

U. S. DEPARTMENT OF LABOR

IMMIGRATION SERVICE

RECD. BU. OF IMMIGRATION

IN ANSWERING REFER TO

No. 5002/919

MAY 19 1924

DISTRICT HEADQUARTERS

OFFICE OF SUPERVISOR

EL PASO, TEXAS

MAIL AND FILES

May 15, 1924.

Commissioner-General of Immigration,  
Washington, D. C.

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In telegraphing the Bureau on the 6th instant the information called for by its circular letter of the 30th ultimo, No. 55391/237, this office was, as indicated in its wire, governed by the literal requirements as set forth in the said circular, notwithstanding the number of mounted guards estimated as necessary to effectually close the border against smuggling operations would run into a sum of money far in excess of that which it reasonably could be expected would be allocated this district. Following the Bureau's injunction, the sum of money which might in all reason be available was disregarded. Just what plan or purpose the Bureau had in view in laying the injunction it did upon the field officers was not entirely clear, but it was assumed with assurance that there were excellent reasons for so doing. This office does not know even to this day in what shape the appropriation bill was finally passed or what amount, if any, was provided for the expansion of the border patrol, but it is assumed that the provision was retained in the appropriation bill substantially as at first proposed and that at least \$1,000,000 of the sum total appropriated for the enforcement of the immigration laws must be spent on expansion of border patrol. If this assumption is correct, this office appreciates that there will necessarily be no maximum limitation upon the amount of money which may be utilized for the purpose referred to. Just what, if any, sum of money in addition to the \$1,000,000 the Bureau and the Department may be prepared to expend for patrol purposes on the two borders, this office has no way of knowing, but it is assumed and with reason, it is believed, that an additional sum over and above the \$1,000,000 can and will be allocated, equal at least to that which has previously been devoted to this purpose. Proceeding upon this hypothesis as a basis tentatively at least for definite calculations, and some basis must be adopted from which to start, the writer has very carefully and in considerable detail worked out a program for this district. This program is not worked out upon any theory that the amount of money which may be available to the Bureau and the Department will be sufficient to effectually stop all land border smuggling operations. One Million Dollars will not do this, nor in the writer's opinion, would Five Million Dollars. Possibly and probably an organization of a sufficiently comprehensive character to absolutely cork the frontiers would cost nearer Eight Million Dollars. The writer does not arrive at this figure after any hasty guess-work. He has been studying the problem ever since the Spring of 1917 and while he is not familiar with the Canadian border, he is persuaded nevertheless that the original estimate of Four Million Dollars for the Mexican Border would hold good for the Canadian Border. The problem is simply tremendous. No one can appreciate its magnitude who has not had intimate and con-

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tinuous contact with it. The writer is frank to say that it would require more assurance and temerity than he possesses to say that the Mexican Border could be corked up at an expense short of several million dollars. When the entire militia of the United States was on the Mexican Border with its so-called patrol, costing in round numbers one million dollars per day, with thousands upon thousands of men, charged with the responsibility of heading off illegal alien entrants, the results, so far as apprehensions were concerned, were negligible. It is not believed that more than a few hundred at the very outside were apprehended during the whole time the militia was on the border. This perhaps is not a fair comparison since those militiamen were not trained in the work, were not familiar with the country, did not speak the language of the people, knew nothing of the customs and traditions of the country, and what is most important of all, they were working under a military system with more or less inflexible rules of procedure, formalities, etc., whereas immigration officers are and always have been given considerable latitude of discretion and freedom of action to do the thing that needed to be done then and there and not wait for orders. The military units, by reason of the fact that they were constantly shifting, did not become a part of the people, did not develop sources of information, etc. However, to come back to the original proposition of the adequacy or inadequacy of any sum of money, it is humanly impossible for any man to say just what amount will be required to accomplish the purposes had in view. That remains to be demonstrated. The best any one can do is to take the amount of money allotted and make every dollar of it go just as far in getting results as possible, - to deploy men to the best possible advantage, topography, routes of travel, means of travel, railroad lines, centers of population and a hundred and one other things considered.

