

INS

Immigrant
INS Reform
INS

BRIEFING PAPER ON PROPOSALS TO REORGANIZE THE U.S. IMMIGRATION SYSTEM

November 13, 1997

The purpose of this paper is to briefly review proposals for the reform of the U.S. immigration system and the various agencies that form that system.

BACKGROUND

The starting point for discussion must be the depths to which the immigration system fell during the 1980s in its ability to manage an ever increasing workload related to historically high levels of legal and illegal immigration. In 1991, the General Accounting Office (GAO) issued a report entitled, Immigration Management: Strong Leadership and Management Reforms Needed to Address Serious Problems, that described a baseline of ineptness at the beginning of the decade and called for reforms of the immigration system through the 1990s. Unfortunately, many observers still use this dated experience not as a baseline but as a description of the current performance of the immigration system.

In the last 5 years, the Administration and Congress have combined forces to provide the immigration system and, especially, the historically neglected Immigration and Naturalization Service (INS) with the increase in resources needed to begin to get the job done. The INS received \$1.5 billion from all its accounts in FY93. Its FY98 budget will be approximately \$3.8 billion, a 152% increase over FY93 levels.

Under new leadership, the INS also started internal reforms to overcome the extensive management and organization problems of the past and to launch a reinvigorated agency to tackle the challenges of the 1990s. The first steps began in 1994 when INS reorganized to overcome the "stovepiping" of its former organizational structure. According to studies conducted by DOJ's Justice Management Division and the GAO, the former structure resulted in confused roles and responsibilities, excessive spans of control, inconsistencies in service processing and adjudications, difficulties in coordinating enforcement activities, and barriers to effective communication between the field and headquarters.

The 1994 INS reorganization took a first step to support the dramatic increase in resources and assignments. It began to reorganize to take advantage of the increasing resources by investing significantly in new technologies, reforming its core service systems beginning with the asylum system, coordinating new enforcement operations, especially along the Southwest border and in the Caribbean, and seeking a policy leadership role in immigration affairs.

INS also instituted at that time a management by objective system that foreshadowed the requirements of the Government Performance and Results Act (GPRA). INS is already fully involved in defining and monitoring its performance in outcome measures that tie closely to the budget process, as required for all agencies by FY99.

ACCOMPLISHMENTS

Growth in the INS workforce parallels the tremendous increase, after three decades of large-scale immigration, in the workload facing the immigration system. Simply recruiting, hiring, and incorporating the number of new personnel is an accomplishment that few public agencies have either faced or achieved. In FY94, INS had 17,436 full-time personnel. By FY97, it had reached 24,984.

In priority areas, INS reached nearly 100 percent of its ambitious hiring goals. With this action, INS will increase the Border Patrol, for example, from 4,226 in FY94 to a projected 8,859 by FY99. Reflecting the priority given to removals of illegal immigrants from the United States, the INS will also increase its deportation and detention officer corps from 1,260 in FY94 to a projected 2,900 by FY99.

The increase in staff has also lead to significant outcomes. In any year, the Border Patrol makes approximately 1.3 million apprehensions of people attempting to cross the Southwest border illegally. In areas where the Border Patrol has concentrated its new resources, the early signs of gaining control are emerging and apprehensions are dropping dramatically as fewer people attempt to cross in those areas.

The track record in removals of criminal and non-criminal aliens is also impressive. Working with the Executive Office of Immigration Review (EOIR), the Marshals Service, and other components of the Department of Justice, INS has increased its removals from 45,395 in FY94 to 110,000 in FY97. As resources continue to grow, INS projects it will remove 142,750 criminal and non-criminal aliens by FY99.

The capacity to provide immigration-related services has also grown substantially in the last 5 years. After three decades of large-scale immigration, new applications for immigration benefits, such as naturalization or family reunification, are growing at historically unprecedented rates and reaching unsurpassed levels. In FY94, for example, new naturalization applications reached approximately 540,000, which significantly surpassed any year since the early part of the century. By FY99, however, INS projects that new naturalization applications will reach 1.8 million. INS has been able to respond. In FY94, INS completed 444,0074 naturalizations. By FY99, INS projects completions to reach 2.4 million as the Service works off the backlog created during this period of tremendous growth.

