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1978 Annual Report of the Immigration and Naturalization Service

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of the Immigration
and Naturalization Service*



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UNITED STATES DEPARTMENT OF JUSTICE
IMMIGRATION AND NATURALIZATION SERVICE
WASHINGTON, D.C. 20536

REPORT OF THE COMMISSIONER
OF IMMIGRATION AND NATURALIZATION

The Attorney General
United States Department of Justice

Sir: I have the honor of submitting the Annual Report of the Immigration and Naturalization Service for the fiscal year which ended on September 30, 1978.

This report encompasses my first full year as Commissioner. It outlines the new systems that have been introduced to automate important Service procedures, specifically the Houston Model Office Project. The report also reflects the ever-present need to enforce Immigration and Nationality laws while at the same time responding in a sensitive way to the citizens and non-citizens whom we serve.

Respectfully submitted,



Leonel J. Castillo,
Commissioner

Immigration and Naturalization Service

Contents

	<i>Page</i>
Introduction	1
Highlights of fiscal 1978	1
Examinations	3
Overview	3
Immigrants Classified by Numerical Limitation	3
Immigrants and Adjustment of Status	3
New Permanent Resident Aliens by Country of Origin	3
Inspections	4
Immigrant Arrivals	4
Nonimmigrant Arrivals	4
The Commuter Program	4
New Inspection Procedures	5
Adjudications	7
Immigrant Visa Petitions	7
Nonimmigrant Visa Petitions	8
Adjustment of Status	8
Section 245 Adjustments	8
Cuban Adjustments	8
Indochinese Refugee Adjustments	8
Other Adjustments	8
Other Applications	9
Political Asylum	9
Citizenship	9
Aspects of Naturalization	11
Persons Naturalized	11
Naturalizations Denied	11
Certificates of Citizenship	14
Other Citizenship Activities	14
Citizenship Education and Responsibility	14
Refugee and Parole Unit	15
Conditional Entry	15
Refugee Programs	16
Indochina	16
Eastern Europe	16
South America	16
Cuban Political Prisoners	16
Overseas Adjudications	17
Enforcement	17
Deportable Aliens	17
Status at Entry	17
Area Control Operations	18
Deserting Crewmen and Stowaways	19
Armed Violators and Aliens with Criminal Records and Prior Immigration Law Violations	19

	<i>Page</i>
Internal Security and the Foreign Born	19
Foreign Born Criminals	19
Anti-Smuggling Activities	20
Control of Marijuana, Narcotics, and Dangerous Drugs	21
Air Operations	21
Cooperation With Other Law Enforcement Agencies	22
Caribbean Investigations Coordination Program	22
Criminal Prosecution	22
Fraud	22
Detention and Deportation	23
Management	23
Administration	23
Facilities and Engineering	23
General Services	24
Finance	24
Management Analysis and Improvement	24
Personnel	25
Position Management and Personnel Management Evaluation	25
Labor Management, Employee Relations and Safety	25
Staffing and Manpower Planning Programs	26
Training and Career Development	26
Equal Employment Opportunity/Affirmative Action	26
Information Services	27
Automated Data Processing Systems	27
Records Administration and Information	27
Statistics	28
Alien Address Reports	29
Office of Operations Support	30
ADIT	30
Research and Development	30
Electronics Support Program	30
Communications	30
Electronics	31
Intelligence	31
Office of the Deputy Commissioner	32
Regional and Overseas Offices	32
Office of Professional Integrity (OPI)	32
Officer Development and Training Facility, Glynco, Georgia	32
Equal Employment Opportunity Officer	32

	<i>Page</i>
Office of the Commissioner	34
General Counsel	34
Trial Attorneys	34
Appellate Trial Attorneys	34
Court Litigation	34
Special Litigation Unit	35
Immigration Judges	35
Office of Public Information	36
Office of Congressional and Public Liaison	37
Outreach Program	37
Office of Performance Review	38
Planning, Evaluation and Budgeting	38
Program Planning and Resource Analysis	38
Budget Execution and Control	39
Program Performance and Analysis	39
Technology Assessment	39
Policy Analysis	39
Program Evaluation	39

Tables

1. Immigration to the United States: 1820-1978	41
2. Aliens and citizens admitted at United States ports of entry: Year ended June 30, 1976, Years ended September 30, 1977-1978	42
3. Aliens admitted, by classes under the immigration laws: Years ended June 30, 1975-1976, July-September 1976, and Years ended September 30, 1977-1978	43
4. Refugees admitted to lawful permanent resident status by country or region of birth: Year ended September 30, 1978	45
5. Nonimmigrants admitted by classes under the immigration laws and country or region of last permanent residence: Year ended September 30, 1978	46
6. Deportable aliens located, aliens deported, and aliens required to depart: Years ended June 30, 1961-1976, July-September 1976, and Years ended September 30, 1977-1978	49
7. Principal activities and accomplishments of immigration border patrol: Years ended June 30, 1973-1976, July-September 1976, and Years ended September 30, 1977-1978	50
8. Aliens who reported under the Alien Address Program by selected nationalities and state of residence: 1978	51
9. Persons naturalized by general and special naturalization provisions and country or region of former allegiance: Year ended September 30, 1978	52
10. Prosecutions for immigration and nationality violations: Years ended June 30, 1973-1976, July-September 1976, and Years ended September 30, 1977-1978	54

Introduction

The Immigration and Naturalization Service plays a unique role within the United States Government, and its responsibilities increase yearly in range and complexity.

Over the last two years, more people have become citizens or permanent residents of the United States than at any time in our history. In addition, there are more foreign visitors coming to this country, some ten million annually, than ever in the past. Consequently, the flow of paper and people throughout the network of INS facilities is mounting. To meet this enormous increase in activity, the administrative capability of INS has been considerably strengthened in the past year. Certain Service procedures are now automated, new systems are being introduced, and others are on the drawing board. It is of vital importance that applications and petitions be processed with greater speed and that the public be served in a more efficient manner.

The continued influx of undocumented aliens along our Southwestern border places a serious burden on the enforcement and anti-smuggling officers of the Service. Nevertheless these men and women are doing an outstanding job of handling this difficult problem. The governments of Mexico and the United States are especially aware of the urgent need for a more definitive policy regarding these migrants who suffer deprivations on both sides of the border.

During the year, many new and significant efforts were made to broaden INS contacts with those people at the national and local levels who are interested in immigration issues. It is important to make the general public aware of the scope of INS activities and the seriousness with which the agency views its federal mandate.

The Annual Report for fiscal 1978 is being issued in two sections. The first consists of a narrative portion with some charts, graphs, and photographs; the second will include statistical data only and be published under separate cover later in the year.

Highlights of 1978

Anti-Smuggling Activities

The felony conviction rate for smugglers rose from 14% to 25% during fiscal 1978. Specialized training of anti-smuggling officers, better investigative techniques, and a closer working relationship with Mexican federal authorities account for this substantial increase. In addition, the establishment of the National Anti-Smuggling Program has led to better coordination between those federal and state authorities involved in the prevention of intra-state and regional smuggling.

Automated Data Processing Systems

The Service placed top priority during the year on automating significant portions of its operating procedures. The prototype Model Office system in Houston is now capable of tracking the status of applications and petitions and tracking the location of alien files within the District Office. The system is being expanded to include four additional offices and will be implemented Service-wide in the near future.

Twenty-two district offices and border patrol sectors have remote access to the Master Index System in the Central Office in Washington through the JUST teletype terminals. This enables them to locate alien files in the Master Index with greater speed, and saves a significant amount of waiting time for the public.

The Alien Documentation, Identification and Telecommunications program (ADIT), which provides automation support to the inspection function, has been in operation for three years. 160,000 new ADIT cards were issued to new resident aliens in fiscal 1978. These cards have been designed to be fraud-resistant.

Outreach Program

The Service launched an innovative Outreach Program in fiscal 1978 to assist aliens eligible for immigration benefits. The program involves a cooperative effort with 79 voluntary agencies and more than 2,000 community volunteers across the nation who provide immigration counseling.

One-Stop Inspection

To facilitate the inspection of both aliens and U.S. citizens at airports, the INS, the U.S. Customs Service, and the Animal and Plant Health Inspection Service of the Department of Agriculture, have agreed on a trial basis to have one federal inspector process each passenger for all agencies.

Federal Advisory Committee

The Committee was established in fiscal 1978 to continue the work of the Hispanic Advisory Committee to provide an organized channel of communication between the INS and various ethnic and racial communities in the United States. The twenty-five members are chosen because of their awareness of immigration issues and their commitment to and involvement in their respective communities. The group acts in an advisory capacity and meets with the Commissioner and members of his staff several times a year.

District Community Advisory Committees on Immigration and Naturalization have also been established to provide a formal interchange with those citizens and permanent residents who are concerned about immigration problems. Such channels of communication at the District level are helpful to the INS in its efforts to work with and related to the diverse national, ethnic, and racial groups that exist in the United States.

U.S. Citizen Bypass

To facilitate the inspection of passengers at major U.S. Airports, the inspections agencies (Customs, Health, Agriculture, and Immigration) have inaugurated a new procedure called "U.S. Citizen Bypass". It allows most U.S. citizens to proceed directly to customs where they are inspected for all agencies by customs officers.

Labor Union Liaison

Recognizing the need to maintain close ties between the INS and organized labor, the Commissioner added a staff member in 1978 to work directly with the unions. As a result, communication was improved and the Service received valuable information and advice about policy and legislative changes that would affect working people in this country.

Paralegals

The Naturalization Division expanded the program begun in 1977 whereby paralegal specialists assist the General Attorney (Nationality) in the preliminary naturalization hearing. Paralegals question applicants for naturalization and refer special problems to the General Attorney. They are currently working in five INS offices.

Examinations

Overview

The examinations function covers the inspection of persons arriving at United States ports of entry to determine their admissibility, the adjudication of requests for benefits and privileges under the immigration laws, and the examination of applicants for naturalization.

The immigration laws in this country deal with aliens. An alien is any person not a citizen or national of the United States. Alien applicants for admission are divided into two general classes called immigrant and nonimmigrants. Immigrants are those aliens coming to this country as permanent resident aliens. Nonimmigrants are those aliens seeking to enter for a temporary period and for some lawful purpose. All aliens, whether immigrants or nonimmigrants, must be admissible under the general immigration laws.

The total number of persons who became permanent resident aliens in fiscal 1978 was 601,442. There are two major ways to classify this group each year. The first distinguishes immigrants according to whether or not they are subject to the numerical limitations established by amendments to the Immigration and Nationality Acts, effective December 1, 1965 and January 1, 1977. The second distinguishes immigrants according to whether they arrived in the United States as new permanent resident aliens or became new permanent resident aliens after a stay in the country as nonimmigrants.

Immigrants Classified by Numerical Limitations

Nearly 57 percent of the immigrants in fiscal 1978 were of the numerically limited group of aliens. For the Eastern Hemisphere, there is an annual ceiling of 170,000 aliens who may be issued immigrant visas, have their status adjusted to that of permanent residents, or enter conditionally as refugees; the Western Hemisphere has a ceiling of 120,000. Within these ceilings, there is a limit of 20,000 from any one country and a maximum of 600 from any one dependent area. This 20,000 per-country limitation did not apply to the Western Hemisphere until 1977, when new amendments to the Immigration and Nationality Act placed Western Hemisphere countries under the same per-country limitation of 20,000 visas annually as the countries of the Eastern Hemisphere.

These numbers are allocated on the basis of seven preference categories, four of which provide for the reunion of families of U.S. citizens and permanent resident aliens. There are two additional preference categories for professional, skilled, or unskilled alien workers needed in the

United States, and one for refugees. Also, qualified non-preference immigrants are issued numbers not used by the seven preferences.

Of the 601,442 persons admitted to permanent resident alien status in 1978, 189,893 were close relatives admitted under the first, second, fourth, and fifth preferences. Under the third preference, 5,287 aliens were admitted who were members of the professions or who possessed special skills in the arts and sciences. An additional 8,888 aliens were admitted under the sixth preference to fill positions requiring skilled or unskilled workers. The spouses and children of aliens admitted under the two occupational categories numbered 16,702. A total of 10,309 seventh preference refugees were also admitted or adjusted to permanent residents, and non-preference aliens numbered 54,120 during fiscal 1978.

Of the 601,442 new permanent resident aliens, 260,338 were exempt from the numerical limitations. This number included 125,019 immediate relatives of United States citizens and 28,296 Cuban refugees adjusting to permanent resident status under the provisions of the Cuban Refugee Act. Passed in November 1966, the Act provided for the adjustment in the United States of Cuban nationals seeking political asylum.

Immigrants and Adjustment of Status

There are two ways to become a permanent resident alien. The first is to successfully apply for immigrant documents at the appropriate embassy or consulate in the home country. The number of persons who followed this procedure overseas and came to the United States in 1978 totaled 500,045. The second way is to adjust status from that of nonimmigrant to that of immigrant while in this country. These persons initially entered with nonimmigrant documents. Special legislation may also provide for a change of status from refugee to permanent resident alien. In fiscal 1978, 101,397 nonimmigrants adjusted to immigrant status and 28,296 Cuban refugees adjusted to permanent resident status.

New Permanent Resident Aliens by Country of Origin

Approximately 60 percent (357,959) of all immigrants were nationals of the following countries: Mexico, Vietnam, Philippines, Korea, Cuba, China and Taiwan, India, Dominican Republic and Jamaica.

Sixty-one percent of the immigrants admitted indicated they wished to reside in the following 6 states: California, New York, Texas, Florida, Massachusetts, and Pennsylvania.

Inspections

The Inspections Division of the Immigration and Naturalization Service administers immigration and nationality laws regarding the inspection for admission of all persons arriving at ports of entry in the fifty states, Puerto Rico, the Virgin Islands, and Guam. It also administers the pre-inspection of persons departing from pre-clearance facilities in Canada, Bermuda, and The Bahamas for entry into the United States.

Immigration inspectors determine the nationality of each person seeking admission. If a person is determined to be an alien, the inspector conducts an examination and decides whether the alien is eligible for admission into the United States. In fiscal 1978, over 277 million persons were inspected for entry and of this figure 168 million were aliens.

Of those persons inspected, 24,429,007 arrived by air; 5,132,232 by sea; and 247,651,720 by land at border ports. These figures represent a slight increase by sea, a fractional increase by air, and a 0.4 increase by land at border ports, when compared to these categories in fiscal 1977. Of the total number of admissions, 503,603 aliens destined for foreign countries were granted transit through the United States without a visa.

The Inspections Division is the keystone of effective immigration law administration. Its policies and procedures are designed to facilitate the entry of aliens who meet the qualifications set by law and to deny entry to those aliens unqualified for admission. As an indication of the emphasis and importance given the enforcement function, 861,295 aliens were found to be ineligible for entry by immigration inspectors in fiscal 1978, which represents a decrease of 12,828 aliens denied entry over the previous year. Of those declared ineligible, 44,709 were crewmen who were not permitted to land; 405 were stowaways who were located and detained aboard the vessels on which they arrived; 566,095 who applied as border crossers; and 248,187 who withdrew their applications for admission rather than face formal exclusion hearings before immigration judges.

In addition to the enforcement requirements inherent in the inspections program, there is equally strong pressure to facilitate entry of qualified aliens and United States citizens as expeditiously as possible.

Immigrant Arrivals

In fiscal 1978, 601,442 immigrants were admitted into the United States at ports of entry. Of the aliens already in this country, 101,397 had their status adjusted to that of permanent residents. Additionally 9,601 conditional entrants entered as refugees under the seventh preference and 708 were adjusted in this country under the proviso to Section

203(a)(7). Under this proviso, certain persons who have established refugee qualifications and who have been physically present in the United States on a continuous basis for a minimum of two years, are eligible to apply for lawful permanent resident status. Of all the 601,442 immigrants admitted or adjusted in fiscal 1978, 315,068 were female and 286,374 were male; 62 percent of the total were under 30 years of age.

Nonimmigrant Arrivals

An alien who comes to the United States for a temporary period is called a nonimmigrant. This group includes: diplomats and their families, attendants, servants, and personal employees; visitors for business or pleasure; aliens transiting through the United States; treaty traders and investors; students; representatives to international organizations and their families, attendants, servants and personal employees; NATO representatives; temporary workers or trainees; finance(e)s of United States citizens; representatives of the foreign information media; exchange visitors; intra-company transferees; as well as spouses and children of aliens in several of the previously cited categories.

The requirement for nonimmigrant documents is waived for Canadian citizens entering from Canada across a land border, and is also waived for those Mexican citizens who possess border crossing cards. Mexicans, however, must limit their travel to an area no more than 25 miles from the border.

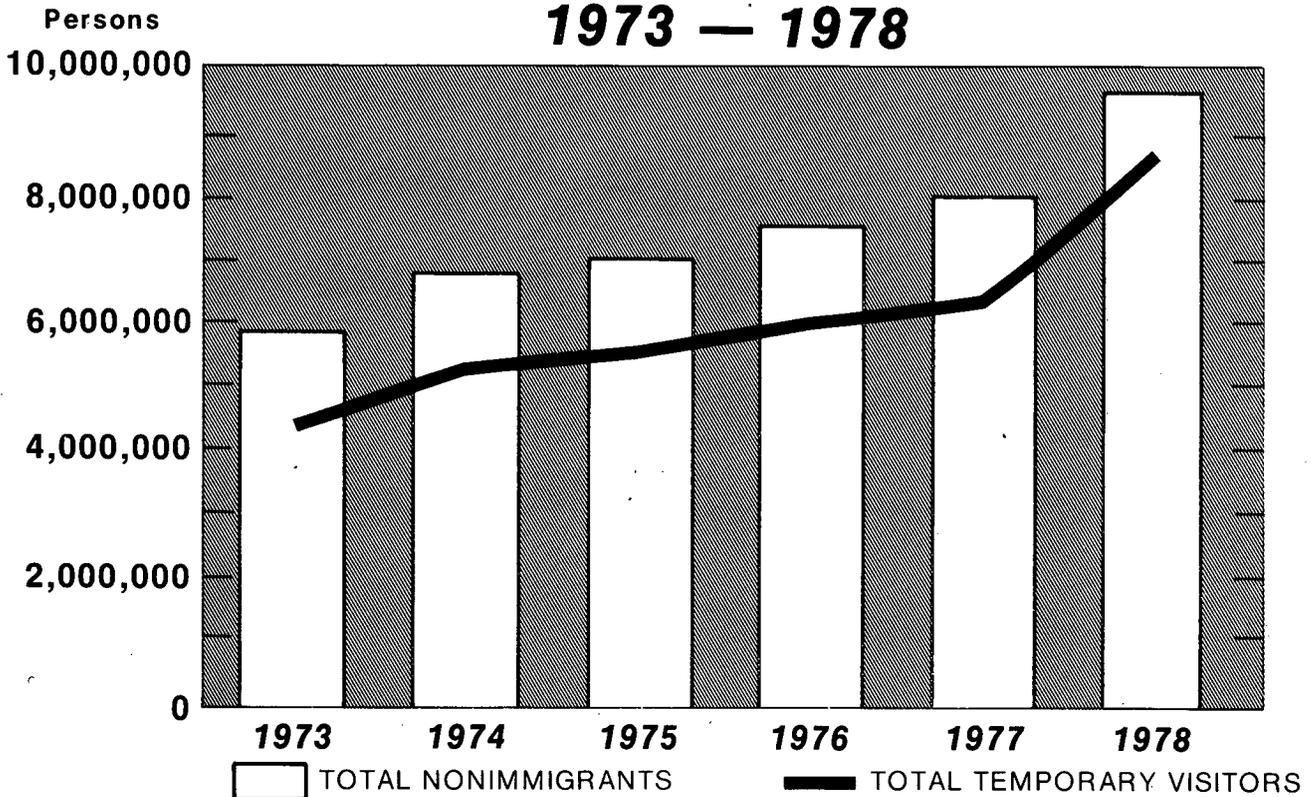
Thus, exclusive of citizens of Canada, Mexicans who enter as border crossers, and alien crewmen, a total of 9,343,710 documented nonimmigrants came to the United States in fiscal 1978.

As in the past, visitors for pleasure comprised the largest segment of documented nonimmigrants, numbering 6,642,685 or 71 percent of the total. Next in number were visitors for business with about 9 percent of the total; and 187,030 foreign students who were accompanied by or followed by 19,667 spouses and children. At the close of the fiscal year, the number of foreign students in the United States totaled 91,291. Also 53,319 exchange visitors were admitted to participate in government or privately sponsored programs designed to further international cultural exchange, followed or accompanied by 21,778 spouses and children.

The Commuter Program

In *Saxbe v. Bustos*, 419 U.S. 65 November 1974, the Supreme Court upheld the INS practice of admitting daily and seasonal commuters as lawful permanent residents returning from temporary absences abroad. The 5-4 deci-

NONIMMIGRANTS ADMITTED 1973 — 1978



sion upheld the legality of the program, reaffirmed the commuter's immigrant status, and refused to differentiate between "seasonal" and "daily" commuters.

For generations, foreign nationals have been crossing the border daily in order to work in the United States, returning home each evening. While there are only about 57,396 aliens with commuter status, the frequency with which they cross the border makes the number of admissions seem larger than it is in reality. The seasonal program, dating back to 1943, has been a more recent development and has become more significant with the 1964 termination of the Bracero Program. Seasonal commuters, who work only part of each year in the United States and hold Alien Registration Receipt Cards, are provided special documentation.

The commuter is required initially to obtain an immigrant visa, and is charged to an appropriate numerical ceiling. The visa is presented at a port of entry where an Alien Registration Receipt Card is issued. Both daily and seasonal commuters are also given a card stamped with the

number of a month, six months from the date of issuance, which they show with the Alien Registration Receipt Cards on crossing the border. At the end of each six month period, their employment status is reaffirmed by the Service to assure maintenance of status, new cards are issued and validated upon proof of eligibility.

New Inspection Procedures

To facilitate the inspection of aliens and United States citizens at airports, the Service, the U.S. Customs Service, and the Animal and Plant Health Inspection Service of the Department of Agriculture, entered into an agreement on August 8, 1978 proposing the study and implementation of a "one-stop inspection" process. Currently, a passenger arriving by air from abroad is subject to separate inspections by officers of each agency. The "one-stop inspection" concept now being tested provides for one federal inspector to process each passenger for all agencies. Since the new procedure necessitates extensive renovation of airport

Nonimmigrants Admitted Fiscal Years Ended September 30, 1977-1978

Class of admission	Number		Percent change
	1977	1978	
Total.....	8,036,916	9,343,710	+ 16.3
Foreign government officials.....	71,216	83,786	+ 17.7
Temporary visitors for business.....	684,118	800,652	+ 17.0
Temporary visitors for pleasure.....	5,697,318	6,642,685	+ 16.6
Transit aliens.....	252,124	273,123	+ 8.3
Treaty traders and investors.....	43,931	50,431	+ 14.8
Students.....	154,674	187,030	+ 20.9
Spouses and children of students.....	16,330	19,667	+ 20.4
International representatives.....	38,235	44,042	+ 15.2
Temporary workers and trainees.....	46,675	42,979	- 7.9
Workers of distinguished merit and ability.....	15,702	16,838	+ 7.2
Other temporary workers.....	27,760	22,832	- 17.8
Trainees.....	3,213	3,309	+ 3.0
Spouses and children of temporary workers and trainees.....	9,649	8,294	- 14.0
Representatives of foreign information media.....	8,361	9,979	+ 19.4
Exchange visitors.....	50,507	53,319	+ 5.6
Spouses and children of exchange visitors.....	20,996	21,778	+ 3.7
Fiance(e)s of U.S. citizens.....	6,476	5,730	- 11.5
Children of fiance(e)s of U.S. citizens.....	740	687	- 7.2
Intracompany transferees.....	17,673	21,495	+ 21.6
Spouses and children of intracompany transferees.....	15,098	18,521	+ 22.7
NATO officials.....	5,076	5,910	+ 16.4
Returning residents.....	897,719	1,053,602	+ 17.4

inspection facilities, its implementation is being phased in slowly as new construction or renovation of airports is completed.

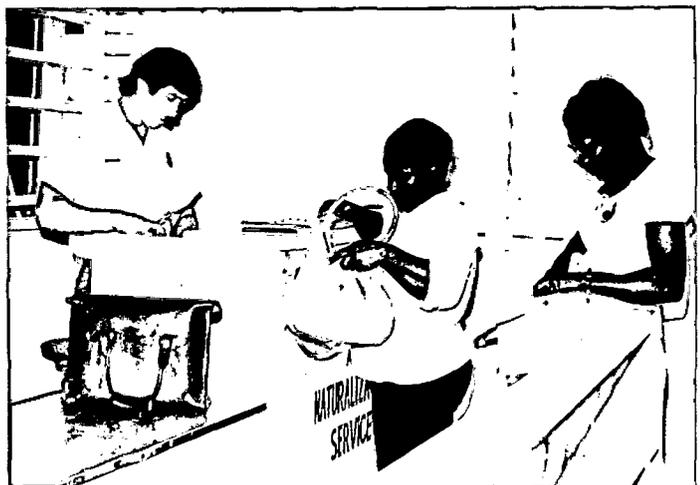
As an interim measure to facilitate inspection of passengers in existing facilities, the inspection agencies have implemented a procedure called "U.S. Citizen Bypass" at several major U.S. airports. This procedure allows most U.S. citizens to proceed directly to the customs area where they are inspected for all agencies by customs officers. Aliens will continue to be examined by immigration officers who will also perform much of the customs and agriculture screening.

