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1981 Annual Report 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

Dear Mr. Attorney General:

I am pleased to submit the Annual Report of the Immigration
and Naturalization Service for the fiscal year 1981.

Sincerely,


Alan C. Nelson
Commissioner

Immigration and Naturalization Service

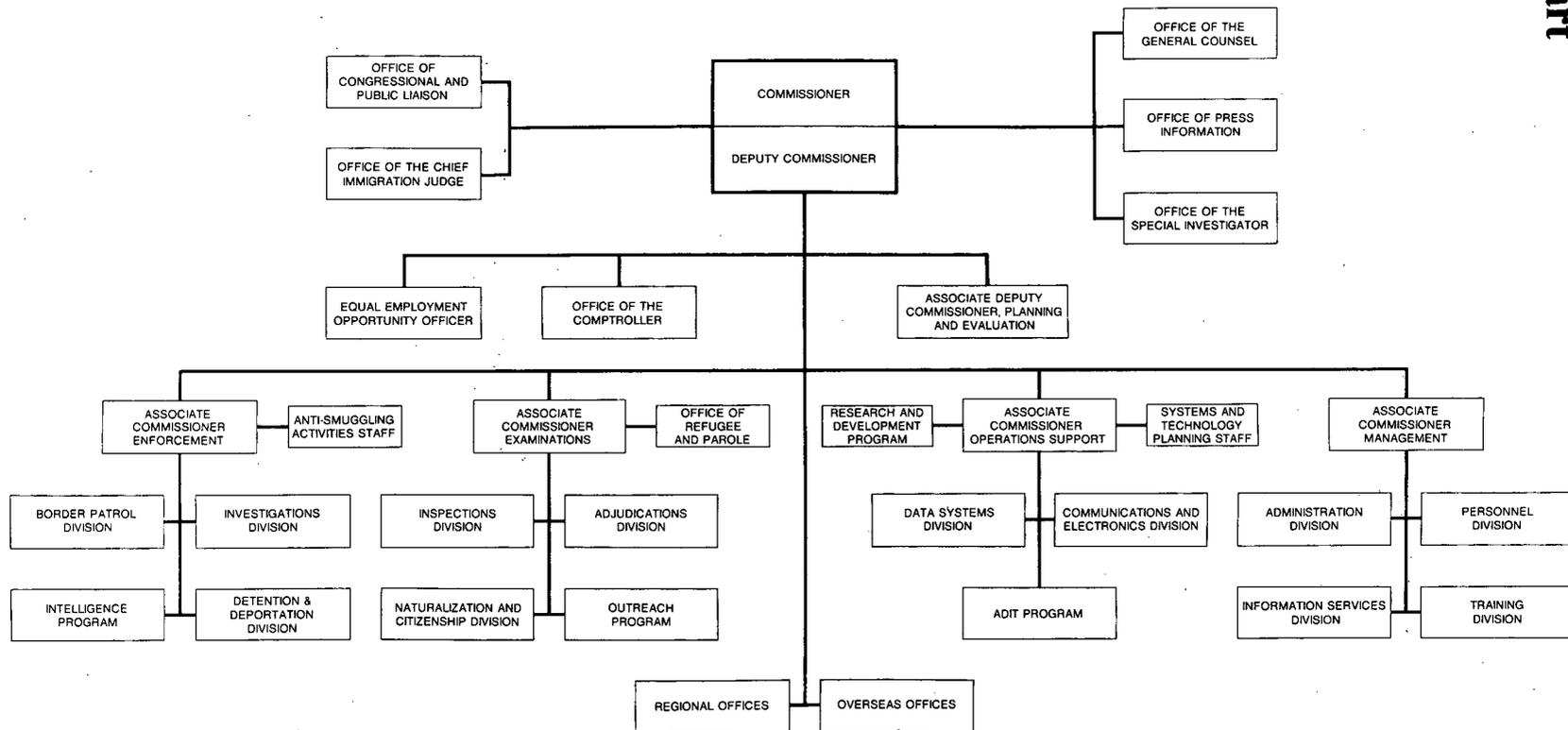
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IMMIGRATION AND NATURALIZATION SERVICE

Fiscal Year 1981



FY81: A Year of Changes and Challenges for the INS

Currents of change, nationally as well as within the Immigration and Naturalization Service, set the tone for Service activities in FY81. The change in Administrations and the renewed commitment to immigration reform as a national goal focused attention on the Service and its mission. Internally, the Service continued its efforts to implement management efficiencies to gain maximum effectiveness with limited resources.

The Mariel boatlift and the activity associated with this event greatly affected Service operations and priorities. Although the influx of 125,000 "Marielitos" had halted by the beginning of FY81, this event continued to have a drastic impact on every aspect of INS operations.

The unlawful arrival of thousands of Haitians focused the Nation's and the world's attention on INS activities, which ranged from initial processing of these aliens to their detention and adjudication of their asylum applications.

During this fiscal year, the Interagency Task Force on Immigration and Refugee Policy conducted an exhaustive review of the concerns relating to national immigration policy. This effort culminated in October 1981 with the Administration's introduction of the Immigration Reform and Control Act—a far-reaching reform of the Nation's immigration laws.

In addition to the changes and challenges brought about by unexpected events, INS continued to be confronted by growing workloads in its regular law enforcement and service responsibilities. The fact that the Service was able to meet both the usual and the unexpected challenges of FY81 is testimony to the dedication and spirit of INS management and personnel.

Office of the Commissioner

The Commissioner, appointed by the President, serves as the chief administrative and policy officer of the Immigration and Naturalization Service. In this capacity, the Commissioner is the principal decision maker for the organization.

Five offices report directly to the Commissioner—the Office of the General Counsel, the Office of the Special Investigator, the Office of the Chief Immigration Judge, the Office of Congressional and Public Liaison, and the Office of Press Information.