Every year, the INS, Customs Service, and other Federal inspections agencies successfully examine millions of foreign and U.S. travelers passing without incident through border ports of entry and airports. For example, according to the Department of Commerce, which works closely with the INS to foster travel and tourism, international arrivals by air into the United States were 44.8 million in FY94 and are projected to increase to 57.2 million by year 2000. Across the southern land border, federal inspection agencies, working together, examine 300 million individuals on average per year. At the northern border, another 130 million travelers are inspected each year.

In FY97, INS also faced implementation of the new Illegal Immigration Reform and Individual Responsibility Act of 1996 (IIRIRA), which the President signed on September 30, 1996. A much smaller Immigration Service had been unable to write the regulations or to fully implement the Act's predecessor, the Immigration Act of 1990. A full five years after the 1990 Act, regulations had still not been published and significant parts of the law not implemented. In FY97, however, INS drafted new or amended regulations for more than 60 sections of the Immigration and Nationality Act, created, modified, and consolidated approximately 75 forms, added 25 new reporting requirements, and trained 16,000 officers by April 1, 1997, only six months after passage of IIRIRA.

The Department of State (DOS) has faced similar pressures from the growth of immigration and travel over the last few years. For instance, the Department issued over 6 million passports in 1997 and is expected to face, with INS, replacement of perhaps up to 5 million Border Crossing Cards. Without a Congressional extension, DOS and INS will have to replace 2 million cards and issue about 1 million new cards within a one-year period.

The scale of current operations and the progress being made throughout the current immigration system provide an essential backdrop to any discussion of reorganization. In considering the need for reorganization, it is important not to confuse unprecedented growth that comes with accomplishment, with expansion that creates malfunction. Even with the frustration that comes with bold expectations, and the need for many more improvements, the performance of the immigration system over the last few years has been unprecedented.

REFORM AND REORGANIZATION PROPOSALS

Over a year ago, INS began developing its second round of organizational reforms. Since 1994, the dramatic increase in personnel and workload supported another review and adjustment to increase the efficiency and effectiveness and to overcome problems that lingered from the initial reorganization. The decision was that the FY94 reorganization had not gone far enough to clarify roles and responsibilities among field and headquarters managers, to strengthen the position of the Border Patrol within the organization, and to reorganize the service delivery system. New problems had also emerged. Systemic problems with the naturalization program called for a complete overhaul of the way in which delivery of these services meshed with the need to protect against fraud.

INS leadership developed an interim reorganization plan that would correct some of these problems and set the stage for a more extensive reorganization in FY99 when core infrastructural developments had been fixed. These anticipated developments included the centralization and automation of records, personnel and pay reform, and naturalization reform.

The current Administration and Congressional review of the organization of the immigration system provides an early, but opportune mechanism for INS to put forward its long-term reorganization proposal. As an interim measure, INS has put forward for immediate Congressional approval elements of the interim proposal that strengthen administrative and financial management and that have already been thoroughly vetted through the Administration and Congress. The rest of the INS interim proposal will now be folded into the long-range, comprehensive plan to be put forward in the next few months.

In September, the Congressional Commission on Immigration Reform proposed reorganizing the functions of the immigration system into four categories. These include moving the following functions into new places within the Federal bureaucracy:

Immigration enforcement into a Bureau for Immigration Enforcement at the Department of Justice; Adjudication for eligibility for applications into the Department of State, creating a new Undersecretary for Citizenship, Immigration, and Refugee Admissions; Enforcement of immigration-related employment standards into the Department of Labor; and Appeals of administrative decisions, including exclusion, deportation, and removal hearings, into an independent Agency for Immigration Review.