**Target Airports for One-Stop Inspection
Fiscal Year 1978 Arrivals**

New York (JFK).....	6,187,141
Miami.....	2,290,231
Los Angeles.....	1,580,560
Honolulu.....	1,475,228
Chicago (O'Hare).....	960,868
Boston.....	564,355
San Francisco.....	471,224
Houston.....	442,752
Dallas.....	379,141
Washington (Dulles).....	333,294
Seattle-Tacoma.....	300,337
Philadelphia.....	229,534
Anchorage.....	192,742
Detroit.....	166,230
New Orleans.....	129,346

When fully implemented, both the short-term "U.S. Citizen Bypass" and the long-term "one-stop inspection" system are expected to improve the flow of passenger traffic.

The Service's pre-clearance procedure has considerably reduced the volume of inspections at crowded U.S. airports. Using this method, the passengers and crews are inspected in the countries of embarkation, which eliminates the need for further inspection upon arrival in the United States. The pre-clearance procedure is being utilized suc-



Incoming passengers presenting documents for inspection in the Virgin Islands.

cessfully in Montreal, Toronto, Winnipeg, Calgary, and Vancouver, Canada, as well as in Hamilton, Bermuda, and Freeport and Nassau, Bahamas. During fiscal 1978, approximately 6 million persons were pre-inspected and admitted to the United States.

Adjudications

A wide range of applications and petitions for benefits under the immigration laws are adjudicated by the Service. During fiscal 1978, a total of 1,697,941 applications and petitions were received as compared to 1,399,306 in 1977. Despite this increase, the pending figure at the end of the fiscal year was held to 234,255 as compared to 198,453 pending at the end of 1977.

On October 1, 1977, at the beginning of the fiscal year, there were 222,335 applications and petitions pending before the Service. During the year, Task Force adjudicators and clerks were detailed to the busiest offices to help reduce backlogs and provide better service to the public. Satellite offices were opened in larger cities to reduce travel and waiting time for applicants and relieve the pressure on the main offices. A computer system for tracking applications and petitions has been tested in the Houston District Office and is being introduced Service-wide.

A combined system of processing visa petitions and applications for permanent residence has been introduced as well. Under this system, the petition and application for permanent residence are screened at the time of filing and, if the applicant is found prima facie eligible, an interview date sixty days from the date of filing is set. During this period, all processing, including the request for visa numbers is completed. At the time of the interview, the final decision is made on the petition and application for residence. This process dramatically cuts down the number of times an application is handled and the hours per unit expended by Service personnel.

Immigrant Visa Petitions

The Immigration and Nationality Act provides that preference consideration be given to persons with close family ties in the United States, and to persons with job skills needed here. In order to qualify for such preference consideration, a visa petition must generally be approved on behalf of an alien seeking such classification. With the exception of refugees, all preference categories are petitioned for on either Form I-130, or Form I-140. The first form is used to establish a preference based on a family relationship to a United States citizen or an alien lawfully admitted for permanent residence. The second form is used

to establish a preference for immigration based on an alien's job skills or occupation.

It must be remembered that the approval of a visa petition on behalf of an alien merely confers an appropriate classification. The approval is no assurance that the alien will be found eligible for visa issuance, admission to the United States, or for adjustment to lawful permanent resident status. The approval of the visa petition is a first step qualifying an alien to apply to become a permanent resident of the United States.

Immigrant visa petitions are required for immigrant applicants in several categories. Under the immediate relative classification are aliens who are the spouses, parents, or unmarried minor children of U.S. citizens. They are not subject to any numerical limitation if they are the beneficiaries of visa petitions approved by the Service. The immediate relative classification also includes orphans who have been adopted or will be adopted by U.S. citizens. In fiscal 1978, approved orphan petitions numbered 5,496 as compared to 6,628 in 1977.

Other than the immediate relatives cited above, numerical limitations of 120,000 for the Western Hemisphere and 170,000 for the Eastern Hemisphere are imposed on the number of immigrant visas which may be issued annually. Within these limitations, six preferences are provided for the issuance of immigrant visas based upon prescribed relationships to citizens or lawful permanent residents of the U.S., or occupational qualifications. A seventh preference is provided for certain refugees. Only after a petition has been approved by the Service, may a consular officer abroad issue an immigrant visa to an alien in one of the first six preference categories, or may the status of an eligible alien in the U.S. be adjusted to that of permanent resident on the basis of one of these classifications.

Four of the preferences are for specified relatives of U.S. citizens and resident aliens. The first preference is for unmarried adult sons and daughters of U.S. citizens; second preference for spouses and unmarried sons and daughters of aliens lawfully admitted for permanent residence; fourth preference for married sons and daughters of U.S. citizens; and fifth preference for brothers and sisters of U.S. citizens. Under these four preferences, a total of 444,796 visa petitions were approved in fiscal 1978 as compared to 307,767 in 1977.

The third and sixth preferences are based on occupational qualifications. The third preference refers to members of certain professions and persons of exceptional ability in the sciences or arts. The sixth preference refers to skilled or unskilled aliens whose services are needed in occupations for which workers in the U.S. are in short supply. Unless a labor certification is issued by the Secretary of Labor, third and sixth preference petitions may not

be approved. A labor certification indicates that sufficient qualified workers are not available in the area of the U.S. where the alien will work and that his employment will not adversely affect the wages and working conditions of those residents who are similarly employed. In the third and sixth preference categories, approved petitions decreased from 16,280 in 1977 to 15,493 in 1978.

During the year, continued emphasis was also placed on the "Remoting" program whereby applications and petitions not requiring interviews with the applicants are sent to immigration inspectors stationed at ports of entry. The inspectors adjudicate and complete all work on these documents when not otherwise inspecting persons arriving in the United States. This year, approximately 677,077 applications, or 42.2 percent of the total received, were adjudicated in this manner as compared to 549,253 in 1977. Ninety newly appointed examiners were given a two week basic adjudications training seminar. Two major personnel re-allocations were made during the year to better distribute authorized positions on the basis of the workload of individual offices.

Nonimmigrant Visa Petitions

Four classes of nonimmigrants are admitted temporarily for employment and visa petitions establishing eligibility are required. Such petitions from prospective employers must be filed with and approved by the Service before Consuls may issue nonimmigrant visas to aliens who seek temporary admission to this country for reasons of employment. The "H-1" classification is accorded to an alien of distinguished merit and ability coming to perform services requiring such high qualification; "H-2" is accorded to a worker coming to perform temporary services for which the Department of Labor has certified that qualified labor cannot be found in this country; "H-3" is accorded a trainee; and the "L-1" classification is for intra-company transferees coming temporarily to render managerial, executive or other services involving specialized knowledge. The total number of approved petitions for "H" and "L" temporary workers and trainees increased from 25,379 in fiscal 1977 to 29,252 in 1978.

Visa petitions are also required for alien fiance(e)s of U.S. citizens who wish to enter this country to marry the citizen petitioner within 90 days of entry. There were 5,730 such petitions approved this year as compared to 6,476 in 1977.

Adjustment of Status

Provisions of the law provide for the acquisition of permanent residence in the United States by adjustment of

status while in this country or by admission on an immigrant visa issued by an American consular officer overseas.

Section 245 Adjustments

Section 245 of the Immigration and Nationality Act provides that aliens, other than crewmen or persons admitted as transits without visas, who have been inspected and admitted or paroled into the U.S. may seek adjustment of status to that of permanent residence. Applicants must be eligible to receive immigrant visas, and immigrant visa numbers must be immediately available to them. The number of persons adjusted under Section 245 was 101,397 in fiscal 1978 as compared to 54,523 in 1977.

Cuban Adjustments

Cuban refugees may apply for adjustment of status to that of permanent residence under Section 1 of the Act of 2 November, 1966. To be eligible, applicants must have physically resided in the United States for at least two years. Applications approved for permanent residence totaled 27,891 in fiscal 1978 as compared to 71,440 in fiscal 1977. Applicants in this category are not charged to the numerical limitation of immigrants allowed to enter this country each year.

Indochinese Refugee Adjustments

On October 28, 1977, Public Law 95-145, the Indochinese Refugee Act, became effective. This Act provided for the adjustment of status to that of permanent residence for natives of Indochina who had been in the United States for two years. Voluntary relief agencies (Volags) throughout the United States were primarily responsible for helping with the completion of refugee applications. They also provided the necessary interpreters, and the space required for holding mass interviews. The Service assigned personnel specifically to handle this massive undertaking and by September 30, 1978 had approved 104,718 applications, 11 percent of the total number received.

Other Adjustments

Applications for the creation of records of lawful entry under Section 249 of the Immigration and Nationality Act, as amended, decreased to 498 in fiscal 1978 from 595 the previous year. Since applicants under this section must have entered the United States before June 30, 1948, the number has been steadily decreasing.

This year, 1,163 aliens were granted permanent resident status as refugees under the proviso to Section 203(a)(7) of the Act, as amended, after completing two years of uninterrupted residence in the United States.

The Act of April 7, 1970 provided for the alien fiance(e)s of U.S. citizens to enter this country as a nonimmigrant to marry the citizen petitioner within ninety days of entry. During fiscal 1978, 5,339 applications for permanent resident status were received by those who had concluded valid marriages with the petitioners.

Other Applications

Under Section 212(e) of the Immigration and Nationality Act, as amended, exchange visitors are subject to a two year foreign residence requirement if their participation in an exchange program was financed by the U.S. Government, their own government or government of last residence, or the Secretary of State has determined that their skills are needed at home.

Waiver of the two year residence requirement may be granted by the Service on the basis of exceptional hardship, persecution, interest of a U.S. Government agency, or a "no-objection" statement by an alien's government, provided that the Secretary of State recommends that the waiver be granted. In fiscal 1978, 21,055 such waivers were completed by the Service of which 106 were denied.

During the year, there were 309,316 applications by nonimmigrants to extend their temporary stay in the United States as compared with 277,858 in fiscal 1977. Extensions were granted in 279,824 cases. The Service also issued 167,968 alien border crossing cards to those residents of Canada and Mexico who enter this country on a regular basis. There were 33,946 denied. Applications by nonimmigrants in the United States to change to another nonimmigrant classification were approved in 26,808 cases; 7,464 were denied.

Schools desiring to accept nonimmigrant students for enrollment must first receive authorization from the Service. Foreign students or exchange visitors wishing to transfer to another school or exchange program also require Service authorization; and students who seek employment must apply to the Service for permission to work. In these various categories, there were 76,637 applications approved and 6,430 denied. Also during 1978, identification cards were issued to 22,476 U.S. citizens residing in this country who desired to facilitate reentry to the U.S. after a visit to Canada or Mexico, or who desired identification as U.S. citizens for other reasons. There were 1,303 denied. The high rate of denied applications in these categories reflects a continued emphasis on close scrutiny of applicants who use deceptive practices to gain benefits for which they are not eligible. There were 239,287 alien registration cards and reentry permits issued or extended.

Refugees residing in or paroled into the United States are eligible, under the terms of the U.N. Protocol for Refugees, for issuance of travel documents enabling them to travel

abroad. In fiscal 1978, 9,933 of these documents were issued.

Under Section 212(g), (h), and (i) of the Immigration and Nationality Act, the Attorney General has the authority to waive certain grounds of inadmissibility for prospective immigrants who are the spouses, parents or children of lawful permanent residents or citizens of the United States. In fiscal year 1978, 2,613 such waivers were approved. Also, the temporary admission of 26,808 nonimmigrants was authorized, notwithstanding an existing ground of inadmissibility, under the authority contained in Section 212(d)(3) of the Act.

Permission to reapply for admission into the United States after deportation was granted to 3,793 aliens. Advance permission to return to an unrelinquished domicile of seven years after a temporary absence abroad was granted to 212 resident aliens who, without such permission, would have been inadmissible upon application for reentry.

The law provides that a person who is ineligible for a visa because he was a member of or affiliated with the Communist Party may apply for defector classification. In fiscal 1978, 35 persons were granted defector status.

Political Asylum

The Service, in collaboration with the Department of State, adopted procedures ensuring the principles of asylum inherent in "The United Nations Protocol Relating to the Status of Refugees" and in Articles 2 through 24 of the 1951 Geneva Convention. Every precaution is taken to ensure that anyone requesting asylum is given an opportunity to fully present his case, with explicit prohibition against forcible return of refugees to conditions of persecution. In fiscal 1978 there were 3,702 aliens who requested asylum and 1,218 such requests were granted.

Citizenship

Every nation grants its citizens certain rights and privileges and imposes on them certain duties and responsibilities. Citizenship involves both rights and duties. Most people acquire their citizenship by birth. Others gain it through a judicial process called naturalization.

There is a wide variation in citizenship laws from nation to nation. At present, some nations make citizens of all persons within their boundaries; others grant citizenship to all children born to their citizens regardless of place of birth; many grant citizenship by place of birth and by naturalization.

In most older countries, the traditional meaning of citizenship is well understood. It implies, for most, protection, legal rights, a common political heritage, a national lan-



President Grover Cleveland's Granddaughter, Marian Cleveland Cohen, and her newly naturalized husband, Egyptian-born Alfred Cohen. (Sunpapers, Baltimore)

guage, and certain civic duties. There is confusion, on occasion, as to what citizenship is and means to the individual in some of the new nations of the world. There are also wide differences from country to country as to the benefits and duties of citizenship. In fact, the differences in the rights enjoyed by citizens have become one of the most significant differences between nations.

Aspects of Naturalization

The Constitution of the United States has given the Congress the power to establish a uniform rule of naturalization. Since the passage of the first naturalization statute in 1790, Congress has placed the authority to naturalize in the courts. Thus, naturalization is a judicial process which takes place in over 450 Federal and State courts throughout the Nation. An important role in this judicial process is played by an officer of the Immigration and Naturalization Service, known as a General Attorney (Nationality). This officer has statutory authority to preside over formal preliminary hearings to determine an applicant's eligibility for naturalization, and to make recommendations at final hearings in open court. The courts place considerable reliance upon the recommendation of the Service attorney and, in all but a few cases, accept the determination as rendered.

The Service considers the swearing-in ceremony of great significance and every effort is made to make it a memorable event for the new citizen. The naturalization courts are encouraged to hold hearings in keeping with the importance of the occasion. Thus, in addition to numerous proceedings in the courtrooms, naturalization ceremonies have been held at such places as Mt. Vernon, Valley Forge, at the Museum of our National Heritage in Lexington, Massachusetts, and in Philadelphia's Old City Hall.

Persons Naturalized

Not since 1924, prior to the enactment of legislation which placed numerical limitations on immigration, have so many people come to the United States to make a new home. This growth in the immigrant population is reflected in the rise in the number of applications for naturalization received by the Service. Every year since 1971, there has been increased interest in naturalization with an awesome rise of 17% during the Bicentennial year.

Receipt of applications has climbed from 147,954 in fiscal 1971 to 238,586 in 1978, representing an increase of 61 percent. This great interest in becoming a United States citizen resulted in a gain of 60 percent for those persons naturalized in fiscal 1978 as compared to 1971. Persons naturalized in the last fiscal year totaled 173,535. Traditionally, most of the persons naturalized apply under the five

year residency provision of the law. This was true in fiscal 1978 when 82 percent or 143,133 were so naturalized. The waiting time is reduced for spouses of United States citizens with 9 percent or 16,207 such persons naturalized under this provision. Next in order were the 9,035 children under 18 years of age who were the beneficiaries of petitions filed by the citizen parent, and the 5,126 persons who served with honor in our armed forces.

Of the total number of persons naturalized, 20,218 or 12 percent of the total came from the following countries in descending order: Cuba, Korea, China and Taiwan, the United Kingdom, Mexico, Italy, India, Jamaica, and Greece. The remaining 68,732 persons naturalized came from 146 other countries.

The Naturalization Division has continued its program whereby paralegal specialists assist the General Attorney (Nationality) in the preliminary naturalization hearing. The paralegal questions the applicant under oath regarding the statements made in the application. Any problems that develop are presented to the General Attorney (Nationality) for resolution. Previously, paralegals were employed in Miami and Los Angeles, but have been utilized more recently in the New York, Chicago, and San Francisco Offices.

The Service is well aware that in certain instances there is need for the special handling of some naturalization cases. These include alien servicemen in our armed forces who are being transferred overseas, alien spouses of United States citizens who are employed abroad by U.S. firms, the government or the military. An extra effort is made to complete such cases within a given period of time. There are other areas where special attention is warranted and given. For example, hospital rooms in Atlanta and Newark were declared to be courtrooms for naturalization purposes. Similarly, a cancer patient was naturalized at home as was a lady of 102 years of age.

Naturalizations Denied

The law places the burden of proving one's eligibility for naturalization upon the applicant who must show that all the requirements have been met. This is not always possible. When it does occur, the court must be told by way of a recommendation of denial. During fiscal 1978 3,894 applicants were denied naturalization, an increase of 37 percent over 1977. By and large, when a person is told by the General Attorney (Nationality) of the adverse recommendation to be made, rather than go to court the applicant chooses to withdraw. Of those denied, 1,499 were at the request of the applicant. When an individual does not actively pursue his case, it may be denied for lack of prosecution. There were 379 such denials in this instance.



Mr. Graham S. Hood, Curator of Colonial Williamsburg, was one of 56 persons naturalized in the House of Burgesses, Williamsburg, Virginia, February 1978.

Two adopted children from Thailand after naturalization ceremony, Civic Center, Baltimore, Maryland, April 1978. (The Baltimore Sun)



Congressman Peter W. Rodino, Jr., congratulates new citizen after naturalization ceremony, Symphony Hall, Newark, New Jersey, November 1977.



Some of the 966 persons from 53 countries being sworn in as American citizens, Symphony Hall, Newark, New Jersey, November 1977.



A new citizen in Milwaukee. (Milwaukee Journal)

Petitions for Naturalization Denied on "Merits," on Grounds of "Petition Withdrawn," and on Grounds of "Petition Not Prosecuted," by Reasons Fiscal Year Ended September 30, 1978

Reasons for denial, withdrawal, or lack of prosecution	Total	On merits	Withdrawn	Not prosecuted
Total.....	3,894	379	1,499	2,016
Petitioner failed to establish good moral character during the period required by law	828	288	357	183
Petitioner failed to establish attachment to the principles of the Constitution and favorable disposition to the United States during the period required by law	2	—	—	2
Petitioner cannot speak (read, write) the English language	408	21	162	225
Petitioner failed to establish lawful admission for permanent residence	12	—	3	9
Petitioner not supported by required affidavits of witnesses (depositions, oral testimony)	288	8	81	199
Petitioner failed to establish that he is not ineligible for naturalization under Section 313 of the Immigration and Nationality Act	3	—	1	2
Petitioner lacks knowledge and understanding of the fundamentals of the history and the principles and form of government of the United States	172	2	25	145
Petitioner is unable to take the oath of allegiance to the United States	14	1	5	8
Petitioner cannot meet requirements under special naturalization provisions	115	9	54	52
All other reasons	2,052	50	811	1,191

The 2,016 remaining cases were denied on such grounds as failure to meet educational requirements, lack of good moral character, and failure to meet other specifications.

The naturalization laws have a forgiveness feature. If a petition for naturalization is denied, with the passage of time the cause of that denial may not be a basis for opposing naturalization on a new petition filed at a later date.

Certificates of Citizenship

Since 1929, the law has provided for the issuance of a single document which is conclusive proof of United States citizenship in cases where it was gained through a parent or spouse. These certificates of citizenship are issued to those persons born abroad who become citizens either at birth to parents who are U.S. citizens, through the naturalization of a parent while a minor, or by marriage prior to 1922 to an individual who was a U.S. citizen.

Applying the many different statutes that have been enacted on the subject in the past, Service attorneys adjudicate the applications of persons desiring certificates of citizenship and, if approved, the certificates are issued. This year 33,179 applications for a certificate were received, 22,292 were issued and 797 were denied.

Residents of the Panama Canal Zone were again provided with the opportunity to receive on-the-spot issuance of certificates of citizenship. Service officers were detailed to the Canal Zone on two occasions during the year. There were 521 certificates delivered which brings the total since the program began to 5,965.

Other Citizenship Activities

Occasionally certificates of naturalization or citizenship are lost or destroyed. In fiscal 1978 9,946 such documents were replaced. In addition, special certificates of naturaliza-

tion are issued enabling the bearer to prove his U.S. citizenship to a foreign government. Certificates of Naturalization in changed names are also issued by the Service.

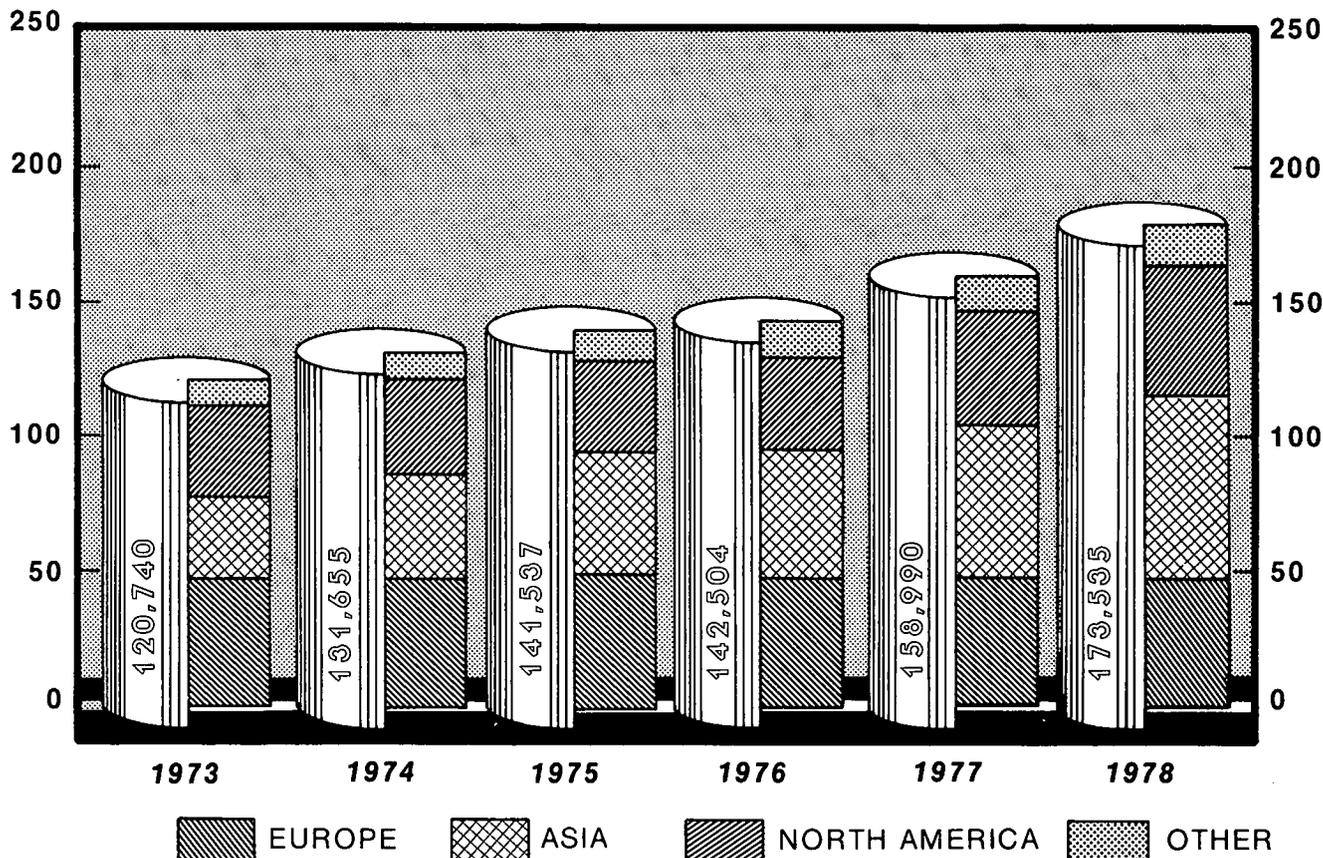
The INS also determines citizenship status where issues involving possible expatriation are concerned. These issues include instances where prior findings of loss of citizenship were reversed, and any previously issued citizenship document was either destroyed or replaced. In the event that the subject was not entitled to a citizenship document, the case reflected the decision of the INS regarding citizenship status.

If a certificate has been obtained by fraud or illegality on the part of the applicant, the law provides for cancellation of the document. The procedure protects the holder's interest by assuring that he or she is accorded due process of law. Further, it is deemed by law that, should the certificate be cancelled, the citizenship of the person is not affected.