The Office of the General Counsel handles legal matters involving INS. The Office of the Special Investigator, through the Office of Professional Responsibility, receives and investigates allegations or other information regarding duty-related criminal activity on the part of Service employees and, through the Field Inspections and Audit Staff, conducts on-site independent and objective surveys of INS programs and operations. The Office of the Chief Immigration Judge administers the Service's judicial review program. The Office of Congressional and Public Liaison insures that members of Congress and the appropriate Senate and House Committees are kept informed of INS activities. Congressional and Public Liaison also keeps the Commissioner and INS managers abreast of Congressional views on immigration matters. The Office of Press Information informs the public of Service activities.

Office of the General Counsel

The General Counsel is the chief legal officer of the Immigration and Naturalization Service and, as a result of the FY81 Attorney Consolidation Program, is responsible for all INS legal activities. The Office of the General Counsel provides legal advice to the Commissioner, the four Regional Commissioners, INS operating divisions, the Department of Justice and other agencies on relevant legal questions. It offers litigation assistance to U.S. Attorneys handling INS cases and represents the Government before the Board of Immigration Appeals. The Office also aids in the writing of legislative testimony, the drafting of legislation, and the development and review of regulations, operating instructions and policy memoranda in coordination with INS program managers.

In August 1981, when 1,844 Mariel Cubans were detained in various Bureau of Prison facilities, INS field attorneys provided support for exclusion hearings at these facilities. In addition, the Office of the General Counsel helped formulate a review procedure for the release of Cuban detainees which was issued by the Attorney General in July 1981. Under the Attorney General's plan, a member of the General Counsel staff, serving as a representative of the Commissioner, reviewed all Cuban release decisions.

During FY81, the Office of the General Counsel worked with the Interagency Task Force on Immigration and Refugee Policy which did much of the initial work on the Administration's comprehensive immigration reform legislation introduced in the Congress in October 1981. The Office also prepared and reviewed INS testimony for hearings held by Senate and House Immigration Subcommittees on immigration issues. To further assist the legislative process, representatives of the Office of the General Counsel attended Subcommittee staff meetings to present INS views.

Office of the Special Investigator

The Office of the Special Investigator carries out its responsibilities through the Office of Field Inspections and Audit, and the Office of Professional Responsibility.

Office of Field Inspections and Audit

The Office of Field Inspections and Audit furnishes the Commissioner with objective and constructive appraisals of the effectiveness, efficiency, and economy of INS programs and operations. In FY81, recommendations resulting from inspections of Central Office, Regional and District operations led to a series of management improvements. These improvements included better procedures and controls over such financial activities as the billing and collecting of monies owed the INS; scheduling immigration inspectors to reduce overtime costs; controlling fees collected by the INS; securing and controlling data entered in the Service's automated systems; delivering service to the public through more efficient and effective use of personnel, equipment, and space in public information areas; and a more systematic collection and reporting of statistical information.

Office of Professional Responsibility

The Office of Professional Responsibility plans, develops, implements and monitors the integrity assurance procedures of the INS. It assists management in maintaining the highest standards of honesty and security among all employees which, in turn, enhances public confidence in the work of the Service. The Office has monitoring authority over all investigations of alleged employee misconduct.

In FY81, three field offices were established in New York City, El Paso, and San Diego in order to respond more promptly to serious allegations of employee misconduct. Each office receives allegations regarding both criminal and administrative misconduct by Service employees. Substantive allegations regarding corrupt activities, civil rights violations, and misconduct are investigated by the Office of Professional Responsibility. Allegations of a less serious nature

are referred to INS regional offices for investigation and appropriate action.

Office of the Chief Immigration Judge

This Office administers the Service's judicial review program. Under the program, 41 immigration judges in 19 locations across the United States hear cases involving immigration law.

In general, aliens seeking admission to the United States can be denied entry only after a hearing before an immigration judge. Further, no alien can be deported without such a hearing. During FY81, 4,707 exclusion cases and 50,713 deportation cases were referred to immigration judges for formal hearings.

Immigration judges also have jurisdiction over bond re-determination cases. In such cases, aliens in INS custody seek to change the conditions imposed by the Service.

Office of Congressional and Public Liaison

The Office of Congressional and Public Liaison is responsible for establishing and maintaining effective working relations with various Congressional committees and sub-committees, and with individual members of Congress and their staffs on matters pertaining to immigration and nationality.

During FY81, the Congressional and Public Liaison staff assisted the Office of the Commissioner in the presentation of testimony, attended numerous hearings, and responded to Congressional inquiries. These inquiries included questions on the following issues: INS efficiency legislation (enacted in FY81 as Public Law 97-116); the progress of enforced departure proceedings against out-of-status Iranian students; INS detention policy regarding undocumented aliens; guidelines for refugee processing in Southeast Asia; the relocation of Cuban entrant processing camps; the Krome detention center in Florida; the establishment of the Fort Allen detention center in Puerto Rico; the continuing arrival of Haitian undocumented aliens; and the introduction, in coordination with the U.S. Coast Guard, of interdiction on the high seas to inhibit this influx.

In addition to responding to the Congress, the Office of Congressional and Public Liaison, coordinated INS program activities with other Government agencies and maintained

administrative oversight over Congressional activities at INS field offices. The Office also assisted in the planning for and participated in seminars for Congressional staff workers that were conducted by the New York, Chicago and Los Angeles District offices.

All written Congressional inquiries received in the Central Office are controlled by the Office of Congressional and Public Liaison. During FY81, the Office prepared more than 6,000 written responses to Congressional inquiries. It provided information and assistance for over 30,000 telephone inquiries, and reported 250 suspension of deportation cases for consideration by the Congress.

Office of Press Information

The Office of Press Information is responsible for coordinating and responding to inquiries from the news media. The Office also establishes the policy and guidelines INS field offices use in communicating with the news media.

The major news story affecting INS in FY81 was the July 30 announcement of the Administration's sweeping immigration reform proposals. To communicate these proposals to the public and news media, the Press Office, in cooperation with the Department of Justice, participated in a national program of speaking engagements and media interviews. Justice and INS officials, and representatives of other agencies addressed groups in cities and towns across the United States, conducted press conferences, and were interviewed for television, radio and newspapers. A working group of press officers from INS and the Departments of Justice, State, Agriculture and Labor coordinated the speaking engagements and interviews.

