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Department of Justice
Immigration and Naturalization Service



1982 Annual Report of the Immigration and Naturalization Service

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U.S. Department of Justice
Immigration and Naturalization Service

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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

William French Smith
The Attorney General
United States Department of Justice

Sir: I am pleased to submit the Annual Report of the Immigration and Naturalization Service for the fiscal year 1982.

Respectfully submitted,

Sincerely,

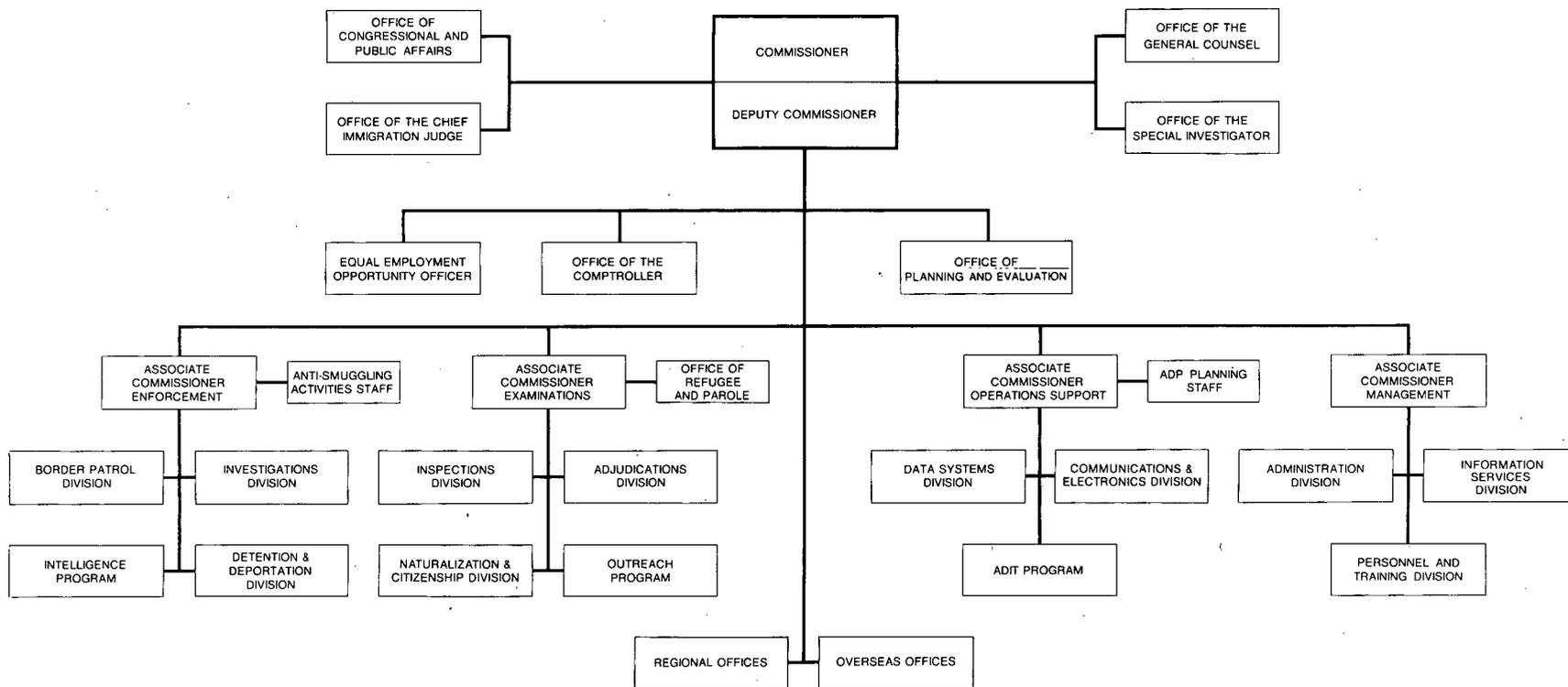


Alan C. Nelson
Commissioner

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IMMIGRATION AND NATURALIZATION SERVICE FISCAL YEAR 1982



Commissioner's Message

Looking at our nation's history, we see a country that has grown and prospered from the immigration of many peoples. For over two hundred years, men and women have come to the United States in search of opportunity and freedom, sometimes at great personal risk. They have come by the millions to build a great nation.

Today, immigration into the United States is controlled by the Immigration and Nationality Act of 1952. The Act sets forth U.S. policy on who will be admitted to this country, for how long and under what circumstances. Responsibility for enforcing these legislative mandates has been given to the Attorney General and is administered by the U.S. Immigration and Naturalization Service (INS), an agency within the Department of Justice.

The activities of INS are classified into four major categories:

- *Enforcement*—The INS enforces the regulatory and criminal provisions of the Immigration and Nationality Act, and related Federal statutes. It must detect and deter illegal entry into the United States, and apprehend and remove those persons who enter illegally.
- *Examinations*—The INS inspects persons arriving at U.S. ports of entry to determine their admissibility, grants or denies benefits and privileges under immigration law, and examines applicants for naturalization.
- *Operations Support*—The INS provides automated, electronic and technical support to Service operations to achieve agency goals.
- *Management*—The INS provides full administrative

support to INS operations to maximize operational capabilities in a cost-effective manner.

In FY82, the Administration, the Department of Justice, the Congress and INS extensively studied and reviewed immigration law, policies and problems. As a result of these efforts, major legislative changes were proposed to reform existing law and to update immigration policy. The Service, within the constraints of existing law, also reviewed existing procedures and moved to modernize operations to maximize service and minimize backlogs and delays.

Agency efforts encompassed the development of a reorganization plan for INS management and operational structures; the evaluation of resource deployment; the introduction of "state-of-the-art" technical equipment, from aircraft to electronic sensing devices; the design and testing of procedures to facilitate and expedite the inspection process; and cooperation with other agencies to make full use of Federal resources and limit costs. In addition, the Immigration and Naturalization Service sought efficient, effective operations in all agency activities by stressing the operational authority and reinforcing the capabilities of the Service's network of Regional, Sector and District offices.

Although much remains to be done to ensure the integrity of U.S. boundaries and to achieve the highest possible level of public service, the INS has substantially improved its capabilities and efficiency during this fiscal year. I commend the dedication of Service personnel and proudly submit this record of accomplishments for FY82.

ALAN C. NELSON
Commissioner

FY82 in Review

To improve Service operations nationwide, INS's FY82 activities concentrated on providing leadership in immigration policy and achieving the most effective management possible. In both areas—one involving efforts external to the Immigration and Naturalization Service, the other concerning the agency's internal administration—INS sought to provide and support fair, responsible immigration policy in the most efficient way possible.

Immigration Policy Leadership

Appreciating that effective immigration policy requires firm leadership, the Commissioner of the Immigration and Naturalization Service stressed the need for positive, progressive action on U.S. immigration and nationality issues.

Recent events have prompted people from all over the world to seek admission to the United States—both legally and illegally. Because of the increasing number of entrants and the current Administration's commitment to immigration reform as a national goal, immigration to the United States and the INS received a high level of public attention during FY82. This nationwide discussion of immigration issues resulted in a sweeping review of immigration policy and operations by the Administration and the Congress.

As the agency responsible for the administration of immigration and nationality law, the INS assumed a major leadership role in this governmental review. Working with the Department of Justice, other Federal agencies, and the House and Senate subcommittees on immigration, INS sought to bring about positive, progressive changes in existing immigration policy and procedures through legislative reform and interagency cooperation.

Legislative Reform

During FY82, the Immigration and Naturalization Service provided information and assistance in the formulation and consideration of reform legislation. The Commissioner emphasized in his testimony before Congress on March 29, 1982 that reform of immigration laws was essential to the future effectiveness of the Service. An INS task force was organized to work with the Department of Justice and Congressional committees in the preparation of testimony, to attend hearings, to respond to inquiries, and to review and draft amendments to the proposed legislation. Plans for implementation of the legislation were also developed. By the end of FY82, the progress in the Senate and the House, and the support of the Administration, generated confidence within INS that there would be new immigration legislation in 1983.