As before stated the writer has given this subject infinite study. There are thousands of angles to the proposition. One must know his territory thoroughly and must consider every factor entering into the equation. If the Bureau and the Department will allow this district the same amount of money for the ensuing fiscal year that was allowed it for the current fiscal year, that is, approximately \$171,911.00 for salary requirements and approximately \$65,885.00 for general expenses, and in addition thereto will allot it the sum of \$225,000.00 for expansion of the border patrol, the writer is confident that he can work wonders in law enforcement. He has carefully considered every item of expense; he has a reason for every item of expense proposed and stands ready, if need be, to explain each and every item, but it would take a volume to discuss it in detail, and it is realized that such a discussion is practically prohibitive within the confines of a report of this character. He has therefore prepared a condensed statement showing distribution of the sum of money proposed, a copy of which, in duplicate, is enclosed herewith, and begs to assure the Bureau that every dollar of it is necessary. It is impossible for this office to work out a substantially smaller program without very serious impairment of the plan. Whether the Bureau and the Department will be in a position to furnish men and equipment in the sum proposed remains for the Bureau and the Department to determine. The program is a modest one when the purposes to be accomplished are fairly considered, as well as the tremendous difficulties to be surmounted. The writer does not claim for the program any infallibility. He does not say that \$225,000 will cork up this district, but he does say that a lesser amount would utterly fail to do so. It should be understood that the program proposed has



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in view many readjustments of the existing scheme of things. In many instances this will result in conversion of existing equipment and disposition of personnel into other forms of equipment and disposition of personnel. Wherever this has been found necessary in the program proposed, the net additional expense involved only has been considered in arriving at the total of \$225,000. Doubtless there are many items in the \$225,000 program which can or even should be excluded from the Congressional One Million Dollar limitation and thrown over into the general fund available. However, that is a matter of book-keeping. The essential consideration, after all is said and done, is the aggregate sum of money and a net increase of \$225,000 over and above what this district is now receiving for payroll liability and other expenses is regarded as a reasonable minimum for anything approximating an effective control. In any allocation of funds, it is hoped that the Bureau will give due consideration to two important factors, the first being the fact that Mexico is without any real enforcement of immigration restrictions worthy of the name; that the off-scourings of creation can get into Mexico and that they certainly will do so in the future as they have in the past and in greatly increased volume as the lines are drawn tighter at these seaports of entry. Without in any manner discounting the tremendous problems on the Canadian Border, it can be said at least that any patrol on the Canadian Border would have the inestimable advantage of dealing with illicit traffic from a country that makes a serious effort to exclude undesirables. The other factor is that of collateral expenses. If for the sake of discussion, eighty-eight (88) mounted guards were added to this district as proposed, it would enormously increase the incidental work of the district. More aliens would be forced to the regular channels of entry; more aliens would be apprehended and every item of expense all along the line would be correspondingly increased; more immigrant inspectors, more clerks, more interpreter service, more guard hire, more maintenance, more of everything in fact would be necessary. Our force of immigrant inspectors has during the past year become badly demoralized by reason of separations, voluntary and involuntary. These vacancies have remained open for the most part the major portion of the year. The force of late has been rapidly restored to normal by the appointment of new men, but these new men are not an immediate asset but a liability. It takes time to train them. On the heels of this condition, add a large force of mounted guards, green men, and we certainly will have our work cut out for us. We are going to have proportionately more warrant cases and this means the need of additional immigrant inspectors, additional clerks, etc. It is earnestly asked that the Bureau do not minimize the seriousness or importance of this angle of the situation in studying the financial schedule proposed.