The Commission testified on November 7, 1997, that these reforms are aimed at overcoming the inherent incompatibility of enforcement and service functions within one agency. The problems they believe this incompatibility create include competition for resources, lack of coordination and cooperation, and personnel practices that cause confusion about mission and responsibilities. The Commission also argues that combining responsibility for enforcement and benefits blurs the distinction between illegal immigration and legal admissions.

In opposition to the Commission's recommendations, Congressman Reyes submitted legislation (H.R. 2588) to establish the Office of Enforcement and Border Affairs within the Department of Justice and to separate out of INS all enforcement functions. The problems that this proposal seeks to overcome include a perceived weakness in the position of the Border Patrol within INS, competition for resources between enforcement and service activities, and the ambiguity of the status of Immigration Inspectors-as-law enforcement personnel.

INS' proposed reorganization addresses each of these problems and takes additional steps forward. Several examples are provided below.

INS
proposal

For example, the INS proposal will strengthen the role of the Border Patrol within the agency, clarify the law enforcement status of immigration inspectors, and significantly improve communication with borderwide personnel by placing the Chief of the Border Patrol outside Washington, D.C., and closer to the majority of his agents on the Southwest border. These ideas have already generated demonstrable support from the Border Patrol Chiefs Association and others.

in
Border
←

The INS has been working on personnel and coordination issues. For more than a year, for instance, it has been engaged in resolving a legacy of ambiguous, overlapping, and contradictory statutory authorities on personnel and, especially, pay reform issues. Working with the U.S. Customs Service and other Federal agencies, the INS has also demonstrated the capacity to achieve coordination and cooperation at critical points in the immigration system. For example, in response to a National Performance Review initiative, and during the last two years under Congressional mandate, INS and Customs have tested and demonstrated that coordinated management at the ports of entry is both possible and desirable. Successful coordination among Federal agencies performing their specialized functions under their own legal authorities is often preferable to unification under a single agency.

In INS' experience, the perceived competition for resources among enforcement and services results primarily from Congressional mandate and the structure of Congressional committees than from the structure of the immigration system. In fact, unless statutorily mandated by Congress, user fee accounts derived from adjudication of benefits cannot pay for any items that are not clearly related to providing the service or benefit for which the fees were paid. For example, resources from application fees cannot be expended for Border Patrol, Detention and Deportation programs or any other programs related expenses that are not in support of processing Exams Fee Account applications and asylum and refugee services.

INS and the Department of Justice are now facing an April 1 time frame set by Congress to put forward their full reorganization proposal. INS has hired two outside management consulting firms, the National Association of Public Administration and Booz Allen, to assist in developing and validating its management and organization reform proposals.

outside
consultants

The core features of these comprehensive reforms include the following:

comprehensive re-engineering of the way in which INS delivers services to legal applicants for benefits; dramatic improvement in the way INS interacts with its customers and the communities in which it works; through function and physical delineation of enforcement and service delivery at local levels; strengthening of the Border Patrol in line with its increase in size and responsibility; deployment of new generations of technology made possible by returns on earlier, huge investments in infrastructure, including especially the centralization and automation of INS records. These changes in records makes efficient, streamlined, and prompt service possible, while strengthening the integrity of adjudications process; increase in the standards of professionalism within INS as a result of a complete overhaul of the career development system, including improved training and resolution of the pay and retirement issues that have caused internal personnel confusion; expansion of service to other Federal, state and local law enforcement needs through consolidation of records and information and improved identification systems; involving state-of-the-art fingerprint technology; enhancement of communication between frontline INS employees and managers at all levels of the organization.

functional
separation
of enf. from
servicewhat
are
these?

THRESHOLD QUESTIONS

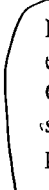
Proposals to reorganize the Immigration and Naturalization Service and the entire U.S. immigration system have been considered in at least every decade since the 1930s. On occasion, the arguments have supported splitting various functions, while at other times they have advocated consolidation. In reviewing this long-

term history, and the experience of proposed reorganizations of other agencies, several threshold questions should guide deliberations on proposals for reorganization of any public agency. These include:

Reorganizations involve considerable redirection of effort and productivity during typically extended periods of debate and implementation. Reorganizations always take longer and cost more than anyone anticipates. Should the Administration or Congress delay progress in the current immigration system in order to design and test a new concept?