Another example of INS leadership in the formulation of immigration policy was the drafting of "The Efficiency Bill," Public Law 97-116, which was signed into law by President Reagan on December 29, 1981. Most of the changes mandated by this law were procedural improvements designed to expedite immigration activities or make them more economical.

Because of these changes, some INS activities showed significant productivity gains in FY82. Naturalization and Citizenship showed a 15 percent increase in productivity as the result of the elimination of two naturalization requirements:

- The standard 30-day statutory waiting period between the preliminary and final naturalization hearing; and
- The stipulation that each naturalization applicant provide two U.S. citizen character witnesses at the time of naturalization.

Interagency Cooperation

Another aspect of INS leadership in immigration policy during FY82 was the introduction of a number of interagency efforts to improve immigration procedures and capabilities. In one instance, the INS and the Bureau of Prisons worked together on a construction plan for a 1,000 bed detention facility. The project was approved by Congress in the FY82 Supplemental Funding package and will be administered by the Bureau of Prisons in conjunction with INS. The facility is designed to house aliens who must be detained on a long-term basis.

In another case, the INS and the Bureau of Consular Affairs of the Department of State entered into a trial agreement in July 1982 to expand cooperative efforts by exchanging liaison officers. The INS and the Department of State have a long and positive history of cooperative efforts.

During FY82, the Immigration and Naturalization Service also worked with the Labor Department's Employment and Training Administration to stop the payment of unemployment benefits to illegal aliens. Tests were conducted to verify the status of aliens applying for unemployment compensation in Denver, Chicago, and Washington, DC. Following an April 1, 1982 test conducted by the Chicago District office and 59 unemployment offices of the State of Illinois, it was revealed that of 257 alien referrals, 119 were ineligible applicants for employment benefits. As a result of such findings, the Employment and Training Administration drafted instructions to State Employment Security Agencies directing them to confirm the status of future alien applicants with INS.

Another FY82 interagency initiative was developed in cooperation with the U.S. Customs Service. New legislation was proposed by INS and Customs to update antiquated

regulations covering the payment of inspectional overtime. This legislation would require that compensation for inspectional overtime be computed on provisions set forth in the Federal Employees' Pay Act of 1945.

A crisis management plan was also developed during the fiscal year as a result of interagency efforts. Should there be another mass influx of aliens like that which occurred in Florida in 1980, the Department of Justice will assume the lead for the Administration in handling the situation. The proposed plan was under Administration review at the end of the fiscal year.

Effective Management Within INS

The second major FY82 effort of the Service was to manage its mission-oriented operations more effectively. Believing the best way to serve the public is to fairly and efficiently administer the responsibilities given INS under the Immigration and Nationality Act of 1952, INS management undertook an aggressive plan of action to improve agency responsiveness. Eight major areas of emphasis were targeted. These eight areas of concern were made mission goals. By the end of the fiscal year, the Immigration and Naturalization Service showed substantial achievements in each area.

1. Improvement in Service to the Public and the Elimination of Backlogs

Streamlining of Operations: In FY82, INS personnel continued to improve service to the public through the more efficient handling of casework. Adjudications management initiatives included an on-going, streamlining procedure called "Up-Front Adjudications" (UFA). Under UFA, applications that are simple, complete and readily approvable are adjudicated on a walk-in basis. This procedure prevents rescheduled appointments, second visits, and other such inconveniences. Cases are completed before they become part of the pending workload.

During FY82, Up-Front Adjudications resulted not only in improved service to the public but in reduced costs as well. The Immigration and Naturalization Service was completing more than 40 percent of its nationwide adjudications workload under UFA procedures by the end of the fiscal year.

Another INS effort to improve service to the public involved the continued use of Regional Adjudications Centers to provide more flexibility in responding to adjudications workloads. Regional Adjudications Centers complete the adjudication of applications and petitions which do not require personal interviews, including relative petitions, temporary employment petitions, applications for re-entry permits, applications for refugee travel documents, applications for extension of temporary stay and change of nonimmigrant status. This division of the workload allows

District offices to concentrate on those cases in which interviews are necessary.

In FY82, INS expanded the Regional Adjudications Centers at St. Albans, Vermont and San Ysidro, California. In addition, new centers were opened at Lincoln, Nebraska and Dallas, Texas.

An improved adjudications performance was, however, not the only area in which INS management sought to increase agency responsiveness in FY82. Approaches for expediting the admission of persons to the United States were also reviewed. Specifically, the INS inspections program completed the Accelerated Specialized Inspectional System Test in Miami and Los Angeles. The Test provided for dual staffing of the primary inspection line by cross-designating INS and U.S. Customs Inspectors, thereby streamlining the admission process while maintaining acceptable enforcement standards.

The Service also continued its preclearance operations at ten locations—seven in Canada, two in the Bahamas and one in Bermuda. Preclearance is the procedure whereby passengers are inspected for admission prior to boarding aircraft destined for the United States. A study of the INS preclearance program, completed in FY82 by the Department of Justice, found the program to be cost-effective.

Other inspections initiatives for FY82 included proposed legislation to waive the U.S. visa requirements for citizens of certain designated countries; the testing of an expedited inspections program for commuters at Buffalo, New York; the installation of a data access system for inspections officers; and the introduction of a new simplified document control procedure. All of these initiatives were designed to reduce inspection time while still effectively controlling ports of entry.

Increasing Public Access to Information: To better serve those individuals who need immigration questions answered, the Immigration and Naturalization Service introduced a program to improve its telephone-answering operations, including the already established "Ask Immigration" tape library systems. The systems, located in Los Angeles, San Francisco, Dallas, San Antonio, Miami, Tampa and Washington, DC, provide taped information on immigration and naturalization matters.

Based on tests in San Antonio and Miami, where taped information had been improved, INS determined that 70 percent of all callers could have their questions answered without talking to INS personnel. During FY82, all seven "Ask Immigration" systems received the revised information tapes tested in San Antonio and Miami. Each system now offers information on 47 different subjects in both English and Spanish. In Miami, certain tapes are available in Haitian Creole. In Washington, DC, Vietnamese tapes have been added to the system.



An INS employee in Miami answers a caller's question with an "Ask Immigration" tape. "Ask Immigration" is a taped information system now used in seven INS offices to handle telephone requests for general information.

In addition to revitalizing the "Ask Immigration" system in FY82, INS management also began planning for a six-month test of centralized telephone answering. Three offices—Newark, Philadelphia and New York City—will participate in the test during FY83. For six months, all callers seeking information at these three offices will be transferred and assisted at a central location. Test results will be used by the Service in determining whether centralization of telephones can improve service to the public.

Changes in INS Regulations: In FY82, INS identified a number of regulation changes that would allow Service personnel to better serve the public while meeting INS enforcement responsibilities.

The Immigration and Naturalization Service proposed the adoption of a uniform six-month admission policy for nationals of other countries who wish to visit the United States for pleasure. The new policy, which has the endorsement of the Departments of Justice and State and the Office of Management and Budget, would admit all visitors eligible for admission for six months. The Service now

receives about 300,000 applications annually from such visitors seeking extensions of their stay in the United States. Over 95 percent of these applications are approved, with 50 percent of these usually requesting a period of six months or less. By admitting visitors for six months, INS could cut its extension-of-stay workload by 150,000 cases for a \$620,000 savings. Procedures for implementing this policy are scheduled for FY83.

In addition to a six-month admission policy, INS also proposed other new regulations to implement portions of the Immigration and Nationality Act Amendments of 1981 and, at the same time, reduce Service workloads. If finalized, these regulations would eliminate applications for extensions of stay, school transfers and permission to engage in practical training for certain classified academic students and certain students in language-training programs. The resulting reduction in the adjudications workload is estimated at more than 96,000 applications per year, without any loss in oversight of the students.

Elimination of Backlogs: To better handle the existing casework backlogs and to forestall such problems in the future, the INS, with the assistance of the National Archives, extensively evaluated the Service's decentralized system of alien records. A report, presented to INS management in May 1982, resulted in the Service's decision to locate all alien records in one national center. Planning for the Center and its impact on INS operations and field offices was well underway at the end of the fiscal year.