During much of FY81, media attention focused on the illegal arrival of Haitians on the South Florida coast and the detention of these individuals. Television networks, radio and newspapers, both from the United States and other countries, concentrated on the Haitian issue, with most of the media activity occurring in South Florida. A full-time press information officer was assigned to the newly activated INS detention and processing center for Haitians at Fort Allen, Puerto Rico.

Other significant activities which accounted for frequent media inquiries during FY81 included the review of the status of Cubans held in detention after entering the United States during the Mariel boatlift, the search for additional INS detention center sites, and the passage of legislation designed to improve INS productivity.

Office of the Deputy Commissioner

The INS Deputy Commissioner assists the Commissioner in the administration of the agency, and oversees INS regional operations and the Service's foreign offices. In the absence of or at the direction of the Commissioner, the Deputy acts on behalf of the Commissioner.

Three offices report directly to the Deputy Commissioner—the Office of the Equal Employment Opportunity Officer, the Office of the Comptroller, and the Office of Planning and Evaluation.

Office of the Equal Employment Opportunity Officer

One goal of the Immigration and Naturalization Service is to ensure and promote equal employment opportunity for all Service employees and applicants for employment. The Equal Employment Opportunity (EEO) Officer serves as the principal advisor for the Service on equal opportunity and civil rights programs.

The EEO Officer is responsible for the management of the EEO complaints processing system in accordance with Federal law and Departmental regulations, and for the supervision, training and guidance of 200 EEO counselors, investigators and other designated EEO officials throughout the Service. In carrying out these responsibilities, the Office of Equal Employment Opportunity Officer provides for the counseling of employees and applicants for employment with allegations of discrimination based on race, color, sex, religion, national origin, age, handicap or reprisal; directs the prompt and impartial investigation of complaints by management officials; issues proposed dispositions; and recommends remedial actions, as appropriate.

At the end of FY81, 187 EEO complaints (97 of which were filed in FY81) were active within INS. There were 95 in process within the Service and 92 were under consideration at the Department of Justice or the Equal Employment Opportunity Commission. In FY81, the Immigration and Naturalization Service's EEO complaint processing reporting system was commended by the Assistant Attorney General for Administration as the best organized within the Department of Justice.

Office of the Comptroller

The Office of the Comptroller develops and implements Service-wide fiscal policy and procedures. The Office provides administrative and operational accounting and budget

support for the Central Office and INS overseas offices, and develops and maintains systems for the control, analysis and reporting of INS accounting data. Staff members conduct Service-wide internal financial reviews, and control the billing, collection, disposition and accountability of revenues and reimbursements. They adjudicate requests for waivers of claims for erroneous payment of salary, travel and other related fiscal matters.

During FY81, a series of Key Indicator Reports was developed and implemented in all four INS Regions and at the Central Office. These reports alerted INS management to problems as they developed, thus allowing early corrective action. In addition, a "score-card" was developed to assist in the ranking of INS finance operations in selected workload areas.

Other management improvements included:

- The redesign of biweekly management reports to provide additional data to program and project managers, and to aid in the more effective and economical management of resources;
- The development of an automated accounting procedure to permit program managers to reserve funds for future obligations against the current allocation, and to assist managers in monitoring and controlling funds more effectively in FY82;
- The use of microfiche for retaining standard month-end reports, data files and processing registers generated by the accounting system, thus reducing record volumes in all Regions and the Central Office; and
- The publishing and distribution of a Financial Review Guide to INS finance offices to assure conformance with accepted policy and procedures, and to promote accuracy, timeliness and uniformity in the financial operations of the Service.

In FY81, 1,229,265 remittances were received Service-wide. Remittances from the collection of fees, fines and other revenues totaled nearly \$25 million. Remittances from transportation carriers for inspections performed at night, and on Sundays and holidays exceeded \$6 million. In addition, contracted obligations, allowances and claims processed by the Service totaled over \$436 million.

Office of Planning and Evaluation

The Office of Planning and Evaluation advises INS management on the development, review and evaluation of Service policies, programs and strategies. In FY81, Planning and Evaluation concentrated on the implementation of the INS Mission Plan, which was developed during FY80 to provide a strategic base for integrated program planning,

particularly long-range planning for automated data processing. In discharging its responsibility for coordinating, facilitating and monitoring the implementation process, the Office of Planning and Evaluation assisted program managers in developing specific plans to implement Mission strategies.

This direct planning assistance was augmented by several activities which, undertaken or requested by the Office of Planning and Evaluation, responded to the Mission Plan's emphasis on cooperation with other Federal agencies and improved information resources. The Planning and Evaluation staff administered a contract for a comprehensive analysis of the information needed by INS and other agencies on nonimmigrants. In a tri-agency inspection test conducted at the Los Angeles and Miami International Airports, the Office of Planning and Evaluation coordinated INS participation with the U.S. Customs Service and the Department of Agriculture. The interagency test was designed to reduce inspection times and costs by reconfiguring airport inspec-

tion areas and cross-designating each agency's inspectors to perform all primary inspections. Staff members also developed a plan for evaluating the future automation of naturalization files in Los Angeles.

In addition to its support of the INS Mission Plan, the Office of Planning and Evaluation assumed a combined staff-liaison role in the review of immigration law and policy conducted by the Select Commission on Immigration and Refugee Policy and completed on March 1, 1981. In this role, Planning and Evaluation staff presented INS views to the staff members of the Select Commission, briefed the Commissioner on the Commission's progress, and channeled information and data between the Commission, the Department of Justice and INS on issues and topics under consideration.

Between March and June 1981, Planning and Evaluation also performed this staff-liaison role for the Task Force on Immigration and Refugee Policy—the interagency body assembled to review the report of the Select Commission.

Enforcement

It is the responsibility of the Immigration and Naturalization Service's Enforcement Division to administer the regulatory and criminal provisions of the Immigration and Nationality Act and related Federal statutes. This responsibility encompasses Border Patrol operations, the Investigations program, Anti-Smuggling activities, a Detention and Deportation program and Intelligence activities.