 Is the diagnosis of current problems accurate? Efforts to reorganize the wrong problems can lead simply to new difficulties. Has there been sufficient analyses and broad-based agreement on the nature of the problems to warrant reorganization? All reorganizations are costly. Is reorganization the answer to the problems or can they be solved within current structures?

In the end, is what may be gained by reorganization so significantly different and better that it could not have been accomplished without the loss of time, effort, and resources to accomplish it?

 Have all stakeholders' interests been taken into account, including the various groups, such as public employees unions, which have been strong and active participants in previous attempts at reorganization? ~~Cross-agency reorganization involves complex personnel issues, including significant impacts on civil service and foreign service employees.~~ In the era of labor-management partnership, has sufficient preparation and consultation occurred?

Beyond these threshold questions, the fundamental challenge in any review of reorganization proposals is to establish a ~~basis for evaluation~~. Current organizational structures and agencies have a track record to examine and analyze thoroughly. But proposed organizations can offer performance promises that end up as superficial suggestions.

INS Reorganization

In response to the September 1, 1997, release of the final report of the Commission on Immigration Reform (CIR), the President directed the Domestic Policy Council (DPC) to review the CIR report and recommend ways to improve and streamline Federal immigration policy development and management. The DPC working group will use the President's FY 1999 budget as the vehicle to transmit the President's proposal to the Congress. Towards that end, the following organizational option for the INS has been developed. This reorganization proposal permits INS to meet the fundamental programmatic challenges facing the agency in a way that addresses the concerns identified by the CIR and permitting INS' core functions to remain intact. The Department and INS are requested to address this organizational proposal as part of any appeal.

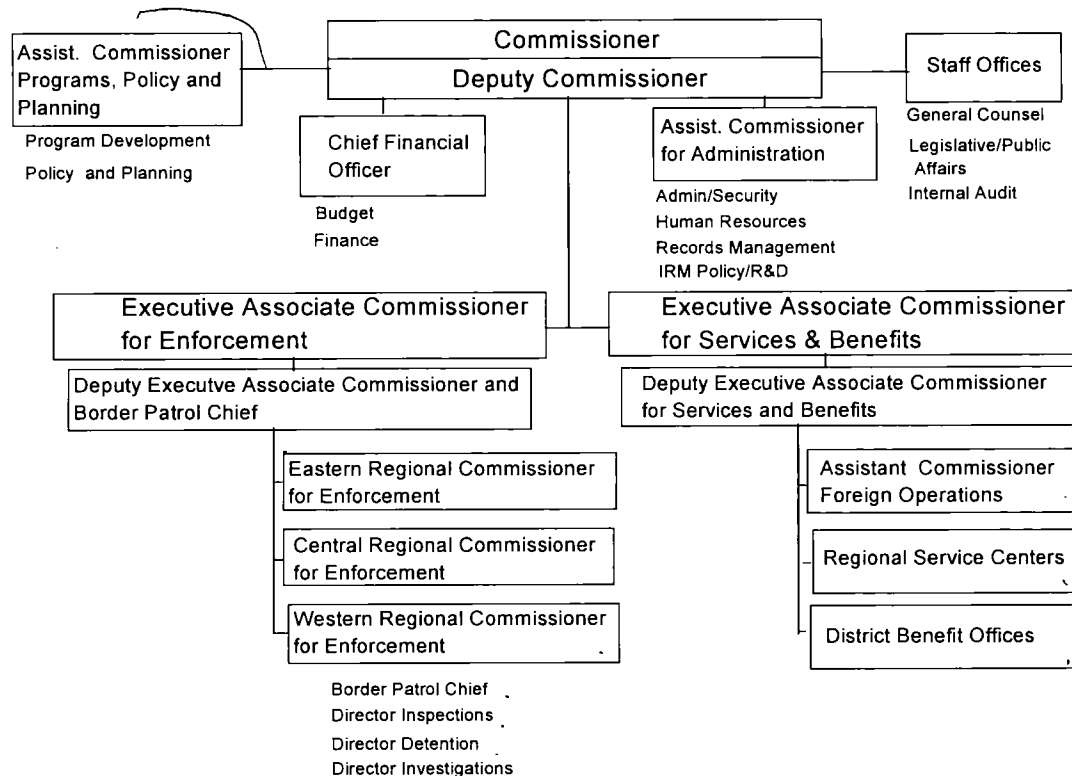
Restructure Headquarters:

Up until 1993, INS operated with insufficient resources, weak or non-existent management systems and processes, and lackluster internal management. Since then INS has made progress implementing major changes to enforcement and benefit systems, improving management practices, and upgrading staff capabilities at a time when resources and responsibilities have grown significantly. Instead of dismantling an improved INS as recommended by the CIR, an effort should be made to build on the accomplishments of the past four years. What INS requires is a streamlined organizational structure based on programmatic priorities and clear lines of authority, responsibility and accountability. Such a structure would focus attention and assign responsibilities to those charged with carrying out INS's dual enforcement and benefit roles. We believe these dual but interrelated responsibilities should remain within one agency and properly within DOJ. A future INS organization should have these features:

INS Headquarters, lead by a Commissioner and Deputy Commissioner, would focus on policy, strategic planning and management support (finance, records, Information Resource Management (IRM) policy and R&D); budget formulation; and compliance with policy and procedures. All line management and operational authority for agency-wide support systems like finance, budget, IRM policy, R&D, and records management would be consolidated in Headquarters.

- Reflecting the importance of INS' fee and fine account receipts (\$1.4+ billion) and the deficient condition of INS' financial operations, a separate Chief Financial Officer (CFO) would be established and report directly to the Commissioner. The CFO organization would include agency-wide budget formulation and execution.
- IRM policy and standards and all R&D initiatives would be consolidated within Headquarters. Operational and support IRM functions would report to the respective program offices.

- A small policy and planning office would develop long-range strategic plans, perform GPRA implementation and monitoring, and improve INS' important statistically policy and measurement responsibilities.
- Headquarters Administration should focus on consolidating records management, improving agency facilities, and managing a streamlined administrative service center operation to effectively meet the needs of field operations.



Programmatic Focus:

While the CIR recommends splitting the agency, a programmatic split that maintains the enforcement/benefit link necessary to function effectively accomplishes the same goal. The reorganization would separate **Enforcement** and **Services** under the leadership of two **Executive Associate Commissioners** (EAC). The creation of these two EACs would ensure that clear lines of authority, responsibility and accountability exist in program operations, help bring a field perspective to Headquarters decision making, and reduce stovepipe operations currently

prevalent in enforcement operations. The CIR recommendation to merge INS' enforcement agents (Border Patrol, inspection and detention) into one uniform service and a white-collar investigative service should be implemented. This reorganization supports this evolutionary initiative by putting the Border Patrol Chief in a direct line of authority for all enforcement activities and operations organized along Border Patrol sector and regional boundaries. The CIR also calls for higher visibility and focused management attention on the provision of services and benefits to immigrants, and to ensure organizational safeguards exist so that fee account receipts support fee-related activities. The division of responsibilities as proposed under this reorganization and improved financial systems will help achieve these goals. Under this proposed organizational structure, the EACs for Enforcement and Services would be responsible for the following:

Executive Associate Commissioner for Enforcement would coordinate all enforcement operations and staff (Border Patrol, investigation, inspections, intelligence and detention).

Why?
any way to even
more closely
integrate border
patrol into
enforcement?

- A Deputy Executive Commissioner, who is also the Border Patrol Chief, would have line authority for all enforcement activities to ensure coordination between enforcement components.