Use of Volunteers: The Outreach Program was inaugurated in FY78 to reach aliens who are legally eligible for immigration benefits but do not apply for them. The Program works closely with voluntary and community agencies which assist refugees in resettlement and immigration matters. By having volunteers assist immigrants and refugees entering the United States, the Service is able to provide a broad range of public services without increasing its personnel.

During FY82, Outreach continued to coordinate a program in which voluntary agencies provide staff to assist local INS offices in processing applications at little or no cost to the Federal Government. These volunteers first prepare all the necessary documentation. Upon completion of a minimum of 100 applications, they notify an INS team which completes the processing. This cooperative effort enabled the Service to reduce FY82 processing backlogs at substantial savings.

In Portland, Oregon volunteers have established a program under which approximately 5,500 refugees have been adjusted to permanent residence during the past two years. In San Francisco, more than 30,000 refugees' applications were processed for permanent residence during the past 18 months. There are currently 12 voluntary and community agencies participating in the INS Outreach Program in 20 locations in the San Francisco Bay area.

2. Improvement in the Effectiveness of Enforcement Activities

The Immigration and Naturalization Service in FY82 assigned new and existing resources to those areas having the highest incidence of illegal entry, or where it was believed that the greatest impact could be achieved in curtailing illegal migration.

The Border Patrol established a successful program of task force operations which temporarily shifted agents to locations experiencing seasonal and other short-term build-ups of illegal alien activity. Officer time was monitored to ensure that it was appropriately concentrated.

Enforcement efforts in FY82 were bolstered by the passage of a 1982 Budget Amendment, which confirmed Administration and Congressional support. It restored a number of vital positions that had been cut, added positions in other understaffed enforcement areas, provided resources for the timely and scheduled replacement of Service vehicles and added resources for the detention of undocumented, excludable aliens.

Project Jobs: During FY82, the investigative resources of INS enforcement were concentrated on "area control"—investigations of employers of illegal aliens in specific areas where the greatest economic impact is anticipated. The most successful of these area control operations was "Project Jobs." Designed to remove illegal aliens from jobs that would be attractive to unemployed U.S. workers, this week-long task force operation was conducted by more than 400 INS Investigators and Border Patrol Agents in April 1982 in nine cities. More than 300 work sites were involved.

During "Project Jobs" over 5,400 illegal aliens with earnings at an average rate of approximately \$5.00 per hour were apprehended. Nearly 80 percent of the aliens located were in industrial jobs; only 14 percent were in service or agricultural jobs. Arrangements were made with the Department of Labor, state employment bureaus and various community groups to insure that U.S. workers would have an

opportunity to apply for the vacated jobs. These jobs represent a reallocation of over \$50 million in annual wages if filled by U.S. citizens and lawful permanent residents.

Anti-Smuggling Activities: Focusing on activities critical to long-term enforcement, INS concentrated its FY82 anti-smuggling efforts on major violators, particularly in those instances where there was a likelihood of conspiracy.

The highlight for the anti-smuggling effort in FY82 came on June 23, 1982, when the Commissioner announced the breaking of the largest alien smuggling ring ever by INS agents. Investigations were underway for more than a year. Thirty-eight members of the Villasana smuggling organization were indicted in Albuquerque, New Mexico. The ring was believed to have been smuggling 2,000 aliens per month into the United States, grossing more than \$24 million annually at a profit of between \$12 and \$15 million and to have been in operation for almost five years. The aliens smuggled were nationals of Mexico, Colombia, Peru, Ecuador, and Central American countries.

Enforcement Deterrents: It is more efficient to prevent illegal aliens from entering the country than to return them after they have entered. To this end, INS has concentrated on a number of enforcement efforts designed to deter illegal entries.

The Immigration and Naturalization Service is authorized by Public Law 95-582 to seize any conveyance being unlawfully used to transport and smuggle illegal aliens. Between May 19, 1979, the date on which this law was enacted, and the summer of 1982, 8,600 conveyances, including automobiles, trucks, campers, horse trailers, tractor trailer cabs, aircraft and boats, were seized. The seizure program deters the smuggler by assessing an immediate penalty. To date, the appraised value of conveyances seized is more than \$30 million (See chart on page 6).

In FY82, the Service also sought to deter illegal entry by concentrating on the abuse of INS systems and procedures. In one FY82 case under investigation, the conspiracy involved admitting hundreds of Iranians to the United States and the fraudulent granting of permanent resident alien cards. As a result, the Service took measures to enhance the security of the registration system.

Project Jobs (April 24-30, 1982)

City	Employment Apprehensions	Referrals	Average Wage/Hour
Chicago	1,295	1,295	4.91
Dallas	953	884	4.60
Denver	324	311	5.04
Detroit ¹	32	31	5.56
Houston	1,080	305	4.74
Los Angeles	800	800	4.82
Newark ²	165	157	4.64
New York City ¹	356	356	4.37
San Francisco	435	426	5.19
Totals	5,440	5,065	4.81

¹Reflects apprehensions for a 3-day period

²Reflects apprehensions for a 4-day period

3. Improvement in Information Collection and Storage

The Immigration and Naturalization Service processes and maintains data on immigrants, nonimmigrants and illegal aliens. This data is derived from the routine processing of aliens at ports of entry, of applicants for U.S. citizenship, of illegal aliens under deportation, and from a number of other document and information activities.

At the beginning of FY82, the Commissioner stated that

Conveyances Seized Nationwide

Vehicles	FY 1979	FY 1980	FY 1981	FY 1982
Number	192	2,330	2,775	5,071
Value	\$517,750	\$5,084,959	\$6,255,724	\$10,518,751
Vessels				
Number	1	171	11	5
Value	\$ 12,500	\$6,548,995	\$ 162,300	\$20,600
Aircraft				
Number	-0-	3*	3	13
Value	-0-	\$ 45,000	\$ 143,000	\$ 1,319,180
Other				
Number	-0-	65	42	56
Value	-0-	\$ 256,090	\$ 140,820	\$ 736,105
Totals				
Number	193	2,569	2,831	5,145
Value	\$530,250	\$11,035,044	\$6,701,844	\$12,594,636

*FY 1980 does not include Lear Jet, valued at \$3,300,000.00 (seized on September 6, 1980 at Ft. Lauderdale, FL).

information collection and storage, data processing and the use of data in planning agency activities needed dramatic improvement. In response to this need, the Service completed the Long Range Automated Data Processing Plan as the first step in establishing computerized information systems.

During FY82, existing data systems continued to operate while new systems designs were developed and additional requirements were addressed. Some systems are to be retained, others modified, and certain new systems will replace those which are outmoded.

Coordination with the U.S. Customs Service, the Departments of State and Health and Human Services, and other Government entities was emphasized during FY82. Inter-agency cooperation is necessary during this ongoing transition to assure that complementary computerized systems are developed.

Naturalization and Citizenship Casework Support System: A prototype system for the Naturalization and Citizenship Casework Support System was implemented in Los Angeles to enable INS to track casework, provide management information and perform clerical processing. This interim system will be assessed prior to introducing it in other offices.

Deportable Alien Control System: The Deportable Alien Control System was prototyped and implemented in San Diego, California and at the El Centro Service Processing Center in FY82. To be expanded to other sites in early FY83, it will monitor case status, track cases by prescribed intervals and automatically produce call-ins for aliens under deportation proceedings—all without dependence on paper files. This system will generate routine and *ad hoc* reports, as well as increase the accuracy and currency of the deportation docket and detention booking data.

Non-Immigrant Information System: The design of the

Non-Immigrant Information System was completed in FY82 and the System is scheduled for implementation in FY83. It will replace the Service's existing Non-Immigrant Document Control System.

The new automated System will provide more accurate data on nonimmigrants arriving in and departing from the United States. Its implementation will insure the speedy retrieval of information on visitors, students and all other classes of nonimmigrants.