Citizenship Education and Responsibility

One of the basic requirements for naturalization is that the applicant have a knowledge of the government and history of the United States, and be literate in English. By law, the Service must publish textbooks for the use of candidates for naturalization in preparing for this examination. Free texts and study materials are provided to public school systems which enroll persons in citizenship classes. In fiscal 1978, 76,039 such textbooks were distributed. As a further aid, 145,562 names and addresses of newly arrived aliens were furnished school officials so that they could encourage newcomers to enroll in citizenship classes. The eighteen Service films which depict the nation's heritage and describe the rights and duties of citizenship were loaned to schools and qualifying organizations.

PERSONS NATURALIZED 1973 — 1978



Approximately 70,912 candidates for naturalization attended public school classes during the year, and 3,029 enrolled in home study courses. For many prospective citizens, the literacy examination and the test on United States government and history are the most difficult aspects of the naturalization process. Service personnel regularly visit night school classes to answer any questions the students may have, and try to give them encouragement as they attempt to master new concepts which in most cases are in a new language. Service officers are instructed to use tact and common sense when giving the examination. They are also instructed to adjust the scope of the test to the prospective citizen's age, education, cultural, and social background.

The Service publishes a pamphlet that describes the various requirements for naturalization under the different sections of the law. It is Form N-17 and has been made

available free of charge from the Consumer Information Center, Pueblo, Colorado 81009, or the nearest INS office.

Refugee and Parole Unit

A Refugee and Parole Unit was established in March 1978 to enable the Service to respond more effectively to international developments which result in increased numbers of people being uprooted from their traditional homes. The Unit is responsible for Service operations and, in particular, the conditional entry category and various parole programs.

Conditional Entry

Applicants for conditional entry normally are processed as refugees under the seventh preference in Austria, Bel-

gium, France, Germany, Greece, Italy, Spain, and the Crown Colony of Hong Kong. There were 9,603 such entrants admitted to the United States under Section 203(a)(7) of the Immigration and Nationality Act during fiscal 1978.

Refugee Programs

Indochina

During fiscal 1978, Indochinese refugees were processed under three separate parole programs authorized by the Attorney General after consultation with the Senate and House Judiciary Committees. The first Indochinese Parole Program (IPP) was inaugurated on August 11, 1977 and authorized the admission of 15,000 refugees; 7,000 for those who had escaped via small boats and were in countries of temporary asylum, and 8,000 for refugees in Thai camps who had escaped over land borders. IPP-78 augmented the original program by authorizing an additional 7,000 boat refugees. The allocated numbers for those two programs were exhausted by May 31, 1978.

On June 14, 1978, the Attorney General announced a new Long Range Parole Program authorizing the admission to the United States of 25,000 Indochinese refugees (12,500 land camp cases and 12,500 boat cases). The processing of these refugees is a joint effort by the State Department, Voluntary Agencies, and the INS. From the inception of the programs, INS officers have visited camps in nine Southeast Asian countries to interview refugees to determine their admissibility to the United States. These countries include: Hong Kong, Malaysia, Indonesia, Korea, Taiwan, Macao, Thailand, the Philippines, and Singapore.

Eastern Europe

Beginning in December 1977 and ending in April 1978, the Attorney General approved a Special Parole Program permitting the parole of 5,000 Soviet Jews and Romanian refugees. The program was successfully completed and all allocated parole numbers were utilized during the four-month period.

On June 14, 1978, the Attorney General approved a second Parole Program which allocated 12,000 paroles to be utilized solely by refugees from Eastern Europe. As of September 30, 1978, 3,260 of the parole numbers have been utilized and it is anticipated that all 12,000 will be exhausted by the termination date of May 1, 1979.

South America

On June 14, 1978, the Attorney General also approved a parole program for 500 South American political prisoners and refugees together with their dependents. The major



Vietnamese child from refugee camp in Thailand held by John Gibson, an immigration officer in Calais, Maine.

countries from which refugees will be accepted are Argentina, Brazil, Peru, Paraguay, and Uruguay. The refugees are primarily from Chile and Argentina who have fled their respective countries and fear persecution in their country of asylum.

Cuban Political Prisoners

In September 1978, the first group of Cuban political prisoners were processed in Havana by a team consisting of two INS employees accompanied by Justice and State Department representatives. In October 1978, the first of these political prisoners and their families totaling 79 persons arrived at Miami Airport and were paroled into the United States.

Overseas Adjudications

As provided by law, a limited number of Service officers are stationed abroad. In addition to processing application for conditional entry and parolees, they are authorized to adjudicate certain applications and petitions filed by U.S. citizens and permanent residents who are abroad. They consider waivers of grounds of admissibility referred by U.S. consular officers in their area of jurisdiction. Service officers abroad also aid in combatting immigration fraud by verifying the authenticity of documents and employment experience.

During fiscal 1978, overseas offices approved 43,320 such applications and petitions, while denials numbered 532.

Enforcement

The enforcement of the regulatory and criminal provisions of the Immigration and Nationality Act and related Federal Statutes is the responsibility of the Border Patrol, Investigations, and Detention and Deportation Divisions. These Divisions focus on the prevention and detection of illegal entry into the United States and the apprehension and removal of foreign nationals who are here in violation of the law. During the past fiscal year, the number of immigration law violations severely taxed the enforcement capabilities of the Service.

Deportable Aliens

Service officers apprehended more deportable aliens during fiscal 1978 than in any year since 1954. The 1,057,977 deportable aliens located reflects an increase of 15,763 or 1.5 percent over the fiscal 1977 total of 1,042,215. Of the deportable aliens located during the past year 976,667 or 92 percent of the total were Mexican nationals, an increase of 21,789 over the previous year. The remaining 81,310 deportable aliens included natives of virtually every country in the world but show a 7 percent decrease from the 87,437 apprehended in 1977. Border Patrol Agents located 862,309 of the deportable aliens for the year, while other Service Officers located the remaining 195,668.

"Operation Shortstop," an enforcement effort which began in fiscal 1977 and extended into January 1978, proved to be a major factor in locating deportable aliens during the year. The special border control operation consisted of 100 Border Patrol Agents detailed to the Chula Vista Border Patrol Sector to deal with an unprecedented flow of surreptitious entrants across the 65 miles of border where 45 percent of the known illegal entries are made.

Originally scheduled to last sixty days, the detail met with such success that it was extended at full strength for a second sixty day period and at reduced strength for ninety additional days. Overall apprehensions for the total seven month operation totaled 196,547 deportable aliens as compared to 135,310 apprehensions over the same period of the previous year, reflecting an increase of 45 percent. The remarkable aspect of the special border patrol operation is that more deportable aliens were located by the detail at Chula Vista in seven months, than the entire Border Patrol apprehended nation-wide in fiscal 1969.

The following table provides a comparison of immigration law violators located during the past two fiscal years.

Deportable Aliens Located, by Selected Nationalities, Fiscal Years Ended September 30, 1977-1978

Nationality	Number		Percent change
	1977	1978	
Mexican.....	954,778	976,667	+2.3
Canadian.....	7,608	8,373	+10.1
Dominican.....	2,726	2,792	+2.4
BWI and Belize.....	3,961	2,765	-30.2
Other Western Hemisphere.....	32,923	32,923	0.0
Chinese.....	4,012	3,522	-12.2
Philippines.....	3,379	3,194	-5.5
Greek.....	3,705	3,295	-11.1
Italian.....	1,704	1,790	+5.0
United Kingdom.....	2,647	2,826	+6.8
All other.....	24,772	19,830	-19.9
Total aliens located.....	1,042,215	1,057,977	+1.5

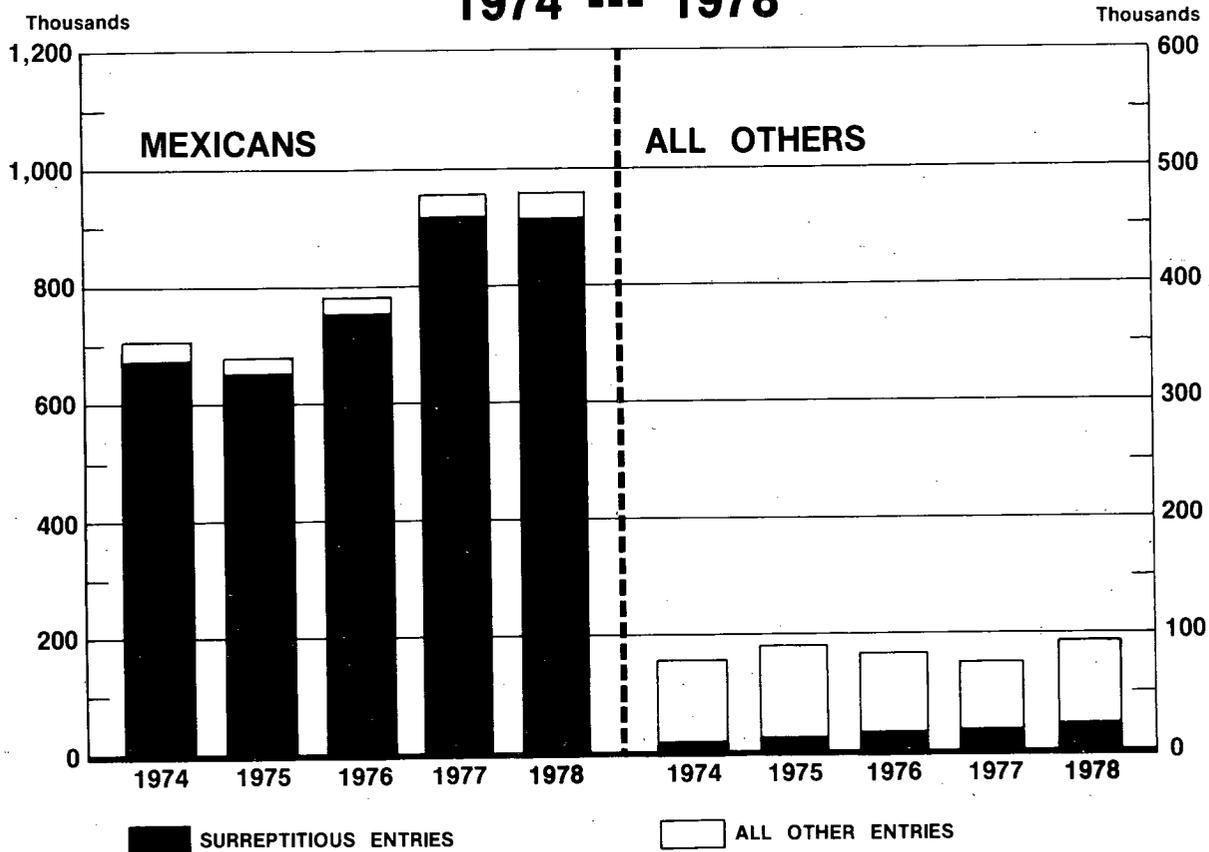
Status at Entry

A total of 971,456 or 92 percent of the deportable aliens located during the year entered the United States illegally at other than ports of entry. Of these surreptitious entries, 99 percent or 963,826 were made across the Mexican border. Among the 86,521 aliens admitted at ports of entry who were deportable as a result of violating the terms of their admission, 52,281 were temporary visitors, 6,813 foreign students, 2,173 immigrants, 13,788 alien crewmen, and 11,466 other persons.

An important element in the enforcement program is the rapid apprehension of undocumented aliens. Prompt apprehension and return to country of origin is a positive deterrent to illegal reentry and related violations. Apart from the 10,290 crewmen who technically violated their terms of admission, because their ships were unable to depart within the time specified, the time that elapsed in locating the other 1,047,687 deportable aliens was as follows: 48.6 percent at entry; 20.1 percent within 72 hours; 8.9 percent within 4 to 30 hours; 9.9 percent within 1 to 6 months; 2.9 percent within 7 months to 1 year; and 9.5 percent over 1 year.

DEPORTABLE ALIENS FOUND IN THE UNITED STATES

1974 --- 1978



Area Control Operations

The Investigations Division carries out area control operations in order to locate and apprehend aliens presently residing in the United States in violation of immigration laws. These investigations are primarily designed to detect those undocumented aliens who, because of employment opportunities, have been attracted to industrialized urban and suburban centers. In some instances, it is felt that these individuals have a negative impact on wages, working conditions, and employment for the American labor force.

Despite the increased cooperation of employers, area control officers continue to face resistance when seeking employed undocumented aliens. Because of such resistance, judicial search warrants were utilized on 63 occasions when it was necessary to conduct inquiries at business concerns in urban areas. These inquiries resulted in the apprehension of 2,153 employed aliens.

In February 1978, 19 area control officers in Chicago, using a search warrant, apprehended 143 undocumented aliens employed by a soft drink company. This was the largest number of aliens ever located at one company in the Chicago area.

Early in the year, three company officials of a Japanese restaurant chain in New York City were convicted of 25 counts of inducing aliens to enter the United States illegally and of harboring them once here. This landmark decision was the first time an employer was convicted of illegally harboring aliens, despite a provision in the law stating that employment in itself does not constitute harboring.

During fiscal 1978, 185,470 deportable aliens were located in various locations across the country. Of this number, 100,919 or 54.4 percent were employed, and 3,129 had been receiving welfare benefits or other types of public assistance.

Deserting Crewmen and Stowaways

The Service oversees a coordinated program of coastal control which attempts to detect and prevent the illegal entry of alien crewmen and stowaways. Located in New York City, the Marine Intelligence Unit disseminates current data about such violations to Service officers in the field. The close liaison between shipping agents, steamship companies, and other law enforcement personnel has made the coastal control program highly effective.

A total of 2,728,227 crewmen were authorized to land temporarily in the United States during the past year. The two predominant groups of deserting crewmen continued to be of Greek and Chinese nationality, and vessels of Greek and Liberian registry had the highest rates of desertion. A total of 475 crewmen of Greek nationality, and a total of 305 crewmen of Chinese nationality were reported to have deserted their vessels during fiscal 1978. A total of 13,788 crewmen were located after failing to depart with their vessels.

From fiscal years 1969 through 1978, statistics show that 1,093 stowaways, both landed and non-landed, were identified and placed under deportation proceedings. Colombian nationals accounted for 47 percent of the total. During the year, the Houston District Office, in cooperation with U.S. Customs Service and the Drug Enforcement Administration, conducted an investigation of Colombian stowaways from Buenaventura, and also investigated charges of narcotics smuggling aboard ships from certain suspect lines.

Armed Violators and Aliens With Criminal Records and Prior Immigration Law Violations

During fiscal 1978, Border Patrol Agents arrested 266,808 aliens who had previously violated immigration laws. Of these repeaters, 11,907 had prior criminal records. On the southern border, 157,638 individuals were found to be armed at the time of arrest.

Internal Security and the Foreign Born

The Service's anti-subversive programs are designed to detect, identify, and investigate foreign born subversives whose activities are inimical to the security of the United States. These programs were effectively carried on during the year. The Service works with other federal agencies in combatting the activities of both foreign and domestic terrorist groups. During the 1978 fiscal year, Service Investigators completed 1,259 subversive investigations.

The deportation and denaturalization cases involving alleged Nazi War Criminals are handled by a Special



Service investigator searches for stowaways in the hold of a freighter.



Service investigator uses a six-foot flashlight equipped with probe provided by the Coast Guard to search small openings in cargo.

Litigation Unit which is part of the General Counsel's Office. The activities of the Unit are described elsewhere in this report.

Foreign-Born Criminals

During 1978, 17,635 investigations involving aliens charged with criminal activities were completed as a result of Service efforts in the field of anti-crime and racketeering. Applications for Order to Show Cause were applied for in 3,604 of these cases resulting in the required departure of 768 aliens within these categories.

Specific INS District Offices continue to be the focal points in identifying alien criminals from Canada and Mexico. The criminal indices maintained in these districts now contain information relating to over 95,545 persons with criminal, immoral, or narcotic backgrounds.

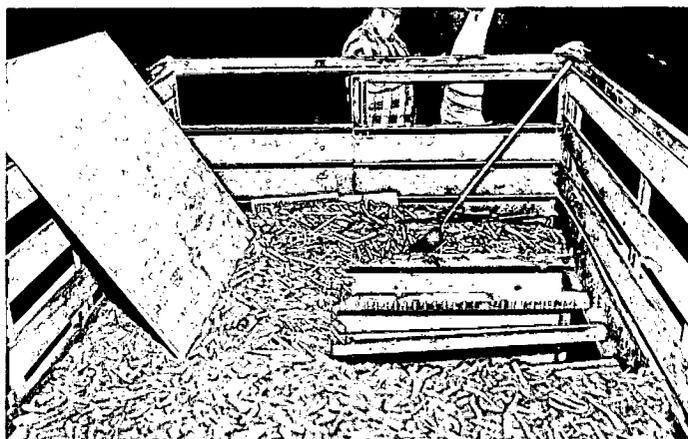
Examples of criminal activity on the part of aliens include the case of three Argentinian brothers found guilty of conspiracy, harboring undocumented aliens for employment as prostitutes, and the use of inter-state facilities for immoral purposes in connection with the operation of the largest house of prostitution in New York City. In Miami, an Irish national was sentenced to 18 months in prison for reentry after deportation. She had an extensive criminal record for prostitution, burglary, and blackmail, as well as drug trafficking, and had been involved in the British sex scandal which resulted in the resignation of two British Government ministers. In another case, two parolees from Cuba were convicted of shooting a Drug Enforcement Administration agent and were sentenced to long prison terms.

Anti-Smuggling Activities

The Office of Anti-Smuggling Activities was established in fiscal 1978 specifically to identify and disrupt major alien smuggling organizations. Eighty-four selected officer personnel from Investigations and Border Patrol were detailed to district and sector anti-smuggling units in an effort to enforce the immigration laws with reference to anti-smuggling and false document production. The identification and indictment of Category I (Major Violators) and Category II (Intermediate Violators) is the principal objective of the program. This anti-smuggling unit is now a permanent part of the INS enforcement effort.

During fiscal 1978, immigration authorities apprehended 193,416 aliens who had been induced, or assisted to enter unlawfully, or who had been transported unlawfully after entry. This figure was 5,724 more than last year. The 16,989 smugglers of aliens and violators of statutes relating to unlawful transportation of aliens apprehended were 1,929 more than the number found in 1977. This increase is in keeping with the greater number of total apprehensions during the year. The increase of personnel along the border induced more aliens to seek professional smugglers to help them reach their destination.

In recent years, the Service has observed a tendency to amalgamate small alien smuggling groups into highly organized rings which extend beyond sector, district, and regional boundaries as large numbers of undocumented aliens are moved to destinations within the United States. Today's sophisticated alien-smuggler is seldom seen with or known to his clients. Recruiters are employed to gather aliens to be smuggled; professional guides are hired to lead them across the border; drivers are employed to transport them to interior locations; and drop houses are maintained from which further distributions are made.



Truck with hidden compartment beneath a load of carrots concealing smuggled aliens.

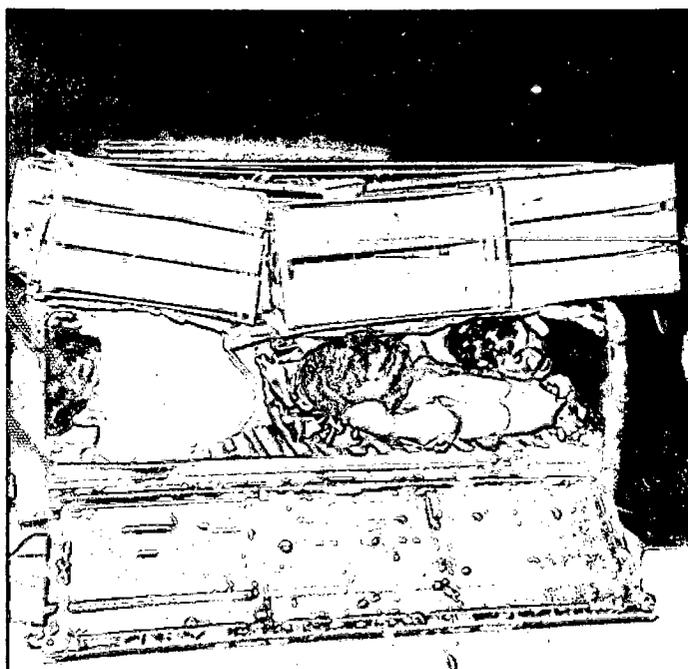


Illustration of one method used by smuggler to conceal undocumented aliens in a pickup truck.

In March of 1978, Chula Vista (California) Anti-Smuggling Agents arrested a U.S. Customs Inspector involved in the smuggling of aliens into this country. The Inspector and others arrested with him were indicted on both bribery and alien smuggling charges. Pleading guilty to having permitted undocumented aliens to enter this country for \$50 each, he was sentenced to fifteen years in prison on two counts.

Also in Chula Vista, an investigation was begun into the alien smuggling activities of a closely-knit, family-run smuggling ring operating out of Tijuana with drop houses in the Los Angeles area. Because the ring consisted mainly

of family members, it proved difficult to penetrate. Photographs of the smuggling activities were made at the various pickup spots and drop houses, and the ring was eventually penetrated with the assistance of an informant. After a total of three groups were set up by the informant, agents obtained search warrants and arrests were made.

Still another Chula Vista investigation involved an alien smuggling ring that specialized in smuggling but would also hold for ransom alien children enroute to the United States to join their undocumented alien parents.

A special detail of agents was sent to Florida in fiscal 1978 in response to a sudden influx of Haitians escaping from the Bahamas and illegally entering the U.S. by boat and aircraft. The Border Patrol boat, *Newton-Azrak* was subsequently transferred from Buffalo to Florida to patrol the coastal waters, between that State and the Bahamas.

In El Paso, there was a notable increase in the number of undocumented aliens apprehended while attempting to board commercial airline flights. A total of 3,564 such apprehensions took place representing an increase of 104% when compared to fiscal 1977.

El Paso agents also apprehended a group of aliens as they attempted to by-pass an established traffic checkpoint by walking through the desert. The group had been transported to the area by a smuggler and was to rejoin him after circumventing the checkpoint. One of the aliens carried a four-watt Citizen Band radio with a twelve volt motorcycle battery as a power source. The system provided the aliens with a long-range communication system with the smuggler.

Through the joint investigative efforts of the Anti-Smuggling Agents from the Del Rio Border Patrol and the San Antonio District Office, a major smuggling organization headed by a resident of Meridian, Texas was uncovered. This individual had been deeply involved in alien smuggling activities for two years and, by conservative estimates, had smuggled 10,000 aliens into at least five states.

Another alien smuggling ring was uncovered by Laredo Border Patrol Anti-Smuggling Investigators and culminated in the arrest of a resident of Argo, Illinois. In one instance, seventeen undocumented aliens were smuggled from Laredo to Argo in a U-Haul truck. The vehicle was watched enroute and after the arrests were made in Argo, several of the smuggled aliens were treated for frost-bite.

Control of Marijuana, Narcotics and Dangerous Drugs

Officers of the Service make a substantial contribution to the national drug control effort. Illegal drugs valued at over \$46 million were seized by Service personnel while on

duty during fiscal 1978. These seizures included nearly 89 tons of marijuana valued at over \$18 million; 1,609 ounces of hard drugs valued at over \$28 million.

Examples of the Service role in combatting illicit drug traffic is illustrated by the following cases: In Chicago, an extensive investigation was conducted into the activities of a family from Durango, Mexico which maintained a narcotic pipeline to the Chicago area. It is estimated that this family is one of the largest smugglers of heroin into the United States, netting a profit of \$60 million per year. While many members of the organization have already been arrested and deported, others have absconded after posting bonds as high as \$1 million. The case remains open and is still being actively pursued.

In May 1978, Border Patrol Agents, acting on a tip from a ticket agent, apprehended a citizen of Bangladesh and a Pakistani at the Greyhound Bus Terminal in New York. The men admitted alienage but denied ownership of their luggage which revealed 19 bricks of hashish and nine plastic, and one glass bottle of hashish oil. The total seizure was valued at \$315,360. Files relating to the men indicated that they had both deserted their ships.

Another case involved the seizure of 1800 pounds of bagged marijuana at the Border Patrol traffic checkpoint near Kingsville, Texas. The marijuana was being transported in a truck driven by a U.S. citizen from Brownsville, Texas. While the subject was being placed under arrest, another citizen from Kingsville arrived at the checkpoint. He proved to be a co-conspirator in the marijuana smuggling venture. The total value of the seizure was \$184,350.

Air Operations

The Service maintains a fleet of 28 fixed wing and two helicopter observation aircraft which are strategically located along the southern border. They are used to provide support for Border Patrol enforcement operations, maintain surveillance of the border and adjacent areas, track illegal entrants through remote areas, and locate persons employed in various agricultural endeavors. Service pilots, both fixed wing and helicopter, regularly assist other agencies in locating contraband, violators of other laws, and in search and rescue missions.

The U.S. Border Patrol and the U.S. Customs Service have undertaken a joint test and evaluation of sophisticated airborne infrared equipment to detect illegal entry of persons and contraband along the United States/Mexican border. The first of the airborne tests was made at Chula Vista, California, and proceeded along the boundary to the Texas border area.

The system tested is Aerojet-General Forward Looking Infrared System (FLIR), which was installed on a UH-1M helicopter on loan from the Army Aviation Command. The FLIR system is a thermal imaging system that provides day or night vision capability, using only naturally emitted radiation from the scene of interest.

