

Elizabeth Drye - DPC

Box #5 -- DPC Policy Issues - General

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E X E C U T I V E O F F I C E O F T H E P R E S I D E N T

22-Feb-1996 11:20am

TO: Carol H. Rasco

FROM: Stephen C. Warnath
Domestic Policy Council

CC: Jeremy D. Benami
Elizabeth E. Drye

SUBJECT: RE: Immigration meeting

Will do. I am following up to get the memo and have left a message with NEC.

Regarding guestworkers: John's point is a good one -- the President needs something positive to say. However, the President's earlier statement was designed to address legitimate concerns. He said that was that if our crackdown on illegal immigration contributes to labor shortages, then he would direct DOL and Ag to work to improve existing programs. Since there is no evidence of a shortage or that one can be anticipated so far, we hadn't forced DOL and Ag to try to come up with anything new.

As for process, I will pull DOL, Ag, and INS together to identify where reform is possible and how to achieve it. It should be a very ugly meeting since they have very different world views. The policy premise of the the President's statement is that the system basically can work now, but much of the agriculture industry has not attempted to use it.

But we will come up with some proposals for you to present to Leon shortly in two forms:

- 1) Policy -- What can be done to ensure expedited processing or more responsive, timely processing within the existing framework?
- 2) Communications -- We will provide whatever information will be necessary to support an expanded or updated response regarding what the President could say to the agriculture industry about what the Administration could do on this issue. As you saw, guestworkers -- not reform of the H-2A system -- is of particular interest to Rahm so I think that he probably is already got some response in mind. I will check to see what he is doing.

Steve —

Carol's trips

hate crimes

privacy

~~in~~ off. action

General — DRC input into WH.

- ~~Summary~~ overview / ex summary.
- briefing

- Immigration - Denis Meiser. —

— Comprehensive strategies.

- Ex. Order on ^{naturalization} ~~immigration~~ —

Harold ~~Jamice~~ — Sched. — ~~imm~~ naturalization announcements. —

Senat Full cut mark — Feb 29th —

Justice doing 80 pgs. letter

___, 1996

DRAFT

MEMORANDUM FOR CAROL H. RASCO

From: Stephen C. Warnath

Subject: Immigration Policy Overview

This memorandum provides an overview of the Administration's immigration policy.

INTRODUCTION: A PRINCIPLED FRAMEWORK FOR IMMIGRATION POLICY

Stated broadly, our policies seek to: curtail illegal immigration, welcome legal immigrants (with a moderate reduction in numbers) and protect refugees from harm. To accomplish these objectives, our policy decisions are guided by a set of principles and priorities that includes the following:

- This Administration inherited serious illegal immigration problems because previous Administrations dedicated neither the resources nor the enforcement tools to deter illegal immigration. To reverse this course, the Administration has moved to implement comprehensive immigration reform through a broad range of initiatives. Deterring illegal immigration is a fundamental element of a nation's need to control its borders to ensure its national and economic security goals. It also is consistent with this Administration's vision of a national community where people strive not only to work hard, but also to contribute their fair share and play by the rules. An individual's illegal entry by definition defies this vision. And an illegal crosser's undocumented status virtually ensures some level of social marginalization and risks growth of an underclass rather than integration into and full participation in society.
- Our policies seek to reinforce immigration's role in strengthening families and communities (through reunification of close family members) and strengthening the economy (by supporting needed employment-based immigration when that does not compete with Americans for jobs). In these areas in particular, it is important to affirm the continuing contribution of legal immigration to our country.
- Concurrent with strengthening enforcement efforts, we must be as diligent in protecting citizens and legal immigrants from discrimination and harassment. **This crucial . . .**
- Some are trying to use immigration, like affirmative action, to drive a wedge in this country. This is wrong and we must

fight such "immigrant bashing." We need to examine our immigration policies in the same factual, nonpolitical way that we tried to do with affirmative action. While we must restore credibility to the enforcement of our immigration laws -- because we are a nation of laws -- we nevertheless must not allow immigration to become a wedge that divides us.

The following sets out some of the significant policy initiatives undertaken to further these principles and priorities.

I. BORDER CONTROL

• Southwest Border

- Through Operations Gatekeeper (California), Hold-the-Line (Texas), and Safeguard (Arizona) we have deployed a large increase in the number of agents at the border (a 24% increase from '93 to '95), equipped them with high technology including infrared night scopes, put them in all-terrain vehicles with new encrypted radios, built miles of fences and placed sensors and lighting in strategic locations.

- In October, the Administration recognized the first year anniversary of Operation Gatekeeper in San Diego. At that time, the Attorney General announced several new initiatives: U.S. Attorney Alan Bersin was appointed to be the Administration's special representative at the Southwest border; the first permanent "Port Court" was created in San Diego to help expedite the disposition of deportation cases and prosecutions; and DOJ will lease space at the Miramar Naval Air Station to house criminal aliens awaiting prosecution. Finally, the A.G. echoed the President's earlier announcement that the U.S. has obtained agreement with Mexico to begin an interior repatriation pilot program.

- The Department of Justice has assigned Special Assistant U.S. Attorneys to Southern California to criminally prosecute aliens who reenter the U.S. illegally after having been deported on criminal grounds. The Administration is fingerprinting illegal crossers for the first time to identify repeat crossers and to determine appropriate cases for prosecution. This replaces a system based upon records kept in notebooks and index cards.

- **Smuggling**
 Since mid-1993, the Administration has significantly strengthened anti-smuggling efforts. Early in the Administration we faced many large ship-based smuggling attempts, as typified by the Golden Venture running aground off New York. These attempts have been reduced dramatically and prosecutions of anti-smuggling cases are receiving increased emphasis (e.g. prosecutions rose 24 percent in July 1995 over July 1994). We also sought and obtained from Congress increased penalties to punish these criminals. Now we are adapting anti-smuggling initiatives as criminals change smuggling routes and schemes and enhancing smuggling intelligence gathering and targeting organized crime operations. For example, we are looking to direct additional personnel and resources into the source countries of this illegal activity.
- **Asylum Reform and Ports-of-Entry**
 The Administration has comprehensively reformed the asylum system. In the past, too many individuals filed fraudulent asylum claims as a means of obtaining work authorization and remaining in this country. Generally an applicant could count on years of processing and little risk of being required to leave should his or her claim be denied. Early evaluation indicates that the asylum reform is working. The system has been streamlined and fraudulent applications appear to be declining. In addition to reducing sham claims of asylum, the Administration has improved its ability to catch aliens attempting to illegally enter at JFK and other international airports using false documentation.
- **Visa Overstayers**
 We will be the first Administration to enact a strategy (through a combination of worksite enforcement, visa issuance and verification procedures) to begin to deal with the approximately 40% of illegal aliens who are visa overstayers.
- **International Cooperation**
 The Administration continues to work with foreign governments, especially the Mexican government, for bilateral solutions to migration issues.

II. WORKSITE ENFORCEMENT & EMPLOYMENT AUTHORIZATION VERIFICATION

Employment is the number one incentive for illegal immigration. The best way to deter illegal immigration, then, is through an effective combination of border control and worksite enforcement.