Border Patrol Division

The Border Patrol—the mobile, uniformed enforcement arm of the INS—is responsible for detecting and preventing the illegal entry and smuggling of aliens into the United States. Its objectives are to:

- Ensure that persons seeking admission to the United States report to designated ports of entry for inspection;
- Discourage illegal entries by identifying nonadmissible aliens in border areas before they are employed or otherwise profit from their illegal entry;
- Prevent the migration of illegal aliens to the interior of the United States where their removal is more expensive and time-consuming; and
- Enforce immigration law in interior locations where there are substantial illegal alien populations.

Patrol agents, using motor vehicles, boats, aircraft, horses and foot patrols, perform their duties along and in the vicinity of 6,000 miles of U.S. border and the Gulf Coast. These agents are assisted by a broad array of sophisticated technology which includes seismic and magnetic sensors, infrared detection devices and low-light-level television. The Border Patrol has become a leader in the application of these technologies and is frequently called upon to demonstrate its systems to foreign government officials and to other Federal agencies.

The majority of Border Patrol apprehensions are made by the Patrol's linewatch operations which are designed to both detect and deter illegal entry. Linewatch operations consist of patrols along the U.S. border and constitute the first line of defense against aliens attempting surreptitious entry into the United States. The Border Patrol, however, also uses other methods to apprehend illegal aliens including: farm and ranch checks in several interior locations, highway traffic inspections on roads leading from the border, checks of rail yards and other transportation centers, city patrols and boat patrols.

During this fiscal year, the Border Patrol continued to use horses for patrol activities after reinstating the program in FY80. A total of 17 horses are being used at Ajo, Arizona,



A member of the newly formed Mounted Patrol, Brown Field, California.

Chula Vista and Brown Field, California. The use of horses is a minimal-cost operation that provides a more versatile border enforcement effort. Horses can take agents across terrain that vehicles cannot and they have the ability to detect the presence of aliens who might otherwise be overlooked. The lone agent on horseback is also less vulnerable when faced with large groups of aliens seeking illegal entry to the United States.

In FY81, the Border Patrol assisted in the administration of a program for the detention of illegal entrants. Under this program, up to 1,577 individuals, most of them Haitians, were detained at the Krome North detention facility in Miami, Florida; up to 800 more were detained at Fort Allen, Puerto Rico. Border Patrol agents were detailed to the Fort Allen facility and a force of 50 agents was on call at El Paso, Texas to provide a quick response to requests for assistance.

Despite a limited workforce and a partial ban on interior enforcement efforts during some of the fiscal year, apprehensions increased 65,870 over FY80 to a total of 825,290. In addition, 89,455 smuggled aliens and over 12,000 alien smugglers were apprehended.

Investigations Division

The Investigations Division locates and apprehends aliens residing in the United States in violation of U.S. immigration laws. It also gathers information to determine whether aliens are eligible for immigration benefits and whether aliens convicted of serious criminal charges are deportable.

One of the Division's major responsibilities is area control operations which involve the identification and apprehension of employed illegal aliens in the interior of the United States. Task force techniques are used in coordination with other agencies and are targeted at employers who habitually employ illegal aliens and violate other state and Federal laws. During FY81, many jobs previously held by illegal aliens were made available to U.S. citizens and lawful residents through a liaison program with the Department of Labor and state employment services.

The Division also conducts fraud investigations. In FY81, these investigations indicated a continuing increase in the number and type of sophisticated schemes designed to circumvent immigration laws and other Federal regulations. The use of illegally obtained Social Security cards by nonimmigrants to gain employment and the application by foreign students for guaranteed student loans and Basic Educational Opportunity Grants are two such schemes.

Prosecutions involving vendors of counterfeit documents and arrangers of fraudulent marriages were also pursued throughout the United States during FY81. Investigative efforts revealed travel agencies that supplied fraudulent letters of invitation and affidavits of support used by aliens to obtain nonimmigrant visas. After entry into the United States, the aliens were then supplied with Social Security cards to which they were not legally entitled.

Anti-Smuggling Activities Staff

The Anti-Smuggling Activities Staff plays a significant role in the arrest, indictment and prosecution of individuals who transport illegal aliens into or within the United States. In FY81, nearly 14,000 of these smugglers were apprehended. Although many were aliens, some were legal permanent residents and U.S. citizens. The INS also apprehended approximately 109,000 aliens who had been induced to enter or assisted in entering the United States illegally, or who had been transported unlawfully after entry.

During FY81, Anti-Smuggling officers presented 8,600 alien smuggling cases to U.S. Attorneys, resulting in the conviction of 5,400 individuals on smuggling-related charges. These convicted smugglers received prison sentences that averaged nearly eight months.

In handling these cases, the Anti-Smuggling Activities Staff relied on the classification system it has developed to categorize smugglers as major violators, low-level violators and nonprofessional smugglers of household employees and relatives. Major violators are typically involved in operations and/or conspiracies which smuggle as many as 100 aliens and earn in excess of \$25,000 per month. Of the 512 major violators prosecuted this fiscal year, 352 or 69 percent

were convicted and sentenced to average prison terms of over one year.

One deterrent to alien smuggling employed by Anti-Smuggling officers is the seizure of vehicles used in smuggling operations. During FY81, 2,831 conveyances valued at over \$6.7 million were seized. Many of these vehicles were sold by the General Services Administration and the proceeds returned to the U.S. Treasury, others were put into use as replacement vehicles in the INS fleet or transferred to other Federal agencies.

Cooperation with Canada and Mexico also aided INS efforts to deter alien smuggling and resulted in the conviction of smugglers outside the United States. The Mexican Government assigned special units at interior roadchecks which resulted in the apprehension of many Central American aliens before they reached U.S. borders.

In a continuing effort to improve Anti-Smuggling operations, a training course for Anti-Smuggling investigators was conducted at the Federal Law Enforcement Training Center at Glynco, Georgia during this fiscal year. Approximately 99 percent of all officers in the Anti-Smuggling program have now received training in all aspects of the program. FY81 also marked the first year in which an Anti-Smuggling Administrative Management Course was held.