Since IR energy will pass through smoke and haze, it can be used to check scenes not visible to the naked eye, or even with low light level systems such as TV and night vision scopes. The only restriction to viewing is heavy moisture such as clouds, dense fog or heavy rain.

The Immigration Service is interested in determining how effective an airborne FLIR will be in detecting and assisting in the apprehension of those illegally attempting to enter the U.S. across land borders.

Cooperation With Other Law Enforcement Agencies

Liaison between law enforcement agencies at home and abroad continues to be of growing benefit to the Service and the agencies involved. Proof of these successful cooperative efforts is illustrated by the fact that 121,205 deportable aliens were turned over to Service custody by other law enforcement agencies during fiscal 1978. In turn, INS agents apprehended and released 2,593 law violators to appropriate enforcement agencies. This total included 894 in violation of narcotics laws. In addition, Service officers recovered and transferred merchandise and property valued at more than 8 million dollars, including more than 6 million dollars worth of narcotics, to agencies having appropriate enforcement jurisdiction.

A joint effort by Drug Enforcement Administration agents and Service investigators in New Orleans resulted in the seizure of 28.2 pounds of 96% pure cocaine. This was a record seizure for the New Orleans area and Service officers provided DEA their first "break" in a large scale narcotics smuggling operation between Colombia and the Gulf Coast.

In order to improve liaison at all levels, INS officers continue to lecture at numerous police schools, academies, and enforcement seminars. They also conduct courses for authorities having mutual enforcement interests, host field visits for enforcement personnel from abroad, and present programs to school groups and civic organizations.

Through close cooperation with other agencies, liaison has extended beyond the exchange of criminal information. Agents of the Border Patrol have, on numerous occasions, assisted local authorities in search and rescue of lost persons in desert and mountainous regions. In providing this type of support, the skill of Border Patrol agents in the art of sign-cutting (tracking) has proven invaluable.

Caribbean Investigations Coordination Program

The Caribbean Investigations Coordination Program and its relating index plays an effective role in preventing the entry into the United States of Latin American aliens of the criminal, immoral, narcotic, and subversive classes. The index contains information developed by the Service as well as information provided by other agencies, and is available to Service offices and other Government investigative agencies on a 24-hour basis.

Since termination of the Cuban airlift in 1973, input and output of the index has declined. However, with relaxed travel restrictions between the United States and Cuba, and with the institution of Cuban Political Prisoner and American Citizen Repatriation flights, use of the index is expected to increase.

The index contains some 221,741 references with 156 new reference cards added during fiscal year 1978. The total of 6,632 requests for index checks resulted in the location of 266 related cases.

Criminal Prosecution

U.S. attorneys authorized prosecutions incident to 17,168 violations of the immigration and nationality laws during fiscal 1978. Of this number, 89 percent resulted in convictions. Defendants found guilty in these cases received sentences totaling 8 years, of which 4 years were suspended. There were also fines imposed in the amount of 786,370, of which 225,900 were suspended.

Fraud

Aliens and other persons continue to employ a wide variety of fraudulent documents and schemes to circumvent the immigration laws. During fiscal 1978, there were 29,672 fraud investigations completed, a 4.7 percent increase over last year. The fraud investigations completed represented 22.7 percent of all investigations completed, and 18.7 percent of the total man-hours expended.

Investigations revealed continued use of altered, forged, counterfeit, or fraudulently obtained passports, visas, alien registration receipt cards, *Silva v. Levi* letters, and other immigration documents. Many of the counterfeit or altered documents are of excellent quality, making detection difficult. Some counterfeit alien registration receipt cards recently encountered, however, are of poor quality and are not meant to be presented to immigration officers. Aliens bearing some of these cards have explained that vendors have cautioned them to present the cards only to prospective employers or other Government agencies.

One office responded to an increase in the activities of counterfeit document vendors by forming a special task force of investigators. Members of this team infiltrate the ranks of document vendors and runners and, on several occasions, have made controlled purchases of counterfeit documents. Sophisticated photographic and electronic surveillance devices are used by the team both to protect the undercover investigators and confidential informants, and to gather evidence for use in criminal prosecution. One vendor in Chicago, for example, told an investigator that he earned over \$2,000 a week by selling counterfeit documents.

Fraudulent registration of delayed birth certificates continues to be a serious problem in the Southwest. A Houston priest was given a prison sentence in fiscal 1978 for arranging the creation of fraudulent Texas birth certificates for undocumented aliens for a fee. Another Houston vendor was imprisoned on the same charge. His fee for fraudulent birth certificates ranged up to \$1,000.

While many aliens enter the United States by evading ports of entry, others attempt entry at ports by presenting fraudulent documents. An undocumented Jamaican alien was given a three year sentence in the Southern District of Florida after pleading guilty to smuggling aliens into the United States in Miami. He provided West Indian aliens with New York State voter registration cards and coached them to make false claims to United States citizenship. During fiscal 1978, a 25 count indictment by a federal grand jury in New York was brought against an undocumented Korean who assisted approximately 80 Koreans living in Paraguay to obtain E-2 nonimmigrant visas by claiming investment in one of three "paper companies." No actual investment was made by any of the aliens participating in the scheme.

A joint investigation conducted in Korea by the INS and the United States Army established that 71 Korean nationals fraudulently enlisted in the U.S. Army by claiming to be legal permanent resident aliens. Further search identified 200 additional Korean aliens suspected of fraudulent enlistments at recruiting stations throughout the country.

Investigations were conducted by the Hong Kong office into marriages of convenience, family composition frauds, labor certification frauds, and smuggling operations utilizing counterfeit nonimmigrant visas and altered passports. Of 772 labor certification investigations conducted in fiscal 1978, fraud was established in 428 cases.

Detention and Deportation

During fiscal 1978, a total of 1,003,886 aliens were expelled, of which 28,371 were deported and 975,515 were required to depart without the issuance of a formal order of

deportation. The latter were for the most part Mexican nationals. Total expulsions represented a 11.9% increase over the 897,243 undocumented aliens expelled in fiscal 1977, while formal deportations were down 6.1% from the 30,228 aliens deported last year. This slight drop was due in part, it is believed, to the impact of the temporary restraining order issued in the *Silva v. Levi* class action suit. That suit questioned the use of Western Hemisphere visa numbers previously issued to Cuban refugees.

Expansion and renovation of the Service Staging Areas (SSA) in Los Angeles, Denver, and San Antonio was completed and expansion of the Service Processing Center (SPC) in El Paso was begun. Medical services and recreational facilities were improved at all four SPCs at El Centro, California, New York City, and Port Isabel and El Paso, Texas. Contracts were awarded for the installation of closed circuit television systems at the SPCs and SSAs to provide enhanced security.

During fiscal 1978, aliens initially admitted to detention increased to 340,297 from 294,699 in fiscal 1977; an increase of 15.5 percent.

Management

Administration

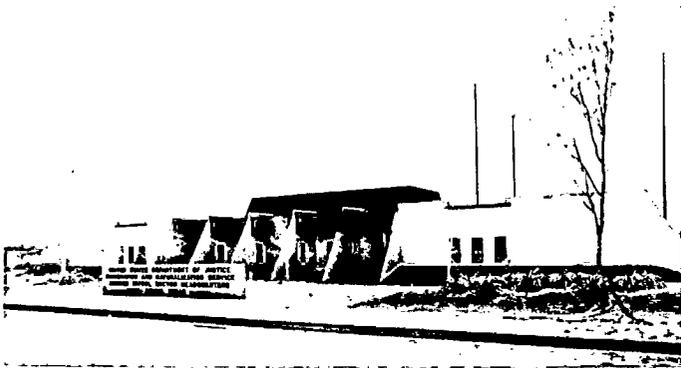
Facilities and Engineering

The Facilities and Engineering Branch is responsible for the management of all Service space and facilities. Construction, space planning and the improvement of substandard facilities form a substantial part of the Service facility program workload.

During the year, the branch authorized the design of a new border patrol station at Yuma, Arizona, and construction contracts for innovative border barriers in California and Texas were awarded. The General Services Administration (GSA) completed a new border station at Blaine, Pacific Highway, Washington, and a large holding facility for undocumented aliens in Los Angeles, California. GSA also began construction of new border stations at Blaine, and Peace Arch, Washington, and Haines, Alaska.

Coordination and planning was effected with GSA for the future relocation of district offices to better quarters in San Francisco, San Diego, Houston, Denver, Harlingen, Miami, Atlanta and New York.

Collaboration continues with the other inspection agencies, airport authorities, etc., in the planning of inspection facilities for new and existing airports with particular



Border Patrol Sector Headquarters, Marfa, Texas. A modern facility designed with a solar energy system which will provide most of the energy required for air-conditioning, heating, and hot water.

emphasis upon the implementation of the "one-stop" inspection concept.

An Energy Conservation Program was implemented with emphasis on awareness, retrofit (alteration of existing systems), and new technology to conform to the President's mandate for a significant reduction in the use of energy by all Federal agencies.

General Services

During fiscal 1978, the Service made substantial progress in the field of automation. Contracts were awarded for the following: the development of a prototype Automation System in Houston, Texas to track and answer inquiries on applications and petitions in Records, Examinations, and Citizenship; the development and implementation of the Financial Accounting and Control System (FACS) module in the Financial Management Information System (FMIS); and the development of an Automatic Data Intrusion Detection System at Laredo and Del Rio, Texas. A contract was also awarded for the replacement of portions of fencing along the United States/Mexican border, and for the construction of the Border Patrol Station at Yuma, Arizona. The relocation of approximately 300 INS employees of the Master Index unit of the Information Services Division to the Chester A. Arthur Building took place during the year which brought together all segments of this division under one roof at the Central Office.

Finance

The Finance Branch develops and implements Service-wide fiscal procedures. This includes control of collections, allotments, and expenditures as well as processing and approving payment vouchers. During fiscal 1978, the Finance Branch revised classification of personnel compensation and benefits to coordinate with the accounting station

posting media furnished by the Employee Data Systems and Procedures Service. It also modified the accounting system to account for costs and obligations in accordance with the Service's program structure. In fiscal 1979, INS financial transactions will be accumulated and controlled at the program element level.

During the year, an automated Position Accounting/Control System (PACS), the first sub-system of the Financial Management Information System (FMIS) to become operational, was implemented. Payroll data is related to specific positions aiding the development of costs by program element and district/sector. The system optimizes control over the authorized work force, aids in budget formulation and tracks actual cost experience vs. planned and projected costs.

In addition, the new automated Financial Accounting and Control System (FACS), a sub-system of FMIS was programmed and tested. FACS features a centralized data base at the central office with remote input/output capability at each region. Terminal edit of batch input is accomplished prior to transmittal. On-line inquiry is provided for allotment and open obligation data. Training was conducted at the Central Office for regional personnel, followed by on-site instruction for all personnel who use the new equipment.

This year a total of 1,126,915 remittances were received. Collection of fees, fines, etc., totaled nearly \$20 million, and collections from carriers of extra compensation for night, Sunday, and holiday inspections by immigration officers and employees exceeded \$6.7 million. A total of 100,385 covering expenditures of over \$287 million for all types of contractual obligations, allowances, and claims were examined and approved for payment.

The first budget fully prepared according to zero based budgeting theory and instructions was completed for fiscal 1980 and used by the Central Office for its budget submission to the Department of Justice. Input for the fiscal 1980 budget came from all districts and sectors. A budget plan for fiscal 1980 was also prepared. The fiscal 1978 budget of \$65.9 million was administered. This budget was 14 percent higher than that of 1977. Money obligated for alien travel, detention and welfare was down 24 percent because the interior repatriation program which had occurred in fiscal 1977 was not used in fiscal 1978, and because apprehensions by Investigations decreased. Money for general expenses increased 24 percent as efforts to modernize equipment were processed.

Management Analysis and Improvement

In order to render the maximum amount of assistance to the operating divisions, the primary duty of the Manage-

ment Analysis Branch is to administer the Management Improvement Program of the Service. This involves a continuous effort to control rising costs, increase efficiency and improve public service.

During the past fiscal year, 13 I, N, and G forms were eliminated. New I, N, and G forms totaled 46, and 99 such forms were revised. New regional forms totaled 47, and 73 such forms were eliminated. Twenty-one CO use forms were created.

Suggestions submitted by Service employees under the Forms Improvement Program during the past year totaled 60. Of these suggestions, 31 were adopted.

During the year, 17 new Service-wide recurring reports and 17 one-time reports were approved; 3 recurring reports were eliminated.

There were 8 regular Administrative Manual Transmittal Memo's published during the past year which resulted in 17 Supplemental Distribution Transmittals.

Numerous manpower, work simplification, and improved processing procedures were completed Service-wide and resulted in greater efficiency, and in a substantial saving to the Government.

Personnel

The Personnel Division is responsible for development, implementation and evaluation of policies, programs, and procedures established to secure, retain, motivate and train employees. These tasks are carried out with the technical support and professional advice and assistance of a specialized staff located at headquarters and the four regional offices.

The following was accomplished during fiscal 1978: sixty-seven key positions including supergrades were filled; six hundred Border Patrol Trainees were appointed; the reorganization of the Operating Services Branch in the Central Office along specialist lines, including the establishment of two new sections (Employee Relations and EEO Affirmative Action) occurred; new programs related to performance evaluation, health and safety, merit promotion, and upward mobility were implemented; improvements in the hiring of minorities and women were made; and formal classroom training for 2,200 employees and correspondence courses for an additional 3,500 employees took place.

Position Management and Personnel Management Evaluation

The Position Accounting and Control System (PACS), an automated management information tool designed to provide comprehensive, accurate and timely information

on the current status of all INS authorized positions, was implemented on a pilot basis. Also, a review of positions using the new Factor Evaluation System (FES) classification standards was conducted for several occupations, including Mail & File Clerk, Accounting Technician, and Nurse positions. Standard EEO collateral duties statements and supervisory managerial EEO responsibility statements were developed and incorporated into appropriate position descriptions.

Four on-site personnel management evaluations were conducted by the Central Office at the following locations: Southern Regional Office, San Diego and Los Angeles Districts, and the Blaine Border Patrol Sector. In addition, the Regional Offices conducted ten evaluation surveys. The personnel management evaluation program provides a meaningful picture of the quality of personnel management within INS. Through this program, personnel management problems and weaknesses are identified and corrective actions are taken.

Other activities included: an analysis of Contact Representative positions and recommendations for improving the bilingual capabilities of certain INS occupations; the development of a career ladder plan for Immigration Examiners; an occupational analysis and implementation of an expanded program to recruit Paralegal Specialists; and an occupational analysis and reclassification audit of INS Criminal Investigators and Border Patrol Agents engaged in anti-smuggling work to determine the appropriate grade level in the various Districts and Sectors. The audits and analyses resulted in the upgrading of fifty-four anti-smuggling officer positions.

Labor Management, Employee Relations, and Safety

Negotiations for a new master agreement between the Service and the National Border Patrol Council and the National INS Council began on September 18, 1978 and are continuing. Semi-annual consultations were held in the regions as well as the Central Office in accordance with the negotiated agreement. Consultations were also successfully held regarding new uniforms for Immigration Inspectors and Contact Representatives.

Several improvements in the area of Employee Relations were made during fiscal 1978. Basic coverage was obtained for Border Patrol first-line supervisors under the five U.S.C. 8336 (c) law enforcement provisions of the Retirement Act, and a large number of retirements were processed due to the mandatory early retirement provisions of the Act; a new annual performance appraisal system was implemented and 304 "Outstanding" awards were presented; the Safety and Health Program was strengthened by

establishing Safety and Health Specialist positions in each regional office and by implementing a comprehensive Occupational Safety and Health Program.

Staffing and Manpower Planning Programs

In fiscal 1978, the following developments took place: the Eastern Region Personnel Office assisted in the staffing of temporary Immigration Inspector and clerical support positions for the Indochinese Program in seven cities; merit promotion activity in the Northern Region increased by 45% over the previous year, and the Western Region (during the nine-month period since implementation of Merit Staffing Plan II) issued 71 announcements, evaluated 972 applications, convened 39 rating panels, and made 100 selections.

Training and Career Development

Evaluation of employee training efforts was emphasized during fiscal 1978. Project CORE (Course Review) was implemented to validate all basic officer training courses presently being conducted at the Officer Development and Training Facility, Glynco, Georgia. The primary objectives of Project CORE are: to identify the major tasks in seven occupations (Border Patrol Agent, Criminal Investigator, Immigration Inspector, Immigration Examiner, Deportation Officer, Detention Officer and Contact Representative); to describe these jobs in performance terms; to review, redesign, and validate the training courses; and to design better career development ladders for these occupations.

There were a number of new in-house training programs developed and offered during fiscal 1978. The courses include: (a) Contact Representative; (b) Professional Integrity Investigations; (c) EEO Investigator; (d) Ethnic Media Liaison Officer; (e) Intelligence Officer; (f) Anti-Smuggling; (g) Foreign Assignment Training Program; and (h) Immigration Examiner.

In fiscal 1978 there were 2,200 formal training completions and 3,500 Extension (correspondence course) Program completions. These figures represent 80 managerial or executive completions, 600 Officer Corps basic training completions, 400 Advanced In-Service Refresher training completions, and 500 other training completions which include basic skills training in English, Spanish, and Mathematics.

Special emphasis was placed on the training function at the regional level. The first full-time Employee Development Specialist was appointed in the Northern Region during fiscal 1978. Formal training in that region totaled 696 which meant that one of every two employees in the

Region received some kind of training. The Eastern Region provided 32 hours of basic supervisory training to three groups of trainees as well as an in-house course for Regional Immigration Examiners at three district offices. Several of the Regional Personnel Offices developed an orientation brochure for new employees.

The Immigration Officers Common Core Curriculum Basic Training Course for entry level trainees has been offered now for three years. During fiscal 1978, 108 investigators completed the course; six such courses are planned for fiscal 1979.

Twenty-seven Service officers completed the Anti-Smuggling Training Course during the year. The curriculum covers advanced investigative techniques which meet the training needs of journeymen investigators and border patrol agents assigned to Anti-Smuggling Units. Plans for the future include the training of 90 officers during the first half of fiscal 1979. Law enforcement officers representing agencies in Mexico and the United States will participate in these sessions.

EEO/Affirmative Action

The Equal Employment Opportunity Affirmative Action Program established minority and female hiring goals for key occupations (Investigator, Immigration Inspector, Border Patrol Agent, Management Analyst, Paralegal Specialist, and Contact Representative). Most of the occupations had minority and female hiring increases over the goals originally set for fiscal 1978. Recruitment activity was extensive, including participation in programs such as the Federally Employed Women's Conference; Japanese American Citizens League; National Urban League; American G.I. Forum; National Congress of American Indians; and Conference of Hispanic Organizations.

EEO Advisory Committees were established in the Districts and Sectors and part-time collateral duty coordinators have been appointed in most offices in the following program areas: (1) Hispanic Employment Program; (2) Federal Women's Program; and (3) Black Affairs Program.

A three-day workshop provided top Central Office and Regional program managers with the opportunity to participate in the development of the National Affirmative Action Plan for fiscal 1979.

EEO training was provided 1,355 employees throughout the Service. The Regional Personnel Offices were heavily involved in EEO Affirmative Action Program activities. All regions, for example, had substantial increases in the number of employees having collateral EEO duties. Formal training was conducted for many of them, and 22 employees from different Districts and Sectors in the Western Region participated in a recruitment effort for Border

Patrol Agents. Visits were made to 61 schools, 89 radio and television announcements were placed, and 63 minority and women's organizations were contacted. In addition, 273 newspapers carried press releases describing the recruitment effort.

Information Services

The Information Services Division furnishes basic support to operating units of the Service. It includes the Automated Data Processing Systems Branch (ADP) which develops, operates, and maintains various automated systems. Another component of the Division is Records Administration and Information which supplies data on immigrants, non-immigrants, excluded aliens, etc., to INS units and other federal agencies. It also responds to various inquiries from the public and federal agencies regarding immigration laws, regulations, and procedures. The Statistics Branch is responsible for all statistical compilations and analyses produced and disseminated by the Service. This includes the addresses of all aliens which are submitted annually in accordance with the Immigration and Nationality Act.

Automated Data Processing Systems

The Automated Data Processing (ADP) Systems Branch is responsible for the design, development, and operation of various automated systems. These systems support the records maintenance, statistical and operational functions of the Service. During fiscal 1978, improvements were made in the automated systems currently being completed and those already in use.

A prototype Model Office system was installed in the Houston District Office in October 1977 and became operational in January 1978. This system is capable of tracking all applications and petitions through processing, answering inquiries, and producing various forms and management reports. Alien files are controlled and located through the use of bar-code labels and "wand" readers. Plans have been made to expand the Model Office concept to include four additional offices on an interim basis in fiscal 1979, and to develop a standard system for Service-wide implementation in fiscal 1980 and 1981.

More than 12 million I-94 Arrival/Departure documents were keyed and entered into the automated Nonimmigrant Document Control (NIDC) System. During this time, the backlog increased to approximately 5 million documents. Plans are underway to bring this system up-to-date by late fiscal 1979, and to lay the groundwork for future improvements.

Ten additional District Offices and Border Patrol Sectors were provided remote access to the Master Index System

through the Justice teletype terminals (JUST), bringing the total to twenty-two at the end of fiscal 1978. Equipment was installed and decentralized immigrant visa processing began in the Washington and Baltimore offices in December 1977. Plans in fiscal 1979 are: to extend JUST access to all INS offices having this equipment; to provide dial-up terminals in some File Control Offices for inquiry access; to implement distributed visa processing in eight other offices; and to begin implementation of full Master Index Remote Access Capability and supporting Communications on a Service-wide basis for both inquiry and update capabilities.

In support of the Inspection Divisions testing of improved procedures, the ADP Systems Branch provides machine language copy of the updated Service Lookout Book/master file to Customs every three weeks. These records are placed in the Treasury Enforcement Communications Systems (TECS) data base for on-line access by designated ports-of-entry.

In fiscal 1979, ADP will continue to support on-going systems; broaden the Model Office expansion with the installation of interim systems in other offices and a standard system in Los Angeles; initiate a redesign effort for the NIDC, and keep it up-to-date; expand remote access and decentralized visa processing for the Master Index, continue FMIS support efforts; and continue to provide direct support projects that are under the jurisdiction of other INS units which require ADP expertise and experience.

Records Administration and Information

The Records Administration and Information Branch has two main responsibilities. The first is to maintain records and related indices on immigrants, nonimmigrants, excluded aliens, and individuals wanted by other Government agencies. Information from these record systems is furnished to INS operating units and other federal law enforcement and security agencies. The second main responsibility is to respond to in-person, telephone, and written inquiries regarding provisions of the Immigration and Nationality Act, related laws, and regulations and procedures concerning the application of immigration laws. These inquiries are received from various sources including foreign embassies, consular representatives, and the general public.

The conversion of the Master Index to an automated system was completed in 1978. Decentralized visa processing has been implemented on a pilot project basis in the Baltimore and Washington District Offices.

Almost 14,000,000 nonimmigrant arrival and departure documents were processed through the Automated Non-Immigrant Document Control System during the fiscal

year. This work was processed largely through a private contractor.

The equivalent of 1,397 five-drawer file cabinets was made available for new records through the disposal of 2,482 cubic feet of records and the transfer of 13,164 cubic feet to Federal Records Centers.

This year contact representatives responded to approximately 8,869,879 in-person and telephone inquiries and 687,708 letters. The Service has been installing word-processing equipment, and automated telephone answering systems to meet growing workload demands.