Our worksite enforcement strategy includes six major components:

- 1) Coordinated Enforcement -- Unprecedented worksite investigation and enforcement coordination between the Department of Labor (DOL) and the Immigration and Naturalization Service (INS), as well as State and local entities;
- 2) Targeted Enforcement -- Targeted enforcement against industries that historically employ illegal immigrants and establishment of Targeted Deterrence Zones in selected metropolitan areas to coordinate enforcement activities;
- 3) Strengthened Verification -- Meaningful work authorization verification reform through pilots and document reduction and anti-counterfeiting and anti-fraud measures;
- 4) Increased Penalties -- Seek legislation at least doubling relevant sanctions;
- 5) Replacing Illegal Workers with Authorized Workers -- Expansion of Operation Jobs, a program that works with business to place legal workers into jobs previously held by illegal workers;
- 6) Publicizing Enforcement Activities -- Actively publicizing inspections, raids and removals to maximize deterrent effect.

This is the first Administration to initiate meaningful steps to enforce employer sanctions law. Highlights of the Administration efforts include:

- Operation SouthPAW

The INS recently announced the results of Operation SouthPAW (PAW - Protecting American Workers), the largest worksite enforcement effort in the South (Mississippi, Arkansas, Tennessee, Georgia, Alabama, and Florida) in more than a decade. It has resulted in more than 4,000 illegal workers at over 300 worksites being removed to their country of origin and the restoration of \$55 million in annual salary opportunities for legal workers. Surveyed employers reported filling more than 2,400 of those jobs with legal workers.

- Operation Jobs

Operation Jobs is designed to protect American workers and businesses at the same time. In the past, an enforcement action that resulted in the deportation of a business' workers could cripple that enterprise. Sometimes other illegal aliens would fill the jobs of the deported illegal workers. Now, in a program initiated in Dallas, the INS will meet with a business owner, arrange for legal replacement workers and then deport the illegal alien(s)

thereby protecting the business while facilitating the replacement of illegal workers with legal workers. Last month, Operation Jobs was awarded the Innovations in American Government Award by the Ford Foundation and the John F. Kennedy School of Government.

- **Work Authorization Verification**

The Administration endorsed the Commission on Immigration Reform's (the "Jordan Commission") recommendation to initiate pilot projects to test the building blocks required to develop a work authorization registry. This would rely on a computer database or databases and several existing identification documents. A national ID card would not be part of the approach.

The President does not need new legislative authority to initiate verification pilot programs and the Administration has begun to develop and implement pilots to test the feasibility and develop essential elements of the system. There will be three to five pilots that will include: 1) expansion of the INS Verification System from 9 to 1000 employees; 2) a two-step verification procedure using both the Social Security and INS databases; and 3) simulation of an INS/SSA database to test database integration issues.

The Administration announced in the last week of October the next phase of the INS' Telephone Verification System pilot in Southern California that expands the program to over 220 employers. It is a voluntary program that allows participating employers, through a personal computer, to query the INS to confirm the eligibility of noncitizens to work in the United States. In conjunction with this, INS will expand enforcement efforts in this same geographic area to identify and sanction employers who are not complying with the law.

- **Database Improvement**

Database improvement is crucial to any verification system. The integrity, reliability and accuracy of the INS database has been severely criticized. The INS is overhauling its database and infrastructure to improve their reliability and usefulness.

- **Discrimination and Privacy Issues**

Implementing a computer-based verification system raises some fundamental discrimination and privacy issues. There is much debate about whether such a system will increase or

decrease the potential for discrimination against legal workers who "look or sound foreign." Some also have grave concerns that this is government as Big Brother and threatens citizens with the loss of privacy rights. These concerns have led to a coalition of minority groups and conservatives in opposition to strengthened verification and employer sanctions enforcement.

We are absolutely committed to designing a system that protects privacy and civil rights. An Administration working group reviewed potential discrimination issues and recently finalized their analysis. The Administration will develop pilots carefully, building in safeguards against the invasion of privacy and discrimination. All employers will be instructed about the laws against discrimination as well as the verification requirements. The Memorandum of Understanding between each participating employer and the Administration contains antidiscrimination clauses. We will also monitor these pilots closely for evidence of discriminatory action.

- **Fraud-Resistant Immigration Documents**

The INS has entered into a three-year contract to produce more fraud-resistant "green cards" and other immigration documents. The new hard-plastic cards will incorporate new security features, such as: holograms, high-resolution digitized photographs, and fingerprints.

- **Sweatshops**

The discovery of illegal aliens being held in involuntary servitude in a garment shop in El Monte, California revealed an ugly underbelly that unfortunately exists in some industries. This case underscores the fundamental importance of increasingly effective coordination of illegal immigration and worksite standards enforcement. The INS and Department of Labor have followed-up with additional raids of sweatshops in the Los Angeles area. In addition, Secretary Reich convened a Summit of some of the country's largest clothing retailers immediately after the El Monte raid to enlist their cooperation to end subcontracting with illegal sweatshops and to improve labor law compliance within the garment industry. The Department of Labor has also been working hard over the last few years to persuade garment manufacturers to promote labor law compliance by their production contractors.

We are seeking from Congress more worksite enforcement resources and tools for both DOL and INS needed to protect workers and fight against any recurrence of this type of subjugation and other exploitation of immigrant workers. Unfortunately, present Republican legislation would provide

less resources for this purpose than the Administration has requested.

- **Targeted Deterrence Zones**

Targeted Deterrence Zones involve applying more concentrated and coordinated enforcement strategies (interagency and intergovernmental) in selected locations such as San Diego. We have characterized this approach as seeking to create a "seamless web of enforcement from the border to the workplace." This effort will be anchored by the continued strengthening of border activities. To this we would add intensified worksite standards enforcement (federal/state/and local cooperation) and expanded employer sanctions pilots (especially targeting past violators and industries with historically high levels of illegal immigrant hirings). The Administration would target organized crime smuggling activities. We would examine offering greater access to the Law Enforcement Support Center to state and local law enforcement officials and would identify every opportunity to work with State, local governments and community groups to devise acceptable strategies to address illegal immigration. The Administration will also devise strategies to fight discrimination and harassment against citizens and legal immigrants, and prosecuting as necessary to protect their rights. Initial elements of a Targeted Deterrence Zone in San Diego are being planned and the groundwork laid.

III. DEPORTATION

In the past, a basic failure to enforce the immigration laws meant that if you got beyond the border illegally, you were virtually assured of being able to remain in the United States without fear of detection or deportation. The Administration has increased removals of illegal aliens, particularly criminal aliens. Removals of criminal aliens increased by 12% in 1993 and 17.6% in 1994 over 1992 levels. During the 12-month period ending September 30th, 48,000 persons were deported, including a record 31,244 criminal aliens.

This trend will continue. To achieve a tripling of deportation levels over 1992 levels, the President's FY 96 budget provides for \$130 million for detention and removal of deportable aliens.