Detention and Deportation Division

The Detention and Deportation Division removes from the United States those illegal aliens apprehended by the INS Enforcement Branch and supervises the detention of excludable and deportable aliens as required.

During FY81, 268,581 aliens were detained by the Service—170,005 at INS facilities and 98,576 at non-Service facilities. The average length of stay for those aliens detained was 3.6 days.

In this same time period, a total of 837,011 aliens were expelled from the United States, 16,654 of whom were deported. The remaining 820,357 were required to depart without the issuance of a formal order of deportation. Many of these required departures were Mexican aliens who were returned voluntarily to Mexico almost immediately after their apprehension and processing by INS. Over 187,000 aliens were, however, removed at Government expense.

The need for detention space grew substantially in FY81. Approximately 1,000 undocumented Haitian aliens arrived in the Miami area each month. In April 1981, INS assumed responsibility for operating a permanent detention facility in Miami, Florida. In August 1981, the Service also assumed operating responsibility for a temporary detention facility at Fort Allen, Puerto Rico. The facility housed Haitian arrivals, as well as some entrants who had been detained elsewhere.

By the end of FY81, the Service was also detaining over 1,600 inadmissible Cubans at Federal correctional institutions, primarily in Atlanta. At the Atlanta Federal Correctional Institution, all records of detained Cubans were reviewed by Status Review Panels composed of Department of Justice personnel. Six hundred nineteen Cubans were approved by INS for sponsorship during FY81; 243 of these individuals were released to sponsors.

In addition to its FY81 operational responsibilities, the Detention and Deportation Division formulated new Service detention standards, based on those developed by the Department of Justice and the American Correctional Institution. Areas requiring improvement were identified, and, as a result, renovations were initiated at the El Centro and Port Isabel Service Processing Centers.

Intelligence Program

The Intelligence Program provides for the planning, coordination and direction of INS intelligence activities. It also channels and offers intelligence information and timely support to a number of other Federal agencies, including the Federal Bureau of Investigation, the Secret Service, the Drug Enforcement Administration, and the Department of State.

The FY81 INS Intelligence operation provided for liaison, coordination, and exchange of information with other Government agencies on immigration matters related to national

security, and assisted in the prosecution of major counterfeiters, alien smugglers, and other violators of the Immigration and Nationality Act. Specifically, INS Intelligence continued to support INS representatives assigned to organized crime strike forces throughout the United States, and to cooperate with the Drug Enforcement Administration and other agencies in the 24-hour-a-day operation of the El Paso Intelligence Center (EPIC). The Center maintains an INS data base on alien smuggling, false claims to U.S. citizenship, and reports of arrival of private aircraft from outside the United States. Service intelligence analysts on duty at EPIC provide support to various INS operating units in the field concerning major alien smuggling conspiracies. In FY81, EPIC personnel responded to 41,499 inquiries from operational units in the field.

During FY81, the Intelligence Program's Forensic Document Laboratory continued to be visible and successful in the national law enforcement community. In addition to the support provided to INS operating units, the Laboratory assisted the Social Security Administration and the Departments of Justice, Health and Human Services and State in cases involving immigration fraud. Document analysts prepared forensic document reports and served as expert witnesses in a variety of cases involving visa, passport and other immigration fraud, the counterfeiting of Social Security and Alien Registration Receipt cards, marriage fraud, alien smuggling, and alleged Nazi war crimes. The Laboratory also continued to expand its data base on questioned and bonafide travel documents in its technical reference files and developed plans for a permanent facility.

Examinations

The Examinations Division is responsible for five major Service activities: inspections; adjudications; naturalization and citizenship; refugee, asylum and parole; and public outreach. The Inspections program conducts inquiries of persons arriving at ports of entry to determine their admissibility to the United States. The Adjudications program reviews and acts on applications and petitions for various immigration benefits presented by aliens and citizens on behalf of aliens. The Naturalization and Citizenship program provides for examinations on petitions for naturalization and makes determinations of citizenship for those who acquired that status at birth while abroad or who derived it later through the naturalization of their parents. The Refugee and Parole program administers the refugee program abroad, the asylum program in the United States, and the emergent and public interest parole program. The Outreach program coordinates the activities of voluntary agencies and other groups that advise and assist aliens who have business before INS.

Inspections Division

Foreign travel by both U.S. citizens and aliens increased in FY81. And INS, because it has the responsibility of determining admissibility to the United States in accordance with U.S. law, saw its inspections workload grow accordingly. In FY81, 16,026,123 aliens (not including border crossers) were admitted to the United States, an increase of 1,057,691 over FY80. Alien crewmen entering the United States numbered 2,972,595. In addition, there were 176,509,582 alien border crossers and 112,930,144 U.S. citizen border crossers. Another 11,352,222 U.S. citizens were admitted at sea, air, and land border ports.

Despite the increasing workloads and decreasing staff, immigration inspectors facilitated the entry of U.S. citizens and admissible aliens without compromising the enforcement aspect of inspections procedures. In FY81, 658,126 aliens were refused admission to the United States. Of these, 55,471 had arrived by sea, 17,086 by air, and 585,569 by land. Six hundred twenty-seven stowaways were turned away, an increase of 34 over FY80. A total of 881 fines relating to alien crewmen were imposed on transportation lines, an increase from 373 for FY80. An additional 16,748 fines were imposed in other areas, and liquidated damages cases totaled 2,761.

During FY81, the INS maintained its cooperation with other Federal agencies at ports of entry. At land border ports, INS inspectors performed the duties of two or three agencies on the primary inspection lines, referring the more complex cases to a secondary inspection area of each Fed-



During FY81, Immigration inspectors facilitated the entry of U.S. citizens and admissible aliens without compromising the enforcement aspect of the inspection procedure.

eral agency. The Service supported these cooperative procedures by placing other Federal agencies' "lookouts"—including those of the Federal Bureau of Investigation and the Department of State—in the INS Lookout Book.

