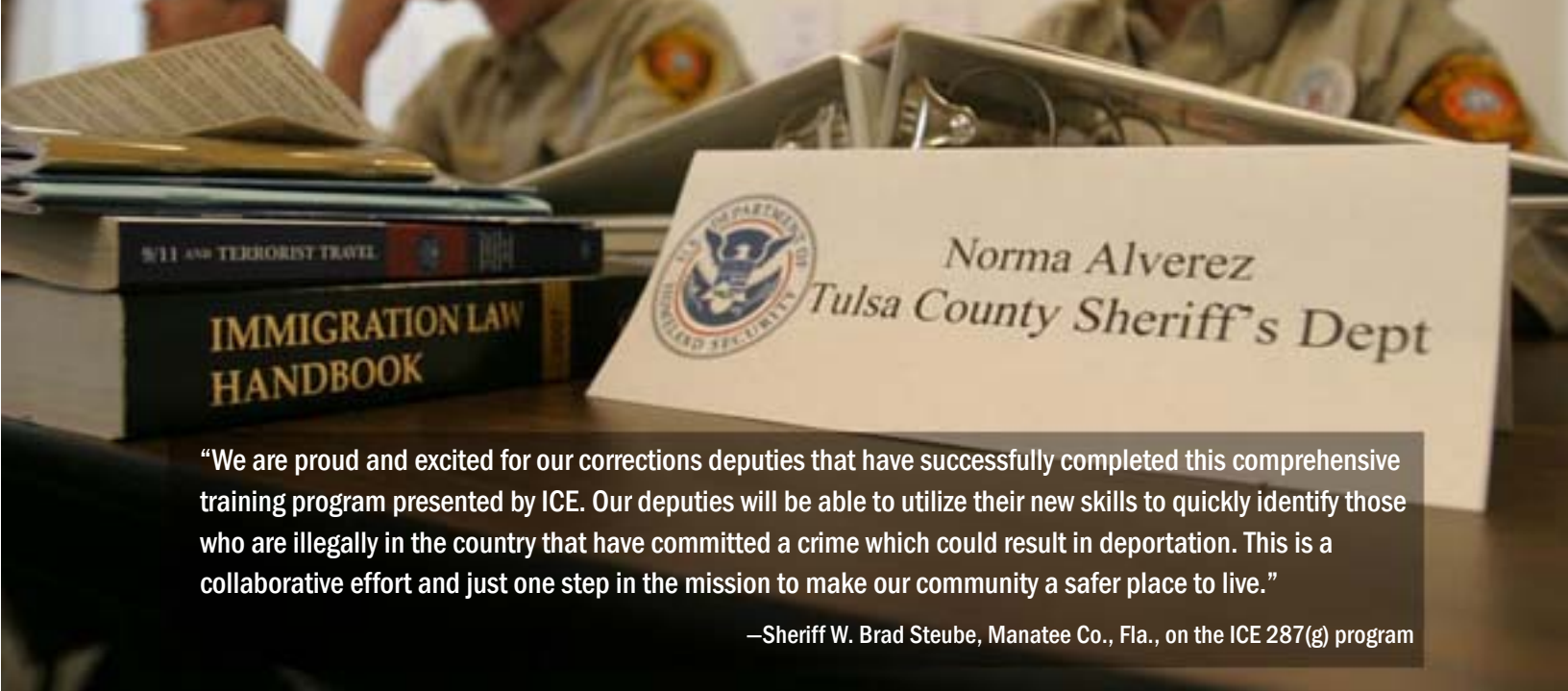
In FY08, the VCAS initiated 9,926 cases, of which the USAO accepted 6,793 for criminal prosecution. The VCAS generated an increase of criminal prosecutions

accepted by the USAO by 275 percent from the 1,808 cases accepted FY07. The VCAS also secured 4,248 indictments and information and 2,977 criminal convictions in FY08.

## **287(g) Immigration Enforcement Authority**

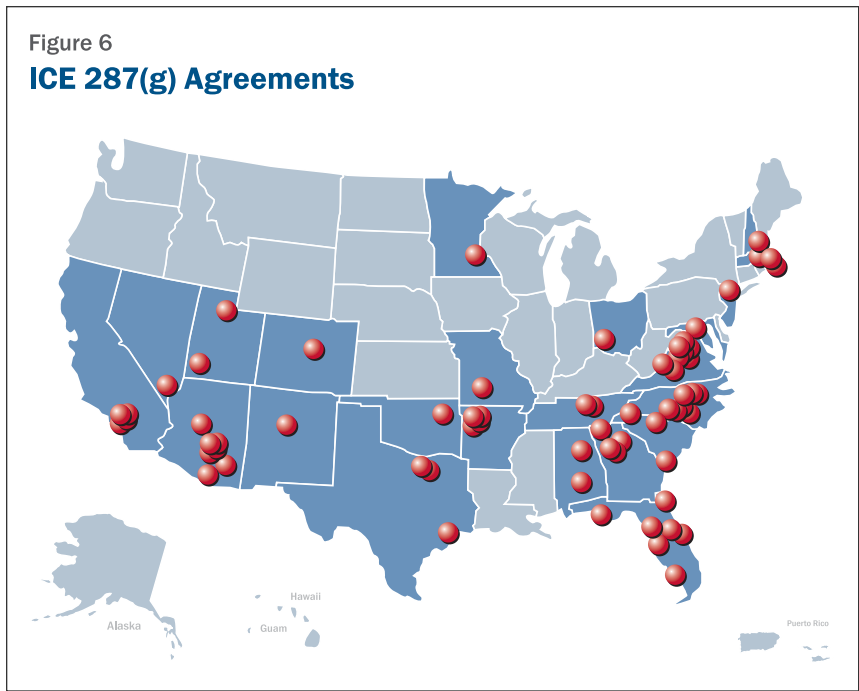
One of ICE's primary partnership initiatives, the 287(g) program allows a state and local law enforcement entity to enter into a partnership with ICE, under a joint memorandum of agreement (MOA) to receive training and delegated authority for immigration enforcement within their jurisdictions. The 287(g) program has emerged as one of ICE's most successful and popular partnership initiatives as more state and local leaders have come to understand how a shared approach to immigration enforcement can benefit their communities.

Taking its name from the section of the Immigration and Nationality Act under which it is authorized, the 287(g) program requires participating agencies to receive four weeks of specialized training in immigration enforcement at the Federal Law Enforcement Training Center facility in Charleston, S.C.



“We are proud and excited for our corrections deputies that have successfully completed this comprehensive training program presented by ICE. Our deputies will be able to utilize their new skills to quickly identify those who are illegally in the country that have committed a crime which could result in deportation. This is a collaborative effort and just one step in the mission to make our community a safer place to live.”

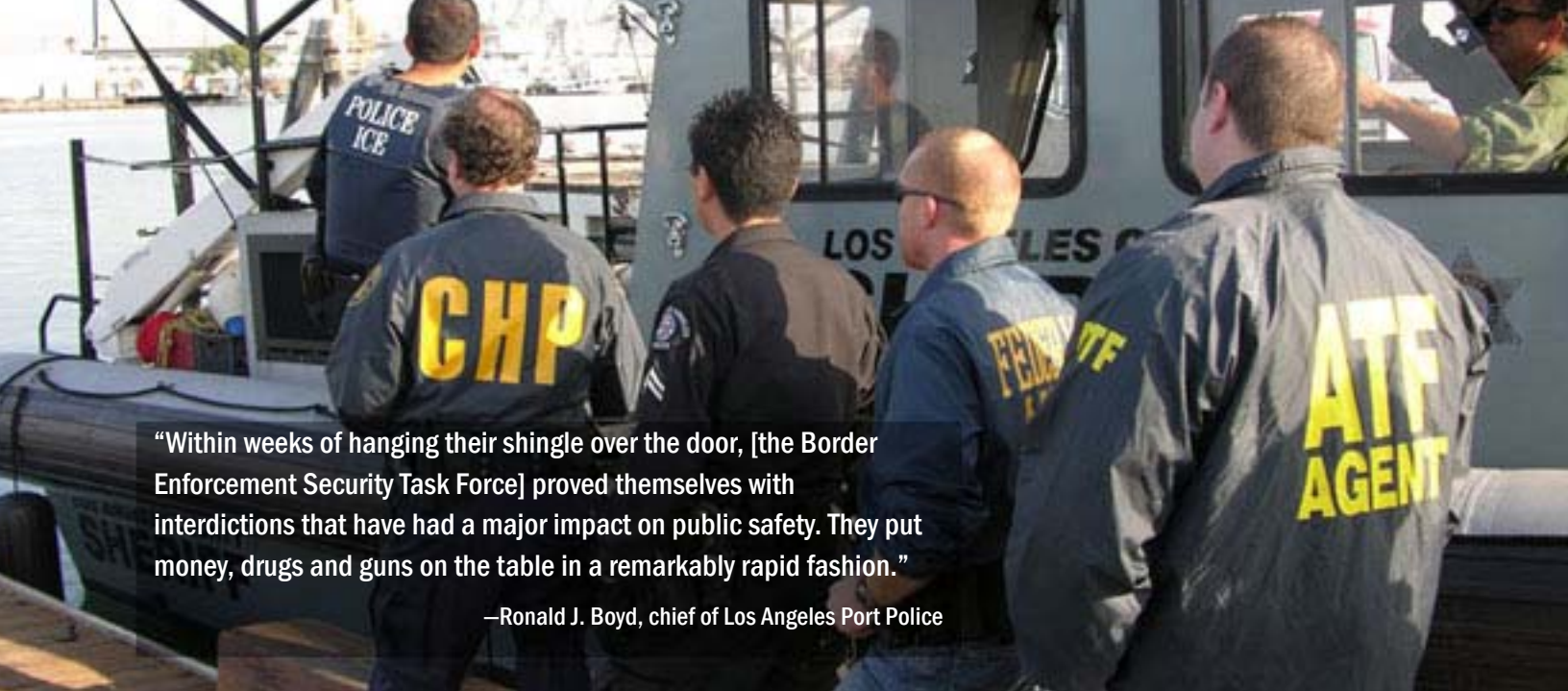
—Sheriff W. Brad Steube, Manatee Co., Fla., on the ICE 287(g) program