Master Index System: The automated files of the Master Index System are used throughout the Service. In FY82, improvements increased the capacity of this System and the level of service to INS users. Twenty-two additional offices now have access to the Master Index. The System will be incorporated into the proposed automated Central Index in FY83.

Installation of the new INS Integrated Network Communication capability, which allows INS field offices to access centrally stored computer records, also began in FY82. Upon completion in FY83, a total of 89 INS field offices, including all Border Patrol sectors, will have access to the Master Index System in Washington, DC. The implementation of Integrated Network Communication will provide full back-up capability through automatic alternate routing of messages. It will provide an uninterrupted network availability with a minimum network access of 95 percent, and is expandable to cover all known INS data communication requirements for the next five years.

4. Improvement in Personnel Management and the Organization of the Agency

Major management reform within the Immigration and

Naturalization Service was undertaken in FY82. The INS assessed its overall accountability, responsiveness and effectiveness, and targeted two major goals:

- Agency reorganization to better handle the existing workload; and
- Implementation of a management-by-objectives system.

During FY82, INS management conducted a comprehensive review of needed organizational changes. The resulting reorganization plan will be implemented in FY83. It is designed to streamline the Central Office by consolidating existing functions and by redefining the role and structure of the four INS Regions to achieve greater accountability. The existing organizational structure of INS is presented on page vii. Descriptions of organizational activities for FY82 can be found in the section entitled "Operations within the INS Organization" beginning on page 9.

The second FY82 management goal set by INS was the introduction of a management-by-objectives system. This system, instituted to hold senior executives directly accountable for achieving management reform in specific program and management areas, proved highly successful in helping the Service meet its operational goals for the fiscal year.

To achieve program objectives, the Service established priorities and assigned responsibility for those priorities to specific INS executives. Each priority had a timetable and the Commissioner personally reviewed the progress achieved toward these goals on a quarterly basis. Finally, performance reviews and ratings of INS managers were related to the accomplishment of the tasks outlined in the program goals. The effective use of INS personnel was reflected in the progress made in all Service programs on all levels.

5. Improvement in Resource Management

During FY82, the Immigration and Naturalization Service reviewed both its income and its expenditures. By better controlling the flow of fiscal resources, INS management was better able to react to demands for funds and to insure that resources were concentrated at high-volume, high-risk ports of entry.

Fee Review: The Service, in FY82, reviewed its policies and practices concerning the fees charged for services. In considering new user charges, the Service sought to make immigration benefits and services as self-sustaining as possible, while insuring fair and equitable fees.

Proposed user charges were published in the Federal Register on August 26, 1982. As proposed, new fee receipts will gross approximately \$50 million in FY83 as compared to \$22 million collected in FY81. All comments received on the proposed rule will be reviewed before final action is taken in FY83.

Debt Collection: In response to the President's emphasis on debt collection by the Federal Government, INS reviewed its practices with the objective of reducing its uncollectible debts during FY82. Better control and tracking of overdue accounts, combined with stepped-up legal activity for collecting debts, decreased the total outstanding receivables owed to INS by \$7.6 million.

Cash Management: INS also continued fine tuning its cash management system by pursuing internal controls for prompt collections and deposits, timely payment of debts, and the development of effective controls over cash advances.

Accounting System Documentation: The documentation necessary to obtain General Accounting Office (GAO) approval of the INS accounting system was forwarded to the GAO in September 1982. The INS development of this documentation was closely coordinated with officials within the Department of Justice and the GAO to ensure that all requirements for system approval were met.

Use of Microfiche: Storage of paper generated in automated accounting offices is a significant problem. To cope with INS storage problems, the Office of the Comptroller expanded its use of microfiche in FY82. A 4-inch by 6-inch sheet of film contains the same information as 270 pages of printed copy.

6. Effective Implementation of Legislative Initiatives

One of the most significant accomplishments of FY82 was the development of operating procedures and guidelines for implementing the immigration reform legislation under consideration by the 97th Congress. In preparing for the passage of new legislation, INS drew upon the expertise of individuals and organizations within and outside the Federal Government. By the end of the fiscal year, the Service had taken the necessary planning steps and was prepared to execute the new legislation upon enactment.

7. Enhanced Interagency Cooperative Efforts

Since the implementation of immigration policy often involves more than one Federal agency, interagency cooperative efforts were also pursued in FY82.

The INS supported the Interagency Task Force on Drug Enforcement, particularly in South Florida. The Task Force was established to analyze the problems of crime, drugs, smuggling and illegal immigration. The role of the Task Force was not to supersede the responsibilities of state and local law enforcement officials, but rather to assist and coordinate efforts with those authorities.

The Service, in FY82, also continued to work with other agencies to better control U.S. borders and to achieve a more uniform nationwide policy of apprehension and detention of

illegal aliens pending their deportation or voluntary departure from the United States.

As part of its commitment to controlling U.S. boundaries, INS participated with the Coast Guard in an Interdiction Program designed to stem the flow of Haitians entering the United States illegally. Initiated in October 1981, after a joint U.S.-Haitian deportation agreement was signed, the program proved, in FY82, to be an effective yet humane deterrent to unauthorized traffic to U.S. shores. For the nine-month period ending June 1981, 8,190 Haitians arrived in the United States illegally. For the period beginning October 1981, and ending June, 1982, only 494 Haitians are known to have entered illegally.

**Known Excludable Haitian Arrivals, Miami, Florida
Calendar Years 1979-1982**

Month	1979	1980	1981	1982
January	8	577	769	41
February	12	308	262	12
March	38	1,401	530	14
April	44	1,174	475	20
May	75	1,266	803	2
June	171	1,456	1,507	6
July	219	1,462	1,717	
August	223	1,731	978	
September	185	1,874	629	
October	637	2,280	306	
November	330	1,021	47	
December	580	543	46	
Totals	2,522	15,093	8,069	

During FY82, INS also worked with the Department of State on asylum advisory opinions and preliminary refugee case preparation. The Service also worked with the U.S. Public Health Service on advisory action for waiver of medical excludability. In addition, there was a cooperative effort with the Department of Health and Human Services concerning the submission of reports on the status of refugees at time of adjustment to lawful permanent residence.

8. Improvement in Hearing Procedures

In FY82, INS made changes to simplify immigration hearing procedures and assure adequate administrative support to expedite case processing. All legal activities were consolidated to improve attorney management within the Service. The General Counsel's Office established a Legal Executive Council consisting of the General Counsel, the Deputy General Counsel, four Associate General Counsels and four Regional Counsels. The Council met bimonthly to discuss legal and management issues.

Progress was also made toward completing the Service's Attorney Consolidation Program. The goal of the program is to combine former INS nationality and trial attorneys into a legal services pool under the supervision of the General Counsel's Office. As nationality attorneys are ceded to the General Counsel's Office, their duties will be assumed by INS immigration examiners. The Service's Naturalization Program will not only save money but will also, with a single source of officers, have greater flexibility in processing adjudications in the field.

Operations Within the INS Organization

The following were the responsibilities and operations of each office in the Immigration and Naturalization Service during FY 82.

Office of the Commissioner

The Commissioner is the chief administrative and policy officer of the Immigration and Naturalization Service. In this capacity, the Commissioner administers agency policy and operations. In coordination with the Attorney General and other key personnel of the Department of Justice, the Commissioner articulates Service policy in a wide range of public forums and acts as principal decision maker for the organization.

Four offices report directly to the Commissioner. 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 Inspection and Audit staff conducts onsite 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 Affairs coordinates the Service's communication and interaction with the Congress, the press and the public.

Office of the General Counsel

The General Counsel is the chief legal advisor for the Immigration and Naturalization Service and supervises all Service attorneys. The General Counsel's Office provides the following services: advises the Commissioner, Regional Commissioners and operating divisions, Department of Justice and other agencies on relevant legal questions; provides litigation assistance to United States attorneys and litigating divisions handling INS cases; represents the Government before the Board of Immigration Appeals and reviews all Board of Immigration Appeals decisions; drafts legislative proposals, bill reports and legislative testimony; develops and reviews regulations, operating instructions and policy memoranda; manages the Service's nationwide legal program in Regional and District offices; and trains INS attorneys and operating personnel in legal subjects.

