

# ICE

## Fiscal Year 2007 Annual Report

### Protecting National Security and Upholding Public Safety



U.S. Immigration  
and Customs  
Enforcement

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# Message from Assistant Secretary Myers

U.S. Immigration and Customs Enforcement (ICE) is pleased to present this annual report, a summary of the agency's key accomplishments across a wide range of law enforcement areas.

In fiscal year 2007 (FY07), ICE executed its critical mission of targeting the people, money and materials that support criminal and terrorist activity with one overriding result: a safer and more secure America.

That result is the sum of hundreds of achievements and accomplishments. This year, ICE took a strong stance against employers who knowingly hire illegal workers while working with industry to ensure they have the tools they need to identify who in the workforce is here legally. ICE targeted the gangs who bring crime and terror to our communities. ICE cracked down on those who illegally trade weapons or sensitive technology, and dismantled illicit money-laundering networks that fund criminal and terrorist activity. At the same time, ICE stepped up its protection of critical infrastructure.

The following report includes a wide range of statistics, case reports and photos that, taken together, form the full picture of an agency driven by a commitment to protect the United States against those who would do harm to our people and our communities.

ICE has a broad, complex and diverse mission. But our people have shown that, through their commitment and their creativity, their professionalism and their perseverance, they will rise to meet the challenges of that mission in the effort to protect national security.

We are accomplishing great things every day. This report tells the story of those accomplishments.



Julie L. Myers

Assistant Secretary

U.S. Immigration and Customs Enforcement





# Executive Summary

U.S. Immigration and Customs Enforcement (ICE), an agency of the Department of Homeland Security, protects national security and upholds public safety by targeting criminal networks and terrorist organizations that seek to exploit vulnerabilities in our immigration system, in our financial networks, along our border, at federal facilities and elsewhere in order to do harm to the United States. The end result is a safer, more secure America.

In FY07, ICE enacted a multi-year strategy of improving immigration enforcement through more efficient management, focused enforcement efforts that target the most dangerous illegal aliens, worksite enforcement initiatives that target employers who defy immigration law and reducing the pull of the “jobs magnet” that draws illegal workers across the border in search of employment.

At the same time, ICE stepped up the battle against financial crime and the exploitation of legitimate financial networks by criminal organizations using methods to earn, move and store illicit funding needed to support their criminal enterprises.

Recognizing that partnerships are essential, ICE worked closely across agency boundaries with law enforcement colleagues at the local, state and federal level and across international boundaries to form a united front against criminal enterprises and terrorist organizations that threaten public safety and national security.

Meanwhile, ICE continued to make the agency’s legal, management and mission support functions more productive, effective and efficient in order to better support the agency’s law enforcement mission.

## A Results-Driven Mission

ICE has achieved extraordinary results in its homeland security mission to ensure a safer, more secure America. FY07 marks a break-out year for the agency as ICE set new enforcement records, launched new initiatives and enhanced management functions. ICE can point to an unparalleled record of success in the last fiscal year.





- ICE implemented a comprehensive interior enforcement strategy focused on more efficient processing of apprehended illegal aliens and reducing the criminal and fugitive alien populations.

**Result:** ICE removed a record 276,912 illegal aliens, including voluntary removals, from the United States.

- For the first time, ICE's DEPORT center made it possible to identify and screen criminal aliens incarcerated in federal prisons nationwide to ensure their removal upon the completion of their sentences.

**Result:** 11,292 charging documents have been issued to criminal aliens housed in federal prisons.

- ICE targeted the infrastructure that supports the business of illegal immigration, including document and immigration benefit fraud, launching six new Document and Benefit Fraud Task Forces in cities nationwide.

**Result:** ICE initiated 1,309 fraud investigations leading to a record 1,531 arrests and 1,178 convictions.

- In two years, ICE has quadrupled the number of Fugitive Operations Teams (FOTs), which are dedicated to identifying, locating and arresting fugitive aliens. FOTs increased from 18 in 2005 to 50 in 2006, to 75 in 2007.

**Result:** ICE eliminated more than 100,000 fugitive alien cases and reduced the backlog of fugitive cases for the first time in history.

- ICE's Fugitive Operations Support Center (FOSC), a nationwide clearing house for information on fugitive cases, continued to make the processing of data on fugitive cases more effective.

**Result:** The FOSC has resolved more than 73,000 open fugitive cases, allowing ICE to target those fugitives who are still at large.

- ICE targeted the "jobs magnet" that attracts illegal aliens employed in U.S. workplaces through a more aggressive worksite enforcement strategy.

**Result:** ICE dramatically increased penalties against employers whose hiring processes violated the law, securing fines and judgments of more than \$30 million while making 863 criminal arrests and 4,077 administrative arrests.

- ICE investigators worked to ensure compliance with the nation's immigration laws among student and exchange visitors and other non-immigrant visitors to the United States.

**Result:** 1,558 high-risk non-immigrant status violators were arrested.

- ICE investigated and dismantled the schemes that criminal and terrorist organizations use to earn, move and store illicit funding for their operations.

**Result:** ICE launched 3,069 financial investigations, resulting in significant increases in arrests.

- ICE's Cornerstone initiative developed working partnerships and information-sharing strategies with private industry to target exploitation of U.S. financial systems by criminal organizations.

**Result:** ICE Cornerstone liaisons conducted more than 1,262 outreach presentations to over 20,533 industry representatives.

- ICE continued efforts to combat drug smuggling organizations

**Result:** ICE investigations resulted in the seizure of 241,967 pounds of cocaine, 4,331 pounds of heroin, 2,731 pounds of methamphetamine and 1.3 million pounds of marijuana. Additionally, ICE investigations led to 8,920 arrests, 4,949 indictments and 5,539 convictions of individuals associated with narcotic violations.

- ICE continues to achieve new successes in intercepting illegal exports of weapons, military equipment and sensitive technology.

**Result:** ICE made 188 arrests and secured 127 convictions in these national security investigations.

- ICE worked with international partners in law enforcement to target money laundering, bulk cash smuggling and cross-border trade fraud.

**Result:** ICE Trade Transparency Units provided case support and coordination in transnational investigations and ICE agents provided training in combating cash smuggling schemes to more than 700 international partners.

- ICE's intellectual property rights investigations continued to combat the flow of counterfeit goods and products.

**Result:** ICE made 235 arrests and secured 117 convictions in intellectual property fraud cases.

- ICE targeted the flow of precious cultural and historical artifacts.

**Result:** ICE launched 51 cultural property investigations and made 15 seizures of high-value items.



- A new ICE initiative targeted unlicensed money services businesses that illegally transfer funds.  
**Result:** ICE investigations of unlicensed money service businesses yielded 39 arrests, 30 convictions and seizures of more than \$7.9 million.
- ICE turned its combined legal authorities on the dangerous human traffickers who exploit the vulnerable.  
**Result:** ICE human trafficking investigations led to 164 arrests and 91 convictions.
- ICE's targeting of violent transnational gangs was bolstered by an enforcement surge in the summer of 2007.  
**Result:** In FY07, ICE arrested a record 3,302 gang members and associates in cities nationwide.
- ICE targeted sexual predators who prey on children.  
**Result:** ICE arrests under Operation Predator topped 10,000 in June 2007.
- ICE's Federal Protective Service was given lead responsibility for securing government facilities under the National Infrastructure Protection Plan.  
**Result:** ICE launched a major mission refinement effort to focus on enhancing security at government facilities.
- ICE security and law enforcement officers provided services at approximately 9,000 federal facilities nationwide.  
**Result:** ICE made approximately 3,000 criminal arrests and intercepted roughly 760,000 prohibited items from being brought into federal facilities.
- ICE expanded its partnerships with state and local law enforcement agencies in a force multiplier approach to fighting criminal activity.  
**Result:** The ICE ACCESS program was launched as a collaborative effort under which ICE agents work with state and local leaders to identify key crime-fighting needs and to develop action plans as a solution.
- ICE expanded a program to train state and local officers in limited immigration enforcement duties.  
**Result:** ICE trained 426 local and state officers under the program with a total of 29 state and local authorities nationwide participating.





- ICE’s Law Enforcement Support Center (LESC) continued to serve as the national point of contact for providing immigration status and identify information on suspects detained by local, state and federal officers in the field.

**Result:** The LESL responded to 728,243 requests for information from law enforcement officials.

- ICE’s Forensic Document Laboratory (FDL) continued to provide forensic document analysis and training to a wide variety of agencies in the effort to combat travel and identity document fraud.

**Result:** The FDL trained 3,810 federal, state and local officials in document analysis techniques and responded to 4,382 requests for analysis from the field.

- ICE increased the number of Border Enforcement Security Task Forces (BEST).

**Result:** The task forces were responsible for 526 criminal arrests and 1,093 administrative arrests, along with seizures of \$2.5 million in cash and significant amounts of narcotics and weapons.

- ICE’s team of attorneys provided legal support and training while representing the agency in administrative and federal courts.

**Result:** ICE attorneys participated in the completion of 365,851 cases before immigration courts, including 323,845 removal cases.

- ICE continued to improve financial management and mission support functions, ensuring that the agency’s administrative functions were effective and efficient in support of the ICE law enforcement mission.

**Result:** ICE increased its workforce by more than 10 percent, enhanced the agency’s information technology systems, expanded training and development, and improved contracting and acquisitions-while earning praise both inside and outside government for the agency’s improved financial management.

In each of these key areas and in many others, ICE enjoyed a high degree of success, while laying the groundwork for continued improvement in the months and years to come.





# A Day in the Life of ICE

Every single day, ICE's team of investigators, officers, attorneys, intelligence analysts and management professionals across the United States and around the world work to make the United States safer and more secure. There are thousands of stories that could be told of how they do that, but the numbers below provide a snapshot of a day in the life of the agency.

On any given day:

- ICE makes an average of 10 currency seizures totaling \$731,309;
- ICE agents make an average 153 administrative arrests and 61 criminal arrests;
- ICE agents participate in an average 21 drug seizures each day, totaling more than 3,560 lbs. of marijuana, 11.8 lbs. of heroin and 663 lbs. of cocaine;
- ICE houses an average of 29,786 illegal aliens in facilities nationwide;
- ICE provides security and law enforcement services at approximately 9,000 federal facilities and screens over one million federal employees and visitors entering federal facilities;
- ICE intercepts 2,093 prohibited items from entering federal facilities, including firearms, knives and box cutters; and
- ICE attorneys prepare 2,462 cases and on average obtain 450 final orders of removal, including 71 final orders of removal, against criminal aliens.





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# Introduction

This *Fiscal Year 2007 Annual Report* is the second annual report 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, 2006, to September 30, 2007.

ICE has one of the most complex and varied missions of any law enforcement agency, targeting the people, money and materials that support criminal organizations and terrorist networks.

This report details the results ICE achieved in that mission in FY07.

## Overview: Mission, Organization and Operations

With more than 16,500 employees and an annual budget of nearly \$5 billion, ICE has broad law enforcement powers and authorities, with responsibility for enforcing more than 400 federal statutes within the United States. Under those authorities, ICE's five operational divisions are responsible for enforcing laws that ensure national security and public safety.