In addition, we are reforming and streamlining deportation procedures and seeking enhanced exclusion authority. Reform of the asylum system means that more fraudulent asylum applicants will be excluded. The Crime bill enhanced penalties for failing to depart, or for reentering, after an order of deportation and

provides for administrative deportations, a new legal process that will greatly enhance INS' ability to deport aggravated felons. This year, more than 1,100 criminal aliens have been prosecuted by the U.S. Attorneys in California for reentering the country after having been deported, a 240 percent increase over 1992.

- **The Institutional Hearing Program (IHP)**

IHP is designed to allow INS to process criminal aliens for deportation while they serve their criminal sentences. The program, conducted in partnership with the states, the Federal Bureau of Prisons, and the Executive Office of Immigration Review, provides for immigration hearings during imprisonment to permit immediate removal of criminal aliens when their sentences are completed. In the past, many of these individuals were released back into our communities at the end of their sentences. Using \$45 million in dedicated FY 1995 funding, INS has been able to remove 6,485 criminal aliens through IHP during the first nine months of FY1995, more than in all of FY 1994. The IHP program is active in 41 states, with enhanced programs of increased resource operating in five states (California, Texas, New York, Florida, and Illinois) experiencing high levels of illegal immigration. Plans are to expand the enhanced IHP during the current year.

- **Los Angeles County Jail**

The Administration conducted a pilot in the Los Angeles County Jail that assigned INS staff to the jail 24 hours a day, seven days a week. This virtually assured that all deportable aliens that are set for release from the jail and onto the streets were instead remanded to Federal custody and into deportation proceedings. The program, which started as a test program in June and was made permanent in July, has resulted in the removal of more than 2,800 criminal aliens. We are looking to expand the program.

- **Criminal Alien Parolee Initiative**

We have started a cooperative effort between INS and the State of California to identify, locate and arrest criminal aliens who have been paroled from State custody and were subject to deportation.

- **Agreements with States**

The Clinton Administration also has taken steps to relieve the social and fiscal impact of criminal aliens by entering

into agreements with certain states. For example, in 1994, the INS Commissioner and the Governor of Florida signed a Memorandum of Understanding to expedite the deportation of nonviolent criminal aliens. Under the agreement, the Governor commutes the sentences of up to 500 noncitizens (if the individual concedes deportability) and the INS then expeditiously removes the alien from the United States.

- **Detention**

In the past, apprehended illegal aliens often were released because of lack of local detention space rather than detained and deported. We have developed a national detention and transportation policy to correct this. The Prisoner and Alien Transportation System began operations in March 1995. It creates a centralized nationwide hub system to facilitate the efficient and economical transportation of illegal aliens to available detention space or for deportation out of the country.

WELFARE REFORM

A. Restricting Access to Benefits for Illegal Aliens

We have stressed that illegal aliens should not be eligible for public benefits or services. The only exceptions: emergency medical services and care necessary to protect certain public health and safety interests (e.g. immunizations), every child's right to an education, and temporary humanitarian disaster assistance.

The President expressed his views in a May, 1995 Money Magazine interview this way:

As a matter of principle, I don't believe illegal immigrants should get any benefits. There is no ground on which you can argue that American taxpayers should give their money to someone who knowingly comes here illegally. It's totally indefensible. Now, I make two exceptions because I think it's in the interest of Americans. One: health care. Denying people health care altogether is bad for the community because it risks the spread of disease. Two: education. Wouldn't we be better off seeing the children of illegal immigrants in school instead of out roaming the streets every day?

As you know, we opposed Proposition 187 and the judge in the litigation has struck down most of the proposition as unconstitutional and violative of principles of federalism. The litigation is expected to continue for a very long time.

B. Benefits for Legal Immigrants

The Administration supports making sponsorship obligations legally binding in conjunction with reasonable deeming requirements to prevent legal immigrants from becoming public charges.

But the Administration has criticized both the House and Senate bills for going too far in cutting benefits eligibility to legal immigrants who are truly in need. We oppose the Senate provision that would create two-tiers of citizenship by distinguishing naturalized and native-born citizens. We also object to the requirement that a sponsor's income must exceed 200% of the poverty level. In addition, we oppose the Republican approach that would cut off the elderly from needed care and those too disabled to complete the naturalization process.

NATURALIZATION

The Administration seeks to encourage and help immigrants who qualify and who want to become citizens to do so as quickly as possible. Promoting citizenship and streamlining the process to facilitate an individual's attainment of citizenship are INS priorities and it is dedicating more personnel and resources to addressing these objectives.

There has been a surge this past year in citizenship applications. (Applications increased 78% during the first 10 months of 1995 compared to the same period in 1994.) By the end of FY 1995, INS will have completed more than 530,000 naturalization applications, a 17% increase over FY 1994 completions and a 102% increase since FY 1992 completions (which were 263,000).

The INS has begun a major naturalization project -- "Citizenship USA" -- to respond to this surge. This project is designed to ensure that by the summer of 1996 eligible persons applying for citizenship will become new citizens within 6 months. To accomplish this, INS is: increasing staff levels, expanding facilities, using new technology (e.g. testing the use of electronic filing of citizenship applications), streamlining procedures, and forging new and better partnerships with community organizations to help this process and to increase public education. Los Angeles is the first site for this nationwide initiative.

A new phenomenon is the growing voter registration of new citizens at their naturalization ceremony by various groups. New citizens seem increasingly motivated to register to vote as a result of the present social and political climate.

LEGAL IMMIGRATION

The President has made it clear that he firmly supports a moderate reduction in the overall level of legal immigration. He issued a statement supporting the Commission's legal immigration recommendations after speaking with Barbara Jordan and again upon the subsequent release of the report.

The Administration's call for reducing immigration necessarily requires tough choices. Some U.S. citizens who have been waiting to reunite with family members who live abroad will be deeply disappointed. Some businesses, particularly in sectors such as computers which rely upon a large number of immigrant and nonimmigrant visa workers, also will be unhappy with the Administration.

Nevertheless, our position is much closer to the concerns of supporters of immigration than reflected by the principle Republican proposals of Senator Simpson and Representative Lamar Smith. We have presented a plan to Congress that would reduce the level of legal immigration to a number comparable to the Commission's recommendations (and reaching that level faster than the Commission) without eliminating two of the reunification categories that the Commission and many Republicans propose to eliminate (nonminor married and unmarried children) and permitting broader opportunity for immigration by parents.

The legislation now before Congress to reduce legal immigration is divisive within both parties. In particular, the opposition of Representative Armey and statements supportive of legal immigration by Speaker Gingrich demonstrate the rocky road that legal immigration reform may encounter. It is not clear now what the outcome will be.

Lawmakers continue to be pressured by agriculture interests (not just from California) to enact a guestworker program. Senator Simpson, for example, who does not support a guestworker program has been making noises that he may have to hold a hearing on the issue. The President issued a statement opposing a guestworker or "bracero-type" program because it will lead to increased illegal immigration, depressed wages and work standards for citizens and legal immigrants already in this country.

A significant issue is the fourth preference which permits immigration by brothers and sisters. The Commission and Republican proposals would eliminate the fourth preference and strand up to a million family members of U.S. citizens already approved for entry and on the waiting list.