Three Regional Enforcement Commissioners would be responsible for coordinating INS enforcement functions within the regions. A Deputy Regional Commissioner would also be the Regional Border Patrol Chief with line authority in that region.

INS enforcement functions would be organized along the Border Patrol sector model with sector chiefs for each function reporting to the region. (?)

Executive Associate Commissioner for Services and Benefits would be responsible for providing efficient service and effective and accurate delivery of benefits to the immigration community.

- Regional Service Centers, which will play an expanded role as direct mail benefit processing comes on line, will report to this EAC. (?)
- Foreign Operations, which has dual benefits and enforcement responsibilities for refugees, asylees and international anti-terrorism efforts would report to this EAC.
- All existing District Office operations (31 district offices or the expanded 80 suboffices currently under development) would report directly to the Deputy EAC. This direct reporting relationship will ensure that standards are consistent agency-wide and these standards and operating procedures are understood and applied consistently within all of INS' districts.

District
offices reporting
to Deputy
EAC.

MEETING WITH DOJ/INS -- November 13th

INS:

Immigration system has improved a lot over the past few years. There were lots of legislative reforms in the 1980s -- Refugee & Asylum policy reforms in 1980 (taking the State Department out of asylum); IRCA in 1986 (Border Patrol; workplace enforcement (for the first time accountability of employers who hire illegals) and legalization); 1990 Act on Legal Immigration. The problem with implementing these legislative acts were bad management and no money. Image of INS as stepchild -- neglect.

In 1993 and 1994, increase in resources; started to fix the system. For example, the Border Patrol was not computerized until 1994. Also in 1994, underwent some structural changes: (1) reinstated a regional structure (instead of 27 offices reporting to HQ); (2) greater clarity between operations and programs.

Last year had an interim reform proposal: streamlining and consolidation. Had to achieve three things before moving on: (1) record centralization and automation; (2) recreation of pay and career development; and (3) naturalization problem. Their biggest challenge now is how to deliver services well. DOJ has spent \$10 million to re-engineer the service process.

INS wants to physically divide (in different offices) enforcement from services so that (1) public face of INS is separate for service delivery; and (2) enforcement organized separately. INS wants to have a separation on the ground, but not higher up. Need integration at some level -- management level.

Technology is crucial to integrate service and enforcement.

Source of Reyes proposal: alienation of Border Patrol from the rest of INS. So, the INS has proposed that the Chief of Border Patrol be part of HQ, but placed (physically) on the Border. According to Bob, the Chiefs of the Border Patrol support this.

Thus, INS proposal is: splitting of enforcement and service at the field level and having the Border Patrol in the chain of command.

INS is working up a package that would create pay parity between INS inspectors and Customs inspectors.

OMB:

Strength in keeping INS as one. Proposes a higher level of division between enforcement and service. There is insufficient management attention given to the two parts. Wants to create two EACs (Executive Associate Commissioners) in those two areas. Plus, advocates for the Border to have one enforcement officer.



MEETING WITH DEPT. OF STATE -- Nov. 19th

Right now, the State Department performs adjudications of visa applications for people who are overseas.

Major categories of visas: (1) immigrant visa (petition in U.S.; sent overseas; present to INS on entry; (2) non-immigrant visa (post overseas takes application; inspected by INS; process in INS); (3) temporary worker (petition in U.S.; approved by INS; sent overseas).

State has 250 overseas posts; processes 6 million non-immigrant visas and ½ million immigrant visas + passports. They have a processing facility in New Hampshire.

The CIR would have them do petition approvals (initial qualification) now done by INS. They would not, under the CIR plan, have responsibility for entry-departure controls. They would also be charged with adjustments of status (similar to what they do overseas) and naturalization.

In reviewing the CIR, State put together a task force headed by the Under-Secretary for management. Looked at what recommendation would mean for the Dpt. as a whole. There was also another group at the Bureau of Consular Affairs.

State has a bit of a staffing problem at their consular offices -- particularly at their high-growth locations (countries).