By bringing together customs and immigration enforcement authorities under one roof, ICE can fight crime and terrorist activity in ways not possible prior to the founding of DHS. Investigators on immigration cases can track the money trails that support smuggling and document fraud operations; financial investigators have additional tools in using immigration violations to build cases against criminals; sexual predators who prey on the innocent are more readily targeted than ever before.

Moreover, ICE has a sizable international presence, with more than 50 offices around the globe coordinating activities with partners in foreign governments on a wide range of investigative matters, including visa security, illegal arms trafficking, document and identity fraud, drug trafficking, child pornography and sex tourism, immigration and customs fraud, intellectual property rights violations, financial crime, human smuggling and trafficking, and much more.



A comprehensive revamping of ICE's business processes launched in FY06 continued in FY07 as the agency moved to improve financial management, contract management, acquisitions and more. With ICE on solid financial footing and more effective and efficient business plans in place, the agency was well-positioned to accomplish outstanding results in its homeland security mission.

The success ICE has achieved across all of these fronts is a testament to how effectively the agency has integrated the various cultures, authorities and people who came together in 2003 to form the agency.

- ICE's combined customs and immigration authorities have proven to be a powerful force, allowing ICE investigators to pursue both criminal and administrative aspects of cases, thereby increasing the likelihood of successful prosecutions.
- ICE's international missions are unified, making it more difficult for potential terrorists and transnational criminal groups to move themselves, their people, their weapons or their illicit proceeds across the nation's borders.
- The agency's intelligence functions are becoming fully integrated both at headquarters and in the field.
- ICE has modernized its information technology to ensure that all components have the equipment and software they need to communicate and coordinate activities.
- ICE's management and mission support ranks are staffed with skilled and dedicated officials who are committed to the agency's success and the successful execution of the homeland security mission.



ICE's story in FY07 was one of growth and achievement as the men and women of this law enforcement agency executed their mission with commitment and determination. This second annual report outlines all of these achievements more fully.



# I. A New Era in Immigration Enforcement

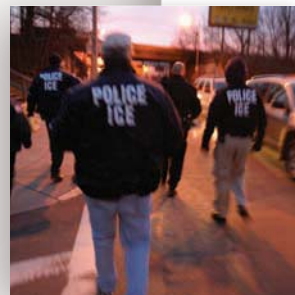
ICE is charged with enforcing the full range of existing laws to ensure border security, public safety and the integrity of the nation's immigration system. In FY07, as the debate over comprehensive immigration reform moved to the forefront of the national stage, ICE expanded upon the ongoing effort to re-invent immigration enforcement for the 21st century.

By targeting criminal aliens, fugitive aliens and the criminal infrastructure that supports illegal immigration, and with an enhanced focus on worksite enforcement and eliminating the jobs magnet that draws illegal workers to the United States, ICE ended FY07 with a series of notable achievements in the area of immigration enforcement.

In the last fiscal year, ICE continued to bring new efficiency to the process of dealing with apprehended illegal aliens, through the use of such tools as expedited removal, a process that allows DHS officers to remove an illegal alien without a formal hearing if the alien has no credible claim to asylum or any other relief from deportation.

Under the Secure Border Initiative (SBI), ICE decreased processing time for expedited removal cases—from apprehension to removal—to approximately 19 days. This was accomplished by bringing greater efficiency to the immigration removal process, including effectively expanding detention capacity, expanding the use of expedited removal authority, and increasing the use of the Justice Prisoner and Alien Transportation System (JPATS) for repatriating illegal aliens to their countries of origin.

Additionally, ICE worked closely with the Department of State and foreign governments to streamline ICE repatriation efforts, as well as to incorporate technological advances such as video teleconferencing (VTC) and the Electronic Travel Document (eTD) program. The eTD program is a Web-based program that enables the electronic transfer of information between ICE and participating foreign governments. Currently used in conjunction with the governments of Guatemala, Honduras and El Salvador, the eTD program is intended to bring greater efficiency to the process for procuring travel documents. Since January 2007, when the eTD program was implemented, over 27,710 travel documents have been issued electronically and issuance times for these three countries have been reduced by



**“The Mexican government praises the efforts and cooperation of U.S. law enforcement authorities, in particular ICE and the U.S. Marshals Service Los Angeles Regional Task Force, that paved the way for this suspect to be returned to the State of Chihuahua to face justice. This sends a clear message to those who think that by crossing the border between Mexico and the United States they can avoid prosecution and their crimes will remain unpunished.”**

**—Guillermo Fonseca  
Legal Attaché for Mexico’s  
Attorney General in Los Angeles**

more than eight days. Moreover, the eTD program has significantly reduced transportation, shipping and detention costs in the removal process and is slated for expansion.

In FY07, ICE continued to detain all non-Mexican illegal aliens, other than those released on humanitarian grounds, who are apprehended along the border, processing and returning them to their countries of origin more swiftly.

In FY07, ICE removed 276,912 illegal aliens from the United States, including 40,534 who returned to their countries of origin voluntarily.

Securing the border is a top homeland security priority, with ICE and its partner agency, U.S. Customs and Border Protection, working together with state and local law enforcement to tighten security at the border and to increase apprehensions and deportations.

At the same time, ICE has introduced an aggressive and effective campaign to enforce immigration law within the nation’s interior, with a top-level focus on criminal aliens, fugitive aliens and those who pose a threat to the safety of the American public and the stability of American communities.

## **Decrease in Fugitive Aliens**

In FY07, ICE increased resources targeting fugitive aliens in the United States. An ICE fugitive is an alien who has failed to depart the United States pursuant to a final order of removal, deportation or exclusion, or who has failed to report to ICE after receiving notice to do so.

For the first time in history, ICE marked a decrease in the backlog of fugitive alien cases, reducing the backlog of open cases and sending a clear message to fugitives that they will be targeted for arrest and removal. In FY06, through the ongoing and concerted effort of the National Fugitive Operations Program (NFOP), personnel from the Fugitive Operations Support Center (FOSC) and Field Offices nationwide eliminated 23,536 cases from the ICE fugitive population. In FY07, ICE more than quadrupled that number. The total number of cases eliminated from the ICE fugitive population was 102,777.

As of October 1, 2007, ICE's fugitive case backlog consisted of 594,756 ICE fugitive aliens—or 37,970 fewer fugitives than the population of 632,726 recorded on October 1, 2006.

This achievement resulted from a significantly strengthened enforcement presence coupled with improved communication and data management. ICE quadrupled the number of Fugitive Operations Teams (FOTs) dedicated to identifying, locating and arresting ICE fugitive aliens. FOTs increased from 18 in 2005 to 75 in FY07.

These enforcement efforts were supported by the ICE Fugitive Operations Support Center (FOSC). The FOSC reviews and updates absconder cases, developing leads for and providing assistance to the teams and aids in the development of national fugitive operations.

The FOSC is an example of how ICE brings together information technology, improved data analysis and enhanced communication to support the agency's law enforcement personnel in the field. The FOSC resolved 73,284 fugitive alien cases in the system by determining that the fugitives had no longer met the definition of an ICE fugitive—taking those cases off the books and helping FOT personnel focus their efforts on those fugitives still at large.

## Targeting Criminal Aliens

Aliens involved in criminal activity are a threat to the safety and security of the American public and were a key focus for ICE in FY07, with significant progress being made.

The creation of the ICE Detention Enforcement and Processing Offenders by Remote Technology (DEPORT) Center in FY06 was integral to this effort. The DEPORT Center conducts interviews of inmates in remote prisons from a centralized location. Through the combined effort of the DEPORT Center and local ICE resources, coverage is provided to all 114 federal detention facilities. This ensures that criminal aliens are taken into ICE custody upon the completion of their federal sentences, rather than being released into U.S. communities.

### From the ICE Case Files Selected Fugitive Operations Team Successes

- In Los Angeles, an ICE team working with a U.S. Marshals task force arrested a former Mexican police officer wanted in his home country for murder and other crimes. The alien was an alleged enforcer for a Mexican drug cartel.
- In Miami, an ICE team arrested an Albanian international fugitive wanted in Italy for aggravated murder.
- In Denver, an ICE team arrested a Honduran convicted child sexual predator who had been at large since November 2004.



**“During the past year, there has been a noticeable increase in the number of inmates in BOP custody who have received an order of removal while serving their sentence. We believe this is a result of the implementation of the DEPORT center in Chicago as well as ICE increasing its resources at the current hearing sites. Making this progress possible is taking advantage of telecommunications to allow ICE greater access to the criminal alien inmates. Expansion of telecommunications is on-going and should continue to yield positive program results.”**

**—Kathy Grinley  
Assistant Administrator  
Community Corrections and  
Detention Services Branch  
Federal Bureau of Prisons**

In FY07, 22,818 Bureau of Prisons (BOP) inmates were screened by DEPORT to determine their amenability to removal proceedings. These screenings resulted in 11,292 charging documents being issued to BOP prisoners. These incarcerated aliens have been involved in dangerous criminal activity such as murder, predatory sexual offenses, narcotics trafficking, alien smuggling and a host of other crimes.

The creation of the DEPORT center and the effective use of Video-teleconferencing technology have been successful in enhancing ICE’s ability to identify aliens with dangerous criminal backgrounds, ensuring their expeditious removal from the United States upon completion of their prison sentences.

To prioritize the deployment of finite resources, ICE has adopted a risk-based management system to manage the Criminal Alien Program (CAP). A risk assessment was conducted on 4,200 jails and institutions in the United States. Each jail and institution was provided an overall score based on the risk that the facility’s foreign-born inmate population posed to public safety.

Consistent with the ICE goal of identifying and removing all incarcerated criminal aliens, CAP will strive to achieve 100 percent screening at all jails and institutions in the United States, thereby minimizing the risk posed by the release of a criminal back into the community. In FY07, the CAP initiated removal proceedings against 164,296 criminal aliens encountered in U.S. jails and prisons.

## **Improving Detention Management**

ICE has developed a comprehensive annual inspection and detention oversight program to ensure that detainees are treated fairly and humanely and that ICE detention facilities comply with the National Detention Standards (NDS). Quality assurance specialists are being placed in ICE’s largest facilities to monitor daily quality-of-life issues and ensure that detainees are treated appropriately. The new annual inspection program will provide for independent and objective quality assurance reviews of all detention facilities used to house ICE detainees. ICE also created the Detention Facility Inspection Group (DFIG), an independent review mechanism, managed by ICE’s Office of Professional Responsibility, to investigate allegations of mistreatment and non-compliance with the NDS.

In addition, ICE's Detention Operations Coordination Center (DOCC) ensures that all field offices have adequate detention space for routine apprehensions, coordinates special operations requiring large numbers of detention beds and manages detention bedspace on a national scale. By monitoring bedspace and operations constantly, the DOCC ensures that no alien amenable to removal proceedings is released from ICE custody. In FY07, ICE coordinated the movement of 19,389 aliens through the DOCC and assisted with the handling and detainee movement in support of various worksite enforcement and Fugitive Task Force operations.

## Cracking Down on Fraud

Recognizing that illegal immigration generates big profits for criminal organizations, traffickers and other unscrupulous operators, ICE also increased resources dedicated to destroying the infrastructure that supports the illegal immigration economy, including the illicit industry in phony documents.