At selected U.S. airports, the Immigration and Naturalization Service also continued to study variations of one-stop inspection in cooperation with the U.S. Customs Service, the Public Health Service and the Department of Agriculture in order to facilitate travel. One-stop inspection enables an air traveler to be inspected by only one agency, with referral to a secondary inspection area in case of problems. At certain airports, a United States Citizen By-Pass System has been implemented to ease the travel process for U.S. citizens. Under this system, U.S. citizens with documents proceed directly to the baggage area, "by-passing" the INS inspection area, and are inspected by a Customs officer.

Regulation changes made this fiscal year resulted in significant savings for the Inspections program. For example, one change in regulations substantially decreased the workload of INS inspectors by eliminating the inspection of crew members on board a vessel or an aircraft enroute to the United States solely for refueling.

Adjudications Division

The Adjudications Division provides for proper and timely adjudication of applications and petitions for benefits under the Immigration and Nationality Act. During FY81, 1,885,203 applications and petitions were received. Applications processed during the same time period totaled 1,769,554, an increase of 2 percent over FY80.

In a Service-wide effort to further improve this perfor-

mance, INS conducted a 4-month field test of a streamlined procedure called Up-Front Adjudication (UFA) at the Boston and Houston District offices. Under UFA, certain categories of routine, readily approvable cases were adjudicated on a walk-in basis. This field test proved that Up-Front Adjudication was substantially more efficient than traditional INS procedures, with no compromise in quality. Public response to UFA—from educational institutions, businesses, volunteer agencies and private immigration attorneys—was extremely favorable.

The Service also expanded upon another innovative approach to reducing adjudication workloads with the March 1981 introduction of a Regional Adjudication Center at St. Albans, Vermont. Another Regional Center is located in San Ysidro, California. Both locations have proven to be successful with the centralized processing of applications that do not require a personal appearance.

Naturalization and Citizenship Division

The Naturalization and Citizenship Division is responsible for implementing and providing, in a timely manner, benefits of nationality and naturalization to U.S. citizens and resident aliens seeking naturalization. Naturalization is a judicial process in which the final determination is made by the courts, based on recommendations received from INS hearing officers. Adjudicating all claims to U.S. citizenship through derivation and/or birth in a foreign country, as well as determining issues of expatriation and loss of U.S. citizenship are also responsibilities of the Naturalization program.

During FY81, 271,398 naturalization applications were received. Of those processed during the year, 174,482 were granted and 4,316 were denied. The INS also completed 36,535 applications for certificates of citizenship. Of those processed, 2,283 were rejected; 26,857 were granted and 635 were denied.

While managing this workload, the Service also took three major steps to improve its Naturalization and Citizenship program. In an effort to handle a growing caseload and to provide legal assistance to all Service programs, INS implemented an Attorney Consolidation Plan. The plan involved the use of non-attorney Naturalization examiners in the naturalization hearing process, thus freeing INS attorneys for other responsibilities. The INS also conducted an in-depth study of automated data processing capabilities to lay the groundwork for a comprehensive automated Naturalization and Citizenship case-tracking system. Further, Naturalization petition filings were consolidated in the Federal courts during FY81 by seeking the voluntary termination of petition filings in low-volume state courts that had naturalization jurisdiction.

Office of Refugee and Parole

The Office of Refugee and Parole is responsible for implementing the INS refugee and asylum program. In this role, it coordinates INS overseas office activities dealing with the examination and processing of applicants for refugee status.

During this fiscal year, the Office continued to implement the Refugee Act of March 17, 1980. With the adoption of a statutory definition of refugee, INS is now required to make case-by-case determinations of eligibility for refugee status. In FY81, INS overseas offices approved a total of 162,154 refugees.

Refugees Approved During FY 1981		
Area of Chargeability	Approved Allocation	Approved Refugees
Indochina	168,000	129,372
Soviet Union	33,000	12,901
Eastern Europe	4,500	6,900
Near East	4,500	4,500
Latin America	4,000	1,858
Africa	3,000	3,000
Total	217,000	158,531

The number of asylum applications, like other claims, continued to increase during this fiscal year. In FY79, 5,801 asylum applications were filed; in FY80, 15,955; and in FY81, 33,202. During FY81, the Office of Refugee and Parole reviewed and completed 3,234 requests for humanitarian and public interest paroles.

In addition, planning was begun in June 1981 on an Interdiction Program designed to reduce the flow of Haitians illegally entering the United States. In the 10-month period prior to June 1981, 8,190 Haitians arrived in the United States illegally. The Interdiction Program is scheduled to begin in October 1981 and will seek to deter illegal entry in cooperation with the U.S. Coast Guard.

Outreach Program

The Outreach Program, under the jurisdiction of the Associate Commissioner for Examinations, provides liaison, training and technical assistance to voluntary and community agencies involved in immigration counseling and refugee resettlement. The objective of the Outreach Program is to assist aliens in securing those rights which are guaranteed to them under the Immigration and Nationality Act.

The Outreach Program helps documentable aliens obtain permanent resident status or other immigration benefits. The program is not to be used to help illegal aliens without

equities or to charge for counseling services, nor are Outreach workers asked to turn in names and addresses of undocumented individuals for apprehension purposes. By reaching out to those aliens who wish to change their status, this program reflects a positive INS image and improves the Service's relations with ethnic communities.

The Immigration and Naturalization Service inaugurated the Outreach Program in FY78, after determining that many aliens legally eligible for benefits often do not apply for them. Many aliens are unaware of immigration laws and how to obtain benefits or are reluctant to deal with the INS.

To meet the needs of these individuals, the Service struc-

ured the Outreach Program around established voluntary agencies which have long assisted immigrants and refugees entering the United States. These agencies are able to recruit quality community participants and carefully monitor their work.

During FY81, through careful planning with the voluntary agencies, the Outreach Program designed an instructional program to meet a predicted surge in naturalization activity. The purpose of the effort was to teach volunteers how to determine whether a lawful permanent resident was eligible for naturalization and, if so, what forms and documents had to be submitted in seeking the benefit.

Operations Support

The Operations Support Division provides technical assistance in support of the Service's long-range operational goals and strategies. There are five organizational elements within Operations Support: the Alien Documentation, Identification and Telecommunications (ADIT) Program, the Data Systems Division, the Communications and Electronics Division, the Research and Development Program, and the Systems and Technology Planning Staff.