A major reorganization of the INS attorney program took place in FY82. All legal activities were consolidated. The needs of each District office were reexamined, and attorney positions were reallocated. Assistant Regional Counsel

positions were created in all regions to deal with increased workloads.

The Office of the General Counsel continued to provide support for the exclusion and release review process for Cubans in the Atlanta Penitentiary and the exclusion process for Haitians throughout the country. The General Counsel participated in a task force coordinating all Haitian and Salvadoran litigation. Members of the General Counsel's staff coordinated INS participation in nationwide efforts to provide volunteer attorneys for Haitian hearings.

Office of the Special Investigator

This organization is divided into two offices—the Office of Professional Responsibility, and Field Inspections and Audit.

The mission of the Office of Professional Responsibility is to receive and investigate allegations or other information regarding duty-related criminal activity by INS employees. It also conducts integrity awareness and control programs. Allegations of administrative misconduct by high level managers or other types of administrative misconduct that are so serious or unusual as to be inappropriate for local adjudication are also investigated by this Office.

During FY82, the Office of Professional Responsibility received 467 allegations, 190 of which were referred to Regional offices for local management investigations. The Office of Professional Responsibility concentrated on the few employees who used their positions to subvert the Immigration and Nationality Act for personal gain or who committed criminal civil rights violations.

The Office of Field Inspections and Audit conducts on-site surveys of INS offices and field activities. The surveys provide the Commissioner and INS managers with independent, objective and comprehensive appraisals of the Service's programs and operations.

Recommendations made by Field Inspections and Audit in FY82 led to numerous operational and administrative improvements at District, Regional and Central Office levels. Among these were:

- The reduction of overtime in the Inspections activity through improved scheduling;
- Better controls for safeguarding fees, security documents and equipment;
- Increased service in responding to written, telephonic and in-person inquiries by the public;
- Implementation of controls and follow-up procedures for prompt repayment of outstanding travel advances;
- Streamlined procedures to reduce time for processing travel vouchers; and
- Improvement of financial system procedures to expedite billing, collections and deposits.

Office of the Chief Immigration Judge

The Office of the Chief Immigration Judge administers the Service's judicial review program. Under this program, 41 immigration judges in 19 locations across the United States hear cases involving immigration law.

During FY82, immigration judges heard 4,653 exclusion cases and 54,518 deportation cases. Aliens are denied entry to the United States only after a hearing before an immigration judge and no alien can be deported without such a hearing. Immigration judges also have jurisdiction over bond determination cases in which aliens in custody seek a change in the conditions imposed by the Service.

Exclusion matters involving Cubans were a major component of INS immigration judge activity in FY82. Over 2,500 of the 4,653 exclusion hearings held by immigration judges during the fiscal year were for Cubans, mainly those detained at the Atlanta Penitentiary.

Office of Congressional and Public Affairs

The Office of Congressional and Public Affairs is responsible for coordinating INS communication and interaction with the Congress, the press and the public. As part of

this mission, the Office is responsible for intergovernmental relations with other Federal agencies, as well as state and local governments. This Office supervises the design and production of printed and other communication materials for the Service. The Office has two major divisions: the Office of Congressional Liaison and the Press Information Office.

The Office of Congressional Liaison is responsible for establishing and maintaining effective liaison with Congressional committees and subcommittees, as well as with individual members of Congress and their staffs on immigration and nationality matters. The Office prepared over 6,000 written responses to Congressional inquiries, and provided information and assistance in response to over 30,000 telephone inquiries during FY82.

The Press Information Office is responsible for responding to inquiries about INS activities from the news media. This media contact ranges from answering routine questions regarding Service enforcement activities to responding to in-depth media reports on pending policy changes in U.S. immigration laws. During FY82, increased interest by the media in INS activities and policies was evident. Of particular interest were the Haitian detention policy, proposed legislation for immigration reform and control, and the problems of illegal immigration. This Office responded to over 3,000 television, radio and print media inquiries during FY82.

Office of the Deputy Commissioner

The Deputy Commissioner assists the Commissioner in the administration of the Service and its mission. In addition, the Deputy Commissioner oversees INS Regional operations and the Service's foreign offices. On numerous occasions, the Deputy Commissioner acts on behalf of the Commissioner.

Three offices are administratively directed by the Deputy Commissioner. They are 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 INS is to ensure and actively 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 Office is responsible for the efficient processing of complaints of discrimination against the Service. One of the EEO Officer's duties is to maintain a counseling program involving 110 EEO counselors. Counseling is available for any employee, applicant for employment, or former employee who believes that he or she has been discriminated against because of race, color, religion, sex, national origin, age, physical or mental handicap, or in reprisal.

As FY82 opened, 187 discrimination complaints were pending. An additional 123 complaints were received during the year, while 65 complaints were closed. At the end of FY82, 245 complaints of discrimination were pending. Of those, nearly half had been processed to completion by the Service and were awaiting further adjudication at the Department of Justice. The largest proportion of complaints were filed on the basis of sex, race, or reprisal. The single issue raised most often in discrimination complaints was nonselection for promotion.

Office of the Comptroller

The Office of the Comptroller was organized to overcome

financial and position control problems of accountability, timeliness, and consistency of process, and to insure integrity of data and procedures. The Office develops and implements Service-wide fiscal policy and procedures. It 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.

In FY82, the Comptroller's staff undertook and completed a review of INS fee schedules, the policies and practices for user charges, and the costs of providing such services so that benefits and services provided to individuals by INS could be made as self-sustaining as possible. The Office also undertook a review of the Service's debt collection practices with the objective of reducing the amount of receivables. Improved controls and monitoring systems were implemented.

Office of Planning and Evaluation

The Office of Planning and Evaluation develops and monitors initiatives to enhance INS's performance. This Office creates operational priorities at the beginning of each fiscal year and aids in allocating resources. In FY82, resource management was key among the areas targeted for improvement by INS management.

Four major studies were completed during FY82. The studies were designed to identify areas and work methods in which resources could be diverted from less productive to more productive activities:

- An Organizational Study reviewed the INS decision process, functions and structure;
- A Service-wide staffing study focused on the geographical distribution of Service workload versus staffing;
- A northern border port study examined the use of Inspection resources; and
- An Investigations resource allocation study presented a proposal for reconfiguring the Investigations workforce to correspond with areas of illegal alien concentration.

Enforcement

It is the responsibility of INS Enforcement to administer the regulatory and criminal provisions of the Immigration and Nationality Act and related Federal statutes. Five separate activities are maintained by Enforcement:

- The Border Patrol program, which seeks to prevent the illegal entry of aliens into the United States and apprehend aliens who are found to be in the United States in illegal status;
- The Investigations program, which seeks to apprehend and remove illegal aliens already in the United States;
- The Anti-Smuggling activity, the investigative efforts of which are directed toward apprehension of smugglers of illegal aliens in order to deter illegal entries;
- The Detention and Deportation program, which removes illegal aliens apprehended by Enforcement personnel and manages the detention of excludable and deportable aliens; and
- The Intelligence activity, which develops strategies and tactical information related to enforcement issues, policy and projects, and also maintains intelligence liaison on national security matters with other Federal agencies.

Border Patrol Division

The Border Patrol, as the mobile, uniformed, enforcement arm of the INS, is charged with the responsibility of detecting, deterring and preventing the illegal entry and smuggling of aliens into the United States. Its objectives are to:

- Cause persons seeking admission to the United States to present themselves at designated ports for inspection;
- Discourage illegal entries by locating illegal aliens in the border area before they can secure employment or realize profit from their illegal entry;
- Prevent the penetration of illegal aliens into the interior of the United States where their removal would be more expensive and time-consuming; and
- Maintain an enforcement capability in interior locations where there is substantial illegal alien activity.