ICE created six new Document and Benefit Fraud Task Forces to combat the growing problems of document fraud and immigration benefit fraud. The new task forces build upon the success of forces operating in 11 major U.S. cities since April 2006. These 17 task forces have initiated a combined 625 investigations, resulting in 549 arrests, 453 indictments and 352 convictions.

## Tougher Worksite Enforcement, Enhanced Partnerships with Business

ICE enhanced its efforts to combat the unlawful employment of illegal aliens in the United States by investigating and prosecuting employers who knowingly hire illegal aliens. ICE's comprehensive worksite enforcement strategy promotes national security, protects critical infrastructure and helps ensure fair labor standards.

ICE dramatically increased the amount of criminal fines and forfeiture over previous years. In FY07, ICE secured criminal fines, restitutions and civil judgments in worksite enforcement investigations in excess of \$30 million. ICE also made 863 criminal arrests and 4,077 administrative arrests.

### From the ICE Case Files Selected ICE Document and Benefit Fraud Investigative Successes

- On Feb. 28, 2007, Daniel Korenberg and Steven Rodriguez, attorneys at one of California's largest immigration law firms, were indicted on visa fraud charges, the result of an ICE investigation that revealed the firm had conspired to file thousands of fraudulent visa petitions on behalf of nationals of the Philippines, Indonesia, Syria, Egypt, Pakistan and Bangladesh seeking entry to the United States.
- On April 25, 2007, an ICE investigation led to charges against 22 defendants in a massive document fraud organization selling green cards, drivers licenses and other phony government documents in Chicago. Two members who attempted to strike out on their own and launch a competing fraudulent document scheme were targeted for murder by the organization.

**From the ICE Case Files**  
**ICE Launches Large-Scale Worksite Enforcement Action**

On Dec. 12, 2006, ICE agents executed warrants at meat processing facilities owned by Swift & Co. in six states. In total, agents apprehended 1,297 illegal alien workers for immigration violations. Of these, 274 were charged with criminal violations related to identity theft and other crimes.

During the investigation, which began in Feb. 2006, ICE and the Federal Trade Commission (FTC) uncovered criminal organizations around the country that traffic in birth certificates and Social Security cards belonging to U.S. citizens.

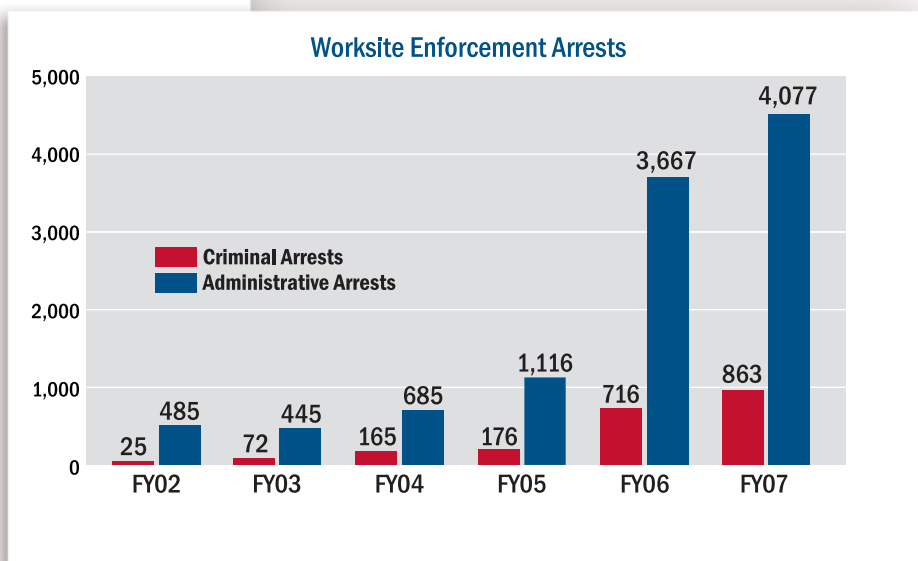
These documents were trafficked around the country and sold to illegal aliens, who used the genuine documents to thwart federal programs designed to help employers detect illegal workers.

By holding employers accountable through the prospect of criminal charges, ICE is working to ensure companies comply with immigration laws, and reduce the risks presented by undocumented workers to places of employment—including critical infrastructure sites.

However, ICE recognizes that the vast majority of U.S. businesses seek to comply with the law. To work more effectively with these law-abiding employers, and to reduce the number of worksites requiring a potential enforcement action, ICE launched the ICE Mutual Agreement between Government and Employers (IMAGE) program in FY06, and welcomed the program’s nine charter members in January 2007.

This program is designed to help employers ensure that they are strengthening their hiring practices and building a legal workforce. By involving employers in a voluntary compliance program, ICE can begin to reduce the pull of the “jobs magnet” that attracts illegal workers to the United States for work.

IMAGE focused on two critical areas in FY07: expansion of the program and the deployment of training and supporting materials to field offices. ICE intends to expand IMAGE by aggressively pursuing participation from business leaders in industries that are traditionally susceptible to high levels of unauthorized employment.



## Ensuring Compliance with the Law

In order to strengthen the integrity of the immigration system, ICE focuses on compliance enforcement to prevent exploitation of the nation's immigration system by investigating non-immigrant status violators. Had this effort been in place prior to 9/11, all of the hijackers who failed to maintain status would have been investigated months before the attack. In FY07, ICE resolved 5,200 potential violator leads and arrested 1,366 high-risk non-immigrant status violators.

The Student Exchange and Visitor Information System (SEVIS) is an important tool for ensuring compliance with immigration law in the population of non-immigrant student and exchange visitors to the United States.

Prior to the advent of SEVIS, the system for student visas was entirely paper-based. SEVIS came online in 2002 to put the promise of information technology to work to better serve colleges, universities and exchange visitor programs, while ensuring the security of the student visa system. The program is available online 24 hours a day, seven days a week, to serve the needs of administrators and students anywhere in the world.

At the same time, ICE has worked to make the system more user-friendly for legitimate non-immigrant students and visitors, so those who come to the United States to take part in the nation's outstanding programs for education, professional development and cultural exchange find the process as responsive as possible.

To date, SEVIS has certified 9,099 schools located in all 50 states, plus the District of Columbia, Guam, Puerto Rico and the Virgin Islands, with a non-immigrant student population of 917,647 from 229 countries, along with 126,837 of their dependents.

For the future, ICE is expediting changes to SEVIS to standardize its tracking of students' changes to major and minor courses of study. ICE is also developing the requirements for SEVIS II, a new, far superior electronic visa management system, for deployment in May 2009.

*“Since its creation, the SEVP office has provided exemplary service to the international education and exchange visitor community.”*

—Marlene M. Johnson  
Executive Director and CEO  
Association of  
International Educators  
Washington, DC

### ICE by the Numbers **SEVIS Certifications and Registrations, FY07**

Certified Schools . . . . .	9,099
Designated Exchange Program Sponsors . . . . .	1,434
<b>Active Participants</b>	
Active Students (F & M Visas) . . . . .	713,431
Active Exchange Visitors (J Visas) . . . . .	204,216
Active Dependents (F, M & J Visas) . . . . .	126,837
<b>Total . . . . .</b>	<b>1,044,484*</b>

\* Numbers fluctuate as the status of individual participants change.





## II. Investigating Financial Crime, Import/Export Violations and Contraband Smuggling

While immigration enforcement is a top priority for ICE, the agency's mission places equal importance on intercepting the flow of money and materials that support criminal and terrorist organizations. ICE's customs authorities allow the agency to play a leading role in the fight against money laundering, trade fraud, bulk cash smuggling, the distribution of counterfeit goods, and trafficking in weapons, sensitive technology, narcotics and more.

### Targeting Financial Crime

Investigating and dismantling the myriad methods that criminal and terrorist organizations employ to earn, move and store illicit funds is a chief goal for ICE investigators, as exploitation of legitimate global trade and financial systems has allowed these organizations to launder and transfer money in increasingly sophisticated ways. As a 21st century law enforcement agency, ICE prepares its financial investigators to recognize changing trends in criminal and terrorist financing. In FY07, ICE initiated 3,069 financial investigations, resulting in 1,394 arrests and 897 convictions.

ICE derives some of its most powerful tools for financial investigations from reporting requirements under the Bank Secrecy Act (BSA). These reports—such as Currency Transaction Reports (CTRs), Currency and Monetary Instrument Reports (CMIRs), and Suspicious Activity Reports (SARs)—create a paper trail that allows investigators to focus on specific transactions and their relationship to ongoing criminal activity. Moreover, the mere existence of these reporting requirements is a valuable anti-money laundering tool.

The BSA reporting requirements, along with more stringent and effective anti-money laundering programs built around these requirements, have forced criminal and terrorist organizations to resort to more desperate schemes to earn, move and store their illicit funds. These schemes require them to act outside of legitimate channels, making their actions more

From the ICE Case Files

#### **Maryland Couple Nabbed In Money Laundering, Illegal Alien Scheme**

In July 2007, Francisco and Ines Solano, restaurant owners in Wheaton, Md., were indicted on money laundering charges for their role in a scheme to employ illegal alien workers in their restaurant and to conceal millions of dollars in wage payments and illicit proceeds.

An ICE investigation into the couple's financial transactions, triggered by information developed under the Bank Secrecy Act, led to the identification of \$7.8 million in assets—including bank accounts, real estate, jewelry, vehicles and more—allegedly derived from illegal activities. The case is an excellent example of ICE's combined immigration and customs enforcement authorities working together to target criminal activity.

**“Through Cornerstone, ICE has been able to provide the private sector and the financial community with timely and useful information on methodologies and the latest tactics incorporated by the criminal element to subvert the financial system for their own gains. The Cornerstone program has proven many times over that such public/private sector partnerships serve to eliminate the vulnerabilities that exist within our financial community.”**

**—Rick Small  
Global Anti-Money Laundering Leader  
General Electric**

**From the ICE Case Files  
ICE Cracks Airline  
Smuggling Ring**

ICE’s Operation Final Approach led to the arrest of five airline employees who were exploiting their positions to smuggle narcotics into the United States and transport the illicit proceeds out of the country. The two-year investigation revealed that airline baggage handlers, ticket agents and customer service ramp employees were involved in smuggling over 500 kilograms of cocaine from the Dominican Republic into Newark, N.J. Additionally, this scheme laundered approximately \$10 million in illicit proceeds.

susceptible to detection. As these illicit schemes are detected, “red flag” indicators of the schemes can be developed, shared with industry and used to detect other subjects attempting similar illegal acts.

Since 2001, a wider range of businesses and industries have been required to fill out these valuable reports to ensure that increasingly sophisticated money launderers, terrorists and other criminal organizations don’t attempt to exploit vulnerabilities in our nation’s financial systems. These businesses include casinos, money services businesses, and securities and futures industries.

## **Cornerstone: Partnering with the Private Sector**

The Cornerstone initiative is designed to safeguard the integrity of the nation’s financial, trade and transportation systems by building active partnerships between law enforcement and the private sector. ICE builds partnerships by sharing red flag indicators with the businesses and industries that manage the systems that may be exploited by criminals or terrorists. Cornerstone representatives use examples from ICE investigations in presentations to industry that illustrate current trends in financial crime and the methods used by criminals to carry out these crimes.