The 287(g) program has rapidly grown since ICE expanded it in 2005: There were 67 agencies participating as of the end of FY08. Also in FY08, an additional 357 officers received 287(g) training and certification, bringing the total to more than 950. Since 2005, more than 73,800

aliens have been identified for potential removal under this program.





“Within weeks of hanging their shingle over the door, [the Border Enforcement Security Task Force] proved themselves with interdictions that have had a major impact on public safety. They put money, drugs and guns on the table in a remarkably rapid fashion.”

—Ronald J. Boyd, chief of Los Angeles Port Police

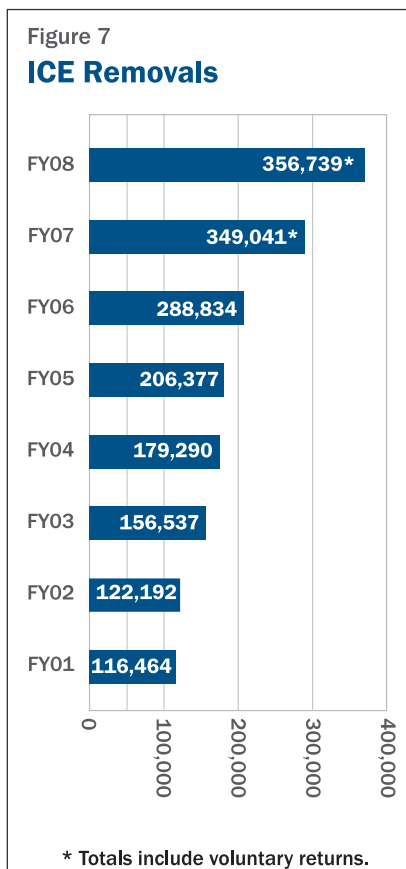
## Cross-Border Enforcement

Since ICE was established in 2003, the agency has risen to the high-stakes challenge of re-engineering the nation’s approach to border security in a new era of globalized threats.

As ICE passed the five-year mark in FY08, it is clear that enforcement is working. ICE immigration enforcement strategies, for example, have led to substantial annual increases in the number of illegal aliens removed from the United States since the agency’s founding. In FY08, ICE removed a total of 356,739 aliens who were illegally in the country, including more than 100,000 who voluntarily returned to their countries of origin. This total represents a 23.5 percent increase over the number of removals and returns in the previous fiscal year.

ICE is uniquely positioned to address the challenges of criminal activity, such as illegal

immigration, smuggling and trafficking, both at the border and within the nation’s interior. The following pages detail a variety of initiatives that ICE spearheads in the fight against cross-border crime.



## Border Enforcement Security Task Forces

ICE’s Border Enforcement Security Task Force (BEST) initiative, built around partnerships among federal, state, local and foreign law enforcement agencies, has grown into one of the U.S. government’s most important tools in fighting cross-border crime.

The BEST initiative was launched in 2006 to counter

the dramatic surge in cross-border crime and violence stemming from competition between Mexican drug cartels and criminal smuggling organizations operating along the southwest border. In 2008, based upon the success at the southwest border, BEST operations were extended to the northern U.S. border, with task forces launched in Blaine, Wash., and Buffalo, N.Y.

In total, there are now 12 BEST teams operating at the southwest and northern borders, as well as the seaport regions of Miami, Fla., and Los Angeles/Long Beach, Calif.

In FY08, these task forces became even more effective with the addition of embedded Mexican law enforcement officers in five locations along the southwest U.S. border.

Mexico's Secretaria de Seguridad Publica (SSP) law enforcement agency assigned officers to BEST teams in Laredo, Texas; Tucson, Phoenix and Yuma, Ariz.; and San Diego, Calif. The goal is to further improve information-sharing and investigative coordination between U.S. and Mexican agencies in cross-border operations.

This improved communication and coordination has paid dividends in a number of investigations already. In FY08, BEST teams were responsible for a total of 1,000 criminal arrests and 1,256 administrative arrests—a 35 percent increase over the previous year's total. In addition, BEST investigations in FY08 resulted in 401 indictments and 392 convictions.

BEST teams also made significant seizures of drugs and assets in FY08, seizing approximately 1,803 lbs. of cocaine; 52,420 lbs. of marijuana; 121 lbs. of methamphetamine; 25 lbs. of crystal methamphetamine; 850 lbs. of ecstasy; 66 lbs. of heroin; 46 lbs. of hashish; 20 lbs. of opium; 432 weapons; 299 vehicles; four boats; four properties; and more than \$8.8 million in U.S. currency and monetary instruments.

### **Armas Cruzadas**

In conjunction with the BEST initiative, ICE launched Operation Armas Cruzadas in FY08 to provide a targeted law enforcement focus on arms smuggling between the United States and Mexico. This ICE-led multi-agency initiative was designed to address the illegal export of arms from the U.S. to Mex-

ico, a phenomenon that has grown rapidly in recent years, primarily driven by the demand for weapons on the part of Mexican drug cartels and transnational gangs.

Under Armas Cruzadas, ICE works with U.S. Customs and Border Protection; the Drug Enforcement Administration; the Bureau of Alcohol, Tobacco, Firearms and Explosives; and Mexican law enforcement to share intelligence and conduct collaborative investigations of illegal arms exports. The goal is to detect and disrupt cross-border arms smuggling networks. In the first four months of the Armas Cruzadas initiative, investigators launched 14 investigations leading to 20 arrests, 10 indictments, 16 convictions and the seizure of 187 weapons.

### **Counter-Proliferation Investigations**

ICE's Counter-Proliferation Investigations (CPI) agents enforce a broad range of export control laws related to national security.

The illegal movement and procurement of weapons;



... in September 2008, a federal grand jury in Miami indicted eight individuals and eight corporations in connection with their participation in conspiracies to export potential weapons components and explosive materials to prohibited entities and to Iran ...

dual-use commodities and technologies; nuclear, chemical and biological materials; components for weapons of mass destruction; military ordnance and technology; and other controlled export items have increased exponentially in recent years.

In response, ICE's CPI unit has steadily increased the resources and personnel dedicated to these critical security investigations in recent years. In FY08 the agency made 175 arrests in CPI cases and secured 179 indictments and 113 convictions.

### Shield America

A critical ICE counter-proliferation initiative is Project Shield America, the program's industry outreach arm. An

integral part of the ICE strategy to combat trafficking in weapons of mass destruction components, munitions and controlled technology, Project Shield America brings together CPI investigators with U.S. manufacturers and shippers to help the business community better understand their responsibilities under U.S. export laws.

Investigators train industry representatives to be alert to trends in illegal weapons and technology transfers, and to look for warning signs of illegal transactions. In return, ICE builds two-way relationships with industry to receive potential investigative tips. In FY08, ICE CPI agents conducted 1,134 industry outreach presentations as part of Project Shield America.

### Cultural Heritage Investigations

ICE works closely with other agencies to combat the trade in valuable cultural artifacts. ICE cultural heritage investigations have resulted in the repatriation of thousands of antiquities to their home countries, returning these treasures to their rightful owners while strengthening diplomatic relations with our partners around the globe.

In FY08, ICE initiated 196 investigations into trade in cultural properties—a nearly fourfold increase over the previous year—and made 53 seizures. Repatriated items in the last fiscal year included the following:

- ancient tablets, figurines and other artifacts—1,044 items in all—returned to Iraq;

- pre-Columbian artifacts, including ancient pottery, gold pieces and jewels, returned to Colombia;
- a 200-lb. marble bust of Roman Emperor Marcus Aurelius returned to Algeria; and
- more than four tons of rare fossils returned to Argentina.

Like other forms of smuggling and import/export violations, cultural artifact smuggling has been abetted by the growing sophistication of trafficking networks newly empowered by 21st century communication technologies. The Internet has made it easier for buyers and sellers of these precious artifacts to seek out one another and coordinate transactions, fostering a large and growing collectors' market for these items. ICE and its partners are taking an aggressive stance in cracking down on this illegal trade and returning these treasures to their place of origin.