ADIT Program

The Alien Documentation, Identification and Telecommunications (ADIT) Program administers the production and issuance of the Service's fraud-resistant alien identification card at the INS card production facility in Arlington, Texas.

During FY81, the Immigration Card Facility produced and issued 1,973,000 secure Alien Registration Receipt Cards and 233,000 Nonresident Alien Border Crossing Cards. Rejected applications were significantly reduced, from approximately 7 percent to less than 3 percent. Cards returned in the mail (because of an invalid address) were reduced from approximately 5 to 2 percent. Fingerprint coding and photographic services were eliminated in a cost reduction program which resulted in significant savings for the Service.

Data Systems Division

The Data Systems Division is responsible for the research, development and operation of a variety of automated systems. These systems support the records maintenance, statistical and operational functions of the Service.

In FY81, the Division supported a wide range of INS operations and initiatives, including:

- The operation and maintenance of the Master Index, Nonimmigrant Document Control, Statistical Reporting System, Master Index Remote Access, ADIT, Service Lookout Book, Financial Management, Adjudications Operational Analysis, Officer Corps Rating, and the Administrative Manual Index.
- The expansion to 68 INS field offices of on-line terminal access to the Master Index. The terminals were used to enter over 6 million transactions and initiate searches without mailing paper forms to Central Office Records for processing.
- The initial development of an automated file transfer system, a remote data entry for the Master Index, and a capability to allow entry of ADIT trailer records into the Master Index database.

- The planning for the Naturalization and Citizenship Case-work Support System which will provide case tracking and management information, and perform clerical processing for the Naturalization and Citizenship function. The prototype system, to be installed in Los Angeles, will be duplicated in other field offices after testing and evaluation.
- The planning for a Detention and Deportation system that will automate the Deportation Docket. The prototype will be installed in San Diego.
- The definition of requirements for the restructured Financial Accounting and Control System, and the enhancement of the existing system's capabilities.
- A Service-wide study of INS word processing requirements. The study was completed as the first step in providing state-of-the-art word processing support in all INS offices.

Communications and Electronics Division

The Communications and Electronics Division is responsible for procuring the radio and electronic equipment required for the support of INS operations. In supporting these operations, Communications and Electronics personnel took the following actions in FY81:

- Replaced obsolete radio equipment. The radio communications system installed in the Northwest and shared with the U.S. Customs Service was upgraded. A significant portion of the design work for a replacement radio system in southern Texas was also completed.
- Completed the design for the replacement of two sensor systems used to detect and deter illegal entry along the border in the Southwest.
- Installed a prototype closed-circuit television system for use at selected border crossing points in the Northwest.
- Installed automatic telephone-answering equipment to provide information to callers and record requests for INS forms in eight locations. Service offices equipped with this type of telephone system now total 17. In addition, telephone information processing requirements were studied; recommendations for significant changes in INS call-handling procedures resulted.
- Initiated a system of Interim Network Communications which established data communications access capability from field offices to the Central Office.

Research and Development Program

The Research and Development Program examines available and developing technology, and assesses the application

of technology to solving major INS problems. With the emphasis on enforcement problems in FY81, particularly illegal entries between ports of entry, Research and Development concentrated on the use of new technologies in wide-area surveillance. As an economy measure, INS research efforts were coordinated with other Federal agencies to the greatest extent possible.

One of these cooperative efforts—a joint Department of State (Sinai Support Mission) and INS Border Control Study—evaluated the performance costs of alternative border surveillance systems for selected border areas (the El Paso Sector and a Middle East region). A handbook was prepared for guiding Border Patrol agents in the selection and integration of surveillance and support equipment, the employment of tactics, and the deployment of personnel.

As a result of this joint State Department/INS study in which a low-light-level television camera system was rated highly for wide-area surveillance, a project was planned and initiated for verifying study results under operational conditions. The system will be tested in the El Paso Sector as part of an Imaging Systems Program in which new technologies with the potential to significantly improve the Border Patrol's ability to cover large areas will be explored.

The Imaging Systems Program will also test six infrared imaging systems acquired from the Army's Night Vision and Electro-optics Laboratory. The systems will be modified for INS mobile operation and evaluated under various terrains and operational conditions.

Another joint Federal research effort involving an Air Force/INS test of a novel type of line sensor began in FY81. The buried, two-mile-long sensor, operating on radar, was developed by the Air Force. Its ability to detect and locate intrusions may have useful applications to Border Patrol operations. As a result, an engineering model of the system

was installed along the Southwest border and is being monitored prior to initiating operational tests.

Systems and Technology Planning Staff

The Planning Staff is responsible for the formulation of long-range automated data processing (ADP) plans, the evaluation of support systems performance, the conceptualization of systems design and the administration of new systems projects.

In FY81, the INS Long Range ADP Plan was completed. This comprehensive plan represents the culmination of an 18-month planning process, involving representatives from all INS functional offices. The Plan describes ADP support system/database targets for implementation during the next decade. It documents ADP systems which are currently operational, describes the transition plan, and defines the ADP planning process to be followed in future years.

Planning was also required for the improvement of the INS systems that provide nonimmigrant information to the Service's operating units and other Federal agencies. The increased number of foreign visitors to the United States has resulted in a need to upgrade these systems. As a first step in this process, the Service contracted with Price, Waterhouse and Company for a "Non-Immigrant Information Requirements Study." The study, completed in July 1981, provided the Service with an analysis of the information needed by INS and other agencies regarding nonimmigrants, and the ability of current information systems—primarily the Non-Immigrant Document Control System—to meet agency needs. It further identified alternative approaches to developing an information system to meet these information requirements. Based on the Price, Waterhouse report, the Service is now defining the objectives that will guide the agency's new nonimmigrant system.

Management

Management provides guidance and supervision to various administrative operations within the Immigration and Naturalization Service, and oversees the Administration, Personnel, Training and Information Services Divisions.

Administration Division

A major portion of this Division's activities support INS operating units. In FY81, a contract review board was established to improve resource utilization and assure regulatory compliance. Further, the Administrative Manual distribution list was reduced for a savings of nearly \$12,000. The issuance of INS forms was reduced by two percent.