Senator Simpson , Kennedy amendment

FACILITATING LEGAL ENTRY

We recognize the contribution to the border states of trade and commerce resulting from those who legally cross the border to shop, work, and engage in commerce. A number of steps, such as adding new inspectors and testing dedicated commuter lanes, to ease legal traffic through the ports-of-entry have been taken or await additional resources.

U.S. Department of Justice
IMMIGRATION AND NATURALIZATION SERVICE
Washington, DC 20536

FINAL 10:30AM



Contact: Media Services
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NEWS RELEASE

February 8, 1996

Record 1996 INS Budget To Broaden Scope of Successful Immigration Initiatives

INS Achieves 72% Funding Increase Over 3 Years

WASHINGTON, D.C. – Attorney General Janet Reno today announced that the recently passed Immigration and Naturalization Service (INS) budget for FY 1996 will enable INS to begin implementing the remaining pieces of the Clinton Administration's comprehensive immigration reform effort begun in 1993. The FY 96 budget includes a \$511 million – or 24 percent – increase in funding over the FY 95 spending level.

Overall, the Clinton administration has increased the INS budget by 72 percent since FY 93. The FY 96 budget includes substantial funding for continued strengthening of border control. For the first time, it includes significant new resources for land border inspections and enforcement initiatives targeting U. S. worksites, as well as for increased removal of criminals and other illegal aliens to back up border enforcement efforts.

Attorney General Reno and INS Commissioner Doris Meissner said that the 24 percent increase in FY 96 funding for INS will enable the Administration to continue its effort to restore the rule of law to U. S. borders, both through enhanced border control and by facilitating legal border crossings. By also providing resources to remove the job magnet which draws most illegal aliens to the United States, step up repatriation of deportable aliens, and provide improved service – especially to those seeking to become U. S. citizens – this budget enables INS to implement the comprehensive, balanced program called for by President Clinton. The administration's total INS budget for FY 96 is \$2.6 billion, as compared to \$2.1 billion in FY 95 and \$1.5 billion in FY 93.

"Three years ago, we laid out a plan to reverse years of neglect of the Immigration and Naturalization Service and build a firm and fair immigration policy," said Reno. "Three years later, we are putting our comprehensive strategy to work – with real resources to help us regain control of the U. S. borders, expedite removal of illegal aliens, reform the asylum system and enforce immigration laws in the workplace."

"INS will continue to beef up control of our borders – especially the Southwest border – and remove criminal and other deportable aliens from our streets and prisons. In addition, we will now be able to increase substantially our enforcement efforts in the American workplace, our facilitation of legal entry at the borders and our processing of record numbers of citizenship applications," added Commissioner Meissner. Beginning on February 12, Commissioner Meissner will visit key cities in three states along the Southwest border to further discuss how these increased resources will be used.

(more)

1996 Immigration Resource Allocation**Page 2**

The infusion of \$511 million in additional resources for INS will substantially expand the following immigration initiatives in FY 96:

- **Strengthening Border Control and Legal Entry** – \$206 million will enable INS to continue the expansion of its comprehensive Southwest border enforcement program. INS received funding to station 800 new Border Patrol agents on the Southwest border, as well as to relocate 200 agents from interior stations to the Southwest border – a 20 percent increase in the number of agents on the border. INS enforcement personnel will maintain an effective enforcement presence where Border Patrol agents relocate to the Southwest border. In addition, 587 new inspection personnel – representing a 50 percent increase from current staffing levels – will be added to improve legal entry and enforcement at key ports of entry on the southwestern and northern borders. This is the most significant increase in port-of-entry staffing in history.
- **Enforcing Worksite Immigration Laws** – \$63.5 million for INS will double (from 317 to 701) the number of agents and support staff who investigate employer violations – especially targeted industries, abusive employers and sweatshops. A portion of these funds will also be used to expand a pilot program which offers employers a simple, automated means of verifying work eligibility to enable employers to comply with the law and avoid the potential for discrimination. The verification pilot will be expanded from 200 to as many as 1,000 employers in industries that have historically attracted illegal workers. Reprogrammed fee-based funds will enable the issuance of a new, tamper-proof Employment Authorization Card (EAD) to combat counterfeiting and fraud.
- **Removing Illegal Aliens** – \$140 million will provide 1,406 new positions and a range of resources nationwide to increase INS' capacity to detain and remove criminal and other deportable aliens from the United States. For example, significant new funding will greatly increase the amount of detention space available to the agency. The Institutional Hearing Program (IHP), through which aliens incarcerated in state and Federal facilities are processed for deportation prior to release, will receive substantial new resources and 577 new staff positions. The Federal IHP will be expanded to cover the seven states with the largest numbers of foreign born prisoners – California, Texas, New York, Florida, Illinois, New Jersey and Arizona. Funding also will be applied to the creation of a modern transportation network and a computerized detention space management system to maximize the efficiency of INS alien removal efforts.
- **Improving Citizenship and Immigrant Services** – \$52 million in reprogrammed fee funds will be used to facilitate naturalization through the Citizenship USA initiative in Los Angeles, Miami, New York, Chicago and San Francisco. An additional \$49 million will be used to adjudicate applications for adjustments of status and to improve the ASK IMMIGRATION automated telephone information system.
- **Improving and Expanding Technology** – Portions of the above funding allocations will continue INS' technology improvements to support all of the agency's

(more)

1996 Immigration Resource Allocation

Page 3

immigration initiatives. For example, the agency will expand its use of sophisticated computer technologies to fully link its operations throughout the world, as well as to automate fingerprint identification (the IDENT system) and Border Patrol case processing (the ENFORCE system). The Interagency Border Inspection System (IBIS), a joint U. S. Customs/INS "look out" system used to identify criminals at ports of entry, will be installed in additional locations nationwide. INS will also expand its ability to locate, track and apprehend illegal border crossers through the use of new, more advanced radios, infrared scopes, motion sensors and other equipment.

The 4,125 new staff positions being added to the current INS workforce of more than 19,000 are being allocated to key immigration-impacted states as follows: California, 1,260; Texas, 681; Arizona, 420; New York, 298; Florida, 247; New Jersey, 81; Illinois, 67; and New Mexico, 32.

This INS enhancement of \$511 million is part of the more than \$1 billion total FY 96 budget increase for immigration initiatives that the Clinton Administration requested from Congress. Non-INS funding includes \$14 million for the Executive Office for Immigration Review (EOIR) and U. S. Attorneys, which directly support INS activities, as well as significant new assistance to states and local governments to reimburse some of the costs associated with immigration.

Clinton Administration Achievements in 1995:

The FY 1996 funding increases will enable INS to build upon its recent achievements, which include the following:

- Removed a record number of 51,300 criminal and other deportable aliens from the United States;
- Strengthened enforcement capabilities along the Southwest border by significantly increasing the number of Border Patrol agents, as well as by applying new technologies and other equipment and support;
- Cracked down on international alien and narcotics smuggling operations through increased investigations, apprehensions and prosecutions;
- Successfully reformed the U. S. asylum system, doubling productivity and reducing by half the number of new cases filed;
- Increased the number of criminal aliens who are deported immediately upon completion of their state sentences through expansion of the Institutional Hearing Program; and
- Processed and swore-in a record number of new citizens - more than 500,000.