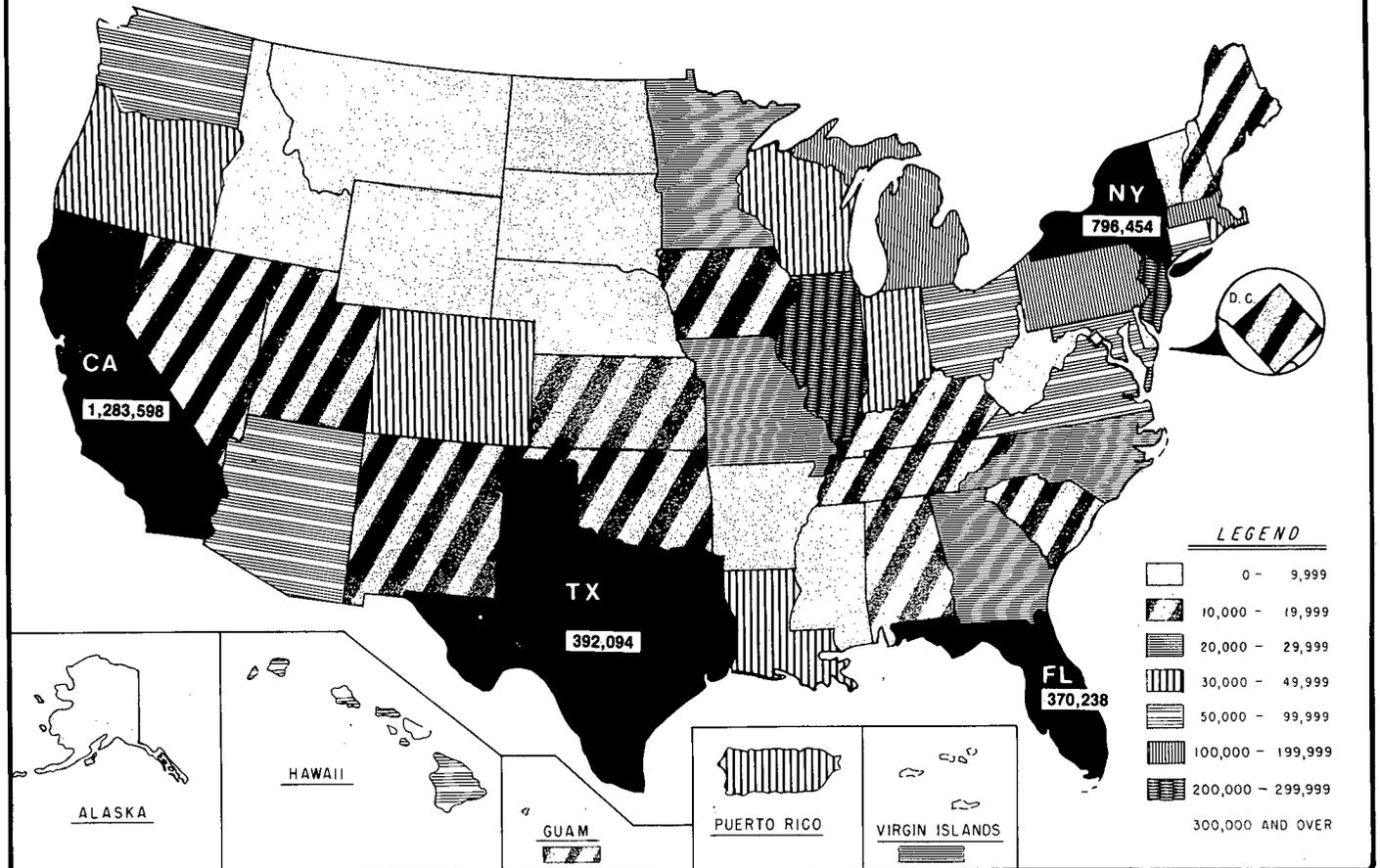
Statistics

The Statistics Branch plans and administers the statistical program of the Service. Its data are derived primarily from

two sources: the Work Measurement Reporting System and the Statistical Reporting System. The former is the major source of data encompassing the entire scope of Service activities. It provides information to supervisors and program managers showing the work hours expended and work units completed. The Work Measurement Reporting System is used to evaluate program effectiveness, estimate cost of operation, prepare the budget, plan personnel actions, and measure overall productivity. As part of the continuing effort to improve this reporting system, approval in principle has been received for its automation.

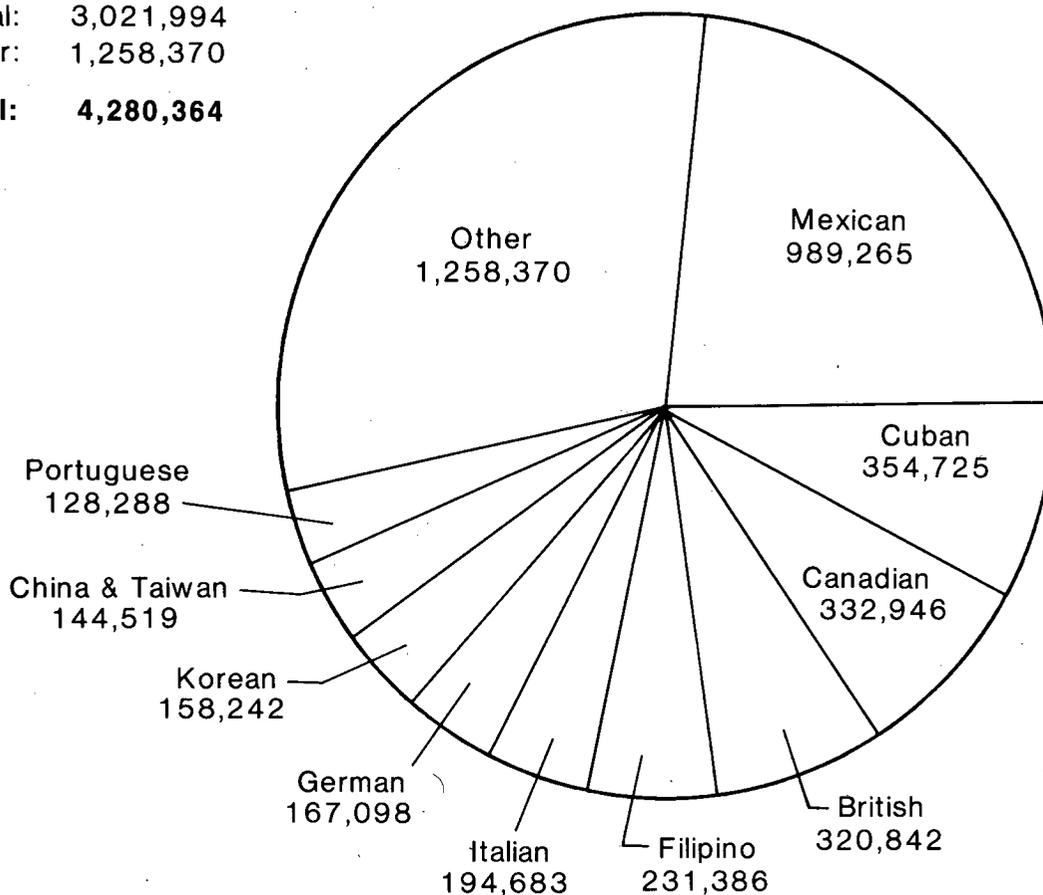
Statistical information pertaining to immigrants, non-immigrants, naturalizations, alien address reports, deportations, and various other Service actions comprise the second major type of data collected by the Service. The tables contained in this report are compiled from the Statistical

ALIEN ADDRESS REPORTS --- BY STATES 1978



Nationality Number

Total: 3,021,994
Other: 1,258,370
Total: 4,280,364



Reporting System as are those additional tables for fiscal 1978 which are published under a separate cover.

From both reporting systems, statistical information is prepared regularly for other branches of the Service, as well as for other Government agencies. Requests for data come from many sources, including Congress, foreign governments, researchers, publishers, the media, private organizations, and the public at large. Because of the increasing volume of requests for data and statistical analyses, additional statisticians have been hired to improve the branch's capacity to meet the demand.

Alien Address Reports

In January 1978, a total of 4,980,480 aliens reported their addresses to the Service in accordance with the require-

ments set forth by the Immigration and Nationality Act (66 Stat. 163). Of this total, 4,280,364 were permanent resident aliens, and 700,116 were visitors, students, temporary workers, and others temporarily residing in the United States.

More than three-fourths of the 4,280,364 permanent resident aliens reside in the following six states: California, 1,283,598 (30%); New York, 796,454 (19%); Texas, 392,094 (9%); Florida, 370,238 (9%); Illinois, 287,777 (7%); and New Jersey, 275,852 (6%).

In 1978, as in previous years, permanent resident Mexicans far exceeded any other nationality residing in the United States. The ten major nationalities are: Mexican (989,265); Cuban (354,725); Canadian (332,946); British (320,842); Filipino (231,386); Italian (194,683); German (167,098); Korean (158,242); Chinese and Taiwanese (144,519); and Portuguese (128,288).

Office of Operations Support

The Office of Operations Support was established in November 1978 as part of a reorganization of the Central Office. It is charged with planning, directing, and coordinating all Service programs related to the development and implementation of the Alien Documentation, Identification and Telecommunications (ADIT) System; research and development activities related to the application of new technology to all Service operations; communications and electronics support for current and future operations; and nation-wide collection, analysis, and dissemination of intelligence information.

ADIT

The Alien Documentation, Identification and Telecommunications (ADIT) Program completed its third year of operation in fiscal 1978. The objectives of the Program are to design, produce, and issue a fraud-resistant alien identification card, and to provide automation support to the inspection function at ports of entry. While many segments of the system remain in the developmental stages, the operational card production function was significantly expanded this year. By the end of the year, over 160,000 new ADIT cards (Form I-551) had been issued. With the exception of a few Eastern ports, issuance of the ADIT card to new resident aliens was fully implemented. The remaining ports will convert to the new card by the end of the calendar year 1978.

During the year, a major change in card production capability took place by moving the production facility from Washington, D.C., to Arlington, Texas. The site relocation followed analysis of the Service's long-term ADIT workload requirements in light of the centralization of many of the card data collection functions previously performed in the field. The new facility, now fully operational, is being upgraded to further increase card production.

Work on designing the automated card inspection system continued during the year. The secondary inspection terminal system is moving into the operational stage and will be installed at some large ports in 1979. Primary inspection support system analysis is continuing in conjunction with the Customs Service and the State Department. Prototype testing is targeted for late 1979.

Research and Development

The Research and Development Program develops new scientific and management techniques to use in solving major INS problems. This past year, a laboratory model for

detecting the presence of concealed persons in vehicles was built for small mass structures of less than 6,000 pounds. The new technique proved feasible and INS is now confident that it can be extended to large mass structures such as trucks, tractor trailers, aircraft, ships and possibly buildings.

In another project, a new management analysis tool was completed and applied. This tool is a computer simulation of the Border Patrol's major function, Linewatch. It enables analysts to model any combination of people and equipment involved in Linewatch and evaluate, under dynamic conditions, the performance and cost of alternative systems.

In fiscal 1978, R & D activities became more involved with other federal agencies including the Army, Air Force, Marine Corps, Navy, Customs Service, and NASA. These cooperative activities included work in communications, radar and infrared systems, unattended ground sensors, and optics.

A joint U.S. Customs Service/INS program to test and evaluate an airborne infrared sensor system was implemented to determine if such a system will provide additional control in detecting and apprehending border intruders. In another joint Customs/INS program, research and development continued on a video surveillance project to prove the feasibility of using a camera at unmanned ports of entry to detect license plate images of crossing vehicles and communicate them "instantaneously" to monitoring stations. A joint NASA/INS program was also developed to integrate the mutual interests and capabilities of the two agencies in demonstrating and proving the utility of space communications satellites in support of INS public service operations.

Electronics Support Program

The Electronics Support Program is responsible for the management of all communications and electronics equipment and systems supporting Service-wide operational objectives

Communications

The communications program is designed to provide the operating divisions with highly reliable means of radio and telephonic communications capability to ensure officer safety, provide operational mobility over a wide area, and improve service to the public.

A contract was awarded for radio communications systems in the Buffalo, New York; Ogdensburg, New York; Swanton, Vermont; and Houlton, Maine Border Patrol Sectors which will replace existing obsolete equipment.

Additional equipment, including mobile, portable, and aircraft radios, and test and ancillary equipment was purchased to meet fleet and personnel increases and upgrade existing systems.

To improve service to the public, a pilot program to install automated telephone answering systems in the information services area in the Houston, Texas; Washington, D.C.; and Atlanta, Georgia District Offices was begun. These systems utilize the existing work force more effectively by separating requests for forms and applications from specific information required from a contract representative; allowing adjustment of the size of the workforce in accordance with the traffic load, and providing a measure of the public need so that alternative methods of handling can be explored.

Electronics

The electronics program is geared to providing the operational divisions with a means of rapidly detecting and responding to illegal entry over a vast area using the most advanced technological tools available.

Contracts were awarded for advanced intrusion detection systems in the Del Rio and Laredo, Texas Border Patrol Sectors. These systems are comprised of specialized types of sensors to detect intrusions and produce an alarm, and a sophisticated radio frequency data link to transmit the alarm to sector headquarters where it is received, automatically processed, analyzed, displayed and stored by high technology minicomputers.



Modern INS intrusion detection systems include a computerized base station providing computer-aided dispatch as well as automated alarm monitoring and recordkeeping. Above, a border patrol agent works with the El Centro System.

These minicomputers, and associated peripheral equipment, represent a significant evolutionary advance in the development of these systems. They provide not only data processing, display, storage and summary reporting of all alarm messages received from the sensor fields, but also computer-aided dispatching and monitoring of mobile units in response to these alarms. These improvements have measurably enhanced control of operational activities and effectiveness of the overall system both as an aid in apprehension and as an intelligence gathering tool.

Contracts were also awarded for closed circuit television systems for Service Processing and Staging Centers in El Paso, Port Isabel, and San Antonio, Texas, and in El Centro, California. The systems will provide these facilities with better security, officer safety will be improved, and the staff will be able to utilize its time more effectively.

Intelligence

The task of the INS Intelligence Program includes the formulation of policies and procedures for the collection, production, distribution and utilization of tactical and strategic intelligence in support of various Service operational and management functions.

As a result of the 1977 Intelligence study of INS, conducted by Anacapa Sciences, Inc., three "pilot" training courses were developed for intelligence personnel. The courses were conducted during 1978 and included a Management Intelligence Seminar, Intelligence Analysis Training and a Basic Intelligence Course. The courses were designed to aid full-time and designated intelligence officers to better understand the meaning of and potential for intelligence, with the intention of improving the overall Service Intelligence Program. Additional courses are planned for fiscal 1979.

Training in the detection of fraudulent INS documents, counterfeit or altered U.S. passports and visas, as well as foreign passports, have been expanded to include officers of the U.S. Customs Service and the Social Security Administration. The program, conducted by personnel from Central, Regional and District offices, is expected to generate additional interest in the detection program and improve the capability of the Service to combat fraudulent document violations.

The El Paso Intelligence Center (EPIC) worked jointly with the Drug Enforcement Administration, with the participation of the U.S. Coast Guard, the Federal Aviation Administration, the Bureau of Alcohol, Tobacco, and Firearms, and the U.S. Customs Service, in its 24-hour-a-day operation in support of Service activities.

Office of the Deputy Commissioner

The scope of the Office of the Deputy Commissioner encompasses a broad range of operational activities. All of the Regional Commissioners and the District Directors of the overseas offices are subject to the general supervision of the Deputy Commissioner. The Office of Professional Integrity, which is responsible for maintaining high standards within the Service as well as the confidence of the general public in its integrity, also reports to the Deputy Commissioner.

The Service's Officer Development and Training Facility at Glynco, Georgia falls within the purview of the Deputy Commissioner as does the Equal Employment Opportunity Officer who deals with charges of bias brought by minority employees or prospective employees against the Service.

Regional and Overseas Offices

The overseas offices administer all programs and activities within the jurisdiction of the Immigration and Naturalization Service at locations outside of the United States. The Service currently maintains and staffs fourteen offices in Europe, Mexico, and Asia. These offices are located in Embassies and Consulates.

Within the United States, the Service geographically is administered by four regions each of which is headed by a Regional Commissioner.

District Directors of the overseas offices and Regional Commissioners are subject to the general supervision of the Deputy Commissioner.

Office of Professional Integrity

The Office of Professional Integrity (OPI) is responsible for planning, developing, and managing the integrity program of the Service. It assists management in assuring the highest standards of honesty and security among all employees, and helps to maintain public confidence in the work of the agency.

The program is implemented through Operations Instructions 287.10 which outline operating procedures and describe the kinds of employee misconduct to be reported and, if warranted, investigated pursuant to a preliminary finding of cause. Such investigations are conducted of both criminal and/or administrative misconduct alleged of Service employees. Serious allegations and those pertaining to high-level officials are investigated by the Central Office

OPI staff or by selected field officers upon whom OPI heavily relies. Minor administrative infractions are investigated by the appropriate local office. Following a preliminary inquiry and, if warranted, Title 18 criminal matters are referred to a U.S. Attorney or the F.B.I. OPI has monitoring authority over all investigations of alleged employee misconduct.

Officer Development and Training Facility, Glynco

The Service's Officer Development and Training Facility (ODTF) is located at the Federal Law Enforcement Training Center at Glynco, Georgia. The Facility is responsible for the technical and professional training of all occupations in the Service along with post Academy training in the field. All course development, instructional methods, and professional research activities are conducted at ODTF. The average student population is 250 per month.

Equal Employment Opportunity Officer

The EEO Officer is responsible for the efficient processing of complaints of discrimination filed against the Service. Under his supervision, some eighty EEO Counselors give advice and guidance to those employees or applicants for employment who believe that there is evidence of discrimination because of race, color, religion, sex, national origin, age, or physical or mental handicap.

The EEO Officer also provides a system for the receipt and adjudication of allegations of discrimination. This includes directing the investigators, reviewing and evaluating EEO investigative reports, making appropriate efforts to informally adjust discrimination complaints, issuing the Service's proposed disposition of complaints, and implementing corrective action with prior approval of the Commissioner or Deputy Commissioner when discrimination is sustained.

At the beginning of the fiscal year, 82 discrimination complaints were on hand. An additional 49 complaints were received during the year while 82 complaint cases were closed. At the end of the year, 52 complaints of discrimination were pending. Of those, two-thirds had been processed to completion at the Service level and were awaiting further adjudication at the Department level. The largest number of cases filed were on the grounds of sex, race, or national origin, with the single issue most often raised in the complaints being non-selection for promotion.

The EEO Officers also develop and conduct advanced

training programs for INS ancillary EEO Investigators and Counselors. The first Service-wide advanced training for EEO Investigators was held in 1978, and an advanced training course for EEO Counselors will be conducted in

1979. The EEO Officer also evaluates management programs, maintains liaison with management officials, and provides EEO input in formal training conferences and Service-wide orientations.

Office of the Commissioner

There are seven distinct Service units that fall within the purview of the Office of the Commissioner. Five of them reflect in large measure the public image of INS, and two focus on specific in-house activities. The former include: the Office of the General Counsel, which handles all legal matters involving the Service; the Immigration Judges, who hear all deportation and exclusion cases; the Office of Public Information, which deals on a daily basis with the media and monitors public reaction to INS activities; the Office of Congressional and Public Liaison, which maintains close contact with members of Congress and in turn keeps the Commissioner and his staff informed of Congressional views regarding immigration policy; and the Outreach Program which enlists trained volunteers from church and community organizations across the country in helping documented aliens apply for immigration benefits.

The two units which have an in-house focus include: the Office of Performance Review, which conducts evaluations and inspections in the field to ensure that Service offices nation-wide are running efficiently and are meeting the needs of the public; and the Office of Planning, Evaluation and Budgeting, which is responsible for the development and review of Service policies, programs, resource utilization, and systems. Its staff also reviews management problems and takes care that INS resources are kept within established limits.

General Counsel

The General Counsel is the chief legal officer of the INS and also serves as legal advisor to the Commissioner and other officials on questions of law and policy arising from the administration and enforcement of immigration and nationality statutes. He is responsible for reviewing various court decisions, as well as those rendered by the Board of Immigration Appeals, and advising whether appropriate appellate or other action should be taken. The responsibilities of the General Counsel also include: the analysis of proposed legislation having an effect on INS operations; the executive and professional direction of the four regional counsels; supervision of the activities of trial attorneys; and representation of the Service before the Board of Immigration Appeals through three appellate trial attorneys. The General Counsel also oversees the Special Litigation Unit.

Trial Attorneys

Trial Attorneys, who are under the supervision of the General Counsel through the Chief Trial Attorney and the four regional counsels, have primary responsibility for rep-

resenting the Service in formal exclusion, deportation, and rescission hearings before immigration judges. When requested, these attorneys and the regional counsels also assist U.S. Attorneys in civil and criminal actions resulting from the administration and enforcement of immigration and nationality laws.

Trial Attorneys made more than 57,320 appearances before immigration judges in fiscal 1978. They appeared in 3,256 exclusion hearings and 30,792 deportation proceedings initiated during the year. In addition, they filed 10,023 legal briefs and memoranda.

Appellate Trial Attorneys

The appellate trial attorneys, under the supervision of the General Counsel through the Chief Trial Attorney, prepare and argue cases on appeal before the Board of Immigration Appeals. The decisions in cases not argued orally before the Board are also reviewed by these attorneys. Adverse decisions in Board cases may be certified by the Commissioner to the Attorney General upon recommendations of the General Counsel.

Court Litigation

There were 28 petitions for writs of habeas corpus and 134 declaratory judgment actions in the district courts of the United States during fiscal 1978. There were 23 favorable and 3 unfavorable decisions for the government. Cases withdrawn or otherwise closed numbered 33. In declaratory judgment actions, the government received 52 favorable decisions and 4 unfavorable; 75 cases were withdrawn or otherwise closed. In the United States Courts of Appeals, 296 petitions for review of deportation cases were filed and decided under Section 106 of the Immigration and Nationality Act, as amended, 8 U.S.C. 1105(a). Of these, 260 were favorable to the Government and 30 were adverse with 128 withdrawn or otherwise closed.

In *Agosto v. INS* 436 U.S. 748, No. 76-1410 (June 6, 1978), the Supreme Court held that a petitioner seeking review of a final deportation order was not required to present "substantial evidence" in support of his citizenship claim in order to obtain a de novo hearing in the district court under Section 101(a)(5)(B) of the Immigration and Nationality Act. The court held that a court of appeals cannot refuse to allow a de novo review of a citizenship claim if the supporting evidence would entitle a litigant to a trial if such evidence were presented in court in opposition to a motion for summary judgment under Rule 56 of the Federal Rules of Civil Procedure.

In *Silva v. Levi* 76 C 4268 (N.D. Ill.), the class action litigation which began in November 1976 continued. Earli-

er, the Government had conceded that approximately 145,000 Cuban refugees were improperly charged to the Western Hemisphere numerical limitation during the years 1968-1976. The plaintiffs in the suit took the position that Mexican nationals have a right to recover all, or nearly all, of the numbers which were improperly charged. The Government took the position that the plaintiffs' recovery of numbers would be limited to that which would actually be necessary to restore them to the position in which they would have been, had the Cubans not been improperly charged. By analyzing historical data from the State Department regarding the actual pattern of visa distribution during the years in question, it was determined that Mexicans would have been issued approximately 58,000 of the 145,000 improperly charged visa numbers.

The Government thus took the position that the recovery of visa numbers by Mexican plaintiffs should be limited to 58,000. Persons from other independent countries of the Western Hemisphere with pre-1977 priority dates could recover visa numbers up to the percentage of improperly charged numbers which would have been utilized by their country. The case was still pending decision at the close of the fiscal year.

In *Cuevas-Ortega v. INS*, Civ. Action No. 77-1630 (9 Cir. May 3, 1978), the Court said by way of dictum that the exclusionary rule is inapplicable to deportation proceedings. The rationale was that the exclusionary rule is limited to criminal proceedings, while deportation proceedings are civil in nature. Subsequently, it modified the decision. In *Cuevas-Ortega v. INS*, 588 F. 2d 1274 (1979), the Court stated that since it had previously ruled that no fourth amendment violation occurred, it would not reach the exclusionary rule issue. The First Circuit Court of Appeals in *Won Chung Che v. INS*, 565 F. 2d 166 (1 Cir. 1978) ruled that the exclusionary rule could be applied in deportation proceedings and remanded the case for the holding of a suppression hearing.

Special Litigation Unit

In the summer of 1977, the Associate Attorney General authorized the creation of a Special Litigation Unit in the General Counsel's Office to try all deportation and denaturalization cases involving alleged Nazi War Criminals. The Unit consists of a Chief, four trial attorneys, two paralegals, two investigators, and clerical support. It is also assisted by three Special Assistant United States Attorneys in the Southern District of New York. The Special Litigation Unit has been involved in the following cases:

U.S. v. Feodor Fedorenko, #77-2268-Civ.-NCR, S.D. Fla. Fedorenko was alleged to have been a Ukrainian auxiliary SS guard at the Treblinka death camp and to have

participated in the persecution and extermination of Jewish inmates. In a 54-page written opinion, announced on July 25, 1978, judgment was rendered for the defendant. An appeal has been filed by the Government.

In *U.S. v. Frank Walus*, #77-C-279, N.D. Ill., the defendant allegedly failed to disclose crimes committed while operating as a member of the German Gestapo in Poland during World War II when he sought entry to the United States. This case was tried by the U.S. Attorney's Office in the Northern District of Illinois. The Government won the case and the defendant has appealed.

In *U.S. v. Valerian Trifa*, #5-70924, D.C. Mich., a Bishop of the Roman Orthodox Church allegedly concealed his membership in the Iron Guard in Romania when seeking entry to the United States. He is also alleged to have made inflammatory speeches which resulted in actions against many Romanian Jews. The case was assigned by the Attorney General to the Special Litigation Unit on April 19, 1978. A trial is planned this Spring in Detroit.

Immigration Judges

In general, aliens seeking admission to the United States can be denied entry only after a hearing before an Immigration Judge. No alien can be deported without such a hearing. The judges also have jurisdiction over bond redetermination cases where aliens in custody seek a change in the conditions imposed by the Service. The forty-one Immigration Judges sit in eighteen locations throughout the country.



Immigration Judge John Williams presides at deportation hearing, El Centro, California Service Processing Center.

During fiscal 1978, 53,736 deportation cases and 2,665 exclusion cases were referred to Immigration Judges for formal hearings. These figures reflect the ever increasing number of cases referred for hearing, more than triple a decade ago.