ICE Cornerstone liaisons conducted more than 1,262 outreaches to over 20,533 attendees, including industry professionals in the United States as well as abroad. In addition, nine financial investigations training courses were presented to 400 prosecutors and law enforcement officials from foreign countries at several International Law Enforcement Academy (ILEA) campuses worldwide.

## **Combating Contraband Smuggling**

No single agency has ICE’s historical experience and success in combating the smuggling of narcotics or other harmful commodities and goods into the U.S.

ICE has developed a full cadre of investigative expertise—including undercover operations, use of confidential informants, wire intercepts, controlled deliveries, consensual monitoring and electronic surveillance—to combat smuggling organizations.

These smuggling organizations use every imaginable method to smuggle contraband into this country, including aircraft, automobiles, trucks, maritime vessels, backpacks, tunnels and railways. Additionally, smuggling organizations infiltrate and use legitimate businesses and industries as a mechanism for smuggling illicit goods and narcotics into the United States.

For FY07, ICE investigations resulted in the seizure of 241,967 pounds of cocaine, 4,331 pounds of heroin, 2,731 pounds of methamphetamine and 1.3 million pounds of marijuana. Additionally, ICE investigations resulted in 8,920 arrests, 4,949 indictments and 5,539 convictions of individuals associated with narcotic violations.

Along with conducting smuggling investigations and seizures at and between ports of entry, ICE has vast experience and expertise in investigating internal conspiracies at our nation's airports and seaports. Through internal conspiracies, criminal organizations employ corrupt employees within a legitimate business to smuggle contraband in legitimate cargo, conveyances and luggage.

An additional area of expertise for ICE is the investigation of cross-border tunnels used by drug smuggling cartels to smuggle narcotics and other potentially hazardous goods into the United States. ICE leads the "Tunnel Task Force" that identifies and investigates cross-border tunnels used to facilitate the entry of contraband from Mexico. Since 2003, 26 tunnels have been discovered in the San Diego area alone.

## Investigating Arms and Strategic Technology Crime

In an increasingly globalized world, hostile nations, arms dealers, terrorist organizations, drug traffickers and other unscrupulous operators are actively seeking military technology, weapons and other sensitive items on the black market. ICE's Arms and Strategic Technology Investigations (ASTI) focus on ensuring that weapons, sensitive technology and other controlled technologies and products do not fall into the wrong hands.

ASTI agents significantly increased investigative efforts and results over the previous fiscal year, securing 188 arrests, 178 indictments and 127 convictions.

### From the ICE Case Files **ICE Targets Maritime Drug Smuggling**

Operation Panama Express is an ongoing ICE investigation targeting large-scale Colombian-based cocaine smuggling organizations operating in the Caribbean Basin and Pacific Ocean. To date, this joint operation with the DEA, FBI, U.S. Coast Guard and local law enforcement has resulted in 256 interdictions leading to 1,058 arrests and the seizure of over 506 tons of cocaine.

### From the ICE Case Files **Selected ICE Arms and Strategic Technology Investigations**

- An undercover ICE investigation into illegal arms exports that began in 2004 resulted in six defendants pleading guilty and \$700,000 in seized currency in FY07. Haji Subandi and his associates were the targets of an investigation into illegal exports of military equipment to Iran, Vietnam, Laos, Indonesia and Sri Lanka. During the investigation, it was learned that Subandi was negotiating on behalf of the Liberation Tigers of Tamil Eelam, a designated foreign terrorist organization.
- An ICE Arms and Strategic Technology Investigation into the illegal transfer of sensitive night vision technology to China led to a \$100 million penalty paid by ITT, the nation's leading manufacturer of night vision military products. It was one of the largest criminal penalties in history, and the first case of a major U.S. military contractor convicted of a criminal charge under the Arms Export Control Act.

**From the ICE Case Files**

**ICE Cracks Massive Customs Fraud Scheme**

In June 2007, ICE arrested 29 individuals in New York, New Jersey and California in connection to a wide-ranging “in-bond diversion” scheme to import more than 950 shipments of counterfeit goods into the United States from China. They employed various methods of customs fraud in an effort to by-pass inspection and reporting requirements on the imported merchandise.

The seized merchandise, which included counterfeit designer clothing, handbags and watches, would have commanded a street value of roughly \$700 million, if it had been authentic.

**From the ICE Case Files**

**Game Over: ICE Investigation Targets Illegal Game Chips**

In August 2007, ICE agents launched a coordinated operation targeting the importation, installation, sale and distribution of modification chips used to violate the copyright protections in place for the world’s most popular video game systems sold by Internet-based commercial Web sites. ICE seized several thousand illegal circumvention devices, more than 400 computers, hard drives and gaming consoles, and \$619,000 in cash.

The investigation grew out of a relationship formed in FY06, when the Intellectual Property Rights Center in Washington, D.C., a joint investigative unit staffed by ICE, CBP and the FBI, conducted an outreach and training session on intellectual property crime for the Entertainment Software Association.

This growth has been driven by enhanced training and resources and by the establishment of ICE’s new National Export Enforcement Coordination Network (NEECN), which integrates homeland security, law enforcement, intelligence and foreign officials into coordinated operations designed to share information and collaboratively investigate threats associated with the illegal export of munitions and critical technology.

In support of ASTI enforcement efforts, ICE spearheads a special industry outreach program called Project Shield America, under which investigators meet with U.S. manufacturers to educate them about export laws and to solicit their assistance in preventing illegal foreign acquisition of their products.

By training industry to be aware of the red flags that may accompany a potentially illegal transaction, Project Shield America makes it possible for industry to ensure the integrity of their processes and supply chains while generating valuable potential investigative tips for ICE. In FY07, ICE agents conducted 1,265 industry outreach presentations under Project Shield America.

## **International Cooperation in Trade and Financial Investigations**

Recognizing that international partnership is the key to combating transnational crime, ICE created Trade Transparency Units (TTUs) to combat trade-based money laundering with additional countries and provide bulk cash smuggling training overseas to attack worldwide narcotics networks.

In FY07, ICE established a TTU in Asunción, Paraguay. Other TTUs are located in Argentina, Brazil and Colombia. TTU initiatives have resulted in the identification of individuals and organizations involved in trade-based money laundering, including the Black Market Peso Exchange, as well as customs fraud.

In addition, ICE TTUs provided direct case support and coordination to the investigation of a \$200 million trade fraud scheme, with enforcement actions in both Brazil and Miami. The operation resulted in the execution of 39 search warrants and nine arrests warrants in cities throughout Brazil.

This partnership extends to ICE's intellectual property rights cases, where ICE has worked with foreign counterparts to uncover large criminal organizations engaging in customs fraud and trafficking in counterfeit goods. In FY07, ICE's work in intellectual property cases resulted in 235 arrests, 132 indictments, and 117 convictions.

As an additional international outreach effort, ICE has accelerated its bulk cash smuggling (BCS) training to combat the illicit cross-border movement of large sums of cash. To further extend BCS training opportunities, ICE is adopting a regionalized training model with the support of the Departments of Treasury and State. ICE will continue to conduct one-on-one country trainings, but will emphasize the use of the regional training model to attract more participants and improve cooperation and interaction between countries. Over 700 foreign nationals have been trained in countries around the world, including Zambia, Indonesia, Peru and Kuwait.

Operation Firewall targets criminal organizations involved in the international smuggling of bulk U.S. currency. In FY07, Operation Firewall investigations resulted in the seizure of more than \$49.5 million in U.S. currency and monetary instruments as well as the criminal arrest of 142 individuals. International seizures totaled more than \$8 million and accounted for seven arrests. Since 2005, Operation Firewall has resulted in the seizure of more than \$100 million and the arrest of 260 suspects in the U.S., Mexico, Ecuador and Colombia.

## Cracking Down on Unlicensed Money Services

Criminal and terrorist organizations are typically unable to transfer or store their illicit funding in legitimate banking systems due to reporting requirements. As a result, informal and unlicensed banking and money services businesses have been exploited as vehicles for moving funds across borders. ICE's Unlicensed Money Services Business/Informal Value Transfer System (MSB/IVTS) initiative was designed to address methods used by criminal organizations for transferring illicit funding through unlicensed money services businesses.

These businesses include "hawalas," networks of brokers who provide informal money exchange services primarily in Middle Eastern, African and Asian areas where formal banking systems are undeveloped or nonexistent. The lack of licensing or reporting makes these systems ripe for exploitation by criminal and terrorist organizations.

### From the ICE Case Files

#### Operation Firewall: ICE, Mexico Crack Smuggling Schemes

- In February 2007, ICE and Mexican Customs agents seized 3.4 tons of a white powdery substance that field tested positive for pseudoephedrine, a precursor chemical used in the production of methamphetamine. The shipment came into Mexico City from Hamburg, Germany, and was discovered within 120 containers on five pallets.
- In April 2007, a joint ICE and Mexican Customs investigation led to the seizure of \$760,020 in U.S. currency concealed within five rectangular cubes of base substance used to produce gum while conducting outbound cargo inspection for a shipment destined for Costa Rica.

### From the ICE Case Files

#### ICE Seizes \$3.8 Million In Pronto Cash Case

Under Operation Paycheck, an ICE investigation of Pronto Cash, a mobile check-cashing business in Orlando, Fla., led to the seizure of more than \$3.8 million. ICE agents discovered that construction companies were using Pronto Cash to disguise wage payments to illegal alien workers to conceal their employment. The president of Pronto Cash and several employees were indicted in October 2006.

*“Historical artifacts are a delicate treasure that must be preserved... No one should seek to profit from antiquities that are part of our world’s history and can never be replaced.”*

—R. Alexander Acosta  
U.S. Attorney for the  
Southern District of Florida

**From the ICE Case Files  
Selected Cultural Artifacts  
Investigation Successes**

- In March 2007, ICE returned an illuminated medieval manuscript from the 14th century, valued at over \$10,000, to the government of Italy after having been stolen from a library historical collection in 1995.
- In February 2007, ICE agents seized a fossilized dinosaur nest dating back some 65 million years from a California auction house. The nest, with eggs intact, had been smuggled out of China and smuggled to the United States for sale to a collector.
- In June 2007, ICE returned more than 400 pre-Columbian artifacts, including pottery, tapestries, art, textiles and gold pieces worth an estimated \$500,000 to the government of Peru, including a clay statue estimated to be 3,500 years old. The items had been smuggled out of Peru to the United States to be sold to collectors.

In total, ICE MSB/IVTS investigations in FY07 resulted in 39 arrests, 31 indictments, 30 convictions and 191 seizures with a monetary value of over \$7.9 million. Since its inception, this initiative has resulted in the identification of 420 unlicensed MSBs, leading to over 320 criminal investigations.

In addition, ICE’s Operation Paycheck targets schemes used by employers to conceal payments to illegal alien workers. Operation Paycheck investigations resulted in the seizure of more than \$4 million in cash and monetary instruments, four vehicles and numerous counterfeit ID documents, along with 26 arrests, 37 indictments and 8 convictions.

## Combating Illicit Trade in Cultural Treasures

The illicit trade in precious cultural artifacts has accelerated in recent years, facilitated by the Internet and increasingly sophisticated systems for smuggling and transport. In response, many nations have stepped up efforts to prevent the pillaging and sale of these cultural treasures.