Patrol agents perform their duties along and in the vicinity of 6,000 miles of international boundary and the Gulf Coast, using motor vehicles, boats, aircraft, horses, and foot patrols. In FY82, efforts were increased to provide INS employees with the equipment necessary to do their jobs. Working with limited personnel and within budgetary constraints, the INS Border Patrol placed greater reliance on new and sophisticated technology. To supplement the efforts of the 2,866 member force, magnetic, seismic and pressure sensitive

ground sensors were used to transmit electronic warning of illicit entries to central control points. Low light level closed circuit television cameras and infrared viewing devices added still more efficiency to operations.

In FY82, 450 mobile and portable radios were placed in the Border Patrol, Detention and Deportation, and Investigations programs; an additional 118 mobile and portable radios were acquired to support the Border Task Force. Progress was also made in integrating sensor, communication and base station processing activities into Automated Intrusion Detection Systems. Ten of the twenty Border Patrol Sectors are equipped with these Systems (See map on page 13).

Along with new technology, the Border Patrol employs agents mounted on horses. Horses are able to take agents into wilderness areas where motorized vehicles are not permitted or where the terrain makes the use of trail bikes impractical. Because of their keen hearing and sensory abilities, the animals are also helpful in detecting persons hidden in the brush.

The Border Patrol apprehended a total of 819,919 deportable aliens in FY82. The majority of these apprehensions were made by the Patrol's linewatch operations. Linewatch operations involve 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 also conducts highway traffic inspections on roads leading from the border, checks of rail yards and other transportation centers, city patrols, boat patrols, and farm and ranch inspections.

During FY82, the Border Patrol expanded its helicopter program and consolidated two northern Border Sectors. The design of a Vehicle Accounting and Reporting System was also completed. The system which is expected to be implemented in early FY83 will improve INS accountability for and control of fleet resources. It will also provide valuable information for tailoring the size and composition of the fleet to terrain.

Investigations Division

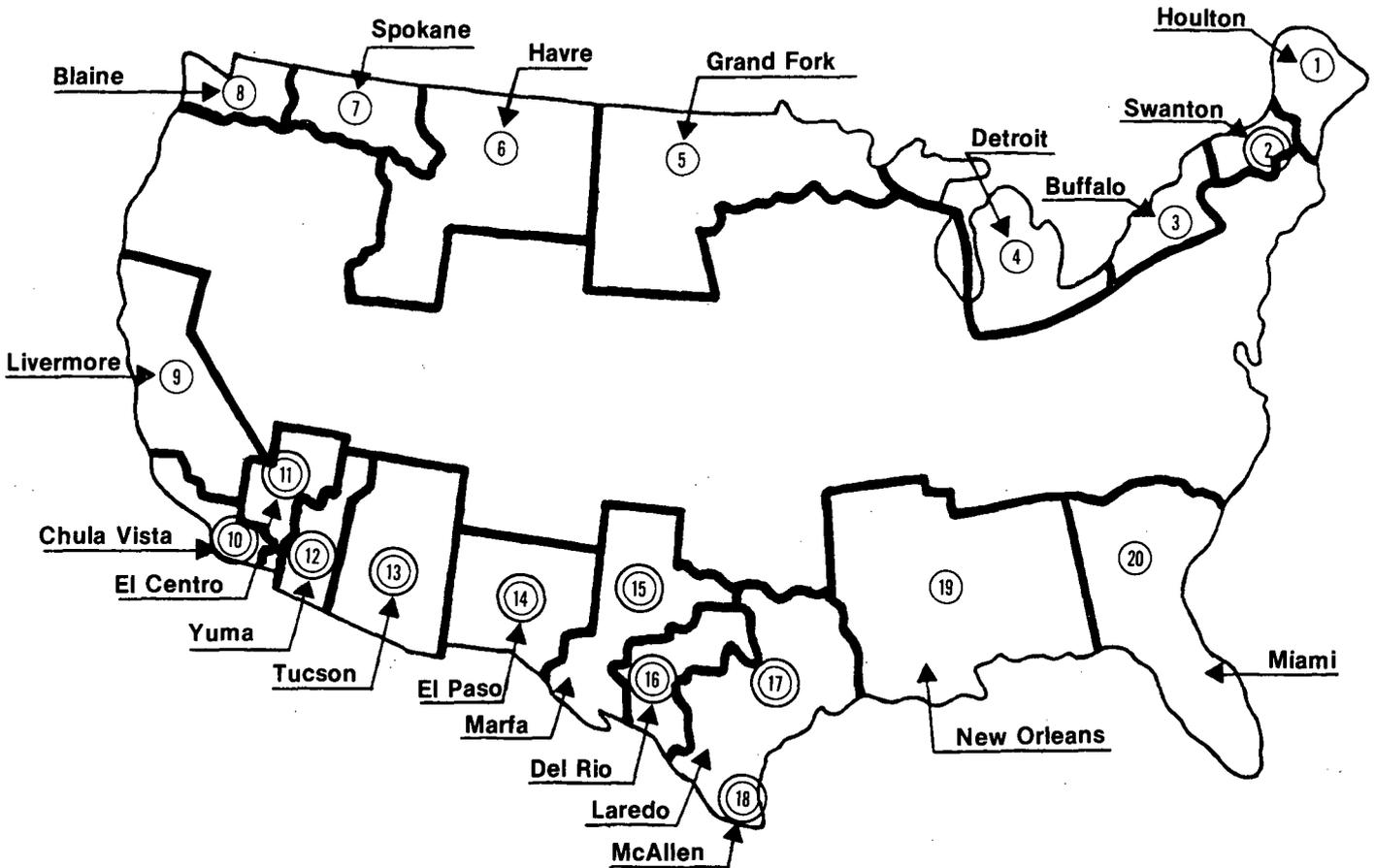
Investigators gather evidence against aliens who have entered the United States illegally, aliens who have violated the terms of their entries, or aliens and citizens who have committed other crimes against the United States that are within the investigative jurisdiction of the Service.

The two major responsibilities of the Investigations Program are:

- Area control operations, which focus on finding illegal aliens in high-paying jobs at places of employment. Under FY82 area control operations, Investigations

Border Patrols Sectors

(Sectors are identified by name of site of Border Patrol Headquarters)



⊙ Sectors with Automated Intrusion Detection System

personnel located and arrested approximately 104,228 illegal aliens.

- Investigation of aliens and citizens who have committed crimes to aid themselves and others in obtaining immigration benefits. Once the benefits have been obtained, such aliens and citizens are able to enter the workplace and to take advantage of the social welfare programs that are reserved for citizens and lawful aliens. The purpose of the program is to deny benefits to these individuals and prosecute the criminals involved. In FY82, the Investigations program shifted the focus of its casework to target conspiracies and more serious violators.

During the fiscal year, Investigations personnel cooperated with other agencies in joint investigative efforts, making significant progress with the Departments of Labor, Education, Housing and Urban Development, and the Social Security Administration. This multi-agency approach was extremely successful in seeking, locating and prosecuting violators, and decreasing many of the enticements for illegal immigration during FY82.

Anti-Smuggling Activities Staff

This specialized activity plays an important role in the arrest and successful prosecution of persons engaged in

smuggling and transporting illegal aliens into the United States. Formed in 1978 in response to the rapidly increasing influx of illegal aliens and the increasing sophistication of those persons who illegally transport aliens into the United States for pay, the Anti-Smuggling Activities Staff concentrate on the identification, infiltration and destruction of organized alien smuggling operations. The INS has devised a classification system to assist the nearly 300 officers of the Anti-Smuggling program in categorizing smugglers as major violators, lower-level violators, or nonprofessional smugglers of household employees and relatives.

Over the past four years, the INS Anti-Smuggling Staff has been responsible for apprehending over 61,000 smugglers, of which nearly 18,000 have been authorized for prosecution. In FY82, over 82 percent of prosecuted smuggling-related cases resulted in convictions. Under a recently enacted law permitting the seizure and forfeiture of conveyances used in the smuggling of aliens, Anti-Smuggling officers have seized more than 10,000 conveyances valued at over \$30 million.

The Anti-Smuggling Activities Staff work closely with U.S. attorneys, and with Mexican and Canadian officials. The Mexican Government has assigned special units at interior road checks in Mexico resulting in the apprehension of a number of Central American aliens before they reach the U.S. border.