In addition, deportation proceedings continued against several residents of the United States who are accused of wartime Nazi activities, and proceedings will begin against other permanent resident aliens alleged to have participated in similar events during World War II.

Public Information

During fiscal 1978, public interest in the work of the Service continued to grow with specific attention focused on both service and enforcement activities.

Commissioner Castillo played a key role in meeting the demand for a better understanding of immigration and naturalization activities. He spoke before major organizations in various cities around the country including the

Council of Asian-American Women, the National Social Welfare Conference, American G.I. Forum, the Air Transport Association, the Los Angeles Bar Association, and naturalization ceremonies in Baltimore and Houston. The Commissioner also met with the news media in most of the cities he visited.

The Office of Public Information stimulated media interest in immigration through the scheduling of speeches, press conferences, TV appearances on programs such as McNeil-Lehrer Report, the Today Show, network news programs, and through regular news releases. Major publications including TIME, NEWSWEEK, U.S. NEWS AND WORLD REPORT produced feature length articles about the Service and were assisted by this office.

The training of Service officers to improve relations with the public was stressed during the year. A week-long training session for Collateral Duty Public Information Officers at the District and Border Patrol Sector level was held in Denver in September. The course was designed to assist officers in dealing with the news media and, in



Commissioner Leonel Castillo and panel of newsmen during the November 26, 1978 telecast of Meet the Press.

particular, to improve communications with the ethnic media at the field level.

Early in the year, a meeting was held with representatives of the ethnic media to solicit suggestions for ways to improve INS communication with ethnic communities so that they can be kept informed of new INS programs and available immigration benefits.

A TV Interview and Special Programs Seminar was conducted in fiscal 1978 to help Service officials learn what to expect in interviews, how to conduct themselves on camera, and what the news media seeks in interviews.

To further promote public understanding and awareness of the various activities of INS, plans were made during the year to acquire two professionally designed display units for Service-wide use. They will be used in recruitment programs, special events, and various exhibitions. Delivery is expected in January 1979.

In addition to informing the public about Service activities, the Office of Public Information improved communications with employees. Field offices were sent Congressional testimony, speeches by the Commissioner, and press releases.

The Commissioner's Communique newsletter, which is distributed to all employees, was issued 17 times, and regular publication of the *INS News Digest*, the *INS Reporter*, and the *Bulletin* was continued. Regional offices also published their own newsletters.

Office of Congressional and Public Liaison

In 1978 the Office of Congressional and Public Liaison handled 34,625 incoming and outgoing telephone calls relating to Congressional inquiries. During this same period there were 7,776 written inquiries from Congress processed. Inquiries from officials of State Governments continue to be slow.

During the year, three seminars were held with Congressional staffs which provided a means of exchange for both Washington and the field and an opportunity to explain Service policies and procedures.

In addition, the Office furnished assistance to four field offices in establishing Congressional Liaison Units and improving existing ones.

The Office provided assistance to the Commissioner and his staff for the fifteen Congressional Hearings that were held during the year.

Outreach Program

The Service launched an innovative Outreach Program nation-wide during fiscal 1978 to assist aliens eligible for immigration benefits. It was begun after the Service deter-

mined that many aliens are eligible for benefits under immigration and nationality laws but often are not applying for them. Specifically, many aliens are not aware of immigration laws or how to obtain benefits; lack the expertise to prepare immigration petitions and applications; are reluctant to deal with the Service because of fear of deportation; and believe their problems are so complex that they have to rely on so-called experts who often charge exorbitant fees for services which INS and voluntary agencies can provide gratis.

The Outreach Program is patterned along the lines of the Concerned Citizens Committee on Immigration which was formed four years ago in Chicago. It involves INS District Offices across the country in training volunteers from church and community organizations to counsel aliens on immigration matters. Workers are taught how to determine an alien's eligibility for benefits, and what documents are required to apply for them. In brief, the training is geared to helping documentable aliens obtain permanent residence status. It is also made clear to all participants that the program is not to be used to help illegal aliens without equities or to charge for counseling services. Nor is the Service asking Outreach workers to turn in names and address of the undocumented for apprehension purposes. But, by reaching out to those aliens who wish to change their status, the program reflects a positive image of the Service and improves its relations with minority ethnic communities.

The Service has built the national Outreach Program around established voluntary agencies (Volags) which have had experience in assisting immigrants and refugees coming to the United States, and have utilized more than 2,000 volunteers. Because of their expertise, the Volags are able to recruit quality community participants and carefully monitor their work.

To insure a high level of instruction, the Service has designed a basic one-day curriculum emphasizing family reunification and adjustment of status. Service officers either conduct the workshops or provide technical assistance to Volag instructors. Training materials, including the "Guide to Immigration Benefits," are supplied the Outreach participants.

Because of a lack of funds, resources and personnel, the Service has utilized the Volags to help more than 150,000 Indochinese refugees adjust their status to permanent residence. The Indochinese Adjustment/Outreach Program is an excellent example of cooperation between a federal agency and the private sector, and has also resulted in considerable savings to the Service. In fiscal 1978, the Outreach Program helped in making out 116,680 applications for adjustment of status which were submitted to INS offices; 104,904 of these cases were processed.



Volunteers from immigration counseling agencies and social service organizations receiving instructions about family reunification, adjustment of status, and visa processing.

Office of Performance Review

The Office of Performance Review conducts on-site surveys of Service offices in order to provide the Commissioner and his staff with objective and constructive appraisals of the way in which operational and administrative duties of the Service are performed.

During the year, initial on-site inspections were conducted in twelve Districts and three Border Patrol Sectors, and 16 on-site follow-up inspections were conducted to verify that appropriate corrective actions were taken.

Recommendations resulted in: the elimination of long lines and a reduction of waiting time at information counters; an improvement in telephone information service; the reduction of work backlogs by streamlining processing procedures and farming out work to offices with less of a load. Other changes included the expedition of responses to Congressional inquiries and Freedom of Information and Privacy Act requests; an improvement in the physical appearance of offices and facilities used by the public; a reduction in overtime assignments through improved scheduling; better control of aliens' funds and property and Service fees, equipment and security documents; and more accurate work measurement reports through corrected reporting procedures.

Planning and Evaluation and Budgeting

The Office of Planning, Evaluation and Budgeting is responsible for the development, review and evaluation of Service policies, programs, and objectives as well as resource utilization and systems. It also reviews special management problem areas to insure that the use of Service resources and estimates of future requirements are in proper balance and do not exceed established limits.

Program Planning and Resource Analysis

The Program Planning and Resource Analysis staff is primarily involved in basic development of management and planning systems, basic resource analysis, and budget formulation. The staff was responsible for the development of the Fiscal Year 1980 Spring Planning Submission. Building on the experience gained in developing the first INS Zero Base Budget, the budget preparation process was decentralized so that each regional office could develop its own budget request for fiscal 1980. In the past few years, budgets were developed at the Central Office only and covered all INS components. To coordinate and control this decentralized preparation, the staff developed a comprehensive list of the Commissioner's goals to serve as a guide to program managers. Tracking systems were then

implemented to monitor the progress being made in the realization of these goals.

Budget Execution and Control

The Budget Execution and Control staff is responsible for the proper utilization of the Service's financial resources consistent with guidelines and directives of the Department of Justice, the Office of Management and Budget, and the Congress. Since its creation in December 1977, the staff has streamlined the allotment of funds process by requesting that regional finance officers submit fund requests on a monthly rather than daily or weekly basis. The establishment of the Commissioner's goals has involved the staff in the reallocation of funds needed to establish appropriate reserves, as well as in the maintenance of proper financial control throughout the year.

Program Performance and Analysis

The Program Performance and Analysis staff was created in December 1977 primarily to develop a Service-wide system of productivity and performance measurement. It was also given responsibility for developing the first INS Authorization Request for submission to the Congressional Committees on the Judiciary under Title II of P.L. 94-503. This authorization request established the pattern for future INS requests and served as the model for all Justice Department agencies to follow. In the area of performance and productivity measurement, the staff concentrated on bringing together information contained in the newly implemented Position Accounting and Control System (PACS), the Financial Accounting and Control System (FACS), and current work measurement systems to monitor performance measures at related levels of the INS budget and activity structure. By the end of fiscal 1978, the staff had developed a conceptual approach and a detailed work plan for implementing a productivity and performance measurement system for use in the budget process.

Technology Assessment

The Technology Assessment staff is responsible for the formulation of long range plans; evaluation of systems performance; conceptualization of systems design; and initial administration of new systems projects. In fiscal 1978, Technology Assessment completed and distributed its report entitled AN ASSESSMENT OF INS ADP SYSTEMS. This document contains information on the current

status of operational and developmental systems, planned systems, schedules and costs.

The staff also provided technical support for several interagency joint projects which were initiated with the U.S. Customs Service resulting in: a combined service data communications study; one-stop inspections at Nassau, Dulles and Philadelphia airports; automation of the SERVICE LOOKOUT BOOK; software exchanges; and INS access to the Customs' Terrorist Data Base and INTEL System.

A remote access capability was installed in the Office of Planning, Evaluation and Budgeting to provide access to "The New York Times Information Bank," a commercial bibliographical information retrieval system, as well as the Justice Data Center's time-sharing services. The staff also obtained a remote terminal for the General Counsel's Office to access the JURIS System for legal information research and retrieval. Another staff function was to coordinate technology related information and reports prepared for the Congress and the Department of Justice as well as other branches of the Executive such as the select committees of the President's Reorganization Project. Visual graphics support was also provided the Service.

Policy Analysis

The Policy Analysis branch was involved in a number of research projects designed to measure the magnitude and impact of undocumented immigration to the United States. During the summer of 1978, the data collection phase of the Residential Survey was completed and a report on the results and methodology is expected to be issued in late 1979. The survey was designed to produce estimates of the number and characteristics of the undocumented population residing in our most populous states.

Other major projects initiated by the Policy Analysis staff included a joint INS Census Bureau study of the data on apprehended undocumented aliens; preparation of an extensive annotated bibliography of immigration literature since 1965; development of methodology to determine the impact of immigration on unemployment in the United States; and preparation of a report on recent emigration from this country.

Program Evaluation

The Program Evaluation branch is responsible for evaluating the effectiveness and efficiency of all INS programs. Its major tasks are to design evaluative research, review and evaluate content and effectiveness, and to develop

alternative programs. It is also charged with determining the relationship between input and output for each of the Service's programs and to determine their effectiveness.

In fiscal 1978, a major evaluation was initiated to review INS policy regarding the acquisition and use of its fleet of roadway vehicles. The staff also designed a statistical

sampling plan to measure the effectiveness of investigating nonimmigrants suspected of overstaying their authorized visiting period.

Plans were also implemented to increase to three the number of satellite offices in ethnic communities in order to provide better service to the public.

**Table 1.—Immigration to the United States
1820–1978**

[From 1820 to 1867, figures represent alien passengers arrived; from 1868 through 1891 and 1895 through 1897, immigrant aliens arrived; from 1892 through 1894 and 1898 to the present time, immigrant aliens newly arrived and persons who adjust to permanent resident status.]

Year	Number of persons	Year	Number of persons	Year	Number of persons	Year	Number of persons
1820–1978 ¹	48,664,965						
1820.....	8,385						
1821–1830.....	143,439	1861–1870.....	2,314,824	1901–1910.....	8,795,386	1941–1950.....	1,035,039
1821.....	9,127	1861.....	91,918	1901.....	487,918	1941.....	51,776
1822.....	6,911	1862.....	91,985	1902.....	648,743	1942.....	28,781
1823.....	6,354	1863.....	176,282	1903.....	857,046	1943.....	23,725
1824.....	7,912	1864.....	193,418	1904.....	812,870	1944.....	28,551
1825.....	10,199	1865.....	248,120	1905.....	1,026,499	1945.....	38,119
1826.....	10,837	1866.....	318,568	1906.....	1,100,735	1946.....	108,721
1827.....	18,875	1867.....	315,722	1907.....	1,285,349	1947.....	147,292
1828.....	27,382	1868.....	138,840	1908.....	782,870	1948.....	170,570
1829.....	22,520	1869.....	352,768	1909.....	751,786	1949.....	188,317
1830.....	23,322	1870.....	387,203	1910.....	1,041,570	1950.....	249,187
1831–1840.....	599,125	1871–1880.....	2,812,191	1911–1920.....	5,735,811	1951–1960.....	2,515,479
1831.....	22,633	1871.....	321,350	1911.....	878,587	1951.....	205,717
1832.....	60,482	1872.....	404,806	1912.....	838,172	1952.....	265,520
1833.....	58,640	1873.....	459,803	1913.....	1,197,892	1953.....	170,434
1834.....	65,365	1874.....	313,339	1914.....	1,218,480	1954.....	208,177
1835.....	45,374	1875.....	227,498	1915.....	326,700	1955.....	237,790
1836.....	76,242	1876.....	169,986	1916.....	298,826	1956.....	321,625
1837.....	79,340	1877.....	141,857	1917.....	295,403	1957.....	326,867
1838.....	38,914	1878.....	138,469	1918.....	110,618	1958.....	253,265
1839.....	68,069	1879.....	177,826	1919.....	141,132	1959.....	260,686
1840.....	84,066	1880.....	457,257	1920.....	430,001	1960.....	265,398
1841–1850.....	1,713,251	1881–1890.....	5,246,613	1921–1930.....	4,107,209	1961–1970.....	3,321,677
1841.....	80,289	1881.....	669,431	1921.....	805,228	1961.....	271,344
1842.....	104,565	1882.....	788,992	1922.....	309,556	1962.....	283,763
1843.....	52,496	1883.....	603,322	1923.....	522,919	1963.....	306,260
1844.....	78,615	1884.....	518,592	1924.....	706,896	1964.....	292,248
1845.....	114,371	1885.....	395,346	1925.....	294,314	1965.....	296,697
1846.....	154,416	1886.....	334,203	1926.....	304,488	1966.....	323,040
1847.....	234,968	1887.....	490,109	1927.....	335,175	1967.....	361,972
1848.....	226,527	1888.....	546,889	1928.....	307,255	1968.....	454,448
1849.....	297,024	1889.....	444,427	1929.....	279,678	1969.....	358,579
1850.....	369,980	1890.....	455,302	1930.....	241,700	1970.....	373,326
1851–1860.....	2,598,214	1891–1900.....	3,687,564	1931–1940.....	528,431		
1851.....	379,466	1891.....	560,319	1931.....	97,139	1971.....	370,478
1852.....	371,603	1892.....	579,663	1932.....	35,576	1972.....	384,685
1853.....	368,645	1893.....	439,730	1933.....	23,068	1973.....	400,063
1854.....	427,833	1894.....	285,631	1934.....	29,470	1974.....	394,861
1855.....	200,877	1895.....	258,536	1935.....	34,956	1975.....	386,194
1856.....	200,436	1896.....	343,267	1936.....	36,329	1976.....	398,613
1857.....	251,306	1897.....	230,832	1937.....	50,244	1976, TQ.....	103,676
1858.....	123,126	1898.....	229,299	1938.....	67,895	1977.....	462,315
1859.....	121,282	1899.....	311,715	1939.....	82,998	1978.....	601,442
1860.....	153,640	1900.....	448,572	1940.....	70,756		

¹ From 1869 to 1976, the data is for fiscal years ended June 30. Prior to fiscal year 1869, the periods covered are as follows: from 1820–1831 and 1843–1849, the years ended on September 30—1843 covers 9 months; from 1832–1842 and 1850–1867, the years ended on December 31—1832 and 1850 covers 15 months. For 1868, the periods ended on June 30 and covers 6 months. The transition quarter (TQ) for 1976 covers the 3-month period, July–September 1976. Beginning October 1, 1976, the fiscal years ended on September 30.

**Table 2.—Aliens and Citizens Admitted at United States Ports of Entry
Year Ended June 30, 1976, and Years Ended September 30, 1977-1978**

[Each entry of the same person counted separately]

Class	Total	Aliens	Citizens
Year ended June 30, 1976			
Total number	272,175,105	163,999,351	108,175,754
Border crossers ¹	249,826,547	152,229,147	97,597,400
Canadian	81,746,207	46,518,140	35,228,067
Mexican	168,080,340	105,711,007	62,369,333
Crewmen	3,720,116	2,644,929	1,075,187
Others admitted	18,628,442	² 9,125,275	³ 9,503,167
Year ended September 30, 1977			
Total number	266,112,416	162,462,022	103,650,394
Border crossers ¹	242,369,571	150,267,505	92,102,066
Canadian	85,577,221	49,876,443	35,700,778
Mexican	156,792,350	100,391,062	56,401,288
Crewmen	3,769,606	2,650,995	1,118,611
Others admitted	19,973,239	² 9,543,522	³ 10,429,717
Year ended September 30, 1978			
Total number	277,212,959	168,452,066	108,760,893
Border crossers ¹	251,236,952	154,939,348	96,297,604
Canadian	87,644,784	51,699,461	35,945,323
Mexican	163,592,168	103,239,887	60,352,281
Crewmen	3,971,890	2,728,227	1,243,663
Others admitted	22,004,117	² 10,784,491	³ 11,219,626

¹ Partially estimated.

² Includes immigrants, documented nonimmigrants, aliens with multiple entry documents other than border crossers and crewmen, and aliens returning from Canada or Mexico after extended visits.

³ Includes all citizens arrived by sea and air and citizens returning from Canada or Mexico after extended visits.

**Table 3.—Aliens Admitted, by Classes Under the Immigration Laws
Years Ended June 30, 1975-1976, July-September 1976 and Years Ended September 30, 1977-1978**

Class of admission	1975	1976	TQ 1976	1977	1978
Aliens admitted	7,470,131	8,053,104	2,777,328	8,499,231	9,945,152
Immigrants ¹	386,194	398,613	103,676	462,315	601,442
Immigrants subject to numerical limitations of the Eastern Hemisphere	160,460	166,204	42,374	170,161	165,743
Relative preferences	95,945	102,007	28,382	117,649	123,501
1st preference—unmarried sons and daughters of U.S. citizens and their children	871	931	264	952	1,120
2nd preference—spouses, unmarried sons and daughters of resident aliens, and their children	43,077	44,339	12,005	48,622	44,116
4th preference—married sons and daughters of U.S. citizens, their spouses and children	3,623	4,077	883	3,716	5,954
5th preference—brothers and sisters of U.S. citizens, their spouses and children	48,374	52,660	15,230	64,359	72,311
Occupational preferences	29,334	26,361	5,621	21,616	26,295
3rd preference—immigrants in professions	8,363	8,318	1,497	6,357	4,822
6th preference—other workers	6,724	4,792	1,089	4,083	7,705
Their spouses and children	14,247	13,251	3,035	11,176	13,768
7th preference ²	9,129	11,907	2,202	9,418	9,724
Nonpreference ³	25,961	25,775	6,156	21,358	6,165
Aliens adjusted under section 244, I&N Act	86	143	6	114	56
Foreign government officials adjusted under Section 13 of the Act of September 11, 1957	5	11	7	6	2
Immigrants subject to numerical limitations of the Western Hemisphere ⁴	121,101	118,569	30,137	106,339	175,361
Relative preferences				13,135	66,796
1st preference—unmarried sons and daughters of U.S. citizens and their children				521	2,572
2nd preference—spouses, unmarried sons and daughters of resident aliens, and their children				6,292	33,631
4th preference—married sons and daughters of U.S. citizens, their spouses and children				1,102	5,450
5th preference—brothers and sisters of U.S. citizens, their spouses and children				5,220	25,143
Occupational preferences				1,969	4,582
3rd preference—immigrants in professions				197	465
6th preference—other workers				590	1,183
Their spouses and children				1,182	2,934
7th preference ²				157	585
Nonpreference ³				56,000	47,955
Aliens adjusted under Section 244, I&N Act				11	32
Foreign government officials adjusted under section 13 of the act of September 11, 1957				—	—
Natives of the Western Hemisphere, their spouses and children	96,547	91,319	23,972	34,115	55,411
Immigrants, act of November 2, 1966	24,554	27,250	6,165	952	—
Immigrants exempt from numerical limitations	104,633	113,840	31,165	185,815	260,338
Immediate relatives	91,504	102,019	27,895	105,957	125,819
Wives of U.S. citizens	33,719	37,856	15,759	36,104	49,151
Husbands of U.S. citizens	21,901	22,234	15,759	26,105	28,906
Children of U.S. citizens	(22,315)	(23,889)	(6,847)	(22,572)	(23,917)
Orphans adopted abroad or to be adopted	5,633	6,552	1,998	6,493	1,326
Other children	16,682	17,337	4,849	16,079	22,591
Parents of U.S. citizens	13,569	18,040	5,289	21,176	23,845

**Table 3.—Aliens Admitted, by Classes Under the Immigration Laws
Years Ended June 30, 1975–1976, July–September 1976 and Years Ended September 30, 1977–1978—Continued**

Class of admission	1975	1976	TQ 1976	1977	1978
Immigrants exempt from numerical limitations—Continued					
Special immigrants	7,080	5,961	1,624	6,204	5,962
Ministers of religion, their spouses and children	1,231	1,368	395	1,301	1,307
Employees of U.S. Government abroad, their spouses and children Children born abroad to resident aliens or subsequent to issuance of visa	1,622	449	206	692	591
Aliens adjusted under Section 244, I&N Act	3,636	3,405	856	3,550	3,625
Aliens adjusted under Section 249, I&N Act	35	106	4	115	16
Immigrants, act of September 11, 1957	556	633	163	546	423
Hungarian parolees, act of July 25, 1958	—	10	—	—	3
Refugee-escapees, act of July 14, 1960	—	—	—	—	29
Immigrants, act of September 26, 1961	—	—	—	—	—
Immigrants, act of October 24, 1962	1	2	—	1	—
Spouses of U.S. citizens and their children, act of April 7, 1970	5,057	5,014	1,408	5,598	6,006
Immigrants, act of October 12, 1976 ⁵	—	—	—	67,958	28,296
Immigrants, act of October 30, 1977 ⁶	—	—	—	—	94,146
Other immigrants not subject to numerical limitations	991	834	238	97	77
Nonimmigrants¹	7,083,937	7,654,491	2,673,652	8,036,916	9,343,710
Foreign government officials	68,426	76,977	27,342	71,216	83,786
Temporary visitors for business	527,387	583,638	161,634	684,118	800,652
Temporary visitors for pleasure	5,060,023	5,513,255	1,915,378	5,697,318	6,642,685
Transit aliens	272,987	263,769	79,178	252,124	273,123
Treaty traders and investors	35,031	37,440	14,458	43,931	50,431
Students	107,495	121,317	68,366	154,674	187,030
Their spouses and children	10,465	11,696	5,942	16,330	19,667
Representatives to international organizations	32,624	37,112	13,227	38,235	44,042
Temporary workers and trainees, their spouses and children	67,334	56,548	17,319	56,324	51,273
Workers of distinguished merit and ability	15,550	14,831	5,526	15,702	16,838
Other temporary workers	37,460	29,778	7,340	27,760	22,832
Trainees	3,756	2,778	1,153	3,213	3,309
Their spouses and children ⁷	10,568	9,161	3,300	9,649	8,294
Representatives of foreign information media	6,058	8,170	2,635	8,361	9,979
Exchange visitors	46,001	44,486	21,795	50,507	53,319
Their spouses and children	17,377	18,279	8,683	20,996	21,778
Fiances(ees) of U.S. citizens ⁷	5,740	5,495	1,747	6,476	5,730
Their children ⁷	686	669	207	740	687
Intracompany transferees ⁷	12,570	15,112	5,847	17,673	21,495
Their spouses and children ⁷	9,769	11,175	4,654	15,098	18,521
Returning resident aliens ¹	799,951	844,296	323,775	897,719	1,053,602
NATO officials	4,013	5,057	1,465	5,076	5,910

¹ An immigrant is an alien admitted for permanent residence. A nonimmigrant is an alien admitted in temporary status. Returning resident aliens who have once been counted as immigrants are included with nonimmigrants, although the immigration laws define such aliens as immigrants.

² 1978 includes 9,601 conditional entrants who may become permanent residents after 2 years' residence and 708 conditional entrants whose status was adjusted under section 245 and section 203(A)(7)(A).

³ Includes private bill cases.

⁴ Admitted under the act effective January 1, 1977, P.L. 94-571.

⁵ Cuban refugees exempt from numerical limitations, retroactive 1968, court mandate, September 21, 1976.

⁶ Admitted under the act effective October 30, 1977, P.L. 95-145.

⁷ Admitted under the act of April 7, 1970, P.L. 91-225.