The United States is a key import destination for these cultural properties, as networks of unscrupulous collectors have developed to take advantage of the trade in artifacts, despite international agreements to stem the flow.

ICE is charged with enforcing the laws related to illegal trafficking in cultural artifacts, and ICE works with partners at the Department of State and U.S. Customs and Border Protection to identify trafficking patterns, investigate violations and to return these cultural treasures to their rightful owners in their countries of origin.

Those items include precious medieval manuscripts from Italy; pre-Columbian statues and other priceless artifacts returned to Peru; stone carvings to Mexico; rare Buddhist statues dating to the 4th and 5th century A.D. to Pakistan; and an almost perfectly preserved nest of fossilized dinosaur eggs to China.

ICE, with its strong international presence and liaison network, has played a key role in recovering these precious items, prosecuting the perpetrators and providing for the proper and legal return of these treasures. In FY07, ICE initiated 51 cultural property investigations and made 15 seizures of high-value items.

### III. The ICE Toolbox: Integrated Law Enforcement Powers

When ICE was formed in March 2003 as a 21st century law enforcement agency for the post-9/11 era, one of the key goals was to integrate the agency's enforcement authorities in new and previously unused ways to form a more effective crime-fighting force.

Those combined authorities have allowed the agency to achieve significant investigative results in virtually every area over which ICE has law enforcement authority, including the fights against human trafficking and smuggling, violent transnational gangs and sexual predators who prey on children.

#### Combating Human Trafficking

One of the most disturbing criminal trends at the border is the growth in human trafficking and smuggling organizations paid to bring illegal immigrants into the United States.

In addition to facilitating illegal border crossings, these organizations often show a shocking disregard for the health, well-being and even lives of those who have paid for their services. Stories of immigrants being housed in crowded and unsanitary conditions, dying of thirst while confined in cramped trucks or abandoned in the desert, all point to the human cost of this inhumane trade.

With ICE's combined law enforcement authorities, the agency is well-positioned to pursue human trafficking investigations, since ICE investigations can target not only immigration violations but also the financial infrastructure that undergirds trafficking networks. In FY07, ICE human trafficking investigations resulted in 156 arrests and 88 convictions.

#### From the ICE Case Files Selected FY07 Human Trafficking Cases

- On August 16, 2007, Michail Aronov, 34, a Lithuanian national, was sentenced to seven and a half years in prison for his role as a ringleader in a human trafficking conspiracy in which Eastern European women were forced to work as exotic dancers in Detroit-area strip clubs. Aronov was also ordered to pay more than \$1 million in restitution to the victims.
- On June 1, 2007, a San Antonio woman and her two daughters were ordered detained without bond for engaging in sex trafficking of children. The defendants allegedly traveled to Nuevo Laredo, Mexico, to recruit girls as young as 15 to work as prostitutes in Texas. The victims were told they would work as prostitutes for five years to repay the money the defendants had spent in smuggling them across the border. The victims were threatened with violence against themselves and their families if they attempted to escape.
- On May 31, 2007, a couple from Cameroon was sentenced for involuntary servitude and related charges for forcing a 17-year-old girl to work in their home illegally. During the three-year period in which the girl lived at the couple's home, she was forced through beatings and threats to care for their children and perform household chores without pay. She was not permitted to attend school or have contact with the outside world.

#### From the ICE Case Files

### ICE Cracks Down on Gang Activity

- From February to June 2007, ICE's California Gang Initiative in the San Diego, San Francisco and Los Angeles areas targeted gang members who had illegally entered the U.S. after deportation. ICE arrested a total of 139 gang members and associates; 46 of the arrestees were prosecuted for criminal violations.
- From July to October, the ICE SURGE 2007 deployed investigators to high-threat gang areas to identify, arrest and ultimately remove transnational gang members and their associates. ICE has conducted surge operations in Dallas, Milwaukee, Indianapolis, Phoenix, Boise, Miami and San Diego. More than 350 gang members and associates were arrested as part of the surge, along with 105 non-gang members who were subject to ICE's authorities.

*“This partnership further strengthens our cooperation with ICE and our other federal partners. We believe that the expeditious removal of foreign nationals who are here illegally and are committing crimes will reduce the crime rate and thus the victimization of our residents and visitors and the tax burden on the community.”*

*—Don Hunter  
Sheriff  
Collier County, Florida*

In FY07, ICE assumed leadership and administration of the multi-agency Human Smuggling and Trafficking Center (HSTC). This demonstrates that the President, the U.S. Congress, and other federal agencies recognize ICE's leadership in efforts to disrupt illicit travel, whether it is in support of terrorism or for the trafficking and smuggling of human beings.

The HSTC serves as a clearinghouse for information on smuggling and trafficking, as well as providing an avenue through which intelligence and law enforcement can work together on these cases.

In FY07, the HSTC's analysts created a wide range of independent intelligence assessments and reports on smuggling and trafficking trends and distributed over 2,000 cables and reports related to human smuggling and trafficking, as well as on terrorist travel mobility.

In addition, the HSTC provided training to domestic and international partners on how to recognize indicators of trafficking in persons and how ICE can assist in investigation and prosecution of such cases. This included training for 234 Department of State personnel from 180 foreign posts. Additional training and presentations were provided at a United Nations assembly in Austria and at a variety of international conferences.

## Fighting the Scourge of Gangs

The growth of violent transnational gangs has been an alarming trend in U.S. communities in recent years. Under Operation Community Shield (OCS), ICE addresses the public safety threat posed by these gang organizations. All ICE field offices conducted threat assessments to identify gangs and the associated criminal activity within their areas of responsibility.

The results of the assessment showed that most major metropolitan areas were experiencing a surge in gang activity. In addition, recent indications have suggested that gang activity has also spread to smaller communities.

Additionally, the survey showed that membership of these violent transnational gangs was comprised largely of foreign-born nationals. The ICE threat assessment found that the Mara Salvatrucha gang (MS-13) is among the largest and most violent of street gangs in the United States. ICE launched Operation Community Shield as a coordinated investigative effort with local, state and federal law enforcement partners to target gang activity.



Total arrests of violent gang members since the initiative was launched in 2005 topped 7,550 in September 2007. More than 40 percent of the gang members apprehended have violent criminal histories with arrests for crimes such as robbery, assault, rape and murder. As part of OCS, ICE has seized more than 280 firearms. For FY07, ICE arrested 3,302 gang members and associates as part of Operation Community Shield.

## Targeting Dangerous Sex Predators

Operation Predator, launched in 2003 to identify, investigate and arrest sexual predators who victimize children, exemplifies the law enforcement successes ICE has achieved by combining immigration and customs enforcement authorities.

Growing out of traditional customs investigations of child sexual exploitation, ICE investigators discovered that many of the offenders were also immigration offenders—giving the agency another valuable enforcement tool to be used in removing these predators from American communities.

Under Operation Predator, ICE targets child pornographers, child sex tourists and facilitators, human smugglers and traffickers of minors, criminal aliens convicted of offenses against minors, and those deported for child exploitation offenses who have returned illegally.

Arrests under ICE's Operation Predator topped 10,000 in June 2007. More than 8,600 of those arrested as part of the operation were non-citizen sex offenders whose crimes make them removable from the United States. As of June, more than 5,500 have been removed.

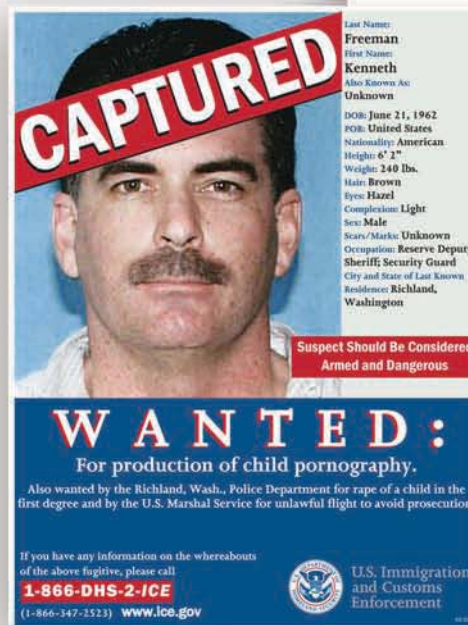
### From the ICE Case Files

#### ICE Takes Down 'Most Wanted' Sex Predator

Kenneth Freeman, an accused child molester who spent months on ICE's Most Wanted list, thought crossing international borders would allow him to escape justice. But the global reach of ICE's Operation Predator proved him wrong when he was arrested in Hong Kong on May 1, 2007.

Freeman, 44, was wanted by ICE, the U.S. Marshals Service, and local authorities in Benton Co., Wash., on charges stemming from the repeated molestation of his minor daughter and the posting of videos of the abuse online. He had been the target of a worldwide manhunt since 2006, after he faced state and federal charges for his crimes.

Freeman was featured on *America's Most Wanted* in December 2006, and the subsequent attention helped connect the dots that led ICE to Freeman's hiding place in Hong Kong. He was extradited to the United States to face trial.





## IV. Securing Federal Facilities

FY07 was a watershed year for ICE's Federal Protective Service (FPS) as the service was assigned lead responsibility for securing all government facilities under the DHS National Infrastructure Protection Plan (NIPP). As a result, FPS launched a strategic mission refinement effort to more effectively implement the NIPP by enhancing stakeholder service, ensuring workforce technical expertise and improving organizational effectiveness under a new risk-based mission.

Under a new set of guiding principles, ICE has embraced a vision of "secure facilities, safe occupants," and is already realizing enhanced capabilities and results as FPS continues in its critical mission of protecting approximately 9,000 federal facilities nationwide receiving more than one million visitors and tenants every day.

While implementing the mission refinement plan and the NIPP, ICE officers continued their superior work providing security and law enforcement services at the facilities in their areas of responsibility. In FY07, ICE officers at federal facilities made approximately 3,000 criminal arrests and intercepted more than 760,000 prohibited items from being brought into the facilities, including knives, firearms and box cutters.

ICE security and law enforcement services at federal facilities include the following:

- conducting building security assessments;
- 24-hour security alarm monitoring and law enforcement dispatch through ICE Megacenter communication hubs;
- providing no-cost security countermeasures for tenants through awareness and training programs;
- coordinating occupant emergency plans; and
- criminal investigations.

### **ICE Launches Operation Shield**

In July 2007, ICE's Federal Protective Service initiated Operation Shield to avert or obstruct potential threats in and around federal facilities. Through a focused, short-term, highly visible security and law enforcement presence, the operation demonstrates a "show of force" to deter, disrupt, and defend against any potential criminal or terrorist action while emphasizing service to tenants, workers and visitors at federal facilities.

*As the designated union official for all matters related to judicial security since 2002, I have had multiple dealings with judges who have been threatened [more than one per week], and so I have also had repeated contacts and meetings with various representatives of the Federal Protective Service. From my perspective, I have nothing but praise for the competence and responsiveness and professionalism of the FPS. The judges in SSA consider the FPS to be friends and protectors, and we are very pleased to have their continued fine service.*

*—Judge Mark A. Brown  
Region Seven Vice President  
Association of Administrative  
Law Judges*



## Stakeholder Service

Stakeholders include the federal employees and contractors who work in the facilities under FPS watch, and one of the key goals in FY07 was to improve communication with and service for these occupants.