State also does a lot of work with refugees. While the immigrant visa program is all statutory (not much discretion), the refugee program is totally discretionary (those overseas who we choose to bring here). The President established how many refugees can be admitted to the U.S. from various regions of the world. The State Dpt. drafts papers for the President to sign. State is also funded to work through NGOs overseas to help people do paperwork. State also assists refugees with money for transportation to the U.S., plus 3 to 6 months of resettlement. HHS also does some resettlement work afterwards. This year, there were 83,000 refugees into the U.S. (as opposed to between 800 and 900,000 immigrant visas). The refugee applications are approved by INS overseas.

With asylum, State has an advisory role with the INS. INS adjudicates the asylum cases here.

Under the CIR proposal, State would not be impacted a lot by taking over all the refugee/asylum cases. Could be cheaper to have the consular officers adjudicate refugees overseas (rather than INS). The State refugee program works well now. Asylum in the U.S. does not have to be together with the refugee program overseas.

Staff comparisons? INS has 4 service centers overseas that process refugee petitions, plus 34 district offices in the U.S. IN FY96, they processed 1.7 million visa petitions, 505,000 adjustments of status, 875,000 employment verifications and 1.1 million naturalizations. The State Department has 464 foreign service officers.

State is concerned because consolidation with USIA (in year 2000) and ACTA (FY99) are ongoing. It might be very hard for them to absorb another big agency right now.

Also, State does not necessarily see immigration as an international issue. (There is, however, room for better integration of the process. There are lost of redundancies in the process. Eliminate repetition of processes (like data entry) and clarify responsibilities.)

why? (They (INS and DOS) are involved in an effort called Data-Share. The goal is to make a paperless process (that each agency has access to). It started aggressively and has subsequently stalled. State needs to work with INS and DOL to determine how to streamline and get rid of duplicative procedures.)

Also, the country's immigration policy is very fragmented (between foreign policy and domestic policy concerns). The is a value is the Administration having a coherent policy on immigration.

The State Department disagrees strongly with the CIR recommendation that consular decisions should be reviewable. Under current law, the applicant for a non-immigrant visa has the burden of demonstrating that she won't remain and work in the U.S. State does not want that determination to be reviewable.

State likes the idea of "one stop shopping" for benefits and the consolidation of enforcement (that would include more attention paid to fraud in benefits/visa applications -- quality control (getting a handle on criminal fraud gangs). Now, the INS service centers approve petitions where there is obvious fraud.

MEETING WITH ADVOCACY GROUPS (ENFORCEMENT) -- Nov. 21st

The representative from La Raza noted that those who seek service (visa adjustment, etc.) from INS are made nervous because it is also perceived to be a deportation office. He also expressed concern that if the Border Patrol is separated from the rest of the INS, accountability (already a problem) will be decreased.

AILA does not like the CIR report. Scattering would be a problem. However, the benefits side must be strengthened and more structured. At a minimum, need a wall at the district level, but the problem of mixing services with enforcement is present throughout the agency. They also expressed concern that if you separate enforcement out, they could be even less accountable to the system as a whole. As it is, enforcement is not properly conducted. There is some belief that cross-training between benefits and enforcement has a tempering effect on enforcement. They would like responsible enforcement and good benefits.

MALDEF is interested in improved services. They are also concerned with the general criminalization of immigration.

The ABA representative was concerned that status determinations are being conducted increasingly by enforcement officers -- the increase of arresting officers doing adjudications (product of the 1996 law). Also, concerned that district directors (who generally come from enforcement) are charged with final decisions on services. However, a complete split might produce less mitigation of the harshness of enforcement.

A better system would be one in which there is a direct line from the central office (HQ) to the district (as it now is with asylum). The most important reform is standards and accountability.

The ACLU would not support the State Department doing asylum -- too politicized.

Suggested changes within existing structure?