## Document and Benefit Fraud

With a massive black market having emerged to provide fraudulent identification and travel documents to illegal

aliens seeking employment in the United States, ICE has enhanced efforts to target document and benefit fraud.

ICE investigators initiated 3,636 identity and benefit fraud investigations in FY08, resulting in 1,652 criminal arrests, 1,776 administrative arrests, 1,174 indictments and 1,166 convictions. These cases resulted in seizures of nearly \$10.3 million, more than double the amount seized in the previous fiscal year.

ICE also oversees the Document and Benefit Fraud Task Force (DBFTF) initiative in cities around the United States. With a total of 17 task forces operating in U.S. cities nationwide, ICE launched 563 DBFTF investigations in FY08, resulting in 1,216 arrests, 458 indictments and 353 convictions. In addition, the task forces seized more than \$2.4 million in cash and financial instruments. Recognizing the scope of the problem and ICE's commitment to combating these forms of fraud, Congress appropriated an additional \$10.8 million to fund the expansion of ICE's DBFTF initiative.

One successful DBFTF investigation was Operation Paper Tiger,

an investigation that resulted in 21 indictments in September 2008 against the ringleaders of a massive document fraud conspiracy based in Chicago and Mexico. In addition, a benefit fraud investigation in California led to indictments against one of that state's largest immigration law firms, illustrating that no one is immune from investigation or prosecution if they choose to break the law.

## Human Trafficking and Smuggling

As the primary U.S. law enforcement agency responsible for fighting human trafficking and human smuggling, ICE is making significant progress in fighting these forms of modern-day slavery.

An estimated 800,000 men, women and children are smuggled across international borders every year, according to the U.S. Department of State. Many of these victims are subsequently trafficked into prostitution, domestic servitude, sweatshops or other forced labor situations to repay the debt they have incurred to their smugglers. The traffickers often strip the victims of their travel and



“When I finally told my story to [the ICE agent], I felt like he really listened to me... And when he came to my first day in court it really showed me that he was doing everything he could to help. I would have never have believed that someone from immigration could have saved me from my situation and helped me to change my life.”

—Human Trafficking Victim, Utah Health and Human Rights Project, on assistance received from ICE agents



identity documents and threaten that they or their families will be harmed if they attempt to escape. These trafficking victims are trapped in lives of slavery. They find themselves completely dependent on their captors, living in a foreign land in which they likely do not speak the language, without friends, family or financial support.

In FY08, ICE continued building upon its record of achievement in human trafficking and smuggling investigations. ICE launched 432 human trafficking investigations in FY08, netting 189 criminal arrests, 483 administrative arrests, 126 indictments and 126 convictions.

ICE initiated more than 2,300 human smuggling investigations resulting in 2,138

arrests, 1,353 indictments and 1,468 convictions.

In FY08, ICE also expanded the Extraterritorial Criminal Travel (ECT) Strike Force to all domestic field offices, the Human Smuggling and Trafficking Center, the Office of International Affairs, and the Office of Intelligence. The ECT Strike Force is a partnership with the Department of Justice in which significant transnational alien smugglers who have the potential to smuggle terrorists into the U.S. are investigated, disrupted and dismantled.

Due to the severity of human trafficking, ICE developed the Trafficking in Persons Strategy (TIPS) to provide a framework for combating transnational criminal organizations and individuals engaged in trafficking of persons.

One of the key components of the strategy is to conduct extensive outreach and training to educate federal, state, local and foreign law enforcement agencies and non-governmental organizations (NGOs) regarding ICE's expertise and role in human trafficking investigations. During FY08, ICE contacted more than 27,000 personnel from federal, state, local and foreign law enforcement agencies and NGOs as part of the outreach effort. In FY08 ICE provided training on best practices to combat human trafficking in Taiwan, Curaçao and Argentina.

In addition, ICE has proactively promoted training in human trafficking and smuggling investigations to countries that are susceptible to exploitation by human trafficking and smuggling organizations. In

FY08, training sessions were held in Argentina, Austria, Cyprus, Curaçao, Ecuador, Egypt, El Salvador, France, Greece, Honduras, Hungary, Philippines, Saudi Arabia, Singapore and Switzerland. More than 12,000 law enforcement personnel received ICE training in human trafficking and smuggling investigations in FY08.

ICE has also launched efforts to promote public awareness of human trafficking and its victims. In May 2008, ICE launched the “Hidden in Plain Sight” outdoor advertising campaign in cities around the United States to raise public awareness of human trafficking. The goal was to bring human trafficking victims out of the shadows.

The campaign consisted of posters, bearing the “Hidden in Plain Sight” slogan and the ICE anonymous tip line phone number, displayed at strategic points in selected urban areas, such as at transit shelters, on billboards and on the sides of public transportation vehicles. Ultimately, the campaign ran in a total of 10 U.S. cities, including New York, Baltimore, Chicago, Houston, Los Angeles, Miami, Phoenix, San Diego, San Francisco and Washington, D.C.



### **International Affairs**

ICE's Office of International Affairs (OIA) is responsible for both overseas law enforcement operations and developing partnerships with foreign governments to advance the homeland security mission. ICE's 54 OIA offices give the agency a global footprint while cementing working relationships with partner law enforcement agencies on a wide range of issues, including investigations and coordinating removals of foreign nationals to their countries of origins.

ICE OIA agents opened more than 2,400 cases in 2008, including assisting domestic offices in gathering information on their cases.

### **Forced Labor**

ICE has revitalized the forced labor investigations program through activities that include creating the International Forced Labor Interagency Working Group and holding annual conferences to focus attention on the issue. In 2008, DHS delegated the chairmanship of the China Prison Labor Task Force to ICE. Over the last two years, the number of forced labor investigations by ICE has doubled.

### **International Training**

OIA maintains a vigorous international training program through participation in four International Law Enforcement Academies (ILEA), the Export Control



and Related Border Security (EXBS) program, and other initiatives:

- Through the ILEAs, ICE has provided training to over 3,000 foreign law enforcement officers in human trafficking and smuggling, financial crimes, commercial fraud, child exploitation, intellectual property rights, fraudulent documents and export violations.
- The EXBS program is funded through agreements with the Department of State. ICE training in this program began in 2006, and over 13 training events have been conducted worldwide.

### **International Visitors Program**

OIA maintains important contacts with foreign counterparts

through the International Visitors Program (IVP). These visits facilitate the exchange of information and strengthen professional relationships with international law enforcement agencies and senior government officials resulting in more successful ICE investigations and joint security efforts abroad. Through FY08, ICE hosted over 660 visits with more than 2,700 participants from at least 50 countries.

### **Law Enforcement Parole Branch**

The Law Enforcement Parole Branch (LEPB) provides alternative methods of facilitating temporary entry into the United States. Through LEPB, ICE issues paroles for criminal informants, wanted criminals and other

inadmissible aliens to travel into the U.S. for a temporary period. LEPB also issues “continued presence” permissions to allow victims of trafficking and who are also potential witnesses to remain in the U.S for one year. In 2008, LEPB adjudicated more than 3,000 paroles and permissions for continued presence.

### **Visa Security Program**

The Visa Security Program (VSP) conducts targeted vetting of individual visa applications and applicants prior to issuance, and makes recommendations to refuse or revoke individual applications, when warranted, as a counter-terrorism tool. VSP has expanded to 12 visa-issuing posts in ten countries. Since its inception, VSP has screened more than 1.19 million visa applications and has recom-

mended the refusal of 1,800 due to possible terrorist, criminal or immigration concerns. VSP has also documented more than 3,600 investigative leads and more than 194 terrorist watch list nominations.

## Intelligence

The ICE Office of Intelligence (Intel) plays a vital role in supplying solid and reliable intelligence to the agency's divisions as well as to DHS, the U.S. intelligence community and other federal law enforcement agencies.

Intelligence products are a driving force in the execution of ICE's law enforcement and homeland security operations. With cutting-edge technology, advanced tools for intelligence analysis, and a highly professional team of analysts and experts, Intel provides the highest level of support to the agency's executive management and operational units.

In FY08, ICE enhanced its intelligence support functions by implementing the Web-based Intelligence Request Intake System. This program serves as the central fusion point for ICE personnel and other intelligence

consumers to request support. Automation of this effort improved communication and information-sharing between the field and headquarters and made intelligence support far more accessible to customers. This new capability also enables Intel to produce clearly defined metrics to track the effectiveness of intelligence activities that support ICE and DHS goals.

In FY08, Intel published and disseminated more than 700 Homeland Security Intelligence Reports for ICE customers and published over 500 Homeland Intelligence Reports for other consumers. Over 86 percent of the Homeland Intelligence Reports evaluated were rated as being of "high value" by the intelligence community.

### Border Violence Intelligence Cell

In January 2008, Intel launched the Border Violence Intelligence Cell (BVIC) in El Paso, Texas, to serve as a central point for gathering and disseminating strategic intelligence on border violence, cross-border weapons smuggling, drug trafficking and other crimes at the border. BVIC works closely with the Border Enforcement Security Task Force initiative, the Office of Interna-

tional Affairs and other federal agencies to integrate tactical and strategic intelligence into investigations. In addition, BVIC provides significant intelligence support to Mexican law enforcement partners to target criminal activity at the border.