To that end, ICE launched a communications campaign to engage both FPS staff and stakeholders through a variety of avenues, including personal meetings, written messages, newsletters and publications. In addition, all FPS personnel were required to successfully complete an online training course to establish a common understanding of the importance of stakeholder service.

To better prioritize and improve service, ICE instituted measures to obtain feedback from stakeholders at federal facilities, using focus groups and establishing a formal process for addressing comments, compliments and criticism. In addition, ICE initiated two newsletters to provide information to both FPS staff and stakeholders.

## FPS Workforce Technical Expertise

ICE's FPS inspectors represent the professional workforce needed to ensure the safety and security of federal buildings and their occupants. As such, ICE continued to expand its inspector workforce to focus on its physical security, risk assessment and emergency planning.

During FY07, ICE launched several actions to ensure that the service boasts a skilled workforce equipped with the tools, standards and training they need to be the leaders in security services at federal facilities. In addition to providing an online resource of downloadable job aids for inspectors, ICE began developing a next generation risk assessment and management system that will not only enhance FPS capabilities but also support nationwide efforts to enhance protection of government facilities.

As fully trained and sworn law enforcement officers, inspectors are capable of responding to incidents at federal facilities. They also undergo in-depth physical security training at the Federal Law Enforcement Training Center. Many then receive training in contract management to ensure that they can oversee guard force contracts in their jurisdiction.

Having all of these capabilities rolled into one position provides added staffing flexibility needed to address the comprehensive law enforcement and security needs at federal facilities.

## Organizational Excellence

During FY07, ICE launched ongoing initiatives to support immediate and long-term organizational excellence, including improved efficiency in contracting and acquisition, enhanced financial management and controls to cut costs, and moving toward a system of risk-based staff distribution to ensure that FPS personnel are positioned where they are needed most.

## Preparing to Respond to National Incidents

ICE conducts consolidated planning and coordination to prevent, prepare for and respond to a wide range of catastrophic incidents, including terrorist attacks, natural disasters, pandemics and other such significant events that require large-scale government and law enforcement response. This preparation ensures that in the case of a large-scale disaster or event, agency and key personnel will be able to function and perform their mission.

ICE is also involved in a wide range of interagency coordination efforts and working groups, to ensure clear communication and areas of responsibility before an emergency occurs.

In FY07, one of ICE's key accomplishments in this arena was the launch of the Mobile Continuity of Operations Planning and Emergency Response Support Pilot Project, which entails the deployment of a fleet of cargo trailers outfitted with basic supplies and equipment such as fuel containers, generators, tents, tools, potable water, food rations and other emergency supplies. The trailers will be pre-positioned at ICE locations nationwide for ready deployment in the event of a nearby emergency situation.

*“The Federal Protective Service has been consistently prompt and professional in the inspection of Nuclear Regulatory Commission (NRC) buildings, providing law enforcement support, responding to emergencies, and sharing intelligence information, and they have provided invaluable assistance in implementing security at a new NRC facility in Las Vegas.”*

—Calvin Byrd  
Special Assistant to the Director  
Division of Facilities and Security  
Nuclear Regulatory Commission





## V. Working Together: Coordination and Cooperation Efforts

Criminal and terrorist activity does not observe bureaucratic boundaries—which means that law enforcement and other government agencies have to be prepared to work together to get results.

ICE has led the way in opening up lines of communication, sharing information and reaching out to agencies at the federal, state and local level, both on the domestic and international front, to form constructive and effective partnerships to advance the homeland security mission.

In part, this includes making available ICE’s law enforcement support programs—including the Law Enforcement Support Center, the Forensic Document Laboratory and the Cyber Crimes Center—to provide analysis and information services to other agencies. But it also includes a wide range of strategic partnerships in intelligence, international affairs and specialized task forces to address key crime-fighting challenges.

### ICE ACCESS—Agreements of Cooperation in Communities to Enhance Safety and Security

Recognizing the demand for partnership initiatives like the 287(g) program, ICE announced in August 2007 the launch of the ICE ACCESS (Agreements of Cooperation in Communities to Enhance Safety and Security) program to expand the opportunities for law enforcement partnerships.

Under the ACCESS program, ICE works with local officials to determine specific enforcement challenges and develop partnership plans that help fight document fraud, illegal immigration, gang activity or other critical law enforcement challenges.

The following pages detail several of the initiatives and investigative resources ICE makes available to state, local and federal partners.



*“I think the positive impact has been the synergy that is created when you bring together law enforcement professionals from other agencies that have different kinds of ideas, different perspectives and different experiences. And as we integrate those factors, we have seen an enormous energy and success stories that we would not realize if we were operating by ourselves.”*

—Lt. Ronald Williams  
Los Angeles County Sheriff’s  
Department

## Partners In Enforcement

- As of Sept. 30, 2007, 29 state and local authorities had entered into 287(g) agreements with ICE to train officers in limited immigration enforcement duties:

State	Agency
AL	Alabama State Police
AZ	Department of Public Safety
AZ	Department of Corrections
AZ	Maricopa County Sheriff's Office
CA	Los Angeles County Sheriff's Department
CA	Orange County Sheriff's Office
CA	Riverside County Sheriff's Office
CA	San Bernardino County Sheriff's Office
CO	Department of Public Safety
CO	El Paso County Sheriff's Office
FL	Collier County Sheriff's Office
FL	Florida Department of Law Enforcement
GA	Cobb County Sheriff's Office
GA	Georgia Dept. of Public Safety
MA	Framingham Police Department
MA	Department of Corrections
MA	Barnstable County Sheriff's Office
NC	Alamance County Sheriff's Office
NC	Gaston County Sheriff's Office
NC	Cabarrus County Sheriff's Office
NC	Mecklenburg County Sheriff's Office
NH	Hudson City Police Department
NM	New Mexico Corrections Department
OK	Tulsa County Sheriff's Office
TN	Davidson County Sheriff's Office
VA	Herndon Police
VA	Prince William-Manassas Adult Detention Center
VA	Rockingham County Sheriff's Office
VA	Shenandoah County Sheriff's Office

## Partners in Immigration Enforcement

The 287(g) program, authorized under the 1996 Immigration and Nationality Act, has emerged as a key partnership tool in allowing ICE to train state and local officers in immigration enforcement. Once in place, the 287(g) agreement allows ICE to delegate enforcement powers to state and local agencies, who serve as force multipliers in immigration enforcement in their communities.

In the last two years, the 287(g) program has identified more than 226,000 illegal aliens for potential deportation. As of September 30, 2007, more than 70 municipal, county and state agencies nationwide have requested from ICE memoranda of agreement (MOAs) to participate in the 287(g) program. ICE trained 426 local and state officers under the 287(g) program in FY07.

## Law Enforcement Support Center

The Law Enforcement Support Center (LESC) serves as ICE's single national point of contact to provide timely immigration status and identity information and real-time assistance to federal, local and state law enforcement.

Located in Williston, Vermont, the LESLSC operates 24 hours a day, 365 days a year, to supply needed information to law enforcement officers who are investigating or have arrested foreign-born individuals involved in criminal activity.

The LESLSC responded to 728,243 requests for information from law enforcement officials in all 50 states, the District of Columbia, two U.S. territories and Canada. Additionally, the LESLSC identified and ordered the detention of 20,339 criminal and fugitive aliens. Both accomplishments represent the highest totals in those categories ever achieved by ICE at the LESLSC.



Currently, the primary users of the LESC are state and local law enforcement officers seeking information about aliens encountered in the ordinary course of their daily enforcement activities.

Furthermore, the LESC receives queries from federal, state and local correctional and court systems seeking information about individuals in custody or encountered elsewhere in the criminal justice system. Law enforcement officers have immediate access to alien records entered in the National Crime Information Center (NCIC) and immigration information from every alien file maintained by DHS—approximately 100 million records—simply by using the formatted Immigration Alien Query database through the NCIC screen on their state’s law enforcement communication system.

## Forensic Document Laboratory

Desktop publishing programs and affordable printing technology have been a tremendous boon not only to businesses and individuals, but also to criminal organizations seeking to create fraudulent documentation, counterfeit IDs and other materials used to facilitate travel and identity fraud.

ICE’s Forensic Document Laboratory (FDL) is at the forefront of this battle, providing a wide variety of forensic document analysis; operations support services; and training to DHS programs as well as to other U.S. and foreign governmental entities, to combat travel and identity document fraud.

The FDL trained 3,810 personnel from DHS, other state and local law enforcement agencies, foreign governments and other federal agencies. This represents an increase of 31 percent from FY06, a notable achievement, as training in the detection of fraudulent travel and identity documents is essential to controlling illegal immigration and promoting security.

### ICE by the Numbers

#### LESC Sets New Records

- ICE’s Law Enforcement Support Center responded to more than 728,000 requests for information leading to the detention of more than 20,300 criminal and fugitive aliens in FY07—setting new records in both categories.

### From the ICE Case Files

#### FDL Identifies Virginia Tech Gunman

- In April 2007, the ICE FDL provided key information on subjects involved in the Virginia Tech shootings, where a gunman killed 32 people and wounded numerous others before taking his own life. Through both fingerprint examination and use of FDL databases and tools, the officers were able to positively identify the shooter and many of the victims.

**From the ICE Case Files**  
**FDL Stamping Out Fraud**

Operation Bogus is an FDL initiative to develop leads based on individuals who attempt to illegally purchase stamps and seals from legitimate stamp manufacturing companies. In FY07, 45 referrals have been made to ICE investigators on orders for U.S. passport cover stamps, Venezuelan entry/exit stamps, Spanish crest stamps, a DHS dry seal and more.

The FDL also responded to 4,382 requests for assistance from field officers, providing real-time assistance in the verification of travel and identity documents using both personal expertise and a variety of resources such as the FDL's reference library, the world's largest known repository of travel and identity documents.

The FDL also includes a forensic section staffed with document examiners, fingerprint specialists and ink chemists whose services include:

- comparative examinations of disputed handwriting and hand printing;
- forensic examinations of both foreign and domestic documents, stamps, seals, printing and typewriting, as well as restoration of altered or damaged documents;
- expert witness testimony in judicial proceedings and hearings on forensic examinations;
- common source identification through common characteristics of printing plates, stamp and seal impressions, copy machines, printers and handwriting;
- processing evidence for latent fingerprints;and
- ink-to-ink fingerprint comparisons to determine if the fingerprints belong to the same person or an imposter.

The FDL completed 4,753 requests for forensic examinations. This represents a 15 percent increase from the previous fiscal year.

## Cyber Crimes Center

The explosion of personal computing and information technology has been embraced by criminal organizations seeking to facilitate traditional criminal activity or to engage in new online criminal activity. Financial fraud schemes, trafficking in child pornography, illicit weapons trading and drug trafficking are only a few of the crimes that have been made easier by the growth of the Internet.

ICE's Cyber Crimes Center is recognized nationally and internationally as a leader in the investigation of transnational criminal activities conducted on or facilitated by the Internet.