Under the Administration Division's Construction and Engineering program, modification of the INS detention facilities at Fort Allen, Puerto Rico and the Krome North Service Processing Center in Miami, Florida was initiated. The Service also began construction on the overall site utilities and the enhancement of detention capabilities at the INS facilities at Port Isabel, Texas. Further modification of INS facilities will result from the design contracts developed and funded by the Department of Energy to install solar heating and hot water systems at six INS sites.

Within the Administration Division, the General Services Branch also made program improvements during FY81: a fleet manager was hired, a long-range vehicle acquisition plan and improved reporting were introduced, and work on an accurate inventory of all vehicles, their status, and mileage was initiated.

Personnel Division

The Personnel Division establishes Service-wide policies and procedures for the conduct of personnel management programs. During FY81, all of the major provisions of the Civil Service Reform Act of 1978 became fully operational in INS, including the Senior Executive Service Program, Merit Pay, Performance Appraisals and various staffing provisions, such as minority recruitment and a probationary period for new supervisors and managers. Implementation of the Civil Service Reform Act influenced the way INS supervisors and managers carried out their personnel management responsibilities through policy and procedural changes. In spite of personnel resource limitations in FY81, INS continued to carry out its functions.

Training Division

The Training Division assists INS management with the development and implementation of Service-wide training

programs. Training also provides guidance and resources to meet individual and special management needs in the four INS Regions.

In FY81, basic and journeyman training continued for officer corps personnel, with approximately 720 employees receiving basic or advanced officer training. One of the highlights for the year in basic officer training was the accreditation of the Spanish and Law courses by the American Council on Education. Trainees will now receive college credit for their successful participation in these courses.

The curriculum for the Border Patrol Agents Basic Course was also revised and updated after extensive occupational analysis and validation of both academic and physical training programs. Using the same systems, a field survey was completed for the Immigration examiner and Immigration inspector occupations. Data from this survey will provide the basis for a review of the Immigration Officer Basic Course.

To enhance supervisory and managerial training, the Training Division introduced two new Service-wide programs during FY81. First, a centralized Basic Supervisory Development Program was designed for supervisors in all occupational groups. This program encompasses general supervisory principles, and specific INS personnel policies and practices. Second, a Mid-Level Management Program was established to cover the major state-of-the-art approaches to management. Over 400 supervisors and managers participated in these programs during the fiscal year.

The Central Office and Regional training officers provided training to about 1,850 employees to meet special and local requirements throughout the United States.

Information Services Division

The Information Services Division furnishes a wide range of information to the operating units of INS, to other Federal agencies and to the public through its Records Administration and Information Branch. Its Statistical Analysis Branch is responsible for all statistical compilations and analyses produced and disseminated by the INS.

During FY81, the Information Service Division successfully hired and fully employed 37 handicapped persons, 25 of whom were employed in the Statistical Analysis Branch. As a result of these hiring activities, a records processing backlog was eliminated. Efforts were made to ensure that disabled persons would be gainfully employed within the Division in the future. This successful employment effort was recognized by the President, the Attorney General, the Mayor of the District of Columbia, and the INS Commissioner.

Records Administration and Information Branch

The Records Administration and Information Branch maintains records on immigrants, nonimmigrants and excluded aliens for dissemination to INS operating units and other Federal agencies. The Branch responds to inquiries from the public, the Congress and other Federal agencies regarding immigration law, regulations and procedures, and directs the compliance programs of the Freedom of Information and Privacy Acts.

In FY81, the Branch initiated several studies designed to improve the quality of service that INS provides to the public:

- **Telephone Service Improvement Studies**—In FY81, the Immigration and Naturalization Service explored the role that an improved telephone performance could play in increasing service to the public. In this regard, representatives of AT&T's Long Lines Division conducted a non-reimbursable study of the INS telephone performance nationwide. The AT&T review, completed in July 1981, provided the basis for the agency's internal review of its telephone-answering function that began in September. This review is scheduled to provide INS management with recommendations for improved telephone performance in March 1982.
- **Records Improvements Studies**—An improved telephone-answering capability was not the only public service initiative considered by the Service in FY81. A more efficient records operation was also seen as an avenue for providing a higher level of public service. During the fiscal year, a proposal to establish a Regional Field Control Center in Los Angeles was reviewed at the Central Office. The proposal submitted by the Service's Western Regional Office addressed a number of issues associated with centralizing INS records operations: personnel, location, space, productivity and efficiency. Based on the information supplied by the Western Region, Records and Information

expanded the consideration of records centralization for possible Service-wide application. A report on this expanded consideration will be presented to INS management in May 1982.

Statistical Analysis Branch

The Statistical Analysis Branch plans and administers the statistical program of the Service. Using two major sources of statistics—the work Measurement Reporting System and the Statistical Reporting System—the Branch provides information to INS managers, other Federal agencies, the Congress, and interested members of the media and public.

The first system, Work Measurement, is used to generate the data used by INS supervisors and program managers to evaluate program effectiveness, estimate operational costs, prepare the INS budget, plan personnel actions and measure overall INS productivity. The Statistical Reporting System provides information on immigrants, nonimmigrants, naturalizations, deportations and various other Service activities. Data generated by this system for FY81 is published under separate cover.

A major achievement for Statistical Analysis during FY81 was the development of a Productivity and Resource Management System by a task force of statisticians. The system is intended to: provide information on the overall performance of INS; aid in the allocation of staff resources; monitor the progress of the Central and Regional offices in meeting objectives; and integrate information derived from the system to develop a more realistic, well-documented budget package.

The system includes objectives which focus on program delivery, management end products and services, workload and staffing components based on work measurement standards, and program advice and guidance for managers. As a planning tool, it will allow INS managers to schedule their work and resources based on funding cycles, variations in workload, and the availability of staff.

**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
25 E Street, N.W.

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
Skyline Center, Building C
311 North Stemmons Freeway

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

THE INS IS AN EQUAL OPPORTUNITY EMPLOYER