### Intelligence Document Exploitation

The Intelligence Document Exploitation (IDocX) program was expanded in FY08 after being launched as a pilot program in FY07. IDocX is a document collection and exploitation capability that supports intelligence collection and enforcement actions.

Through a process of document capture, digital processing through Optical Character Recognition technology, automated language translation and indexing, IDocX gives investigators access to a vast database of information for intelligence and enforcement applications. By taking hard copy documents and converting them into digitized data, IDocX allows ICE to turn these documents into a vital resource for analysis, pattern recognition and information-sharing in a way that is accessible to ICE analysts and investigators around the world.





## Operation Angel Watch

In addition to its strategic analytical capabilities, Intel puts its resources to work directly supporting high priority investigations. One example is Operation Angel Watch, an intelligence-driven investigative effort targeting child sex tourism. Intel works with the Office of Investigations, the Office of International Affairs and other federal, state and local agencies to identify and apprehend child sex tourists. This operation is designed to prevent predators from circumventing U.S. laws to engage in sexual exploitation of children abroad. This is achieved through the aggressive enforcement of the PROTECT Act, legislation signed into law in 2003 that targets child sex tourism and other forms of exploitation.

In its pilot phase in Los Angeles, Angel Watch led to several arrests of sex offenders who were either returning to or departing from the United States via international airports that are commonly used as transit points by child sex tourists. Ultimately, Angel Watch is slated for national and international expansion to protect children in the United States and abroad.

## Lawful Workforce

### Employer Accountability

Employers have an obligation to verify that their employees are legally able to work in the United States. ICE seeks to create a culture of compliance that supports those companies that want to obey

the law, while holding those that do not accountable for their actions.

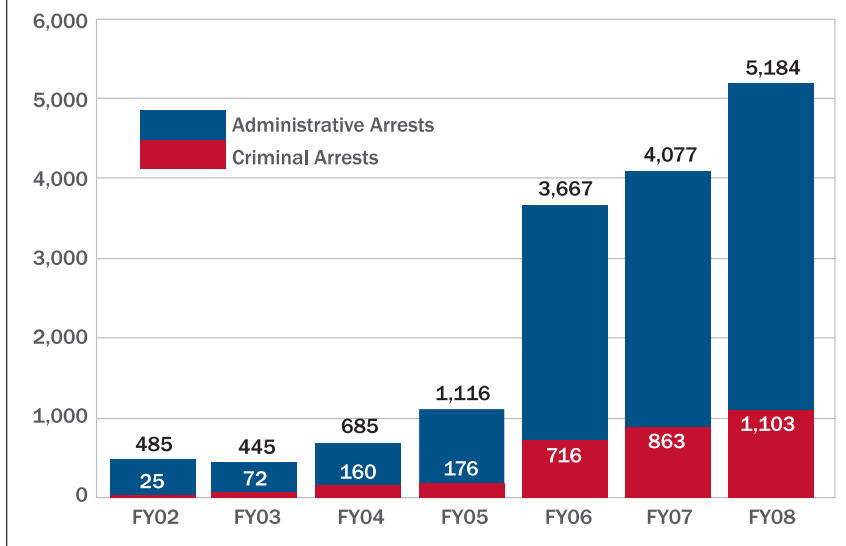
In FY08, ICE began subjecting offending employers to debarment proceedings—that is, prohibiting companies from receiving or competing for federal contracts. Under federal regulations, contractors may be considered for debarment if they have been found to have either knowingly hired an unauthorized worker or continued to employ an alien once he or she became unauthorized (for example, after a work visa has expired). In FY08, ICE launched debarment proceedings against seven companies.

### Worksite Enforcement

Over the last five years, ICE has steadily dedicated more

Figure 9

### Worksite Enforcement Arrests



investigative and enforcement resources to targeting employers suspected of hiring large numbers of illegal workers. The opportunity for work is a key driver of illegal immigration, which is why ICE has taken an aggressive stance in holding unscrupulous employers accountable.

In FY08, ICE worksite enforcement actions resulted in 1,103 criminal arrests and 5,184 administrative arrests—taken together, a 27 percent increase over the previous year’s total arrests in worksite enforcement actions. Many of those arrested face criminal charges for identity theft and Social Security fraud.

Of the criminal arrests, 135 were owners, managers, supervisors or human resources employees who face charges that include harboring or knowingly hiring illegal aliens. In addition, ICE secured nearly \$21 million in criminal fines, penalties and forfeitures against employers in worksite enforcement investigations.

### Narcotics

ICE plays a leading role in the fight against narcotics smuggling and trafficking, which is in keeping with the agency’s historic investigative role of combating cross-border drug crime.

In FY08, ICE narcotics investigations led to seizures of significant amounts of illegal drugs including, 120,703 lbs. of cocaine; 2,418 lbs. of heroin; 4,088 lbs. of methamphetamine; and 1.09 million lbs. of marijuana.

ICE narcotics investigations led to 8,396 arrests, 4,549 indictments and 5,532 convictions in FY08.

As border security has tightened under DHS, criminal smuggling organizations have resorted to constructing highly sophisticated underground tunnels in an effort to circumvent law enforcement. ICE is a key player in the San Diego Tunnel Task Force, a partnership initiative with various federal and state partner agencies that targets smuggling tunnels at the U.S.-Mexico border.

In FY08, the task force responded to and interdicted four tunnels on the border between San Diego and Tijuana. To improve effectiveness and safety in tunnel operations, task force members participated in confined space training and tunnel safety training. In addition, the Tunnel Task Force participated in research and development of tunnel detection technology, which may help to assist with future tunnel investigations.



## Operation Community Shield

Operation Community Shield (OCS), launched in 2005, targets criminal transnational gang organizations that have grown to become a serious threat in American communities across the nation—not only in cities, but increasingly in suburban and even rural areas. To counter that threat, ICE partners with federal, state and local law enforcement under OCS to target gang members and disrupt their criminal activities.

In Chicago in the summer of FY08, OCS reached a milestone with the program's 10,000th OCS arrest. In FY08 overall, OCS investigations led to 1,654 criminal arrests; 2,211 administrative arrests; and 105 seized

firearms. Since the launch of OCS, the program has resulted in more than 11,230 arrests.

## Operation Predator

ICE launched Operation Predator in 2003, targeting sexual predators who victimize children. In FY08, Operation Predator marked its fifth year as one of the federal government's most successful programs for identifying, investigating and arresting child pornographers, child sex tourists, human traffickers and others who seek to exploit children.

In combating child predators, ICE is backed by immigration law enforcement authority to deport illegal aliens who commit crimes against children. In

addition, the ICE Cyber Crimes Center provides significant investigative support to Operation Predator cases involving the Internet or requiring computer forensic capability.

In FY08, Operation Predator continued its record of success with 1,140 arrests and 435 removals of child sex predators from the United States. Since the program's inception, Operation Predator investigations have resulted in more than 11,650 arrests worldwide.





## Detention Management

ICE is responsible for one of the largest, most transient and most diverse detainee populations in U.S. custody. On any given day, at more than 300 ICE-managed detention facilities and contract facilities nationwide, the agency is responsible for overseeing the well-being of thousands of detainees hailing from countries around the world. ICE detainees include men, women and juveniles of all ages, including families.

Considering these facts, the detainee population is particularly challenging. However, ICE is meeting that challenge through a series of innovative, performance-based detention standards aimed at ensuring the health, safety and well-being of the detainees in federal custody while striving to reduce, as

much as possible, the time spent in detention.

Over the last five years, ICE has taken numerous steps to enhance detention management methods and to make the detention and removal process more efficient. Thanks to recognition from Congress that an investment in detention resources was needed to support the agency's more aggressive immigration enforcement efforts, the agency has received appropriated funding for a near doubling of detention bed space in the last five years. ICE detention bed space has grown from 18,500 beds in FY03 to approximately 32,000 beds in FY08.

In addition, ICE has adopted various measures aimed at reducing the amount of time

that detainees are in custody by enhancing the efficiency of the removal process. ICE's Flight Operations Unit, for example, based in Kansas City, Mo., effected a record number of removals in FY08, with 200,000 aliens removed from the United States—an increase of more than 20 percent over the previous year.

Similarly, ICE continued expanding initiatives aimed at improving communication and information management for aliens in ICE custody. The Electronic Travel Document (eTD) system, launched in FY07, has helped reduce the amount of time taken by participating countries to issue travel documents. For example, Guatemalan and Honduran nationals are now removed an average of 10



days faster than before the advent of the eTD system.

ICE has also aggressively pursued a program of alternatives to detention (ATD). The ATD program allows ICE officers to use electronic and telephone monitoring to track those aliens who may be subject to removal proceedings, but are not subject to mandatory detention. In FY08, more than 15,300 aliens were enrolled in ATD programs, which are currently available on a pilot basis in select cities throughout the nation, but may be more broadly available in the future as resources are available.