The Cyber Crimes Center is divided into three primary sections—child exploitation, computer forensics and cyber crimes—and serves as mission control for ICE’s Internet-related investigations. The center develops leads generated by domestic and international sources; determines if those leads constitute violations of law; and then turns these leads over to ICE field offices for investigation.

The center has also provided hundreds of leads to foreign law enforcement agencies. In addition, the center provides cyber crime training to federal, state, local and international law enforcement agencies.

Operation IDNET uses the online undercover facilities and capabilities of the ICE Cyber Crimes Center to identify and target Internet sources of fraudulent documents. In some circumstances, purchases of documents are made from selected targets to further substantiate the violations or to establish venue.

## Forging International Partnerships

Recognizing the importance of international partnerships in the ICE mission, ICE realized several high-level international successes in this fiscal year.

- Through the Border Enforcement Security Task Forces (BEST), ICE is working cooperatively with domestic and foreign law enforcement counterparts to develop a comprehensive approach to identify, disrupt and dismantle criminal organizations posing significant threats to border security. BEST forces are currently located in Arizona, California and Texas. In FY07, ICE launched new BESTs in El Paso and the Rio Grande Valley of Texas, and in San Diego, Calif. This brings the total to five. The task forces were responsible for 526 criminal arrests and 1,093 administrative arrests. Task force members seized 1.3 million pounds of marijuana, 241,967 pounds of cocaine, 2,731 pounds of methamphetamine, 4,331 pounds of heroin, 237 weapons, 12 improvised explosive devices, 107,730 rounds of ammunition, 178 vehicles and more than \$2.5 million in U.S. currency.
- ICE’s Visa Security Program (VSP), which places ICE agents at overseas locations for visa issuance as the first line of defense for homeland security, expanded overseas deployment to nine posts in eight countries,



**“The BEST task force effectively executes a combined effort to totally disrupt criminal organizations. The task force is committed to their mission and I can count on them, 24/7, to get the job done.”**

**—Dave Peterman  
Assistant U.S. Attorney  
District of Arizona, Tucson**



**“Violence in the U.S.—  
Mexico border region  
continues to threaten our  
very way of life, and as  
friends and neighbors,  
Mexicans and Americans  
must be honest about the  
near-lawlessness of some  
parts of our border region.  
...Drug cartels, aided by  
corrupt officials, reign  
unchecked in many towns  
along our common border.”**

**—Antonio O. Garza, Jr.  
U.S. Ambassador to Mexico**

and trained more than 40 ICE special agents to serve as visa security officers. ICE investigations through this program resulted in the denial of more than 750 visas and the initiation of more than 140 investigations.

- The Bilateral Strategic Plan, signed on August 13, 2007, between ICE, U.S. Customs and Border Protection and Mexican Customs, has strengthened the shared efforts between the United States and Mexico in securing the border and in fighting commercial trade fraud. The plan formalizes the creation of two task forces, one for commercial trade fraud and the second for targeting border crime.
- ICE continues as a participant in the Global Trafficking in Persons Program (G-TIP), with an ICE coordinator stationed in Mexico City to provide support to the program. G-TIP assisted the Mexican government in rescuing 15 victims of human trafficking and provided direct services to 13 of those victims. Moreover, the program provided training to approximately 250 Mexican law enforcement officers in the different areas of G-TIP investigations, such as cyber crimes, electronic surveillance, trafficking investigations and victim assistance.
- In addition, ICE has engaged in a number of initiatives with the government of Mexico to address bilateral law enforcement challenges, including establishing a Trade Transparency Unit in Mexico, developing the Border Crime Task Force, and signing on to the Security and Prosperity Partnership, which coordinates and strengthens security and trade issues between the U.S., Canada and Mexico.
- ICE signed the Electronic Travel Document (eTD) memorandum of understanding with the governments of Guatemala, Honduras and El Salvador. The eTD system will allow consular officials in remote locations to access and print travel documents, previously available only as paper documents, electronically. As a result, eTD equipment and training was deployed to all 24 of the ICE field offices and 30 respective consulates.
- ICE’s International Visitor’s Program (IVP) coordinated or hosted 136 presentations for more than 500 current and emerging foreign leaders in law enforcement and border agencies from 92 countries. These events enhanced existing relationships and cultivated new contacts worldwide. The majority of the foreign nationals were government officials and a significant number were senior-level policy makers and subject

matter representatives. The training sessions provided a forum in which to compare law enforcement challenges and tools and to address key investigative concerns.

- Through the International Law Enforcement Academies (ILEA), ICE conducted nine training classes in seven countries for approximately 400 participants in areas of human trafficking, financial crimes, commercial fraud, child exploitation, intellectual property rights, fraudulent documents, and arms trafficking. Participants included local and national police, customs and immigration officers, and prosecutors.

## Analyzing Law Enforcement Intelligence

ICE is on the Department of Homeland Security's front line for collecting, analyzing and sharing intelligence on key law enforcement and national security matters. Whether it's the movements of narcotics traffickers, export violations, human smuggling or a terrorist plot, ICE's professional intelligence analysts stand at the ready to analyze and share information with ICE investigators as well as with other federal, state and local agencies.

ICE conducted a full assessment of its intelligence programs, relocated programs where necessary and completed a full reorganization of its intelligence component in order to better serve our national security priorities and support immigration enforcement operations.

ICE established an International Intelligence Unit (IIU) to better serve the agency's attaché offices overseas. The IIU will provide intelligence support and subject matter expertise focused on specific areas of the world where ICE has representation, or where there is a significant level of transnational criminal activity that affects the ICE mission. The IIU will provide intelligence support tailored to the specific needs and regions where ICE representatives conduct operations against transnational criminal activity.

ICE's reorganized Office of Intelligence also includes the newly formed National Initiatives Support Unit (NISU), which consolidates several of the agency's specialized and advanced intelligence analytical services and operational capabilities under one roof.

### DocEx Success

ICE has completed major document exploitation missions in Saudi Arabia, Colombia, Italy and Mexico, resulting in the identification of suspect visa applications and the identification and eventual seizure of millions of dollars.

**“The ICE Office of Intelligence is not only a critical component of DHS’s information gathering and intelligence analysis efforts but also fills a vital role in enabling us to more effectively share information with our law enforcement and intelligence community partners.”**

**—Jim Chaparro  
Deputy Assistant Secretary  
Mission Integration  
Office of Intelligence and Analysis  
Department of Homeland Security**

Examples of current NISU capabilities include pilot document exploitation (DocEx), spatial analytics, geospatial services (GIS) and advanced visual analysis.

The DocEx pilot program was established in February 2007 to exploit information gathered from captured media such as hard copy documents, audio recordings and electronic media that can be developed into intelligence products, and actionable leads for law enforcement and national security purposes. For example, seized financial documents can be collected, digitized, organized, translated, processed, and published for further analysis, used as evidence, or shared with joint task force members.

The GIS and visual analysis programs use density analysis to identify trends and patterns in criminal and terrorist activity, in order to forecast where they may strike next. Most people are familiar with the density analysis process from television police dramas, where investigators plot a criminal’s movement on a city map with pushpins. In modern visual analysis, the power of information technology is harnessed to aid this form of intelligence processing by providing greater speed, higher precision, broader scope and a greater number of variables that may be tracked and analyzed.

The NISU is responsible for identifying and satisfying requirements for cutting edge intelligence technologies, piloting new analytic and information sharing tools and methods, and developing the procedures the ICE Intelligence program will use to satisfy the needs of its customers in the agency, DHS and the intelligence community.



## VI. The Legal Front: ICE Litigation and Prosecution

ICE's team of attorneys constitute the largest legal program in DHS, with more than 750 attorneys providing legal advice, training and services to support the ICE mission and defending the interests of the United States in the administrative and federal courts.

Since September 2006, ICE hired more than 180 new attorneys to expand the legal program's role in advising other ICE components and to increase resources for litigation against aliens who represent a threat to national security, criminal aliens, aliens who belong to gangs and others.

In FY07, ICE attorneys were instrumental in the completion of 365,851 matters before the immigration courts. These included 323,845 removal cases, 12,182 motions to reopen or reconsider, as well as 29,824 bonds.

ICE attorneys obtained 23,320 stipulated orders of removal, 4,242 administrative orders of removal, 717 orders of removal associated with aliens apprehended as part of Operation Predator, and 129 orders of removal associated with aliens apprehended as part of Operation Community Shield. ICE attorneys also provided legal support and reviewed more than 2,500 cases associated with aliens apprehended and processed as part of worksite enforcement operations. Since September 2006, ICE attorneys have obtained over 26,000 final orders of removal against aliens who have committed crimes.

ICE attorneys have also participated in temporary assignments to the Department of Justice as Special Assistant U.S. Attorneys spearheading criminal prosecutions of individuals, otherwise known as "coyotes," who engage in alien smuggling at the southwest border. These prosecutions involve working with state and local law enforcement, designating and preparing material witnesses, preparing and responding to legal briefs and motions, and conducting and responding to discovery. These assignments bring much needed support to taxed U.S. Attorneys' offices along the southwest border, thereby assisting DHS in realizing its goal of zero tolerance for alien smugglers.

### From the ICE Case Files Selected Legal Victories for FY07

- Provided legal support or litigated cases of over 100 suspected former Bosnian Serb military members whose units were involved in human rights abuses and atrocities in the former Yugoslavia during the 1990s
- Successfully litigated the case of Majid Al-Massari, a member and supporter of an al Qaeda terrorist group, resulting in his removal to Saudi Arabia in January 2007
- Provided litigation support to facilitate the successful removal of Fawaz Mohammed Damrah, a noted fundraiser for the Palestinian Islamic Jihad who had entered the United States by concealing his connections to terrorist organizations, to the West Bank in January 2007

*“The signing of the FCC MOU demonstrates great progress in international efforts and cooperation to ensure that perpetrators of war crimes, crimes against humanity and genocide do not find safe haven in the signatory countries regardless of when or where the crimes were committed. This is accomplished through effective and efficient information sharing between like minded governments.”*

—Erin Amer  
Senior Program Advisor-War Crimes  
Canada Border Services Agency

In addition, ICE attorneys assisted in investigations and litigation targeting human rights violators who sought refuge in the United States—an important part of the agency’s commitment to ensuring that war criminals, participants in genocidal movements and other human rights violators are not given safe haven in America.

To further that effort, in April 2007, ICE signed on to the Four Country Conference Memorandum of Understanding (FCC MOU) for investigations relating to genocide, war crimes and crimes against humanity. This agreement between immigration agencies in Australia, Canada, the United Kingdom and the United States allows for timely and efficient information-sharing related to human rights violators and war criminals, so that each participant country has timely access to the information needed to deny entry or benefits to human rights abusers attempting to seek safe haven in these nations.



## VII. Support for the ICE Mission

ICE's primary mission is law enforcement and security operations—but that mission is only possible because of the management, administrative, legal and training support provided by a skilled cadre of professionals nationwide.

Whether it's ensuring a sound financial picture for the entire agency, supplying the information technology solutions critical to success in today's world, maintaining fleets of service vehicles, contracting for equipment and labor or providing training to ensure that ICE employees perform at the highest level—these ICE employees make the agency's successes possible.