The Bureau in the concluding paragraph of its letter, to which this is a reply, has asked for suggestions covering all phases of smuggling prevention work in this district. The writer wishes to say that this is a pretty big contract. Volumes have been and could continue to be written upon this subject. It is not apprehended, however, that the Bureau desires any protracted dissertation upon this theme. In any event, it is quite impossible to cover the subject in detail within reasonable limitations. Each district has problems peculiar to itself and only in a general way is it possible or does it seem appropriate for the writer to offer suggestions concerning the subject as a whole. There are, however, certain fundamental requirements which it is believed are common to all districts in any consideration of the organization of a border patrol where none has previously existed or



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the expansion of existing units. There is nothing that the writer regards as more important than the selection of the right kind of men,- men who will reflect credit upon themselves and the Service,- men who will cultivate the good will of the public,- men of unimpeachable integrity,- men of sobriety, industry and equally important, men who understand the value of courtesy. It seems to the writer that conceding for the sake of discussion that the men we get are honest, sober, industrious, level-headed, courageous, possessed of moral and physical stamina, the experiment would be doomed to failure if we were to overlook for one moment the value of having an organization noted for courtesy and dignity. These two things count tremendously with the public; courtesy and dignity. If we get men who are rough, uncouth, arbitrary, discourteous, we are surely going to build up a sentiment of antagonism that will be reflected in the halls of Congress. If we do the other thing,- if we get a bunch of real gentlemen in the organization, we are going to have something that every Senator and Congressman is going to point to with pride. His constituents will look after that. This is the thing that the writer, if he may be pardoned the personal allusion, unremittingly tries to drill into the existing organization. If our mounted organization, through over-zealousness, trespasses upon the rights of citizens and arrays public sentiment against it, it is going to have a hard road to travel. The question naturally arises, can we reasonably hope to get the right kind of mounted guards for \$1560.00 per annum with no incentive of a financial nature ahead of them, no promotions in sight, unless they get out of the grade? I believe the answer is unquestionably "no". The job of mounted guard requires a high type of man. He has got to mix brains with his work every minute. More brain work and less foot work. When he encounters an automobile coming along a public highway leading from the border containing a young man and a gray haired lady of obvious respectability, with "American citizen" stamped all over them, he ought to have better sense than to stop that automobile and subject the occupants to a cross-examination reflecting upon their respectability. A little finesse, a little conversation of a general character, perhaps some inquiries of the occupants as to whether they had seen some other car (purely fictitious, if you like), would serve to draw the occupants into conversation and nine times out of ten elicit all the information necessary to a decision without giving offense. There would be no particular need of going back, opening up the car, ransacking under the cushions and have two eminently, respectable American citizens, mother and son, highly incensed. The writer simply cites this by way of illustration. It is not a hypothetical case; it is a real one and there are just hundreds and hundreds of others like it requiring heart-to-heart talks with the guards. It is a never-ending process of education and you cannot expect very much in the way of finesse, polish, courtesy, from the average mounted guard who is paid \$1560.00 per annum. If he had more of those qualities, he wouldn't be a mounted guard. As it is, if he has those qualities he is a policeman at a salary of at least \$150.00 a month. We have good men but we have more who really are impossible problems. The writer is convinced that the creation and the maintenance of an organization of which the country may be proud, depends very largely, if not entirely, upon the amount of money paid to the individual. The writer would urge the Bureau's earnest consideration of this matter and would suggest that the scale of pay of mounted guards be increased to at least equal that of the entrance salary of immigrant inspectors with a corresponding increase in the standard of requirements of the Civil Service examinations. It is believed that the Civil Service requirements should be no less