"We have worked hard for three years to demonstrate to Congress and the public that we have the strategy and the ability to make INS a wise investment. The progress we have made is tremendous. The enforcement team we are deploying, and the policies that we are putting into effect, represent a balanced, effective approach that will serve this nation for many years to come," the Attorney General concluded.

Fact Sheet

Implementing the President's Immigration Initiative

2/96

FY 1996 Resource Enhancements – Texas

Personnel Allocations

TOTAL: 681*

1996 Increases

Border Control

386*

Border Patrol Agents

165*

Inspectors

210

Anti-Smuggling

11

Detention & Removal

256

Worksite Enforcement

39

1995		1996	%
Base	Increase	Total	Increase
2,148	165	2,313	7.7
403	210	613	52.1
272	256	528	94.1

* Includes 92 Border Patrol agents to be reassigned from interior Border Patrol Stations

Technology Enhancements

- **ENFORCE** – An automated case processing system that allows Border Patrol agents to reduce paperwork processing time, enabling more agent staff hours to be applied to front-line enforcement activities, will be deployed at three sites in Texas.
- **IBIS** – The Interagency Border Inspection System (IBIS) is a joint U.S. Customs/INS "look out" system used at ports of entry to identify criminals. The upgraded system reduces the time to check databases for criminal records. IBIS will be upgraded at 12 locations in Texas.
- **IDENT** – This automated fingerprint identification rapidly and accurately identifies criminal aliens and repeat crossers, and allows the Border Patrol to track changes in crossing patterns. IDENT will be installed in 32 locations in Texas.
- **Infrastructure Improvements** – INS will automate offices by creating networks that link computers in INS Headquarters, INS field offices and Border Patrol Sectors. Infrastructure improvements will be made at 48 locations in Texas.
- **Electronics Support: Radios, Sensors and Scopes** – Resources will replace old, obsolete and inoperable systems to allow the Border Patrol to closely monitor movement along the border. New sensors and scopes will improve the range, detection capabilities, durability and mobility. Continued technology improvements at the border will enhance the effectiveness of agents.

Locations	Sensors	Scopes (I/P)	Radios (P/M)
El Paso Sector	430	11/0	48/62
Del Rio Sector	298	15/20	40/30
Laredo Sector	317	4/0	200/0
Marfa Sector	298	6/30	90/10
McAllen Sector	328	8/0	90/60
Dallas District	–	--	108/66
Houston District	–	--	115/72

I/P = Infrared/Pocket P/M = Portable/Mobile

Fact Sheet

Implementing the President's Immigration Initiative

2/96

FY 1996 Resource Enhancements – Arizona

Personnel Allocations

TOTAL: 420 *

1996 Increases

Border Control

364*

Border Patrol Agents

250*

Inspectors

106

Anti-Smuggling

8

Detention & Removal

41

Worksite Enforcement

15

1995 Base	1996 Increase	1996 Total	% Increase
590	250	840	42.4
97	106	203	100.9
173	41	214	23.7

* Includes 24 Border Patrol agents to be reassigned from interior Border Patrol Stations

Construction

Tucson Border Patrol Station

\$4,000,000

Technology Enhancements

- **IBIS** – The Interagency Border Inspection System (IBIS) is a joint U.S. Customs/INS “look out” system used at ports of entry to identify criminals. The upgraded system reduces the time to check databases for criminal records. IBIS will be upgraded at three locations in Arizona.
- **IDENT** – This automated fingerprint identification system rapidly and accurately identifies criminal aliens and repeat crossers, and allows the Border Patrol to track changes in crossing patterns. IDENT will be installed in four locations in Arizona.
- **Infrastructure Improvements** – INS will automate offices by creating networks that link computers in INS Headquarters, INS field offices and Border Patrol Sectors. Infrastructure improvements will be made at five locations in Arizona.
- **Electronics Support: Radios, Sensors and Scopes** – Resources will replace old, obsolete and inoperable systems to allow the Border Patrol to closely monitor movement along the border. New sensors and scopes will improve the range, detection capabilities, durability and mobility. Continued technology improvements at the border will enhance the effectiveness of agents.

Locations	Sensors	Scopes (I/P)	Radios (P/M)
Tucson Sector	268	10/20	26/12
Yuma Sector	229	7/0	—

I/P = Infrared/Pocket P/M = Portable/Mobile

Fact Sheet

Implementing the President's Immigration Initiative

2/96

FY 1996 Resource Enhancements – New York

Personnel Allocations

TOTAL: 298*

1996 Increases

Border Control

22*

Inspectors

19

Anti-Smuggling

15

Detention & Removal

135

Worksite Enforcement

18

Citizenship

61

Immigration Services

62

1995	1996		%
Base	Increase	Total	Increase
112	19	131	17
156	135	291	86.5

Construction

Buffalo Service Processing Center
USMS/INS Facility

\$11,000,000

Technology Enhancements

- **IBIS** – The Interagency Border Inspection System (IBIS) is a joint U.S. Customs/INS “look out” system used at ports of entry to identify criminals. The upgraded system reduces the time to check databases for criminal records. IBIS will be upgraded at three locations in New York.
- **Infrastructure Improvements** – INS will automate offices by creating networks that link computers in INS Headquarters, INS field offices and Border Patrol Sectors. Infrastructure improvements will be made at the New York District Office.
- **Electronics Support: Radios, Sensors and Scopes** – Resources will replace old, obsolete and inoperable systems to allow the Border Patrol to closely monitor movement along the border. New sensors and scopes will improve the range, detection capabilities, durability and mobility. Continued technology improvements at the border will enhance the effectiveness of agents.

Locations	Sensors	Scopes (I/P)	Radios (P/M)
Buffalo Sector	30	1/5	–
New York District	–	–	240/113

I/P = Infrared/Pocket P/M = Portable/Mobile

Fact Sheet

Implementing the President's Immigration Initiative

2/96

FY 1996 Resource Enhancements – Florida

Personnel Allocations

TOTAL: 247

1996 Increases

Border Control	4
Anti-Smuggling	4
Detention & Removal	110
Worksite Enforcement	19
Citizenship	78
Immigration Services	36

1995 Base	1996 Increase	1996 Total	% Increase
102	110	212	108

Technology Enhancements

- **IBIS** – The Interagency Border Inspection System (IBIS) is a joint U.S. Customs/INS “look out” system used at ports of entry to identify criminals. The upgraded system reduces the time to check databases for criminal records. IBIS will be installed at one site and upgraded at six locations in Florida.
- **IDENT** – This automated fingerprint identification system rapidly and accurately identifies criminal aliens and repeat crossers, and allows the Border Patrol to track changes in crossing patterns. IDENT will be installed at the Miami International Airport.
- **Infrastructure Improvements** – INS will automate offices by creating networks that link computers in INS Headquarters, INS field offices and Border Patrol Sectors. Infrastructure improvements will be made at the Jacksonville Suboffice.
- **Intelligent Computer Aided Detection System (ICAD)** – The Intelligent Computer Aided Detection (ICAD) project is a stand-alone alarm and dispatch system that can access national law enforcement databases to support the intrusion detection and agent dispatching functions of the Border Patrol. ICAD will be installed in the Miami Sector Headquarters.
- **Electronics Support: Radios, Sensors and Scopes** – Resources will replace old, obsolete and inoperable systems to allow the Border Patrol to closely monitor movement along the border. New sensors and scopes will improve the range, detection capabilities, durability and mobility. Continued technology improvements at the border will enhance the effectiveness of agents.