Table 4.—Refugees Admitted to Lawful Permanent Resident Status by Country or Region of Birth
Year Ended September 30, 1978

Country of birth	Total	Conditional entries ¹	Cuban refugees	Indochinese refugees	Refugees in the U.S. ²	Refugee escapees ³
Total.....	132,781	10,309	28,296	94,146	1	29
Europe.....	7,258	6,947	229	63	1	18
Albania.....	41	41	—	—	—	—
Austria.....	14	13	—	1	—	—
Bulgaria.....	97	97	—	—	—	—
Czechoslovakia.....	247	246	—	1	—	—
France.....	50	10	3	37	—	—
Germany.....	14	10	—	4	—	—
Greece.....	28	28	—	—	—	—
Hungary.....	332	328	1	1	—	2
Italy.....	13	10	3	—	—	—
Poland.....	608	601	3	—	1	3
Romania.....	1,070	1,068	2	—	—	—
Spain.....	318	112	205	1	—	—
U.S.S.R.....	4,342	4,329	—	—	—	13
Yugoslavia.....	44	44	—	—	—	—
Other Europe.....	40	10	12	18	—	—
Asia.....	96,659	2,578	53	94,017	—	11
Afghanistan.....	18	15	—	3	—	—
Burma.....	17	15	—	2	—	—
Cambodia.....	3,607	41	—	3,566	—	—
China.....	1,064	820	12	223	—	9
Mainland.....	854	641	11	194	—	8
Taiwan.....	210	179	1	29	—	1
Hong Kong.....	121	75	1	44	—	1
Indonesia.....	30	28	—	2	—	—
Iran.....	15	10	1	4	—	—
Iraq.....	156	156	—	—	—	—
Jordan.....	12	10	—	2	—	—
Jordan.....	2	1	—	1	—	—
Palestine.....	10	9	—	1	—	—
Laos.....	4,259	54	—	4,205	—	—
Lebanon.....	58	50	—	8	—	—
Syria.....	84	70	9	5	—	—
Thailand.....	129	7	1	121	—	—
Turkey.....	90	68	17	5	—	—
Vietnam.....	86,777	1,126	—	85,651	—	—
Other Asia.....	222	33	12	176	—	1
Africa.....	227	201	12	14	—	—
Egypt.....	12	11	—	1	—	—
Ethiopia.....	183	182	—	1	—	—
Libya.....	1	1	—	—	—	—
South Africa, Rep. of.....	4	3	—	1	—	—
Tanzania.....	1	1	—	—	—	—
Uganda.....	2	2	—	—	—	—
Zaire.....	1	1	—	—	—	—
Other Africa.....	23	—	12	11	—	—
Oceania.....	14	—	3	11	—	—
North America.....	28,473	577	27,864	32	—	—
Mexico.....	68	2	56	10	—	—
West Indies.....	28,343	574	27,758	11	—	—
Cuba.....	28,299	568	27,730	1	—	—
Dominican Republic.....	13	1	11	1	—	—
Haiti.....	5	3	1	1	—	—
Jamaica.....	7	1	6	—	—	—
St. Vincent.....	9	1	8	—	—	—
Other West Indies.....	10	—	2	8	—	—
Central America.....	53	1	49	3	—	—
Other North America.....	9	—	1	8	—	—
South America.....	150	6	135	9	—	—

¹ Admitted under the Act of October 3, 1965. Includes 9,601 aliens who conditionally entered the United States and 708 refugees whose status was adjusted to permanent residents after 2 years' continuous physical presence in the United States. The 9,601 conditional entrants include those who have been accorded lawful permanent resident status.

² Refugees in the United States admitted under Section 6, Refugee Relief Act of 1953.

³ Refugee-escapees admitted for permanent residence. Admitted under the Act of July 14, 1960.

Table 5.—Nonimmigrants Admitted by Classes Under the Immigration Laws and Country or Region of Last Permanent Residence
Year Ended September 30, 1978

[Data exclude border crossers, crewmen, and insular travelers. Students and others entering with multiple entry documents are only counted on the first admission]

Country or region of last permanent residence	Number admitted	Foreign government officials	Temporary visitors for business	Temporary visitors for pleasure	Transit aliens	Treaty traders and investors	Students	Spouses and children of students	International representatives	Temporary workers and trainees	Spouses and children of temporary workers and trainees	Representatives of foreign information media	Exchange visitors	Spouses and children of exchange visitors	Fiances(ees) of U.S. citizens	Children of fiances(ees) of U.S. citizens	Intracompany transferees	Spouses and children of intracompany transferees	NATO officials	Returning resident aliens
All countries	9,343,710	83,786	800,652	6,642,685	273,123	50,431	187,030	19,667	44,042	42,979	8,294	9,979	53,319	21,778	5,730	687	21,495	18,521	5,910	1,053,602
Europe	2,485,288	22,161	385,952	1,831,829	103,203	21,087	20,261	1,324	17,809	9,927	2,573	5,561	23,415	6,992	1,586	213	12,982	10,353	5,597	2,463
Austria	33,220	177	3,452	27,016	717	182	189	10	518	168	9	90	372	100	11	—	112	88	1	8
Belgium	61,912	938	12,150	43,690	1,615	313	541	56	565	147	47	100	651	202	12	1	244	258	311	71
Bulgaria	972	71	163	515	47	1	5	1	83	33	7	9	24	11	1	—	—	—	—	1
Czechoslovakia	5,344	209	884	3,729	267	5	3	1	116	50	3	13	36	18	2	—	2	4	—	2
Denmark	43,861	374	7,704	31,446	1,404	517	434	22	364	115	19	105	787	117	21	1	110	67	205	49
Finland	24,209	269	2,922	18,039	890	339	317	40	403	58	18	34	615	163	14	2	27	15	—	44
France	272,097	3,111	46,445	191,993	12,074	2,992	2,773	169	2,871	702	241	795	2,724	882	96	6	1,495	1,751	736	291
Germany	481,550	2,631	66,156	382,063	7,671	5,348	2,649	108	1,601	859	137	1,143	3,486	919	444	94	1,445	1,722	2,280	744
Greece	38,166	382	3,798	22,304	8,072	81	2,274	86	233	153	29	56	230	75	134	—	23	6	163	67
Hungary	8,731	149	811	7,121	120	8	18	2	109	125	5	45	137	53	6	2	11	9	—	—
Iceland	8,323	62	1,038	6,509	176	14	205	50	88	20	—	8	88	57	2	—	—	—	1	3
Ireland	42,533	160	4,783	33,779	848	548	380	13	184	323	93	64	1,003	105	37	1	55	91	2	64
Italy	155,078	1,046	25,236	104,577	15,652	2,013	1,046	50	941	396	108	318	1,125	420	100	11	1,332	551	51	105
Luxemburg	2,903	75	414	2,235	30	6	45	2	31	1	—	—	27	3	10	—	13	4	7	—
Malta	1,469	13	109	1,157	95	—	15	1	33	2	—	—	36	2	1	—	—	—	—	—
Netherlands	139,415	936	22,688	104,026	5,047	526	933	35	1,064	520	115	220	1,011	358	41	5	631	737	428	94
Norway	49,607	461	7,536	30,949	6,955	530	985	125	368	202	25	199	467	233	20	3	161	92	272	24
Poland	22,591	340	2,556	17,241	795	6	72	4	174	272	28	26	685	189	28	—	77	79	—	19
Portugal	21,237	674	1,992	15,791	1,813	15	179	6	158	50	21	37	215	60	60	17	69	30	22	28
Romania	4,501	211	1,125	2,051	732	—	9	—	168	40	1	2	143	12	3	—	2	2	—	—
Spain	69,208	1,153	11,792	46,346	5,697	472	761	46	559	604	236	148	566	218	71	10	225	172	1	131
Sweden	95,678	642	16,513	71,300	1,970	53	1,264	30	590	282	88	188	1,320	362	31	6	494	500	—	45
Switzerland	119,418	736	16,555	94,135	1,415	1,122	1,281	71	1,133	374	128	113	891	450	23	2	549	340	8	92
U.S.S.R.	10,478	1,149	3,374	3,026	603	1	14	5	1,612	268	—	100	137	37	3	—	62	84	3	—
United Kingdom	750,935	5,725	121,999	556,722	27,316	5,407	3,683	372	3,479	3,813	1,190	1,647	6,227	1,816	392	52	5,687	3,733	1,104	571
Yugoslavia	20,280	461	3,442	12,966	1,130	580	167	18	347	334	20	98	402	127	23	—	151	4	—	10
Other Europe	1,572	6	315	1,103	52	8	19	1	17	16	4	—	10	3	—	—	2	14	2	—
Asia	1,432,420	26,702	178,177	1,005,849	52,116	26,486	88,684	10,734	7,209	6,516	868	2,577	1,319	7,278	2,441	224	1,439	1,555	135	2,111
Afghanistan	1,139	46	328	543	11	3	70	7	40	—	—	—	78	12	1	—	—	—	—	—
Cambodia	50	—	13	27	1	—	—	—	8	—	—	—	1	—	—	—	—	—	—	—
China	38,351	905	10,180	13,814	4,486	1,291	5,204	827	368	275	36	20	486	135	90	2	100	101	1	30
Mainland	1,572	3	1,072	141	136	1	2	2	204	1	—	3	2	—	5	—	—	—	—	—
Taiwan	36,779	902	9,108	13,673	4,350	1,290	5,202	825	164	274	36	17	484	135	85	2	100	101	1	30
Cyprus	1,292	54	89	635	92	4	241	13	78	11	—	9	50	12	3	—	1	—	—	13
Hong Kong	40,909	70	6,619	24,586	4,234	269	4,308	81	83	166	11	8	146	42	73	10	101	89	—	36
India	47,773	522	6,417	27,499	6,708	42	2,945	309	1,376	275	96	21	884	421	33	4	96	89	—	—
Indonesia	11,675	774	1,472	5,907	1,459	20	936	61	265	48	5	9	431	194	11	3	21	13	—	46
Iran	117,742	5,997	5,171	68,147	876	424	31,891	3,409	172	50	22	179	583	408	30	1	48	46	3	285
Iraq	6,046	101	584	3,776	135	23	701	341	166	1	3	2	89	106	—	—	4	4	—	10
Israel	70,663	1,863	8,806	51,254	1,207	1,243	1,412	316	361	401	362	93	1,487	1,450	112	1	91	69	2	133
Japan	873,700	4,355	101,767	704,733	16,263	19,421	13,549	1,086	653	1,072	172	1,782	2,834	2,943	185	12	617	832	5	1,419
Jordan	9,615	1,782	823	4,124	174	35	2,254	58	107	3	3	6	171	50	5	—	2	—	4	14
Korea	31,773	707	10,572	8,087	5,239	2,440	1,506	400	165	533	24	340	458	172	895	53	81	77	—	24
Kuwait	9,598	1,116	1,143	3,937	61	49	2,559	477	43	3	—	—	154	45	2	1	1	1	—	6
Laos	43	3	3	23	2	—	5	—	7	—	—	—	—	—	—	—	—	—	—	—
Lebanon	16,141	165	2,105	10,009	465	114	2,818	43	196	22	11	2	92	23	10	—	37	20	—	9
Malaysia	9,983	282	1,126	5,327	763	13	1,371	324	217	31	3	3	309	146	16	—	23	21	1	7
Nepal	600	25	115	262	8	—	38	6	39	3	—	1	83	18	1	—	1	—	—	—
Pakistan	14,196	466	2,795	8,024	725	334	941	88	435	28	2	7	164	96	11	—	34	16	—	30
Philippines	52,299	969	7,871	28,405	7,262	454	1,164	46	862	3,214	61	19	693	139	816	121	109	79	4	11
Ryunyu Islands	2	—	—	1	—	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—
Saudi Arabia	29,606	4,937	2,520	10,396	81	111	7,707	2,420	86	145	23	14	636	482	4	—	5	3	29	7
Singapore	9,600	118	2,560	5,323	511	36	691	45	38	28	10	5	93	43	15	1	26	53	—	4
Sri Lanka	2,112	69	272	919	162	5	149	22	283	6	1	1	143	44	2	—	14	6	14	—
Syria	5,043	279	587	3,078	437	15	347	38	101	1	—	—	121	26	3	—	2	—	—	8
Thailand	12,613	481	1,557	6,460	133	66	2,926	101	284	70	3	4	362	59	70	9	4	11	4	9

Turkey	8,998	252	1,415	4,918	244	42	1,144	73	316	77	12	46	244	98	12	—	17	17	63	8
Vietnam	255	1	17	114	28	4	5	—	82	—	—	—	—	—	3	—	1	—	—	—
Other Asia	10,603	363	1,250	5,521	349	28	1,802	143	377	53	8	6	527	114	38	6	3	8	5	2
Africa	115,765	5,199	20,628	58,991	3,508	182	11,267	1,929	4,640	409	183	146	5,980	1,819	114	6	311	364	16	73
Algeria	3,868	50	622	1,307	57	5	690	90	156	37	11	2	715	62	5	—	23	36	—	—
Congo	108	5	22	38	12	—	1	—	27	1	—	—	1	1	—	—	—	—	—	—
Egypt	13,348	491	2,809	7,140	302	15	579	166	689	17	12	57	643	368	16	—	15	8	4	17
Ethiopia	987	45	126	371	24	5	187	7	171	3	—	—	35	7	—	—	4	2	—	—
Ghana	5,302	282	822	2,732	298	5	542	59	219	35	2	7	176	106	3	2	5	3	3	1
Guinea	100	42	9	23	3	2	—	—	14	1	—	—	6	—	—	—	—	—	—	—
Ivory Coast	1,597	104	192	832	136	—	122	11	120	—	—	—	65	5	2	—	7	1	—	—
Kenya	4,402	191	714	2,227	112	12	644	31	227	3	5	2	177	26	4	—	6	20	—	1
Liberia	4,213	387	515	2,233	93	3	539	58	120	5	—	—	189	66	4	—	1	—	—	—
Libya	5,701	122	736	1,487	37	32	1,738	502	85	1	2	6	539	407	2	—	—	2	2	1
Morocco	4,069	563	493	2,365	173	9	148	3	187	7	1	8	73	12	9	—	8	9	—	1
Nigeria	21,078	865	4,737	7,719	413	30	4,211	643	390	45	5	21	1,699	269	4	—	7	7	—	13
Senegal	1,440	121	189	610	246	2	31	1	147	—	—	4	81	7	1	—	—	—	—	—
Sierra Leone	1,174	59	86	594	110	3	123	11	124	2	—	—	45	19	1	—	—	—	—	—
South Africa, Rep. of	32,268	404	6,593	22,057	666	19	612	115	202	198	126	27	439	273	26	2	209	265	6	29
Southern Rhodesia	814	2	70	429	64	—	120	12	10	8	1	—	81	3	5	2	3	4	—	—
Sudan	1,742	310	217	498	52	7	205	137	136	1	—	—	96	70	13	—	—	—	—	—
Tanzania	1,299	45	166	516	146	7	94	7	172	2	—	—	124	20	—	—	—	—	—	—
Tunisia	1,359	216	186	645	39	4	17	—	141	—	—	1	93	11	2	—	2	1	—	1
Uganda	1,212	35	75	826	49	—	77	4	128	6	—	—	10	2	—	—	—	—	—	—
Zambia	1,852	105	253	983	58	1	117	20	132	11	8	6	125	21	3	—	1	6	—	2
Other Africa	7,832	755	996	3,359	418	21	470	52	1,046	26	10	5	568	64	14	—	20	—	1	7
Oceania	286,338	3,375	27,632	230,988	12,331	294	3,614	468	985	660	211	190	1,845	1,662	147	19	685	693	6	533
Australia	176,189	2,751	20,383	142,944	3,571	62	1,061	298	642	302	143	169	1,210	1,090	105	6	568	518	4	362
Fiji	4,305	29	173	3,592	334	2	80	12	50	7	—	—	11	2	2	1	2	2	—	6
Fr. Polynesia	8,616	4	150	7,719	509	8	137	1	7	73	—	—	2	—	1	—	2	4	1	—
Gilbert & Ellice Is.	341	1	9	78	251	—	—	—	1	—	—	—	1	—	—	—	—	—	—	—
New Caledonia	1,129	2	30	1,059	32	1	3	—	—	2	—	—	—	—	—	—	—	—	—	—
New Zealand	79,591	453	5,670	66,129	4,852	32	300	68	233	257	67	21	534	548	37	10	111	106	1	162
Pacific Is. (US Adm)	1,137	22	818	5,812	2,428	185	1,709	31	—	8	1	—	50	5	1	2	2	61	—	2
Tonga	775	12	38	467	72	2	116	39	15	2	—	—	6	5	—	—	—	—	—	1
Western Samoa	1,953	53	121	1,442	135	—	154	19	7	5	—	—	10	6	1	—	—	—	—	—
Other Oceania	2,300	48	240	1,746	147	2	54	—	30	4	—	—	21	6	—	—	—	2	—	—
North America	4,264,810	15,093	127,820	2,900,407	79,826	918	41,479	2,671	5,486	24,053	4,075	898	3,913	1,719	1,152	195	3,801	3,939	149	1,047,216
Canada	420,458	2,391	13,851	335,365	36,986	305	10,643	951	1,189	8,215	1,270	70	1,486	850	410	49	2,698	2,639	95	995
Mexico	2,101,175	6,083	55,455	2,006,677	10,303	240	11,506	889	916	2,271	220	503	1,059	437	478	122	515	910	38	2,553
United States	1,041,142	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1,041,142
West Indies	470,186	3,516	39,119	376,228	19,367	184	10,204	393	1,909	13,114	2,521	255	575	146	146	18	433	240	12	1,806
Anguilla	533	1	38	357	23	—	19	—	—	50	45	—	—	—	—	—	—	—	—	—
Antigua	6,630	37	681	4,033	151	—	104	—	10	754	834	4	4	1	4	—	3	—	—	10
Bahamas	127,798	760	3,079	119,431	548	25	3,314	96	51	23	—	88	25	3	4	—	128	32	—	191
Barbados	12,630	162	1,229	8,918	1,175	13	173	10	110	715	2	13	43	8	13	—	22	19	1	4
Bermuda	29,602	28	1,743	25,079	2,037	4	588	22	8	31	2	1	4	1	9	—	18	12	1	14
Brit. Virgin Is.	6,734	27	1,058	4,869	79	7	108	3	5	41	12	—	6	—	—	—	4	5	—	510
Cayman Islands	10,484	8	646	9,236	436	4	114	4	10	—	—	—	—	—	2	1	13	4	1	5
Cuba	2,727	149	473	1,490	102	—	9	—	349	116	—	—	23	7	—	—	1	5	—	3
Dominica	1,370	15	145	630	77	—	53	1	2	239	196	2	8	—	2	—	—	—	—	—
Dominican Republic	73,614	860	6,496	61,299	1,891	34	1,239	45	303	862	85	87	140	56	27	3	66	60	8	53
Grenada	2,028	46	186	1,404	228	1	93	3	30	11	4	3	10	1	3	—	1	4	—	—
Guadeloupe	4,921	2	673	3,983	188	—	40	—	—	19	1	2	—	1	—	—	—	3	—	9
Haiti	33,528	254	7,274	18,258	6,567	5	628	10	242	60	3	6	30	3	11	1	4	1	—	171
Jamaica	79,842	766	7,276	57,848	3,625	31	1,982	89	500	7,191	28	6	200	37	56	13	101	60	—	33
Martinique	4,690	6	478	4,089	45	3	38	—	2	3	—	—	3	—	—	—	8	7	—	8
Montserrat	628	2	61	460	55	—	3	—	—	27	19	—	1	—	—	—	—	—	—	—
Neth. Antilles	21,177	41	2,870	17,008	345	23	748	17	17	26	3	18	4	4	2	—	30	9	—	12
St. Christopher	4,742	9	232	1,989	111	—	64	—	2	1,418	869	—	2	—	2	—	12	3	—	29
St. Lucia	2,721	3	333	1,207	104	—	37	2	7	527	373	2	7	—	—	—	2	1	—	116
St. Vincent	2,498	11	94	961	367	18	55	32	6	330	32	—	5	—	—	—	3	1	—	583
Trinidad & Tobago	39,118	315	3,959	31,781	1,101	15	773	53	253	671	13	—	72	30	11	—	17	14	1	39
Turks & Caicos Is.	2,171	14	95	1,898	112	1	22	6	2	—	—	—	4	1	—	—	—	—	—	16
Central America	231,748	3,098	19,387	182,083	13,162	175	9,126	438	1,472	452	63	70	787	286	118	6	155	146	4	720
Belize	8,803	113	1,061	6,238	857	—	187	4	41	6	1	—	8	4	3	—	5	11	1	263
Canal Zone	40	8	3	18	11	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Costa Rica	41,386	465	2,713	34,902	1,548	50	923	91	314	47	14	10	147	42	15	2	27	35	—	41
El Salvador	38,809	449	2,539	31,482	1,575	9	1,930	73	293	100	11	27	164	32	33	2	31	33	1	25
Guatemala	50,528	328	5,104	42,386	1,068	11	824	68	281	113	4	1	164	81	19	—	24	19	—	33
Honduras	28,901	341	2,715	18,485	5,387	20	1,496	73	147	45	—	5	93	49	17	2	3	2	—	21
Nicaragua	24,901	426	1,810	19,438	724	62	1,935	82	165	53	11	9	88	45	8	—	11	3	1	30
Panama	38,380	968	3,442	29,134	1,992	23	1,831	47	231	88	22	18	123	33	23	—	54	43	1	307
Other North America	101	5	8	54	8	14	—	—	—	1	1	—	6	—	—	—	—	4	—	—

Table 5.—Nonimmigrants Admitted by Classes Under the Immigration Laws and Country or Region of Last Permanent Residence
Year Ended September 30, 1978.—Continued

Country or region of last permanent residence	Number admitted	Foreign government officials	Temporary visitors for business	Temporary visitors for pleasure	Transit aliens	Treaty traders and investors	Students	Spouses and children of students	International representatives	Temporary workers and trainees	Spouses and children of temporary workers and trainees	Representatives of foreign information media	Exchange visitors	Spouses and children of exchange visitors	Fiances(ees) of U.S. citizens	Children of fiances(ees) of U.S. citizens	Intracompany transferees	Spouses and children of intracompany transferees	NATO officials	Returning resident aliens
South America	759,089	11,256	60,443	614,621	22,139	1,464	21,725	2,541	7,913	1,414	384	607	6,847	2,308	290	30	2,277	1,617	7	1,206
Argentina	103,758	1,600	7,203	88,732	1,779	365	487	59	1,458	258	82	244	578	228	22	1	363	223	—	76
Bolivia	16,922	248	1,854	12,271	1,186	23	655	29	346	15	3	4	214	41	10	2	3	14	—	4
Brazil	91,057	1,939	15,430	61,517	4,647	84	2,480	523	966	331	79	186	1,349	505	58	8	440	391	4	120
Chile	31,507	943	4,730	20,613	1,689	19	600	88	1,440	76	33	40	655	309	33	3	101	109	1	25
Colombia	113,053	948	10,853	88,386	5,093	738	3,644	124	942	290	72	40	719	189	76	6	198	586	1	148
Ecuador	58,183	1,506	4,082	48,583	1,527	22	1,282	63	474	44	10	7	224	76	20	—	52	20	—	191
Guyana	8,566	116	792	5,840	1,055	4	353	49	161	58	8	4	43	15	13	1	23	2	—	29
Paraguay	4,401	134	598	2,826	413	25	117	10	182	4	4	10	65	5	2	—	4	—	—	2
Peru	34,347	728	3,058	26,409	1,252	39	1,186	35	867	98	35	4	242	128	33	2	112	98	—	21
Surinam	4,072	96	431	3,281	105	5	95	5	36	2	—	—	11	—	—	—	4	—	—	1
Uruguay	9,066	97	1,012	5,702	623	7	108	7	523	21	11	11	158	34	8	2	722	17	—	3
Venezuela	283,855	2,894	10,398	250,195	2,748	133	10,717	1,549	516	217	47	57	2,587	778	15	5	255	157	1	586
Other South America	302	7	2	266	22	—	1	—	2	—	—	—	2	—	—	—	—	—	—	—

**Table 6.—Deportable Aliens Located, Aliens Deported, and Aliens Required To Depart
Years Ended June 30, 1892–1976, July–September 1976, and Years Ended September 30, 1977–1978**

Period	Aliens apprehended ¹	Aliens expelled		
		Total	Aliens deported	Aliens required to depart ²
1892–1978	13,195,175	13,193,623	777,483	12,416,140
1892–1900.....	—	3,127	3,127	—
1901–1910.....	—	11,558	11,558	—
1911–1920.....	—	27,912	27,912	—
1921–1930.....	128,484	164,390	92,157	72,233
1931–1940.....	147,457	210,416	117,086	93,330
1941–1950.....	1,377,210	1,581,774	110,849	1,470,925
1951–1960.....	3,598,949	4,013,547	129,887	3,883,660
1961–1970.....	1,608,356	1,430,902	96,374	1,334,528
1961.....	88,823	59,821	7,438	52,383
1962.....	92,758	61,801	7,637	54,164
1963.....	88,712	76,846	7,454	69,392
1964.....	86,597	81,788	8,746	73,042
1965.....	110,371	105,406	10,143	95,263
1966.....	138,520	132,851	9,168	123,683
1967.....	161,608	151,603	9,260	142,343
1968.....	212,057	189,082	9,130	179,952
1969.....	283,557	251,463	10,505	240,958
1970.....	345,353	320,241	16,893	303,348
1971.....	420,126	387,713	17,639	370,074
1972.....	505,949	467,193	16,266	450,927
1973.....	655,968	584,847	16,842	568,005
1974.....	788,145	737,564	18,824	718,740
1975.....	766,600	679,252	23,438	655,814
1976.....	875,915	793,092	27,998	765,094
1976 TQ.....	221,824	199,207	8,927	190,280
1977.....	1,042,215	897,243	30,228	867,015
1978.....	1,057,977	1,003,886	28,371	975,515

¹ Aliens apprehended first recorded in 1925. Prior to 1960, represents total aliens actually apprehended. Since 1960, figures are for total deportable aliens located, including nonwillful crewmen violators.