Taken together, these initiatives have had a major impact on reducing the time spent in custody for ICE detainees. In FY03, when ICE was established, the average length of stay for ICE detainees nationwide was 89 days. By FY08, that number had decreased to just over 30 days. ICE expects to continue reducing the time detainees spend in custody.

To ensure that detainees are held in a safe, secure and humane environment, ICE's detention facilities are required to adhere to a set of National Detention Standards (NDS) that surpass correctional industry standards. ICE conducts compre-

hensive annual audits of detention facilities using an independent cadre of detention professionals. This annual audit is more stringent than recommendations from the American Correctional Association and other leading industry groups, which recommend audits of correctional facilities every three years.

In September 2008, an updated version of the NDS was signed and is being implemented over an 18-month phase-in period. The new standards, titled Performance Based National Detention Standards (PBNDS), have specific enhancements designed to increase the safety of both the detainee population and staff at detention facilities. The implementation of enhanced standards is part of a comprehensive program designed to provide oversight of detention facilities employed by ICE.

## **Detainee Health Care**

ICE is responsible for ensuring safe and humane conditions of confinement for detained aliens in federal custody, including the provision of reliable, consistent, appropriate and cost-effective health services.

The Division of Immigration Health Services (DIHS) provides and arranges for primary health care services to detained aliens under the custody of ICE. DIHS serves as ICE's authority for medical issues. DIHS provides for the primary health care of detainees housed in DIHS-staffed detention centers, and oversees the financial authorization and payment for off-site specialty and emergency care for detainees in ICE custody.

DIHS-staffed facilities employ applicable health care standards from the American Correctional Association, the National Commission on Correctional Health Care, the Joint Commission and the ICE National Detention Standards to evaluate the care provided to detainees. At non-DIHS staffed facilities with an intergovernmental service agreement, adherence to the ICE NDS is mandated.

ICE manages the DIHS professionals that provide medical screening and health care provisions to the hundreds of thousands of detainees who come through the agency's detention facilities annually. Because the detainee population often has little or no access to preventive or ongoing health



care before they come into ICE custody, this is a particularly challenging area—yet one in which tremendous strides have been made to improve care for detainees.

ICE spends nearly \$100 million per year on health care for detainees. Since ICE was established in 2003, nearly 1.5 million individuals have passed through the agency's detention facilities. Each of them received medical treatment, including a comprehensive health screening and care management. For a great many detainees who suffer from chronic medical conditions or serious health threats, the medical inspection they receive from qualified medical professionals in an ICE detention facility is the first time they learn of their condition and receive treatment.

In FY08, ICE health care professionals performed 229,754 medical screenings of detainees—an increase of nearly 25 percent over the previous fiscal year. In addition, ICE health care officials performed 29,423 mental health visits and 19,453 dental visits, and filled more than 197,000 prescriptions for detainees in ICE custody in FY08.

Significant strides have also been made in reducing the mortality rate in detention facilities. While deaths in ICE custody are rare, the agency constantly strives to reduce these occurrences. Since 2004, the mortality rate in ICE detention facilities has been reduced dramatically, despite an increase in the detainee population of more than 30 percent.



“The great importance of this joint operation and its success is one of the most significant instances of the ongoing cooperation between the two administrations. Israel Customs will act towards enhancing this cooperation in the future in our joint effort to thwart criminal activities by preventing illegal cash entrance.”

—Doron Arbely, head of Israel Customs, Investigations and Intelligence, on ICE “Hands Across the World” bulk cash smuggling investigations

## Financial and Commercial Investigations

ICE is responsible for enforcing a broad range of laws related to financial crime, customs and export violations, and other cross-border crimes. Whether it's fighting money laundering, bulk cash smuggling, intellectual property violations, weapons trafficking, drug smuggling or any of the myriad customs crimes under ICE's authorities, the agency's professional investigators play a vital role in countering the tactics that criminal and terrorist organizations employ to circumvent the law.

In recent years, money laundering and financial crimes have become increasingly sophisticated as criminal and terrorist organizations employ a wide array of methods to earn, move and store their illicit funding.

ICE's financial investigations are aimed at detecting and disrupting those criminal schemes, with notable success. In FY08, ICE launched a total of 3,534 financial investigations into money laundering, fraud and other types of financial crime. These cases led to 1,182 arrests, 729 indictments and 823 convictions. In addition, ICE financial investigations led to more than \$260 million in seizures - an increase of approximately 81 percent over the previous fiscal year's seizures.

### Bulk Cash Smuggling

Bulk cash smuggling has emerged as a common strategy used by narcotics traffickers and other criminals seeking to

move illicit proceeds across transnational borders. ICE has taken a lead role in combating bulk cash smuggling, partnering with U.S. Customs and Border Protection (CBP) in 2005 to launch Operation Firewall, a comprehensive law enforcement initiative aimed at checking currency smuggling en route to the border, at U.S. ports-of-entry and internationally.

As a result of these efforts, Mexican Customs officials were alerted in July 2008 to a suspicious shipment of 80 radiator heaters destined for Colombia. ICE Operation Firewall investigators assisted in the investigation and discovered more than \$2 million in U.S. currency hidden inside the heaters. The currency was seized by Mexican

officials, and a joint investigation continues.

In FY08, Operation Firewall investigations resulted in 103 arrests, 27 indictments and 22 convictions, along with 1,034 seizures of smuggled cash totaling more than \$51 million.

Operation Firewall also provides outreach and training on the interdiction and investigation of bulk currency violations. Classroom and hands-on training is provided by ICE and CBP personnel who conduct training operations for foreign law enforcement partners in investigative techniques and analysis of smuggling activities.

ICE hosts additional training programs aimed at combating illicit cash couriers. This training program is an integral part of ICE's overall strategy to combat bulk cash smuggling. More than 1,000 law enforcement, financial and government officials in more than 60 countries have received training in cash courier investigation and interdiction.

In response to the current heightened worldwide terrorist threat, ICE is expanding upon Operation Firewall with the Hands Across the World (HAW) program. Under HAW, ICE and its foreign law enforcement

partners coordinate multinational cash smuggling interdiction operations, during which real-time intelligence data, including cash declaration data, is shared as currency moves between countries. To date, HAW operations have been conducted in the United Kingdom, Ireland, Israel, Spain and Italy, resulting in dozens of currency seizures totaling more than \$1.5 million.

## Trade Transparency Units

ICE has developed a series of Trade Transparency Units (TTUs) with international partners to aggressively target trade-based money laundering. TTUs allow partner countries to exchange trade data for use in the Data Analysis & Research for Trade Transparency System (DARTTS), an analytical computer system used to detect and track money laundering, trade fraud and contraband smuggling.

TTUs are primarily an information-sharing relationship, and ICE provides extensive training to its partners using the DARTTS program and other investigative tools. TTU efforts with foreign governments have had recent

operational successes in investigations involving fraudulent trade schemes, Black Market Peso Exchange money laundering and irregular import/export company transshipments.

In FY08, ICE launched a new TTU in Mexico City, adding to the existing TTUs in Argentina, Brazil, Colombia and Paraguay. ICE TTUs launched 51 investigations in FY08, leading to seizures of more than \$4.5 million.

## Money Services Business/Informal Value Transfer

Unlicensed money services businesses have long been used to transfer funds across borders, and have proven to be easily exploited by criminal and terrorist organizations seeking to transfer illicit funds while evading government reporting requirements.

ICE has made a priority of addressing these transfer schemes under the agency's Unlicensed Money Services Business/Informal Value Transfer System initiative. In FY08, these investigations led to 10 arrests, 16 indictments and 50 convictions, along with more than \$880,000 in seizures.





In addition, ICE launched Operation Paycheck in FY06, an enforcement initiative designed to identify and eliminate the schemes used by unscrupulous employers to conceal payments to illegal alien workers by exploiting vulnerabilities in the financial system.

Since its inception, Operation Paycheck has resulted in the initiation of nearly 175 criminal investigations and the seizure of more than \$16.3 million in cash, monetary instruments and property. In FY08 alone, Operation Paycheck investigations led to 63 arrests, 14 indictments, 29 convictions and more than \$700,000 in seizures.

#### **From the ICE Case Files**

- An ICE investigation in New York unveiled a massive currency smuggling and loan sharking operation in which 12 individuals were arrested and \$3.2 million was seized. The investigation unraveled a sophisticated scheme through which Yemeni expatriates in the U.S. collected money for shipment to money remitters in Yemen without filing required currency transaction reports. More than \$5 million was smuggled to Yemen during a 16-month period.
- An ICE investigation in Boston revealed that a local licensed money services business was serving as a front for an international money laundering scheme tied to drug trafficking. ICE conducted a two-year sting operation in which a cooperating witness brought cash to the business, representing the funds as drug-trafficking proceeds, and asked that the money be wired to the Dominican Republic. Investigators learned the company was sending more than \$10 million per year to the Dominican Republic. The company's owners, an employee and 11 associates in the Dominican Republic were arrested and charged.