Locations	Sensors	Scopes (I/P)	Radios (P/M)
Miami Sector	0	1/0	–

I/P = Infrared/Pocket P/M = Portable/Mobile

Fact Sheet

Implementing the President's Immigration Initiative

2/96

FY 1996 Resource Enhancements – Illinois

Personnel Allocations

TOTAL: 67

1996 Increases

Detention & Removal	27
Worksite Enforcement	16
Citizenship	24

1995 Base	1996 Increase	1996 Total	% Increase
36	27	63	75

Technology Enhancements

- **Infrastructure Improvements** – INS will automate offices by creating networks that link computers in INS Headquarters, INS field offices and Border Patrol Sectors. Infrastructure improvements will be made at six locations in Illinois.

Fact Sheet

Implementing the President's Immigration Initiative

2/96

FY 1996 Resource Enhancements – New Jersey

Personnel Allocations

TOTAL: 81*

1996 Increases

Detention & Removal
 Worksite Enforcement
 Immigration Services

46
 15
 20

1995 Base	1996 Increase	1996 Total	% Increase
25	46	71	184

Technology Enhancements

- **IBIS** – The Interagency Border Inspection System (IBIS) is a joint U.S. Customs/INS “look out” system used at ports of entry to identify criminals. The upgraded system reduces the time to check databases for criminal records. IBIS will be upgraded at two locations in New Jersey.
- **Infrastructure Improvements** – INS will automate offices by creating networks that link computers in INS Headquarters, INS field offices and Border Patrol Sectors. Infrastructure improvements will be made at three locations in New Jersey.

Fact Sheet

Implementing the President's Immigration Initiative

2/96

FY 1996 Resource Enhancements – California

Personnel Allocations

TOTAL: 1,260*

1996 Increases

			1996 Increases		
			1995 Base	1996 Increase	1996 Total
Border Control	697*				
Border Patrol Agents	462*		1,665	462	2,127
Inspectors	220		248	220	468
Anti-Smuggling	15				
Detention & Removal	278		370	278	648
Worksite Enforcement	58				
Citizenship	103				
Immigration Services	124				

* Includes 84 Border Patrol agents to be reassigned from interior Border Patrol Stations

Construction

TOTAL: \$7,300,000

San Ysidro Triple Fence Pilot Project	\$4,300,000
Health & Safety Repairs and Alterations	\$3,000,000

Technology Enhancements

- **ENFORCE** – An automated case processing system that allows Border Patrol agents to reduce paperwork processing time, enabling more agent staff hours to be applied to front-line enforcement activities, will be deployed at 13 sites in California.
- **IBIS** – The Interagency Border Inspection System (IBIS) is a joint U.S. Customs/INS "look out" system used at ports of entry to identify criminals. The upgraded system reduces the time to check databases for criminal records. IBIS will be upgraded at five locations in California.
- **IDENT** – This automated fingerprint identification system rapidly and accurately identifies criminal aliens and repeat crossers, and allows the Border Patrol to track changes in crossing patterns. IDENT will be installed in six locations in California.
- **Infrastructure Improvements** – INS will automate offices by creating networks that link computers in INS Headquarters, INS field offices and Border Patrol Sectors. Infrastructure improvements will be made at 24 locations in California.
- **Electronics Support: Radios, Sensors and Scopes** – Resources will replace old, obsolete and inoperable systems to allow the Border Patrol to closely monitor movement along the border. New sensors and scopes will improve the range, detection capabilities, durability and mobility. Continued technology improvements at the border will enhance the effectiveness of agents.

(more)

Immigration Resource Fact Sheet - California

Page 2

Locations	Sensors	Scopes (I/P)	Radius (P/M)
El Centro Sector	258	6/0	--
San Diego Sector	489	21/0	400/211
San Diego District	-	--	372/151
Los Angeles District	-	--	421/257

I/P = Infrared/Pocket P/M = Portable/Mobile

Fact Sheet

Implementing the President's Immigration Initiative

2/96

FY 1996 Resource Enhancements – New Mexico

Personnel Allocations	TOTAL: 32
Border Control	23
Border Patrol Agents	23
Worksite Enforcement	5
Detention & Removal	4