² Aliens required to depart first recorded in 1927.

**Table 7.—Principal Activities and Accomplishments of Immigration Border Patrol
Years Ended June 30, 1973–1976, July–September 1976, and Years Ended September 30, 1977–1978**

Activities and accomplishments	1973	1974	1975	1976	TQ 1976	1977	1978
Persons apprehended.....	503,936	640,913	602,249	701,558	176,579	820,412	870,640
Deportable aliens located.....	498,123	634,777	596,796	696,039	175,150	812,541	862,217
Mexican aliens.....	480,588	616,630	579,448	678,356	169,774	792,613	841,525
Working in agriculture.....	101,220	111,289	116,250	116,197	24,063	103,300	96,297
Working in trades, crafts, and industry.....	24,996	26,555	24,413	24,043	4,958	24,393	30,989
Others.....	354,372	478,786	438,785	538,116	140,753	664,920	714,239
Canadian aliens.....	8,669	7,392	7,253	5,929	2,161	5,759	6,534
All others.....	8,866	10,755	10,095	11,754	3,215	14,169	14,158
Smugglers of aliens located.....	6,355	8,074	6,860	9,600	2,478	12,405	13,306
Aliens smuggled into the United States.....	41,589	83,114	90,385	82,910	22,577	138,805	159,191
Aliens located who were previously expelled.....	152,441	182,351	184,610	186,861	42,925	241,108	266,808
Aliens with previous criminal records located.....	11,190	10,902	10,308	13,110	2,755	12,333	11,907
Conveyances examined.....	2,665,728	2,905,091	3,469,895	3,277,302	1,020,437	3,676,959	3,657,760
Trains.....	50,696	46,984	37,783	41,322	11,453	44,657	76,638
Automobiles.....	2,020,228	2,230,318	2,663,239	2,440,005	771,291	2,647,337	2,543,096
Buses.....	173,731	156,712	133,524	128,130	32,384	126,498	119,423
Boats.....	11,958	9,887	8,212	7,179	3,358	5,547	8,272
Other conveyances.....	409,115	461,190	627,137	660,666	201,951	852,920	910,331
Persons questioned.....	9,506,719	10,201,915	11,265,421	10,782,761	3,278,056	11,605,507	11,343,451
On trains.....	89,243	89,711	71,544	218,729	20,106	89,313	118,923
In automobiles.....	5,134,971	5,590,959	6,887,865	6,144,505	1,989,685	6,844,121	6,642,924
In buses.....	1,137,808	1,164,537	1,040,427	907,859	272,870	928,303	921,421
On boats.....	29,906	25,965	22,710	19,803	9,375	15,842	22,435
On conveyances.....	969,526	1,087,626	1,187,192	1,198,548	404,715	1,395,325	1,451,439
Pedestrians.....	2,145,265	2,243,117	2,055,683	2,293,317	581,305	2,332,603	2,186,309
Seizures:							
Automobiles and trucks.....	1,228	1,014	880	672	193	698	535
Airplanes.....	2	6	2	—	—	2	1
Other conveyances.....	20	21	35	29	4	36	28
Value of seizures.....	\$25,953,970	\$47,210,261	\$28,654,414	\$18,019,213	\$5,311,621	\$19,557,845	\$8,348,181
Narcotics.....	23,464,030	45,056,331	26,301,857	16,035,162	4,727,826	17,071,475	6,251,346
Other.....	2,489,940	2,153,930	2,352,557	1,984,051	583,795	2,486,370	2,096,835

Table 8.—Aliens Who Reported Under the Alien Address Program by Selected Nationalities and State of Residence¹ 1978

State of residence	Grand total	Total permanent residents	Canada	China and Taiwan	Cuba	Dominican Republic	Germany	Greece	India	Italy	Jamaica	Japan	Korea	Mexico	Philippines	Poland	Portugal	United Kingdom	All other permanent residents	Other than permanent residents
Total.....	4,980,480	4,280,364	293,328	121,224	295,053	108,291	153,306	57,353	98,148	181,937	78,281	61,135	140,206	942,092	204,417	75,789	122,330	276,497	1,070,977	700,116
Alabama.....	9,329	6,596	591	199	86	11	986	100	378	87	40	218	645	162	224	15	12	962	1,880	2,733
Alaska.....	5,718	4,709	868	98	20	24	309	31	45	12	10	179	640	257	661	19	7	398	1,131	1,009
Arizona.....	63,583	57,902	4,695	588	114	37	1,536	106	362	286	34	480	798	39,152	693	114	40	2,494	6,373	5,881
Arkansas.....	6,564	4,558	439	151	18	—	525	19	133	48	16	136	197	458	239	42	7	566	1,562	2,006
California.....	1,283,598	1,149,028	63,488	47,470	25,663	848	24,299	3,356	11,106	10,971	1,749	24,846	40,462	494,662	86,036	2,089	21,261	64,143	226,575	134,570
Colorado.....	35,196	27,737	3,044	496	248	19	3,395	306	467	507	71	642	2,109	5,342	584	318	53	2,774	7,362	7,459
Connecticut.....	94,032	82,671	11,200	586	1,652	339	2,970	2,211	1,585	13,255	4,546	280	803	310	797	6,299	8,737	7,621	19,480	11,361
Delaware.....	5,919	4,968	422	176	125	14	368	100	335	268	170	80	188	71	217	183	22	855	1,376	951
District of Columbia.....	13,162	10,511	328	550	156	242	264	138	249	190	116	116	228	224	549	36	144	890	5,100	2,651
Florida.....	370,238	304,423	25,074	1,462	170,780	2,189	6,092	1,257	1,295	2,210	9,780	1,111	1,850	5,187	2,968	945	420	13,488	58,315	65,815
Georgia.....	23,883	18,842	1,709	717	1,030	45	2,268	164	811	181	209	443	2,635	372	515	45	42	2,601	5,055	5,041
Hawaii.....	69,958	61,633	1,640	2,512	47	14	648	17	112	59	23	11,403	5,650	262	30,776	11	117	2,215	6,127	8,325
Idaho.....	6,951	5,847	1,013	111	1	6	360	22	29	34	11	144	166	1,609	141	17	11	550	1,622	1,104
Illinois.....	287,777	250,286	7,956	4,821	7,445	529	12,826	5,136	11,968	12,914	2,033	1,728	10,619	66,128	16,653	19,362	133	10,788	59,247	37,491
Indiana.....	30,586	23,614	2,138	474	322	29	1,942	786	939	298	133	363	996	4,845	949	643	14	2,426	6,317	6,972
Iowa.....	14,829	9,715	1,082	257	73	8	879	115	432	126	22	143	678	991	324	60	10	850	3,665	5,114
Kansas.....	15,924	11,207	861	339	156	9	1,129	46	465	57	46	215	1,124	2,348	376	60	21	906	3,049	4,717
Kentucky.....	10,742	8,107	803	184	59	8	1,387	54	467	106	71	175	1,008	172	361	54	8	906	2,284	2,635
Louisiana.....	33,829	23,247	1,016	548	2,536	131	1,267	200	712	447	122	285	753	1,029	660	54	52	1,806	11,629	10,582
Maine.....	13,855	12,050	8,050	47	32	22	434	60	89	129	20	82	164	94	187	72	31	936	1,601	1,805
Maryland.....	64,519	54,373	2,579	2,353	1,126	209	2,918	1,893	3,818	2,001	1,930	602	7,739	482	2,415	705	410	5,048	18,145	10,146
Massachusetts.....	168,787	148,608	19,722	4,180	2,211	2,211	2,860	6,511	2,309	12,651	2,385	539	1,651	400	851	4,351	46,792	10,439	29,105	20,179
Michigan.....	135,522	115,898	26,303	1,651	1,063	158	6,888	2,050	4,553	6,449	894	786	3,217	5,690	3,606	5,915	50	10,225	36,400	19,824
Minnesota.....	27,420	20,100	3,704	537	98	23	1,547	144	749	120	81	273	2,252	700	713	350	27	1,859	6,923	7,320
Mississippi.....	6,573	4,592	418	256	30	4	460	47	311	84	20	135	209	154	404	22	89	636	1,313	1,981
Missouri.....	25,111	18,845	1,448	658	176	22	2,084	240	989	818	121	431	1,330	1,336	1,010	289	49	1,982	5,862	6,266
Montana.....	4,171	3,398	1,158	42	7	1	288	42	25	32	6	77	123	198	105	50	7	402	835	773
Nebraska.....	8,245	6,381	541	111	43	10	517	51	222	109	19	143	336	1,057	300	61	15	635	2,211	1,864
Nevada.....	16,967	15,216	1,904	473	1,247	22	742	144	140	208	17	342	801	2,850	876	50	53	1,454	3,893	1,751
New Hampshire.....	11,545	10,212	5,249	94	52	30	522	512	114	85	21	66	132	48	109	213	158	1,190	1,617	1,333
New Jersey.....	275,852	238,932	6,988	3,732	35,346	8,020	9,031	4,472	10,968	22,594	4,774	960	4,698	1,035	8,137	9,515	16,487	13,573	78,602	36,920
New Mexico.....	20,023	17,981	701	194	88	22	542	39	130	89	17	179	288	12,201	306	22	11	855	2,297	2,042
New York.....	796,454	700,359	26,415	28,482	25,937	72,994	19,251	17,071	19,402	69,259	42,953	3,372	13,596	3,847	11,551	13,746	7,455	47,428	277,600	96,095
North Carolina.....	19,737	15,618	1,574	449	273	42	1,867	577	905	135	65	726	1,422	266	659	80	29	2,386	4,163	4,119
North Dakota.....	3,164	2,473	751	45	5	3	191	10	65	11	2	55	122	80	148	24	8	235	718	691
Ohio.....	84,577	71,080	6,839	1,612	465	99	6,918	2,189	3,996	5,562	790	804	2,563	1,658	2,333	3,129	97	7,523	24,503	13,497
Oklahoma.....	17,432	10,871	831	315	111	7	1,365	59	429	95	26	325	1,090	1,373	415	36	10	1,141	3,243	6,561
Oregon.....	33,325	25,858	6,243	1,345	274	27	1,699	207	281	217	36	726	1,392	2,316	965	68	61	2,886	7,115	7,467
Pennsylvania.....	109,200	89,938	5,286	2,029	1,027	253	6,110	3,255	5,397	12,068	2,158	786	5,342	659	2,547	3,856	2,075	9,448	27,642	19,262
Rhode Island.....	32,054	29,278	1,763	246	164	718	419	324	209	2,419	65	91	242	55	328	497	16,351	1,308	4,079	2,776
South Carolina.....	12,310	9,568	888	255	109	14	1,211	214	443	78	47	314	570	133	819	26	17	1,669	2,761	2,742
South Dakota.....	2,393	1,680	231	54	3	4	143	33	38	24	3	32	142	39	114	8	3	199	610	713
Tennessee.....	14,444	10,077	1,335	419	165	19	1,192	133	760	113	55	275	901	175	472	44	18	1,355	2,646	4,367
Texas.....	392,094	351,016	6,371	3,508	3,157	285	6,868	757	5,258	798	428	1,434	5,347	265,679	3,517	376	163	9,052	38,018	41,078
Utah.....	15,243	11,466	1,816	405	22	5	1,083	185	153	119	11	323	478	1,146	205	12	9	1,440	4,054	3,777
Vermont.....	6,679	5,700	3,488	38	24	2	275	34	85	108	3	37	80	26	17	66	8	544	865	979
Virginia.....	52,309	41,394	2,562	1,565	736	79	2,971	711	1,891	596	313	762	5,635	473	3,841	163	206	4,996	13,894	10,915
Washington.....	73,388	60,465	15,440	2,632	199	50	4,000	422	683	599	77	2,300	4,552	4,957	5,543	227	111	6,325	12,348	12,923
West Virginia.....	6,427	4,997	394	155	15	16	364	130	549	419	16	78	214	92	435	116	7	604	1,393	1,430
Wisconsin.....	32,099	25,731	2,227	523	134	23	4,385	411	913	1,021	156	315	846	2,331	675	1,119	23	2,360	8,269	6,368
Wyoming.....	3,085	2,430	366	70	15	3	157	32	28	28	4	46	74	517	70	7	16	368	629	655
U.S. territories and possessions	80,144	60,596	347	805	9,746	17,390	419	17	158	205	199	621	808	565	6,516	11	23	7,669	15,097	19,548
Guam.....	13,380	9,463	20	618	38	7	28	1	55	3	—	564	724	—	6,306	2	1	81	996	3,917
Puerto Rico.....	44,315	37,780	217	174	9,661	16,524	318	14	40	179	43	40	42	518	49	7	18	431	9,505	6,535
Virgin Islands.....	22,449	13,353	110	13	47	859	73	2	63	23	156	17	42	28	161	2	4	7,157	4,596	9,096
All other ²	33,514	17,782	1,029	205	894	1,002	335	213	196	638	376	109	301	5,879	503	197	350	1,088	4,467	15,732

**Table 9.—Persons Naturalized by General and Special Naturalization Provisions and Country or Region of Former Allegiance
Year Ended September 30, 1978**

Country of former allegiance	Total number	Under general provisions	Married to U.S. citizens	Children of U.S. parents	Military	Other
All countries.....	173,535	143,133	16,207	9,035	5,126	34
Europe.....	47,633	41,553	3,750	1,531	782	17
Albania.....	137	131	4	1	—	1
Austria.....	356	298	29	13	15	1
Belgium.....	198	172	15	6	5	—
Bulgaria.....	216	202	10	2	1	1
Czechoslovakia.....	1,449	1,342	67	27	12	1
Denmark.....	224	193	23	3	4	1
Finland.....	136	109	18	1	6	2
France.....	1,096	899	156	27	14	—
Germany.....	4,278	3,138	700	273	166	1
Greece.....	5,758	5,143	449	143	23	—
Hungary.....	1,448	1,338	81	5	24	—
Ireland.....	1,047	938	72	16	19	2
Italy.....	8,180	7,540	362	204	73	1
Latvia.....	126	116	7	2	1	—
Lithuania.....	136	132	3	—	1	—
Netherlands.....	750	635	67	12	34	2
Norway.....	154	135	14	2	3	—
Poland.....	2,962	2,658	181	63	59	1
Portugal.....	3,599	3,215	129	214	41	—
Romania.....	1,025	956	44	14	11	—
Spain.....	991	836	106	41	8	—
Sweden.....	155	140	9	3	3	—
Switzerland.....	317	280	32	2	3	—
U.S.S.R.....	613	563	36	8	6	—
United Kingdom.....	9,118	7,514	997	382	222	3
Yugoslavia.....	2,881	2,686	112	57	26	—
Other Europe.....	283	244	27	10	2	—
Asia.....	65,401	48,381	9,144	5,349	2,519	8
China and Taiwan.....	11,303	9,952	1,056	225	68	2
India.....	6,477	5,920	309	191	57	—
Indonesia.....	397	325	38	23	11	—
Iran.....	1,132	898	205	22	7	—
Iraq.....	672	585	66	17	4	—
Israel.....	1,419	1,135	247	33	4	—
Japan.....	1,533	972	449	93	17	2
Jordan.....	1,566	1,312	146	103	5	—
Korea.....	12,575	7,502	2,084	2,567	422	—
Lebanon.....	1,212	980	169	52	11	—
Philippines.....	20,218	14,262	2,804	1,309	1,839	4
Syria.....	634	544	67	16	7	—
Thailand.....	1,303	626	540	129	8	—
Turkey.....	671	591	59	13	8	—
Vietnam.....	1,594	468	687	432	7	—
Yemen (San'a).....	308	273	1	31	3	—
Other Asia.....	2,387	2,036	217	93	41	—
Africa.....	3,194	2,733	316	100	44	1
South Africa, Rep. of.....	344	273	53	16	2	—
Egypt.....	1,806	1,650	97	43	16	—
Other Africa.....	1,044	810	166	41	26	1
Oceania.....	692	534	98	24	36	—
Australia.....	240	191	32	12	5	—
Other Oceania.....	452	343	66	12	31	—

**Table 9.—Persons Naturalized by General and Special Naturalization Provisions and Country or Region of Former Allegiance
Year Ended September 30, 1978—Continued**

Country of former allegiance	Total number	Under general provisions	Married to U.S. citizens	Children of U.S. parents	Military	Other
North America	45,389	40,481	1,976	1,477	1,449	6
Canada	3,594	2,826	289	311	168	—
Mexico	8,662	7,161	808	286	406	1
West Indies	29,315	27,489	505	681	635	5
Bahamas	74	62	5	4	3	—
Barbados	666	613	20	13	20	—
Cuba	16,053	15,208	159	374	310	2
Dominican Republic	2,504	2,312	72	42	76	2
Grenada	28	21	3	1	3	—
Haiti	2,273	2,090	55	60	67	1
Jamaica	6,459	6,080	134	153	92	—
Trinidad and Tobago	1,258	1,103	57	34	64	—
Central America	3,818	3,005	374	199	240	—
Costa Rica	398	285	27	74	12	—
El Salvador	695	602	38	31	24	—
Guatemala	579	496	45	18	20	—
Honduras	707	595	51	32	29	—
Nicaragua	509	427	53	14	15	—
Panama	930	600	160	30	140	—
South America	10,777	9,047	897	537	294	2
Argentina	1,730	1,553	112	49	16	—
Bolivia	344	275	42	13	14	—
Brazil	784	658	65	49	12	—
Chile	636	521	89	20	6	—
Colombia	2,663	2,136	192	258	76	1
Ecuador	1,257	1,101	65	38	53	—
Guyana	1,415	1,245	79	42	48	1
Paraguay	88	73	9	4	2	—
Peru	1,261	980	190	34	57	—
Surinam	2	1	1	—	—	—
Uruguay	384	339	34	8	3	—
Venezuela	213	165	19	22	7	—
U.S. possessions	19	11	6	2	—	—
Stateless and not reported	430	393	20	15	2	—

Table 10.—Prosecutions for Immigration and Nationality Violations
Years Ended June 30, 1973–1976, July–September 1976, and Years Ended September 30, 1977–1978

Action taken	1973	1974	1975	1976	TQ 1976	1977	1978
Prosecutions:							
Total disposed of	16,415	17,734	14,172	17,126	3,563	17,176	16,796
Convictions	15,458	16,634	12,811	15,772	3,174	15,388	15,348
Acquittals	52	27	21	35	25	34	46
Dismissals ¹	905	1,073	1,340	1,319	364	1,754	1,402
Total pending end of year	922	1,039	985	1,066	1,037	1,015	1,199
Prosecutions for immigration violations:							
Disposed of	16,309	17,608	13,947	16,927	3,467	16,776	16,445
Convictions	15,386	16,566	12,676	15,653	3,139	15,223	15,140
Acquittals	49	25	20	34	24	32	40
Dismissals ¹	874	1,017	1,251	1,240	304	1,521	1,265
Pending end of year	878	979	937	1,006	970	930	1,108
Prosecutions for nationality violations:							
Disposed of	106	126	225	199	96	400	351
Convictions	72	68	135	119	35	165	208
Acquittals	3	2	1	1	1	2	6
Dismissals ¹	31	56	89	79	60	233	137
Pending end of year	44	60	48	60	67	85	91
Aggregate fines and imprisonment:							
Fines	\$1,008,299	\$927,003	\$754,746	\$1,050,148	\$256,228	\$879,208	\$786,370
Immigration violations	1,006,689	922,503	747,796	1,043,448	249,228	877,108	779,720
Nationality violations	1,610	4,500	6,950	6,700	7,000	2,100	6,650
Imprisonment (years)	5,755	5,998	5,313	6,367	1,370	6,478	7,597
Immigration violations	5,688	5,929	5,111	6,185	1,316	6,259	7,307
Nationality violations	67	69	202	182	54	219	290

¹Dismissed or otherwise closed.

**US DEPARTMENT OF JUSTICE
IMMIGRATION AND NATURALIZATION SERVICE
425 I Street NW, Washington, DC 20536**

The Immigration and Naturalization Service had its beginnings on March 3, 1891, when Congress provided that there should be in the Treasury Department, under the control and supervision of the Secretary of the Treasury, a Superintendent of Immigration. In 1903, the Bureau of Immigration was established, and Immigration functions were transferred to the newly established Department of Commerce and Labor; in 1906, the Bureau of Immigration became the Bureau of Immigration and Naturalization; in 1913, the consolidated Bureau was transferred to the new Department of Labor and divided into the two bureaus known as the Bureau of Immigration and the Bureau of Naturalization; and in 1933, the Bureaus were consolidated as the Immigration and Naturalization Service of the Department of Labor.

On June 14, 1940, the Immigration and Naturalization Service was transferred from the Department of Labor to the Department of Justice after Congressional approval of a plan submitted by the President under a general reorganization act which had been passed in 1939. Under terms of the plan, the office of Commissioner of Immigration and Naturalization and all powers and functions previously exercised by the Secretary of Labor relating to immigration and nationality were transferred to the jurisdiction of the Attorney General. Since June 14, 1940, the Service has functioned as a part of the Department of Justice under the direction of the Attorney General of the United States.

REGIONAL AND DISTRICT OFFICE LOCATIONS

EASTERN REGION

Regional Office

Burlington, Vermont 05401
Federal Building.

District Offices

Baltimore, Maryland 21201
E.A. Garmatz Federal Building
100 South Hanover Street

Boston, Massachusetts 02203
John Fitzgerald Kennedy
Federal Building
Government Center

Buffalo, New York 14202
58 Court Street

Hartford, Connecticut 06105
900 Asylum Avenue

Newark, New Jersey 07102
Federal Building
970 Broad Street

New York, New York 10007
26 Federal Plaza

Philadelphia, Pennsylvania 19106
Room 1321, U.S. Courthouse
Independence Mall West
601 Market Street

Portland, Maine 04112
76 Pearl Street

St. Albans, Vermont 05478
P.O. Box 591
Federal Building

San Juan, Puerto Rico 00936
GPO Box 5068

Washington, DC 20538
1025 Vermont Avenue, NW

NORTHERN REGION

Regional Office

Twin Cities, Minnesota 55111
Fort Snelling

District Offices

Anchorage, Alaska 99513
Federal Bldg., U.S. Courthouse
701 C Street, Room D-229
Lock Box 16

Chicago, Illinois 60604
Dirksen Federal Office Bldg.
219 South Dearborn Street

Cleveland, Ohio 44199
Room 1917, Anthony J.
Celebrezze Federal Bldg.
1240 East Ninth Street

Denver, Colorado 80202
17027 Federal Office Bldg.

Detroit, Michigan 48207
Federal Building
333 Mt. Elliott Street

Helena, Montana 59601
Federal Building
301 South Park, Room 512

Kansas City, Missouri 64106
324 East 11th Street
Suite 1100

Omaha, Nebraska 68102
Room 1008, New Federal Bldg.
106 South 15th Street

Portland, Oregon 97209
Federal Office Building
511 Northwest Broadway

St. Paul, Minnesota 55101
932 New Post Office Building
180 East Kellogg Boulevard

Seattle, Washington 98134
815 Airport Way, South

SOUTHERN REGION

Regional Office

Dallas, Texas 75270
1201 Elm Street, Room 2300
First International Building

District Offices

Atlanta, Georgia 30303
Room 1408
75 Spring Street, SW

Dallas, Texas 75242
1100 Commerce Street

El Paso, Texas 79984
P.O. Box 9398
343 U.S. Courthouse

Harlingen, Texas 78550
719 Grimes Avenue

Houston, Texas 77208
P.O. Box 61630
Federal Building
515 Rusk Avenue

Miami, Florida 33130
Room 1324, Federal Building
51 Southwest First Avenue

New Orleans, Louisiana 70113
Postal Services Building
701 Loyola Avenue

San Antonio, Texas 78206
U.S. Federal Building
Suite A301
727 East Durango

WESTERN REGION

Regional Office

San Pedro, California 90731
Terminal Island

District Offices

Honolulu, Hawaii 96809
P.O. Box 461
595 Ala Moana Boulevard

Los Angeles, California 90012
300 North Los Angeles Street

Phoenix, Arizona 85025
Federal Building
230 North First Avenue

San Diego, California 92188
880 Front Street

San Francisco, California 94111
Appraisers Building
630 Sansome Street

DISTRICT OFFICES IN FOREIGN COUNTRIES

Hong Kong, B.C.C.
c/o American Consulate General
Box 30
FPO San Francisco 96659

Mexico City, Mexico
c/o American Embassy
Apartado Postal 88 Bis
Mexico 5, D.F., Mexico

Rome, Italy
c/o American Embassy
APO New York 09794

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