Detention and Deportation Division

The Detention and Deportation Division removes from the United States those illegal aliens apprehended by INS Enforcement personnel, and supervises the detention of excludable and deportable aliens as required. Detention and Deportation activities are, therefore, essential to an adequate enforcement program since they directly support the apprehending arms of the Service.

The Administration is also strongly committed to better control of the borders. The Attorney General has emphasized the need for a uniform, nationwide policy for apprehension and detention.

To support an effective Detention and Deportation program, the Service maintained five Service Processing Centers and a temporary detention facility in Fort Allen, Puerto Rico in FY82. During this period, 229,135 aliens were admitted in detention: 143,616 to these INS facilities and 85,519 to non-Service facilities. A total of 823,731 aliens were expelled from the United States, of which 14,154 were deported, and 809,517 were required to depart without the issuance of a formal order of deportation. Many of those required departures were Mexican aliens who were returned voluntarily to Mexico almost immediately after their apprehension and processing. Over 202,000 aliens were, however, removed at Government expense.

As in previous years, the detention of Haitian entrants was a responsibility of the Detention and Deportation program during FY82. In June 1982, a Federal District Judge ordered the INS to begin a parole program for those Haitians who were in detention as of the date of the order and who had arrived in the Southern District of Florida on or after May 20, 1981. The Office of Refugee Resettlement worked with voluntary agencies to identify individual sponsors for the Haitians. By October 22, 1982, all of the eligible class members had been paroled by INS. In reducing the number of persons detained at Krome North, the Haitian parole program made it possible to begin an extensive renovation of that facility.

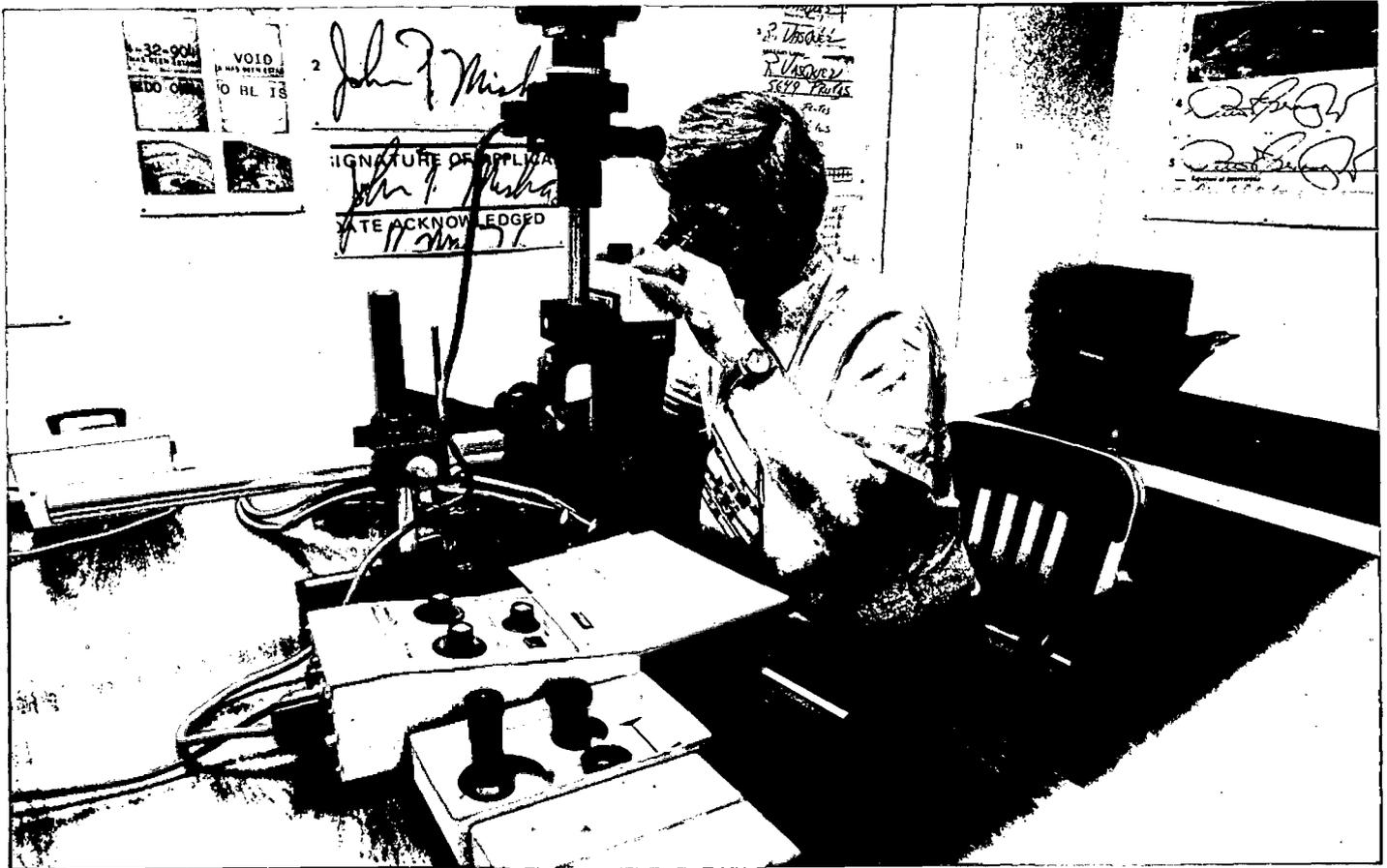
At the end of FY82, over 1,200 inadmissible Cubans continued to be detained at the U.S. Penitentiary in Atlanta and other Bureau of Prison facilities. The Cubans remaining in Atlanta were primarily those who had not been approved for release after an initial review by Status Review Panels composed of Department of Justice personnel.

Intelligence Program

The Intelligence Program provides for liaison, coordination and exchange of information with other Government agencies on immigration matters related to national security. It provides for intelligence support to assist in the prosecution of major counterfeiters, alien smugglers, and other violators of the Immigration and Nationality Act. The Intelligence Program provides program planning, coordination and direction for INS intelligence activities. It channels intelligence information and gives timely support to a number of other agencies, including the Federal Bureau of Investigation, the Secret Service, the Drug Enforcement Administration, and the Department of State.

In FY82, the INS continued 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 INS data bases on alien smuggling, false claims of citizenship, and reports of arrival of private aircraft from outside the United States. During this fiscal year, 179,897 new records were introduced into the system and INS personnel at EPIC responded to 38,143 inquiries from operational units in the field.

The Intelligence Program's Forensic Document Laboratory also continued its efforts to control the manufacture, sale and use of fraudulent documents in FY82. The Forensic Document Laboratory provides INS officers an expert source of science and technology in the complex art of investigating document fraud. It has contributed to the INS enforcement effort by developing a "secure" letter-type document. It has assisted in the development of a prototype hand stamp with integral security features. It has also assisted in developing a new security ink for exclusive use of the INS.



The INS Forensic Document Laboratory, established in 1980, provides scientific and technical support to INS officers in determining the authenticity of suspicious documents uncovered during inspections, examinations, or investigations. One method used in detecting

fraudulent documents is the macrophotography system. This system enables the Document Examiner to identify and highlight the smallest alterations in passports, visas, and other documents.

Examinations

The INS Examinations responsibility is composed of five major Service activities that are the basis for its organization. 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 which advise and assist aliens who have business before INS.

Inspections Division

Inspections activity primarily involves the determination of an individual's admissibility into the United States at ports of entry. Inspections program priorities for FY82 included the continued concentration of resources at high-volume ports, improved inspections guidelines for INS officers, and reduction in overtime expenditures. Achievements in these areas were marked by:

- Completion of the Accelerated Specialized Inspectional System Test in Miami and Los Angeles. This innovative inspections procedure provides for the combined staffing of primary inspections lines by cross-designating INS and U.S. Customs Service Inspectors.
- Completion of the Department of Justice Preclearance Study. This study found the preclearance of air travelers prior to their departure for the United States to be cost-effective.
- Completion of an entirely revised handbook for immigration officers.
- A reduction in overtime costs of \$2 million while still inspecting approximately 310 million applicants for admission to the United States. This action demonstrated INS's ability to provide continued effective service within budgetary constraints.