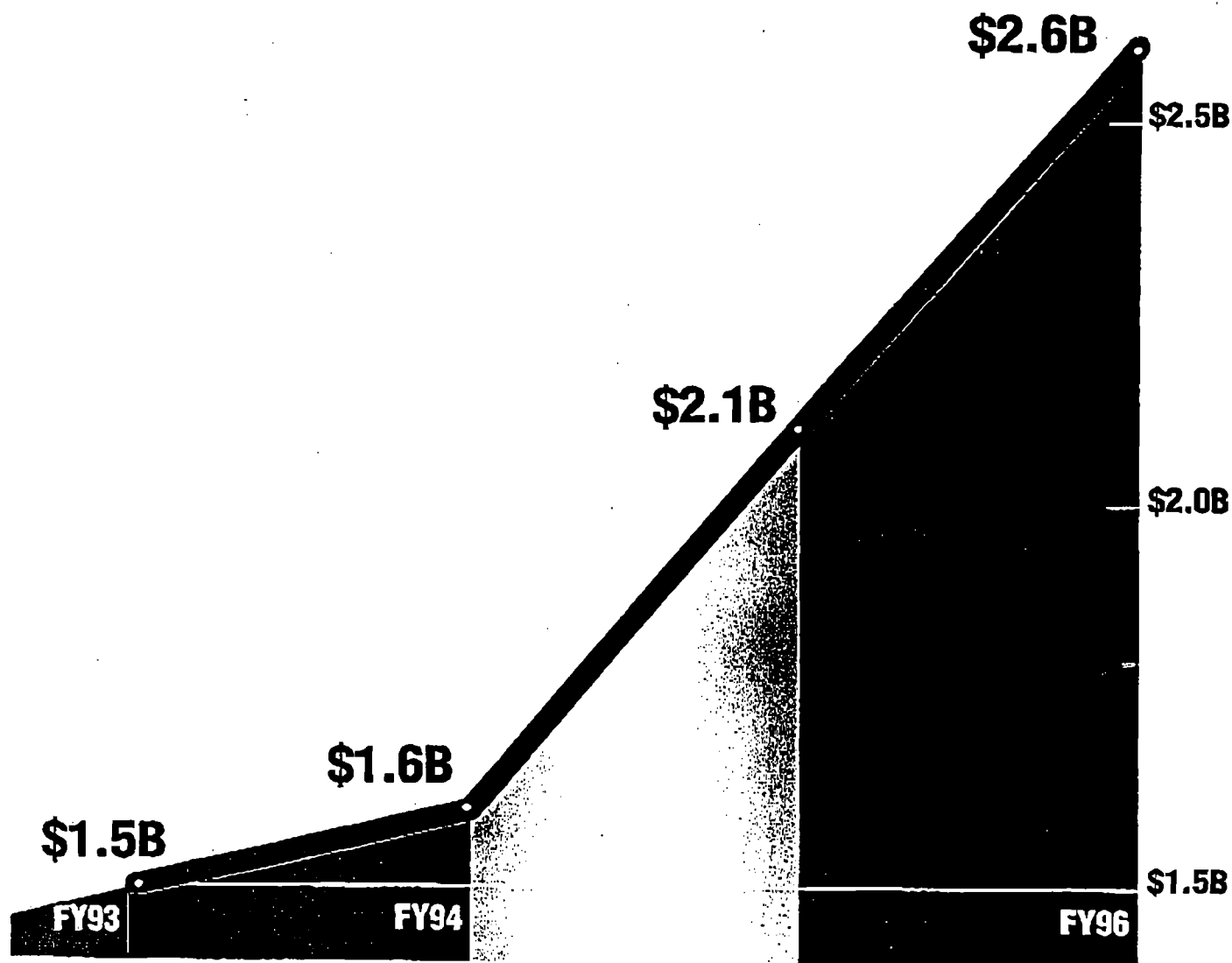
Technology Enhancements

- **IBIS** – The Interagency Border Inspection System (IBIS) is a joint U.S. Customs/INS “look out” system used at ports of entry to identify criminals. The upgraded system reduces the time to check databases for criminal records. IBIS will be upgraded at the Columbus Port of Entry.

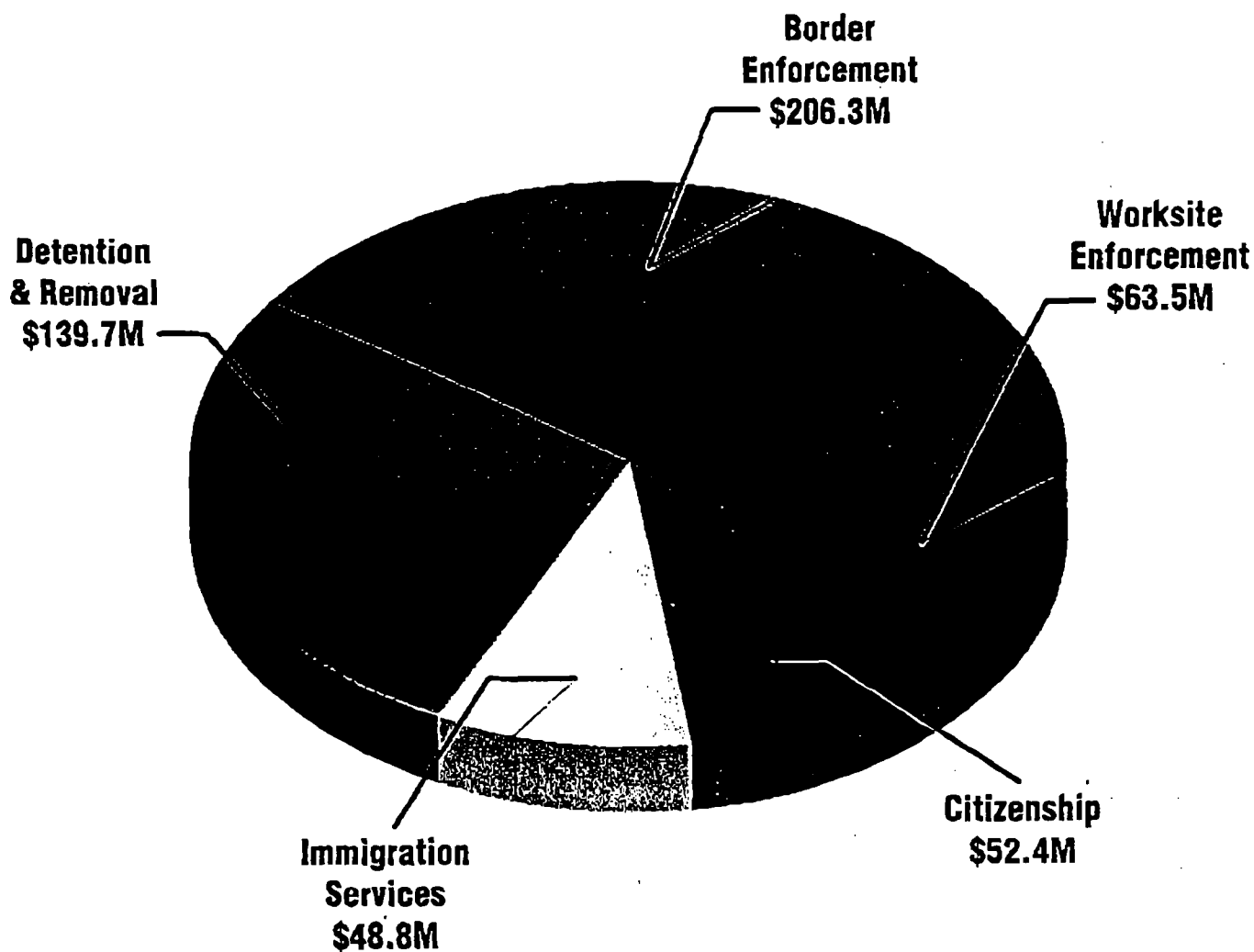
INS Budget Increase

72% FY93-FY96

FY96 Budget up 24% over FY95



New Initiatives INS FY96 Allocation



Total Enhancement : \$510.7 Million

INS Personnel Increase

FY96

Total New Positions:4125

Border Control***1801**

Border Patrol*	1160
Agents*	1000
Support	160
Inspectors**	587
Anti-Smuggling	54

Worksite Enforcement**384**

Agents	309
Support	75

Detention and Removal**1406**

Deportation Officers	203
Detention Enforcement Officers	672
Institutional Hearing Program	171
Legal and Management	154
Other	206

Citizenship**292**

Adjudicators	266
Support	26

Immigration Services**242**

Adjudicators	122
Support	120

* Includes 200 agents to be reassigned from interior Border Patrol Stations

** Includes 187 inspectors funded by land border document fees

NATURALIZATION FACT SHEET

February 5, 1996

A. Naturalization (N-400) Applications Filed and Completed

	<u>Filed</u>	<u>%Change</u>	<u>Completed*</u>	<u>%Change</u>
FY94	543,353	6	444,074	18
FY95	1,056,981	95	505,353	14
FY96 Projected	975,000	-8	1,231,000	144
FY96 YTD (11/30)	165,178	51	120,895	59

* Completions includes cases approved and sworn-in, and cases denied. At projected approval rates of over 80%, this means that more than 1 million applicants will become citizens in FY96, double the number of the previous year.