## Industry Outreach and Education

Recognizing the value of partnerships with industry leaders, ICE places a high priority on outreach and education efforts to key industries affected by the agency's enforcement operations. By working together with industry, ICE can help companies and employers to more fully understand their responsibilities under the law—knowledge that may help them to mitigate their exposure to investigation. Moreover, partnerships with industry help to develop two-way communication and information-sharing, often resulting in leads that bolster investigations.

The following are some of ICE's top industry outreach and education initiatives.

### Cornerstone

Combating financial and trade crime through vigorous enforcement is one of ICE's chief law enforcement missions. In addition, the agency places a high priority on outreach to the financial, trade and transportation industries through Cornerstone.

Cornerstone builds a two-way communication channel between law enforcement and industry leaders to identify and disrupt the criminal exploitation of financial, trade and transportation systems. With Cornerstone, ICE investigators reach out to and train industry members on red flag indicators of criminal activity. This outreach fosters relationships that can

result in industry-generated investigation leads.

Since its inception in 2003, the Cornerstone program has conducted over 6,300 outreach presentations to an estimated 117,000 people in the financial

### Red Flag Indicators

ICE's Cornerstone program shares red flag indicators to help industry recognize potential criminal activity in financial or trade transactions.

Red flags can include the following:

- Frequent deposits of money orders, cashiers checks or other monetary instruments inconsistent with customer's business type.
- Suspicious wire transfers to, from or through countries of concern or to companies located in countries known to be bank or tax havens.
- Cash debiting schemes in which deposits in the U.S. correlate directly with ATM cash withdrawals in countries of concern and vice versa.
- Issuing checks, money orders or other monetary instruments to the same person/business or to a person/business whose name is spelled similarly.
- Frequent transfer of funds between business and personal accounts.
- Transactions inconsistent with usual and customary business or personal practices.

and banking communities. In FY08 alone, Cornerstone personnel conducted 884 outreach presentations to nearly 21,400 industry attendees. In addition, the Cornerstone team hosted nine training sessions on financial investigations for more than 400 law enforcement agents and officers.

Nearly 350 criminal investigations have been opened as a result of these activities, which have led to 249 arrests, 211 indictments, 169 convictions and more than \$116 million seized.

## **ICE Mutual Agreement Between Government and Employers**

In the fight to reduce illegal immigration, ICE has strengthened worksite enforcement investigations as a key tool in reducing the “jobs magnet” that attracts illegal workers to the United States in search of employments. In addition, ICE has taken the lead in fostering outreach to employers to help them better understand their legal obligations.

In July 2006, ICE launched the ICE Mutual Agreement between Government and

Employers (IMAGE) initiative, which fosters a partnership between ICE and employers, promotes the use of screening tools to verify the legality of workers, and emphasizes education and communication to help employers understand their responsibilities clearly. In FY08, ICE made 8,360 presentations to employers regarding the IMAGE program and employers’ responsibilities in hiring.

## **Intellectual Property Rights**

The violation of intellectual property rights (IPR) through the piracy or counterfeiting of goods is a growing problem for law enforcement, consumers and industry. Not only does introducing pirated or counterfeited goods into legitimate markets generate big profits for organized criminal networks that produce these counterfeit goods, but they cheat the public and may inflict harm. Virtually any item can be pirated or counterfeited, including pharmaceutical products, software, DVDs, automobile parts, avionics components, apparel, footwear, electronics and household goods.

Some of these counterfeit goods pose serious public health and safety risks. Counterfeit pharmaceuticals, for example, typically do not meet rigorous federal standards for testing and could result in serious health risks for the unknowing user. Knock-off electronics and household goods, which typically fail to meet consumer safety standards, have been known to catch fire or explode, leading to injury, property damage and even death.

To more effectively combat these violations, federal law enforcement agencies launched a new front in the fight against IPR crime with the opening of the National IPR Coordination Center in Crystal City, Va., in July 2008. This state-of-the-art center, led by ICE, brings together every government agency in the IPR enforcement arena to serve as a unified investigative front in the fight against IPR crime.

In addition to enhancing coordination in investigations, the National IPR Center helps law enforcement and industry work together more effectively. The IPR Center determines the need for investigation by vetting the leads provided by industry leaders. Federal officials use the center to





... four illegal aliens were arrested by ICE special agents in Alabama on May 1, 2008, for trafficking more than \$5 million in counterfeit items. The seized goods included counterfeit Nike shoes and counterfeit Prada and Coach handbags...

provide training in IPR issues for industry representatives and partners in domestic and foreign law enforcement.

In FY08, the IPR Center conducted 130 industry presentations to industry and government officials and trained 254 ICE law enforcement personnel in investigative techniques related to IPR cases.

In FY08, ICE launched 1,385 IPR investigations and made 446 arrests in IPR cases leading to 189 indictments and 214 convictions. More than \$110 million in counterfeit merchandise was seized in FY08.





## Litigation and Legal Support

ICE's professional staff of more than 830 attorneys is DHS's largest legal program, responsible for providing legal advice, training and services in immigration and customs cases. In addition, the Office of the Principal Legal Advisor (OPLA) is responsible for prosecuting removal cases brought before federal immigration courts.

As ICE has taken on more aggressive enforcement strategies in a variety of areas—fugitive and criminal aliens, worksite enforcement, visa violations, illegal exports, money laundering, smuggling and trafficking, sexual predators, gang members and more—the demands upon OPLA have grown. ICE attorneys have responded to the

growing caseload and demand for legal services with professionalism and energy.

In FY08, ICE attorneys continued their record of successful legal support to the agency's mission, completing a total of 126,050 matters before federal immigration courts. These included 94,072 removal cases; 10,495 completed bonds; and 21,483 motions to reopen or reconsider.

ICE's attorneys play a vital role in bringing the removal process to a close and seeing that detained aliens subject to removal receive a fair hearing and due process. In FY08, ICE attorneys obtained 91,374 final orders of removal; which included 30,707 stipulated

orders of removal; and 6,514 administrative orders of removal. ICE also obtained nearly 900 orders of removal against individuals arrested in Operation Predator cases (an increase of more than 28 percent over the previous year) and 313 orders of removal in Operation Community Shield cases, more than doubling the previous year's total.

In FY08, ICE attorneys provided substantial legal support to the agency's worksite enforcement actions, offering support in 1,076 such cases.

In addition, ICE's Human Rights Law Division and Human Rights Violator and War Crimes Unit worked together closely to investigate and take legal action against

those who seek safe haven in the United States after ordering, inciting, assisting or otherwise participating in acts of genocide, torture, extrajudicial killing, particularly severe violations of religious freedom, or other acts of persecution in other nations. In FY08, ICE attorneys worked on over 1,000 such special interest cases.

Finally, ICE attorneys provided significant support to the agency's management team in processing 849 matters related to labor and employment law, and providing administrative legal support in an estimated 300 ICE contract negotiations.



## Management and Mission Support

Since ICE's founding in 2003, the agency has faced an array of challenges in bringing its law enforcement and homeland security missions under one roof—and has made tremendous progress in meeting those challenges.

ICE also faced challenges in management and mission support as the agency sought to bring together the administrative cultures and functions of formerly separate government entities. Five years later, ICE has addressed the vast majority of those challenges, and the agency's professional leadership and staff continue to improve ICE's management and mission support in every area.

FY08 was also a significant year for change and growth in the

working environment for ICE headquarters employees. ICE relocated to its new headquarters, an 11-story building that houses 1,850 of ICE's 17,000 employees, that was fully refurbished for maximum security and technology needs.

### Acquisition and Contracting Processes

A comprehensive plan to improve ICE acquisition management and contracting begun in FY07 continued to bear fruit. ICE's professional acquisition and contracting staff set new standards in FY08, providing needed equipment and services to ICE offices in a swift, efficient and cost-effective manner. They also

awarded 11,040 contract actions with a total value of \$2.5 billion in FY08.

A key priority has been bringing new efficiency to contracting; cutting costs and speeding up the acquisition process. ICE made significant progress in these areas in FY08, thanks in part to a new invoice processing procedure that reduced late payment interest penalties by nearly 60 percent over the previous fiscal year, while increasing discounts for early payment. ICE's awarding of strategically sourced contract vehicles provided improved efficiency, cost savings and streamlined ordering in the acquisition of a variety of goods and services, including weapons, ammunition and relocation management services. Additional savings are expected in FY09. In

addition, improved management of FPS guard services contracts resulted in savings of \$86 million over previous contracts.

A customer survey of ICE acquisition and contracting functions revealed that more than 85 percent of respondents found the agency's acquisition and contract services to be timely, professional and courteous, illustrating ongoing improvement.

## Equal Employment Opportunity Office

The Office of Equal Employment Opportunity (EEO) ensures that job applicants and employees are treated in a non-discriminatory manner in compliance with established laws, regulations and executive orders.

To foster a more diverse workplace, the EEO office launched the Career Connections Mentoring Program in FY08. This one-year program is aimed at partnering ICE employees with more experienced mentors to focus on training, development and the sharing of experience. The program was developed in FY08, and the first contingent of 60 mentors and mentees was established at the beginning of FY09.