### Streamlined Hiring Processes

In FY07, ICE grew its workforce by nearly 10 percent through the hiring of an additional 1,600 employees in a full range of positions, including over 450 new deportation officers and more than 700 new immigration enforcement agents. These additional personnel move ICE closer to target staffing levels and make the agency that much more effective in its law enforcement mission. In addition, ICE conducted two on-the-spot hiring initiatives to shorten the hiring timeline for candidates eligible for appointment under special hiring authorities.

In addition, ICE launched an innovative effort to recruit for the agency's future by establishing an internship program with four historically black colleges and universities to provide opportunities for students interested in law enforcement careers. The new program, announced in August 2007, is an important step toward developing the next generation of law enforcement leaders at ICE while opening up additional possibilities for diversity in the agency's workforce. Ultimately, ICE intends to sign such agreements with all 57 historically black colleges and universities that offer criminal justice programs.

***“We have the students and ICE has the internships. When our students have the opportunity to work with agencies like ICE, they become a part of the law enforcement family. And we all know that internships like these can often lead to future employment opportunities.”***

**—Dr. Karl S. Wright  
President  
Florida Memorial University**

## **ICE Recognized for Excellence in Financial Management**

- In November 2006, ICE was awarded the Department of Homeland Security Award of Excellence for improvements in financial management, just one year after implementing a financial action plan to address the agency's challenges.

*“As a result of the strides made in the last two years, ICE no longer contributes to any department-wide material weaknesses. This dramatic improvement comes from having strong leadership support and an effective corrective action plan. ICE’s success has become an example for others to follow.”*

—David L. Norquist  
Chief Financial Officer  
Department of Homeland Security

## **Improved Financial Management**

As a relatively new agency, ICE faced management challenges in integrating the various functions that were brought together in 2003 to form this 21st century law enforcement agency. Today, those challenges have been met as the agency moves forward with enhanced management and fiscal accountability.

Two years ago, a DHS audit identified eight material weaknesses in ICE’s financial management. Since then, ICE has aggressively implemented a comprehensive, multi-year financial action plan (FAP) to address those materials weaknesses by focusing on excellence and integrity. In FY06, a new audit showed that ICE had resolved six of those eight areas. In FY07, ICE resolved the remaining two areas, a remarkable turnaround.

As a result, ICE was awarded the DHS Award of Excellence in November 2006 for its progress in financial operations and management. This award recognized the substantial improvements at ICE in terms of its internal controls and the auditability of its financial records, as well as other positive developments including improved oversight of the agency’s financial management.

In FY07, the second year of the FAP, ICE focused on sustaining the immense progress from the previous year and working to improve budgetary accounting, internal controls and program management. The agency’s financial management goals have shifted from a focus on compliance toward a greater emphasis on overall financial management transformation—a shift that is gaining notice as other government agencies study ICE’s financial turnaround as a model for public sector financial management.

As an additional improvement, ICE also successfully implemented a new time and attendance system, which has enabled ICE to resolve its audit finding related to payroll discrepancies.

## Enhanced Information Technology

The ongoing effort to modernize ICE's information technology (IT) infrastructure continued in FY07, with the goal of continuously improving the agency's IT systems to support the effectiveness, efficiency and security of the agency's operations. The ICE technology team made significant progress toward this goal in a number of areas:

- continued upgrading and consolidating ICE IT infrastructure to ensure that the agency's networks and systems are up-to-date, reliable and cost-effective;
- provided critical mission support on worksite enforcement operations and other enforcement activities;
- upgraded e-mail services to bring ICE users online with an updated e-mail platform, replacing reliance on outdated systems;
- provided a complete technology upgrade for the Law Enforcement Support Center; and
- developed a comprehensive IT modernization strategy for ICE's detention and removal programs to improve the use of technology in reporting statistics and case management, as well as management of bed space, transportation and facilities.

As part of a DHS effort to improve access to law enforcement information in multi-agency databases, ICE contributed to the development of a law enforcement information sharing strategy (LEISS), aimed at making information critical to national safety more widely available to all levels of law enforcement. By creating access to the ICE Pattern Analysis and Information Collection Tool (ICEPIC) application, and through the use of other tools such as Federal Query and the Law Enforcement Information Exchange (LINX), it will be easier for investigators to make connections, spot patterns and trends and put that information to work on their cases.

### From the ICE Case Files

#### **Improved Information-Sharing IDs Suspect**

In one ICE investigation, agents were attempting to develop information on a suspect in a bulk cash smuggling scheme. By entering his license plate number in the LINX system, they tracked two active cell phone numbers found on a local police report the suspect had filed, which they were able to use to move their investigation forward.

*“The ICE strategy nicely complements our own Law Enforcement Information Sharing Program. I am encouraged by the cooperation and progress we have made thus far and expect the increase in sharing to significantly improve this nation’s ability to find the worst criminals, as they perpetrate crimes across jurisdictions and state lines.”*

—Vance Hitch  
Chief Information Officer  
U.S. Department of Justice

#### ICE by the Numbers

### ICE Expands Online Training Opportunities

- ICE employees can now take advantage of more than 1,600 online training and development courses to enhance their professional skills and expand their career opportunities.

**The Federal Law Enforcement Training Center is proud to partner with ICE to meet the ever-growing needs of law enforcement training through successful projects such as the newly established ICE Academy Advanced Training Site in Charleston, South Carolina.**

**–Connie Patrick  
Director, Federal Law Enforcement Training Center  
November 2007**



## Expanded Training and Development Opportunities

Continued training and development is essential for all ICE employees, as it ensures that the agency's workforce is fully prepared to meet new challenges and creates opportunities for professional advancement.

To improve efficiency and accountability in training and development, ICE centralized the coordination and oversight for these programs into a single office dedicated to training and development. A unified training approach minimizes the duplication of efforts, creates cross-training opportunities, develops an agency-wide training plan for all ICE employees and provides for training based on research and evaluation.

- ICE has a wide range of on-site training programs for employees, including the Leadership Development Center in Dallas, Texas, which provides training for supervisors and managers, and the ICE Academy in Brunswick, Georgia, which provides training in basic, advanced and specialized law enforcement classes for ICE employees. In addition, the ICE Academy Advanced Training Site at the Federal Law Enforcement Training Center in Charleston, South Carolina, was opened in FY07.
- In addition, ICE is expanding opportunities for online learning for employees. The ICE Virtual University now has more than 1,600 online courses available, allowing employees to access training opportunities via the Web. ICE also has access to an online foreign language learning system to allow employees to learn any of 30 languages online from work or home.
- ICE employees are encouraged to pursue training and career development benchmarks, leadership and management training, educational programs and other opportunities based on their individual career paths. Programs and courses in management and leadership, career development, and diverse college and university academic programs are available for ICE employees. Funding is available through the Tuition Assistance Program (TAP).
- A comprehensive portfolio of career-enhancing programs is available to ICE employees through both government and non-government organizations. ICE employees have been selected to participate in programs offered by the Center for Homeland Defense and Security (CHDS), USDA Graduate School, National Defense University and OPM Federal Executive Institute.

- Three ICE employees were selected for the inaugural DHS Fellows Program, and the ICE Management Development Program, which prepares high-achieving ICE employees to serve as future ICE leaders. A cohort of 18 graduated in December and a new cohort of 20 began in January.
- ICE also hosted its first Educational Opportunities Fair, to promote continuing education and career development for all employees. The effort resulted in an increase in applications for the TAP and enrollment in local colleges and universities degree programs.
- ICE continued training the agency’s law enforcement personnel in the responsible and effective use of service arms, training a total of 735 personnel. This included special response team training, specialized trainings in disturbance control and enforcement tactics, certification for firearms instructors and more. This training ensures that ICE personnel undergo the most stringent training before being issued a service weapon.

## Improved Acquisitions and Contracts Management

ICE took aggressive steps to improve acquisition management and contracting, with significant results. ICE focused on building up the acquisition office’s personnel infrastructure, providing enhanced training and orientation, and working with new employees to keep them motivated and energized for the challenging job of supplying a large federal law enforcement agency with goods and services.

With an emphasis on customer service, ICE acquisition personnel helped ensure that ICE employees in the field had the equipment they needed, while realizing substantial cost savings and improved response times. Improved communication to agency stakeholders throughout the fiscal year helped emphasize the importance of planning, resulting in fewer requisitions generated in the final quarter of FY07 than in the previous year.

ICE completed \$2.35 billion in contracts for everything from handcuffs and service weapons to blankets and pillows for detention facilities, from information technology equipment to support services for the agency’s day-to-day management. This represents an increase of nearly 28 percent over FY06.

### ICE by the Numbers Procurement in FY07

In FY07, ICE awarded more than \$2.35 billion in procurement contracts, while bringing greater efficiency to the acquisition process. ICE acquisitions and contracting cover a wide range of goods and services, including:

- service weapons, protective gear and other law enforcement equipment;
- office supplies and furniture;
- contract security guard services;
- translation and interpretation services;
- information technology services and products;
- building security equipment;
- detention services; and
- charter flights and other transportation services.

#### ICE by the Numbers

#### ICE Cuts FOIA Backlog

- In FY07, ICE made eliminating the backlog of open FOIA cases a high priority, with the result of a 97 percent reduction in the case backlog.

*“The FOIA team at Immigration and Customs Enforcement is among the best at the Department. I’m impressed with their remarkable efforts at attacking the FOIA backlog. Their efforts have contributed greatly to the overall success of DHS FOIA.”*

*—Hugo Teufel III  
Chief FOIA Officer  
Department of Homeland Security*

Moreover, ICE laid the groundwork for a transition to electronic requisitioning for equipment and contract needs, which will potentially further improve processing time.

## Freedom of Information Act: The ICE Commitment to Openness

To ensure openness and transparency and to better serve those seeking more information about ICE and its operations, the agency centralized processing of all Freedom of Information Act (FOIA) requests in a single office.

The centralized office receives, tracks, and processes all FOIA requests except those that relate to sensitive investigative matters.

In October 2006, ICE launched an initiative to eliminate the backlog of FOIA cases, and in the last fiscal year has succeeded in reducing the backlog by 97 percent. (On October 1, 2006, there were 9,627 cases pending. As of September 30, 2007, there are 293 cases pending.)

This progress was supported by a number of steps taken by ICE to better serve the needs of its customers.

- To ensure that all FOIA requests are accounted for and monitored, ICE created a FOIA database that tracks all requests and their status. This database is critical to ensure that FOIA requests are responded to in a timely manner.
- ICE developed a new FOIA Web site to make the process more user-friendly. The site includes an electronic reading room where ICE posts frequently requested documents such as contracts, statistics and general information of interest to the public.
- ICE has a new public e-mail address ([ICE-FOIA@dhs.gov](mailto:ICE-FOIA@dhs.gov)) for FOIA requests that allows individuals to submit requests electronically. In addition, ICE implemented a toll-free phone number for FOIA requestors (1-866-633-1182). This allows individuals to call 24 hours a day, seven days a week. The requestor will receive a response by phone within 24 hours.
- ICE established FOIA points of contact in each program office within the agency. This allows ICE to quickly task FOIA requests to the appropriate office to conduct a search and provide records for swifter processing.





**U.S. Immigration  
and Customs  
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