- The following cities continue to have the highest number of applications filed, through November 30. They are the five primary targets for the Citizenship USA initiative:

	<u>Pending Caseload</u>	<u>Monthly Receipts</u>	<u>FY96 Target Completions</u>
Los Angeles	224,031	22,000	400,000
New York City	115,490	10,000	160,000
Miami	91,780	10,000	140,000
San Francisco	104,708	8,000	140,000
Chicago	61,715	5,000	85,000

B. Citizenship USA Update

- INS' goal is to ensure that eligible immigrants are sworn-in as citizens within six months of filing their applications. It aims to reach that goal this fiscal year.
- On January 25, Congress approved INS' reprogramming request for \$52 million to support the Citizenship USA initiative, which was submitted at the beginning of October.
- With these funds, INS is hiring more than 300 temporary staff as well as contract workers to assist in processing naturalization applications. This new staff will begin

work in February and March and will work through the fiscal year.

- In the interim, INS has detailed officers and clerks to these cities from other offices.
- INS is opening new offices for citizenship work, in these five districts. Los Angeles has already opened one office in Laguna Niguel and will open another in El Monte in March. The Miami office opened at the end of January. San Francisco, Chicago and New York will open their offices in February and March.
- Since November, Los Angeles and Miami have been completing more cases than they have been receiving, shortening applicant waiting times. For example, in Los Angeles, interviews already have increased from 600 per day to 1600.
- Since January 31, applicants in Los Angeles, Miami, New York and Chicago mail applications to their Service Centers instead of the District Offices. This will improve productivity, enable letters to go to new applicants telling them INS has received their applications, and freeing up more district staff for other parts of the process.
- INS has greatly expanded its partnerships with community organizations in all five cities. Regular contacts and meetings are happening to improve effectiveness, efficiency and communication. Interviews in community sites have increased and will increase further as new staff come on board. For example, more than 60% of Chicago's naturalization interviews are conducted in community sites; Los Angeles' community naturalization council has increased from 15 organizations last summer to almost 50 now.
- Now that INS is putting the new resources in place, and has begun opening up dialogue and partnership work with community groups, the next step is focussing on streamlining the internal process, and improving other procedures. INS is looking at new procedures to certify organizations to help applicants, and it will be tightening up the outside testing process to be sure that it is both available and reliable.

UPCOMING CITIZENSHIP CEREMONIES IN CITIZENSHIP U.S.A KEY CITIES

(As of 2/7/95 - NOTE: Ceremony Schedules are subject to change.)

Listed below are ceremonies currently scheduled in five key cities (Los Angeles, San Francisco, New York, Miami, and Chicago). More ceremonies are being planned for the late spring and summer, but dates and locations are being determined. Ceremonies are also regularly conducted in all of INS' 33 districts. In preparing for ceremonies, INS works closely with the district courts (where applicable) and with a wide variety of community organizations. Frequently, these organizations invite prominent speakers.

LOS ANGELES

(NOTE: L.A. plans to conduct two, sometimes three ceremonies on each of the dates listed below. This list indicates total number of new citizens expected to be naturalized on the given dates. These are judicial ceremonies held at the L.A. Convention Center. The district court must approve any speakers. New citizens typically bring several family members as guests, considerably increasing the total number of attendees.)

<u>Date</u>	<u>Expected New Citizens</u>
2/22/96	8000
2/23/96	10,000
3/14/96	5400
3/15/96	5400
5/29/96	8000
5/30/96	8000
5/31/96	8000
6/19/96	8000
6/20/96	8000
6/26/96	5400
6/27/96	5400
6/28/96	5400
7/3/96	8000
8/7/96	8000
8/8/96	8000
8/9/96	8000
9/4/96	8000
9/5/96	8000
9/6/96	8000
9/24/96	8000
10/23/96	8000
10/24/96	8000
10/25/96	8000
11/20/96	8000
11/21/96	8000
11/22/96	8000

12/11/96	8000
12/12/96	8000
12/13/96	8000

SAN FRANCISCO

All ceremonies are judicial. Ceremonies listed below are scheduled with the court; more are being planned.

<u>Date</u>	<u>Expected New Citizens</u>
2/6/96	1500
2/27/96	1500
3/12/96	1500
3/26/96	1500
4/2/96	1500
4/18/96	1500

NEW YORK CITY

Ceremonies with a "J" are judicial; those with an "A" are administrative ceremonies conducted by the INS District Office.

<u>Date</u>	<u>Expected New Citizens</u>
2/7/96	40 (J)
2/7/96	100 (J)
2/7/96	400 (A)
2/7/96	300 (J)
2/8/96	300 (J)
2/9/96	100 (A)
2/9/96	300 (J)
2/9/96	200 (J)
2/13/96	300 (J)
2/14/96	200 (J)
2/14/96	300 (A)
2/15/96	300 (J)
2/16/96	100 (A)
2/16/96	300 (J)
2/16/96	200 (J)
2/21/96	400 (A)
2/21/96	300 (J)
2/22/96	300 (J)
2/23/96	100 (A)
2/23/96	300 (J)

2/23/96	200 (J)
2/27/96	300 (J)
2/28/96	300 (J)
2/29/96	300 (J)
3/1/96	100 (A)
3/1/96	300 (J)
3/1/96	200 (J)
3/5/96	300 (J)
3/6/96	40 (J)
3/6/96	100 (J)
3/6/96	400 (A)
3/6/96	300 (J)
3/7/96	300 (J)
3/8/96	100 (A)
3/8/96	300 (J)
3/8/96	200 (J)
3/12/96	300 (J)
3/13/96	50 (J)
3/13/96	300 (J)
3/14/96	300 (J)
3/15/96	100 (A)
3/15/96	300 (J)
3/15/96	200 (J)
3/19/96	300 (J)
3/20/96	200 (J)
3/20/96	400 (A)
3/20/96	300 (J)
3/21/96	300 (J)
3/22/96	100 (A)
3/22/96	300 (J)
3/22/96	200 (J)
3/26/96	300 (J)
3/28/96	300 (J)
3/29/96	100 (A)
3/29/96	300 (J)
3/29/96	200 (J)

MIAMI

Miami will be holding regular large ceremonies at the Knight Convention Center. Schedules beyond March are being determined.

<u>Date</u>	<u>Expected New Citizens</u>
2/20/96	5000 (A) (two ceremonies of 2500 each)
3/11/96 (tent.)	5000 (A) (two ceremonies of 2500 each)

CHICAGO

Chicago District Office is working on plans for large ceremonies to naturalize approximately 10,000 new citizens each month from spring through summer, in addition to the ceremonies listed below. Dates and settings are being determined. Chicago hopes to do a large ceremony at Soldiers' Field (or some other to be determined place) on July 4, 1996.

<u>Date</u>	<u>Expected New Citizens</u>
3/22 or 3/29/96 (tent.)	1100
2/8/96	135 (J)
2/13/96	135 (J)
2/15/96	135 (J)
2/20/96	135 (J)
2/22/96	135 (J)
2/27/96	135 (J)
2/29/96	135 (J)
3/5/96	135 (J)
3/7/96	135 (J)
3/12/96	135 (J)
3/14/96	135 (J)
3/19/96	135 (J)
3/21/96	135 (J)
3/26/96	135 (J)
3/28/96	135 (J)