## Financial Management

ICE has shown significant progress in the area of fiscal accountability. A comprehensive financial audit of the agency three years ago identified eight material weaknesses in ICE's financial management. Since then, all of those weaknesses have been addressed and the agency has moved forward on sound financial footing. In fact, ICE's management practices have been recognized as a model for financial turnarounds in government agencies.

In addition, ICE has developed programs to enhance recruitment of professional financial staff for the future, including establishing a Federal Career Intern Program for budget analysts and accountants. These programs will play a vital role in identifying and grooming talented young people for careers in federal service.

## Freedom of Information Act Office

The Freedom of Information Act (FOIA) Office has, over the last two fiscal years, staged a significant turnaround in response to FOIA requests, a testament to the agency's

commitment to transparency and openness.

As ICE has moved to centralize FOIA operations and streamline customer service, the agency realized a 97 percent reduction in the backlog of FOIA cases in FY07. In FY08, the office continued that record of progress, receiving approximately 4,225 FOIA requests, with only 57 remaining outstanding at the end of FY08.

## Hiring and Staffing

In FY08, ICE developed a hiring and onboarding handbook, designed to recruit, hire and develop new employees. This comprehensive guide clarifies the hiring process, offers tips on effective recruitment, and provides guidance for supervisors on bringing new employees onboard and integrating them into the ICE team quickly and smoothly. In addition, ICE managers developed a new employee welcome kit with information about ICE employee resources, training opportunities, facilities, frequently asked questions and other useful information to help employees orient themselves to the agency more swiftly.





**“The Federal Executive Institute is proud to be a partner with ICE in providing a wide variety of comprehensive executive development programs for current and future ICE leaders.”**

—Kevin L. Marshall, director of the Federal Executive Institute, on working with ICE Office of Training and Development

## **Information Technology Infrastructure and Security**

ICE’s information technology professionals provided outstanding support to the agency’s operational and management divisions in FY08 by focusing on security, systems automation and infrastructure modernization.

A major security risk assessment plan was launched to identify and remediate potential vulnerabilities in the ICE information system.

In addition, ICE undertook a significant modernization program for the Office of Detention and Removal Operations (DRO). ICE deployed two computer database systems to replace DRO’s outdated Deportable Alien Control System. The two new

modules are designed to be more reliable, flexible and cost-effective—it is estimated that reduced processing times for aliens will result in savings of approximately \$58 million over the next five years. ICE also made significant headway on the development of the SEVIS II system slated to launch in FY09.

A strong focus on strategic planning, open communications and information sharing is aimed at continuing the agency’s commitment to improved information technology in the coming years.

## **Office of Privacy**

In April 2008, ICE created the agency’s first Privacy Office to ensure that personal information collected by ICE is

properly respected and safeguarded. To promote that goal, the Privacy Office develops internal policies to protect personal privacy, promotes awareness of and compliance with privacy requirements, responds to complaints regarding privacy and ensures that ICE technology systems have appropriate privacy protections in place.

In the event that personal information in ICE’s custody is compromised, the Privacy Office ensures that appropriate action is taken to investigate and remediate data breaches.

## **Training and Development**

ICE places a high priority on workforce training and development. As such, ICE

offers a wide range of educational and career development programs to help employees expand their professional knowledge and abilities. The goal in FY08 was to modernize and consolidate ICE training programs into an integrated system.

The training and development milestones in FY08 included the following:

- Launched the ICE Academy at the Federal Law Enforcement Training Center in Charleston, S.C., in January 2008. The ICE Academy offers training programs in fugitive operations, detention and removal operations, fraudulent document detection, 287(g) authority and litigation training. More than 3,200 ICE employees took advantage of these law enforcement training programs.
- Expanded the Leadership Development Center in Dallas, Texas. This center better accommodates additional training needs. More than 1,400 ICE employees were trained at the center in FY08.
- Launched a new Supervisory Leadership Training course. This course focuses on financial management, acquisition, civil liberties and employee/labor relations.

The course was completed by 481 ICE supervisors and managers in FY08. An advanced course on the same track was completed by 84 supervisors and managers;

- Expanded online course offerings under the ICE Virtual University. The Virtual University includes training courses on records management, information and document security awareness, dealing with asylum seekers and more. More than 18,000 ICE and contract employees completed courses online through the Virtual University.
- Established an Intranet Web site. The Web site provides ICE employees with access to training information and resources.
- Launched new training partnerships. New training partnerships with Johns Hopkins University, Georgetown University, the U.S. Holocaust Memorial Museum and the Federal Executive Institute increase leadership development opportunities and academic offerings to ICE employees.

In addition, the ICE Fellows Program was launched in FY08. This program is aimed at providing executive leadership training to high-potential

employees at the GS-15 level who have demonstrated managerial and leadership skills. The year-long fellowship includes individual leadership assessments, leadership programs, two 30-day developmental assignments, team and individual projects, and individual executive coaching. This program is designed to feed the agency's succession needs for future leadership.



## Partnerships

ICE recognizes that strong and constructive partnerships with other law enforcement federal, state and local law enforcement agencies, as well as with foreign partners, are essential to success in combating the criminal and terrorist threats of the 21st century. The agency has developed a wide range of initiatives and special programs in service to these partnership commitments.

### Cyber Crimes Center

The ICE Cyber Crimes Center (C3) is a state-of-the-art technological center dedicated to investigating criminal activities occurring on or facilitated by the Internet, whether in the U.S. or abroad.

C3 comprises the following three sections.

- The Child Exploitation Section investigates child pornography, child sex tourism and other types of child exploitation through Web sites, e-mail, chat rooms and file-sharing applications.
- The Cyber Crimes Section conducts cyber investigations into money laundering, document fraud, intellectual property rights crime, human trafficking, illegal exports and other crimes.
- The Computer Forensics Section performs forensic examinations and evidence recovery of seized digital storage devices, including hard drives, digital video devices, floppy disks, backup tapes and other external digital storage media.

In FY08, C3 completed 2,531 computer forensic examinations, with more than 16,400 media instruments examined (e.g., laptop and desktop computers, thumb drives and memory devices).

### Forensic Document Laboratory

ICE's Forensic Document Laboratory (FDL) is one of the federal government's top resources for the forensic analysis of documents to combat document fraud.

Advances in information technology have led to low-cost desktop publishing applications and high-quality printing

devices, which have empowered individuals and criminal organizations seeking to create and traffic in fraudulent identity and travel documents. FDL provides forensic document examination and analysis, support to ICE law enforcement operations and training in fraudulent document identification to law enforcement partners in the U.S. and abroad.

In FY08, FDL provided training to 2,888 law enforcement personnel. In addition, FDL responded to 3,498 requests from law enforcement personnel in the field to confirm the veracity of travel and identity documents, and completed 5,395 requests for forensic examinations of suspect documents.

## **Law Enforcement Information Sharing Service**

The Law Enforcement Information Sharing Service (LEISS) is a Web-based data exchange platform designed to aid investigations by allowing DHS and other law enforcement agencies to share pertinent case information more rapidly and extensively. Beginning in FY08, LEISS was deployed on

a regional basis at locations in California, Arizona and Washington. Ultimately, LEISS will be deployed on a wider basis, enhancing communication and data-sharing capabilities among federal, state and local law enforcement agencies.

LEISS provides access to more than 23 million data records from completed ICE investigations related to persons of interest, including suspects in child pornography, drug smuggling, immigration fraud, alien smuggling, and other immigration and customs cases.

An automated system, LEISS offers investigators a more efficient system for obtaining information than the existing manual process, and helps to more quickly identify non-obvious relationships, patterns and connections between individuals and organizations. Since inception, the program received nearly 4,900 queries for information.

## **National Incident Response Unit**

ICE's National Incident Response Unit (NIRU) was established to prepare for and respond to catastrophic inci-

dents, including natural disasters, terrorist attacks, pandemics and other significant events that demand a rapid, large-scale response. To prepare for an incident that requires response, NIRU tracks ICE locations, employees and assets that may be affected, developing plans to ensure continuity of operations. During and after a catastrophic incident, NIRU spearheads the coordination effort between ICE and other federal, state and local agencies to ensure the appropriate response.

In FY08, NIRU served as a central point for communication and coordination during 14 significant events, including hurricanes (Hurricanes Gustav and Ike), tropical storms (Tropical Storm Hanna), a level 5.4 earthquake in California in July and catastrophic flooding in Iowa in June. The ICE Mobile Command Center, a large RV-style vehicle equipped with radios, food, water, emergency response equipment and other essential items, is one of the key response tools used by NIRU.

ICE also works with other DHS components on security and preparedness needs for special events, such as the presidential State of the Union address, state funerals, and major sporting and national events. In addition,



“The SEVP team appeared genuinely interested in the concerns and needs of the SEVIS stakeholder community. My hope is that as a result of these discussions, SEVIS II will prove to be a more flexible and robust, while still preserving some of the better features of the present system.”

—Laura Taylor, associate director, International Students & Scholars Office, Cornell University, on working with ICE SEVP on student visa issues



NIRU participated in a wide range of interagency exercises and working groups to test and refine the agency’s response capabilities. Finally, NIRU represents ICE in a variety of intergovernmental working groups dedicated to preparing for, preventing and responding to a potential avian and pandemic influenza outbreak.