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exacting than those which apply to immigrant inspectors; in other words, that they should be first grade. This will bring a higher type of man and it is feared that nothing else will do so. It will make for greater mobility; it will render possible the substitution of immigrant inspectors for mounted guards and vice versa, in accordance with merit and demonstrated fitness. Some of the mounted guards we are getting at \$1560.00 per annum are little short of illiterate. Many of them as said before, are fine men, but a greater number are almost impossible and these impossible ones give the Service a black eye and the good ones sooner or later quit the Service for better and higher paid positions. In order to meet a practical difficulty which any such plan would create with respect to those mounted guards now in the Service who entered through second grade examinations, the Bureau might consider it feasible to have two grades of mounted guards; "Mounted Guard" and "Mounted Guard First-Class", those mounted guards now in the Service to retain their present titles and compensation and those coming in under a higher standard to be known as "Mounted Guards First-Class"; the mounted guards now in the Service to be eligible for promotion to Mounted Guard First-Class only in the event that they qualify for the promotion by Civil Service examination. This in time would eliminate the Mounted Guards Second Class.

It is highly essential that mounted guards be detailed in most cases in groups of not less than two for mutual aid and protection. Any other system would be suicidal. As a matter of fact, in many sections and in many circumstances, a larger number in a group will be necessary. However, those are details which of course must be left to the administrative officers directly in charge. One mounted guard can do very little alone. If he encounters a contraband alien or bunch of contraband aliens, he is at a disadvantage in effecting the apprehension of all the aliens or any substantial number thereof, or their smugglers, to say nothing of such a situation placing his life in jeopardy. If he drives a car he has always the menace of an assault from the rear or at his side. There is always the danger of the alien escaping unless he is ironed. There is frequently the danger likewise of a breakdown out in the desert with no help in sight and no way to communicate with others who might lend assistance. There is also the psychological side of the situation; no mounted guard wants to be posted off in an isolated spot by himself. It is simply maddening. He needs companionship and will work better for it. Immigrant inspectors should be employed on train inspection work wherever possible in preference to mounted guards. They have a more delicate task to perform and they are more subject to criticism. However, it is anticipated that in this district it will be necessary oftentimes to use mounted guards for train work. It seems to the writer that 45 years as the maximum age limit is rather high and that it could be profitably lowered to 40 years to at least equal the maximum fixed for guards. Certainly the work of mounted guards is no less onerous or hazardous than that of guards--in fact, it is much more so. The writer has given instructions to all concerned to exercise the utmost vigilance to see to it that no undesirable character gets into the organization, either by temporary or permanent appointment. The most searching investigation is made of the antecedents of every prospect. In times past efforts have been made by unscrupulous persons to get into the mounted guard organization deliberately to engage in bootlegging. We have had several cases of this kind. These men of course were finally brought to book, but there is no question that many such people will try to get under cover and work from within. In this



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connection, the enclosed copy of circular letter addressed by this office to all inspectors in charge in this district may be of interest to the Bureau.

Horse allowance should be increased from \$20.00 to \$25.00 per month. \$20.00 is not sufficient to feed and shoe a horse, to say nothing of providing a sinking fund for replacement in case of injury, death or incapacitation from any other cause. From a careful analysis of automobile records maintained over a period of several years, this office has come to the conclusion that the Government owned car is the more economical and satisfactory. However, it is oftentimes more practical and desirable from various standpoints to furnish the officer-owner with an allowance for the use of his machine. This allowance in most instances should not be less than \$50.00 per month. Flivvers can operate generally on 5¢ a mile, giving the Government a thousand miles a month and at the same time provide 8% on the investment, defray taxes and insurance and create a sinking fund for replacement after these years or 36,000 miles of service. This has all been worked out very carefully by this office from detailed reports and compiled tables.

The writer extremely regrets the delay which has ensued in getting out the mounted guard program but he wishes to assure the Bureau that he has been studying it night and day from every angle since the receipt of the Bureau's circular and has lost not a moment in getting his data together. There have been many, many difficult problems to be considered and it has been no easy task to get the thing into shape in the short space of time which has elapsed. If there are any further data or information of any kind desired by the Bureau in this connection, the writer will be only too pleased to furnish it, if it is within his power so to do.

  
District Director

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Incl. 11897.