Interagency and interdepartment liaison during FY82 centered primarily on the established goal of facilitating international travel. The proposed centralization of administrative fines and termination of the U.S. citizen identification card were designed to improve the flow of paperwork and reduce program costs.

Adjudications Division

The mission of the Adjudications Division is to provide for the timely adjudication of applications and petitions for benefits under the Immigration and Nationality Act. During FY82, over 2,000,000 applications and petitions were received—an increase of 6 percent over FY81 receipts. Applications processed in FY82 totaled approximately 1,966,000—an increase of 4 percent over FY81.

Naturalization and Citizenship Division

The Naturalization and Citizenship program, through its officer staff, examines all naturalization applicants and their qualifications for citizenship in compliance with the Immigration and Nationality Act of 1952, as amended. Service personnel make appropriate recommendations to the Federal and state courts that have jurisdiction over the Naturalization function. The Naturalization Division is responsible for adjudicating claims to U.S. citizenship through derivation and/or birth in a foreign country, as well as determining issues of expatriation and loss of citizenship.

In FY82, the Service completed approximately 277,000 naturalization applications and 39,000 citizenship applications resulting in the naturalization of approximately 183,000 new citizens and the issuance of 28,000 certificates of citizenship.

Office of Refugee and Parole

The Office of Refugee and Parole has responsibilities in three major INS activities: refugee and asylum programs, overseas office activities, and the exercise of the Attorney General's parole authority.

During FY82, 93,252 refugees were admitted to the United States from Indochina, the Soviet Union, Eastern Europe, the Middle East, Latin America and Africa. The INS screened more than 83,000 refugee applicants, and 61,534 were approved under case-by-case processing procedures. Within the United States, 36,298 asylum claims were filed during the fiscal year; 11,928 claims were decided.

In addition, Refugee and Parole staff also monitored the performance of INS foreign offices. The Service's overseas offices adjudicate applications and petitions, conduct investigations dealing with suspected fraud in immigration matters, and provide liaison with other agencies, U.S. and foreign, public and private.

The Office of Refugee and Parole also adjudicates requests to exercise the parole authority of the Attorney General. The Attorney General has broad authority to grant parole for humanitarian reasons or for emergencies when they are in the public interest. This authority, delegated to the Commissioner of the Immigration and Naturalization Service, is used selectively.

Outreach Program

The Outreach Program provides 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 or benefits which are guaranteed to them under the Immigration and Nationality Act.

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 illegal aliens for apprehension purposes. By reaching out to those aliens who wish to change their status, the Program reflects a positive INS image and improves the Service's relations with ethnic communities.

In FY82, the Outreach Program expanded its efforts to coordinate the processing assistance given by community and volunteer agencies for refugee adjustment applications. As a result, mass adjustments of status were made in California,

Oregon, Washington, Texas, Florida, Pennsylvania and other states with large concentrations of refugees. These cooperative efforts with voluntary agencies and community organizations enabled the Service to complete huge processing tasks at a substantial cost savings, despite a lack of funds, resources and personnel.

During FY82, the Outreach Program staff also provided on-going basic technical training on immigration procedures to approximately 463 voluntary agencies. Thirty-eight training sessions were held, and were attended by 1,574 participants.

The Service also received Outreach's assistance on special projects. The staff served on the Attorney General's panel reviewing the proposed release of Cuban entrants confined to the Atlanta Federal Correctional Institution. Staff members were also assigned to monitor the Haitian placement program at the Krome North and Fort Allen detention facilities.

Operations Support

The mission of the Operations Support Division is to provide technical support to the Immigration and Naturalization Service in the achievement of goals and strategies set forth in the Service's long-range plans. The programs and offices under Operations Support management include:

ADIT Program

Alien Documentation, Identification and Telecommunications (ADIT) prepares identification cards for immigrant aliens and nonresident border crossers. The Immigration Card Facility, operating under the ADIT Program, produces and issues secure alien registration receipt cards and nonresident alien border crossing cards. The number of cards issued to date totals more than 2.8 million and 428,000 respectively.

During the fiscal year, the ADIT Program focused on two major program improvement initiatives. Work continued on integrating the automated support segment of ADIT with the Service's Master Index System which contains information on permanent resident aliens in the United States. While remote terminals were installed at major ports, field office terminals were able to access Master Index and ADIT data for support of both enforcement and service functions.

In addition, ADIT Program staff reviewed the production of alien identification cards and bids were received from private industry for alternate production methods. As a result of this FY82 review, the cost of the identification card was reduced from \$3.82 to \$2.30 per card for a total Government savings of approximately \$1.5 million per year.

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. Data Systems will remain an area of increased activity as the Service moves toward more fully computerized records and management systems.

During FY82, the INS's Long Range Automated Data Processing (ADP) Plan was completed and implementation begun. This system will provide the Immigration and Naturalization Service with the information system required to support the increasing workload generated by increased immigration, pending legislation and a reduced workforce.

Existing INS systems will continue to operate while development of the new data system is underway. Emphasis will be placed on coordination and information exchange with the Departments of State and Health and Human Services, the U.S. Customs Service, and other Government activities.

Communications and Electronics Division

Communications and Electronics operations involve radio communications, intrusion detection and security systems, telephone information processing systems, telecommunications and word processing. Installation of the new INS Integrated Network Communications capability which allows uninterrupted access to the Master Index, began late in FY82. Upon its completion in FY83, a total of 89 INS field offices, including all Border Patrol sectors, will have access to the central files of the Master Index System in Washington, DC.

ADP Planning Staff

As the planning arm of the Operations Support Division, this office works on Division-wide projects used to support INS initiatives. During FY82, the Staff completed the design of the Long Range Automated Data Processing Plan which was approved by INS management in September. Subsequent Staff activities focused on projects and research efforts defined in the Plan.

Management

Management provides the administrative support services necessary to conduct the Service's basic missions. Management oversees the Administration, Personnel and Training, and Information Services Divisions.

Administration Division

The Administration Division provides support to INS in the areas of procurement, general services, facilities and engineering, security, printing and forms management.

In FY82, several major projects were undertaken to improve the delivery of services, reduce costs and achieve operating efficiencies. A review of INS procurement and contracting functions resulted in an overall revision of current procedures and practices which is scheduled for implementation in FY83. During the last half of FY82, interim revisions brought about increased responsiveness to program needs, and reduced both administrative costs and unnecessary delays in processing.

In the area of facilities, construction began on the expansion of the Service Processing Center in Chula Vista, California, and design contracts were awarded to provide new facilities at Eagle Pass, Texas and El Cajon, California. Also, major renovations were begun at three Service locations; and plans were made for the installation of solar energy systems at six INS facilities. Numerous office relocations occurred and were coordinated with the General Services Administration.

Personnel and Training Division

This Division establishes Service-wide policies and procedures for the conduct of personnel management programs, and programs for officer corps and technical training, as well as employee development.

During FY82, approximately 300 new Border Patrol agents were hired and trained. The Service streamlined its interview methodology and suitability determinations, and simplified the Merit Staffing Plan for nonbargaining unit employees. Position classification guides were developed and implemented for the key mid-management positions of Chief Patrol Agent and Officer-in-Charge.

In the area of equal employment opportunity, INS realized an increase of 11.1 percent of women and 6.2 percent of minorities in key positions. Overall increases of women and minorities in all INS positions were 1.5 percent and 1.6 percent, respectively.

Information Services Division

This Division supports the INS mission through the management of the Service's records, information, Freedom of Information/Privacy Act, and statistical programs.

A model for a Productivity and Resource Management System was developed during FY82 to evaluate progress in meeting mission goals, to assist in the formulation and support of budgets, to monitor individual program progress, and to control resources and planning for future programs. An extension of the project will be the automation of the Service's current work measurement statistical reporting system.

**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 St., 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

THE INS IS AN EQUAL OPPORTUNITY EMPLOYER