## ICE ACCESS

ICE’s Office of State and Local Coordination oversees the Agreements of Cooperation in Communities to Enhance Safety and Security (ICE ACCESS) program, the agency’s initiative for developing partnerships with state and local law enforcement. ICE ACCESS grew out of interest in ICE initiatives such as Operation Predator, the 287(g) pro-

gram and Operation Community Shield.

Under ACCESS, ICE has brought together its full contingent of partnership programs under a single umbrella. Working with law enforcement officials and local leaders in a community, ICE identifies specific enforcement needs to develop customized partnership plans to address localized needs more effectively.

In FY08, ICE ACCESS underwent significant expansion, and plans are on track to continue growing the program in the coming fiscal year.

Among the programs and partnership initiatives included under the ICE ACCESS banner:

- Asset Forfeiture;
- Border Enforcement Security Task Forces;

- Criminal Alien Program;
- Customs Cross-Designation (Title 19 authority);
- Document and Benefit Fraud Task Forces;
- Fugitive Operations Teams;
- 287(g) Delegation of Immigration Enforcement Authority;
- Intellectual Property Rights Investigations;
- Law Enforcement Support Center;
- Operation Community Shield;
- Operation Firewall; and
- Operation Predator.

## Student and Exchange Visitor Program

ICE’s Student and Exchange Visitor Program (SEVP) was established in 2003 as the Department of Homeland Secu-

rity's front line effort to ensure that the student visa system is not exploited. SEVP's key tool in this effort is the Student and Exchange Visitor Information System (SEVIS), a Web-based information management system that allows ICE to monitor the status of non-immigrant student and exchange visitors in the United States.

SEVIS is used by school and program administrators to make accurate and timely reports on foreign students, exchange visitors, and their dependents. SEVIS plays a critical role in safeguarding the integrity of the student visa system against those who would exploit the system to gain entry into the United States.

In FY08, 9,552 schools were certified in SEVIS in the United States and its territories. In addition, 1,434 exchange visitor programs were registered in the system. At the end of FY08, there were nearly one million students and exchange visitors registered to study in the United States through the SEVIS system, as well as 127,319 of their dependents.

The ICE Compliance Enforcement Unit, which investigates immigration status violations, conducted 6,549 investiga-

tions in FY08 and made 1,877 arrests of non-immigrant status violators.

SEVP is committed to a strategy of continuous improvement of its Web-based SEVIS to keep pace with technological changes, to ensure the highest levels of security, and to make the process as efficient and convenient as possible for those registered in the system. ICE recognizes that the vast majority of students and visitors studying in the United States are seeking only to benefit from the nation's outstanding educational and cultural programs, and that such exchange is vitally important to developing cultural understanding and goodwill between the United States and other nations.

To that end, SEVP is working to implement key enhancements to the SEVIS program. In FY08, SEVP instituted the first increase in the SEVIS fee paid by registrants in the system, following a lengthy public comment period and a proactive communication plan to help stakeholders understand why the fee increase was necessary. The SEVIS fee is required by Congress, which mandated that the program be funded by fees charged to users, rather than through federal appropriations.

The increase in the SEVIS fee helps fund the development and implementation of SEVIS II, the next generation of the SEVIS program slated for deployment in the fall of 2009. SEVIS II promises enhanced levels of efficiency and usability for administrators, registrars, students and other end-users. Key features of SEVIS II are a unique identifier system (to reduce data inconsistencies and duplications); a simplified user interface; a comprehensive online training module; and real-time information sharing to facilitate more timely investigations by law enforcement.

In addition, SEVP will launch the first SEVIS recertification process in FY09 to ensure that schools and exchange programs in the United States continue to meet federal standards for hosting international students.



## Protecting Federal Facilities and Employees

For nearly four decades, the Federal Protective Service (FPS) has served as a front-line provider of security and law enforcement services at U.S. federal government facilities nationwide. Since becoming part of ICE in 2003, FPS has emerged as a leader in the nation's homeland security mission, particularly after being named the lead agency responsible for securing federal facilities under the DHS National Infrastructure Protection Plan (NIPP).

With its goal encapsulated in the four-word mission statement “Secure Facilities, Safe Occupants,” FPS has undergone a significant mission refinement effort over the last two fiscal years to better align its operations with its responsibilities

under the NIPP. Under this renewed mission, FPS is shifting toward an inspector-based workforce dedicated to identifying and mitigating risk at federal facilities—a forward-leaning, strategic approach centered on preparedness and advance planning.

In FY08, the FPS professional staff of 1,200 and contract guard staff of roughly 15,000 provided security at approximately 9,000 federal facilities. During FY08, FPS responded to more than 2,600 protests and organized disturbances; made 1,888 arrests; conducted more than 2,100 investigations of accidents and approximately 1,500 investigations of larcenies at federal facilities, and prevented more than 660,000 weapons and suspect items

from being brought into federal buildings. FPS also provided significant security presences and logistical support at both the Democratic and Republican National Conventions in Denver, Col., and Minneapolis-St. Paul, Minn., respectively, and provided vital emergency and disaster response during Hurricanes Gustav and Ike.

In addition, FPS inspectors conducted more than 2,500 building security assessments aimed at identifying and mitigating risks to facilities and occupants.

To guide these efforts in the years to come, FPS developed and published its first-ever strategic plan in FY08, focusing on:

- Reducing risk to federal facilities and their occupants.

- Enhancing communication, collaboration and information-sharing with stakeholders.
- Providing the highest level of security services to stakeholders.
- Ensuring a skilled and trained professional workforce.
- Improving FPS financial management and administrative processes.

The FPS strategic plan has served as a valuable tool for developing a host of outcome-based performance measures. These metrics, developed in collaboration with FPS stakeholders, are used to ensure that every decision made and every dollar spent advances ICE's goals and promotes the FPS core mission of securing federal buildings and safeguarding their occupants.

## Preparing for Emergencies, Chemical Attacks and Biological Attacks

A key part of the FPS mission is mitigating risk to federal facilities and their occupants through superior planning and preparedness, and in FY08, the division undertook

a number of initiatives to improve preparedness including the following:

- Improved capability to respond to critical emergencies. To improve FPS capability to respond to critical emergencies, the FPS Warning Order, Deployment Order and Operations Plan were developed and implemented in FY08. The Operations Plan, along with the FPS revised Occupant Emergency Planning Guide, serve as critical guides to local emergency planning and response at federal facilities.
- Revamped the Hazardous Response Program. In addition, FPS revamped the Hazardous Response Program to ensure that all hazardous materials (HAZMAT) preparedness and response operations are consistent with the National Incident Management System. This program also improves coordination in HAZMAT response among federal, state and local agencies, which enhances readiness.
- The FPS National Countermeasures Program is a comprehensive program encompassing FPS security equipment and inventory, such as x-ray equipment, closed circuit video systems and intrusion detection sys-


tems. Improved inventory and acquisition processes ensure that FPS inventory is deployed where it will have the greatest effect and benefit.

## Risk Assessment and Management Program

One of the most critical components of the FPS strategic plan is the development and implementation of the Risk Assessment and Management Program (RAMP), the next generation in law enforcement technology. RAMP is a Web-based tool for managing and sharing information on risks posed to federal facilities, replacing the disparate systems used to track various types of information on the facilities, thereby dramatically reducing data redundancies and discrepancies while improving coordination efforts.

RAMP is a single repository for this information, available to both field personnel and managers, reducing the time needed to enter and maintain information, ensuring consistency and providing all levels of FPS with enhanced access to information needed to plan appropriate security measures for federal facilities.





“With the president’s unscheduled trip to Iraq, we were presented a unique set of challenges in continuing to secure the event site... Everyone contributed to help fill in any shortfalls in our security plan. The Federal Protective Service’s professionalism and thoroughness was greatly appreciated and noticed.”

—Special Agent Jason Krout, U.S. Secret Service, on working with ICE Federal Protective Service

view of the risks posed to federal facilities nationwide—a capability that has not previously existed. This will allow FPS to more effectively examine the national risk landscape and dedicate resources where they are needed most. Further, this ability to assess risk from a national perspective enhances FPS’s ability to plan for its future operational needs and to respond quickly to events requiring enhanced security, whether they are natural or man-made. The program was developed in FY08 and is expected to be rolled out in phases in FY09 and FY10.

## Stakeholder Outreach

The FPS mission demands clear communication with occupants of federal facilities and other

stakeholders. To build on an already successful campaign to improve stakeholder relations, FPS created the Executive Advisory Council in FY08. Consisting of senior officials from outside agencies, the advisory council meets quarterly to focus on coordination of security strategy, policy and communications with occupants of federally owned and leased facilities. This alliance has strengthened ICE’s risk mitigation capabilities, thereby improving the levels of protection for federal facilities.

In addition, FPS publishes and distributes a quarterly newsletter to all stakeholders focusing on ICE activities, strategies and tips on personal protection.



U.S. Immigration  
and Customs  
Enforcement