- Commissioner can't get things done b/c high level DOJ is not responsive (no one specifically designated to handle immigration matters). For example, there are no regulations for the 1996 law, though it was passed on September 30, 1996. AILA proposed someone in DOJ designated to deal with immigration policy. Better now, but still not good.
- Accountability. Need better control of what is happening at the district level. Independent citizens advisory panel?
- Priorities. Need to better use discretion to determine which cases warrant the highest priority to proceed. Another problem is that once a case is initiated, no supervisor has the power to decide whether to proceed.
- Difficult to figure out how a national law enforcement entity strikes the balance between



local control and Washington policy direction. Now, there is a failure of control, plus an enforcement mentality that pervades service delivery. Should explore the development of a better command structure.

Reaction to the CIR's labor recommendation? CIR report was not that detailed. Some concerns about conflict of interest, because labor law enforcement is tip-driven (relying on workers). Those same workers would then be eligible for deportation. They do believe, though, that Labor (Wage & Hour) should be going after employers. May want to think about protections for employees who report labor violations.

Reyes Bill? Not endorsed by the groups. Only really dealt with the Border Patrol.

Is there a problem with Border Patrol not benefitting from experience of other federal law enforcement agencies??

Lamar Smith may want to keep all of immigration functions within DOJ, but split within.

MEETING WITH THE DEPARTMENT OF LABOR -- Nov. 24th

Labor performs three basic functions re: immigration. (1) adjudicate applications for employment-based visa categories (temporary and permanent); (2) enforce labor standards which are part of criteria for some employment based visa applications; (3) help INS to enforce employer sanctions (when on-site labor standards investigations). Also, Labor does research on the labor market aspects of immigration.

If an employer wants to hire an immigrant: employer does an application to DOL (labor certification); petition with INS; visa application with DOS.

Employer sanctions are coordinated at a policy level (where?). DOL does between 40 and 50K employer site-checks a year. INS does about 5K. Wage & Hour investigators were handed responsibility and were supposed to do a paper review (checking I-9 forms). However, they refer cases of employer non-compliance to the INS -- they have no ability to sanction employers themselves. DOL was then criticized for having an impotent process. Also, workers were reluctant to make complaints to DOL (W&H) because of fear of deportation (referral to INS). From a labor standards perspective, DOL did not want to have any direct coordination with INS. There was a recent case where DOL didn't tell INS where workers were located b/c wanted them to testify against their employer (for sub-par work conditions; INS would not offer any kind of protection).

In the area of labor certification, Labor directs policy and provides advise to INS on whether the employer has done an accurate set of labor market tests. They have strong reservations about moving this function to the State department. There is a link between employment-based immigration and the U.S. labor market. The CIR assumes a policy shift that would structure adjudication process to a more clear yes/no without an investigation into the labor market.

Labor believes that adjudication and compliance should be within the same agency.

Adjudication = (a) adequate test of labor market; (b) assure the employer is paying the prevailing wage; (c) same wage/benefits to all workers; (d) notice to employees of intent to hire foreign workers; (e) ensure that employer has not laid off workers and replaced with foreign workers. There are signals within the labor certification application that are related to what DOL can do to work with employers to better tap the domestic labor market.

CIR recommended a consolidation of all labor standards enforcement in the DOL. DOL already does this for those non-immigrant programs with labor standards. They would be in favor of consolidating all non-immigrant programs and giving them all a uniform set of labor standards that DOL could enforce.

Labor would also be in favor of enforcing employer's obligation to verify the status of potential employees. Under the present system, Labor refers I-9 violations to the INS. INS focuses on criminal, systemic violations (smuggling) and does not follow up on general I-9 violations. Enforcement is very weak. DOL agrees that it should enforce this, but the INS should enforce the deportation of those who are working illegally. They are concerned, however, about chilling



of employees from reporting poor labor standards or cooperating on investigation. Labor is interested in CIR recommendation that they be made responsible for employer sanctions. Question is whether DOL would want any responsibility to report/refer illegals to the INS.

There is a MOU (yet to be signed by INS) that the DOL with focus on certain industries for referrals to INS for employer sanctions, and will not refer others to the INS.

Labor wants effective enforcement and protection of workers. The debate on the labor enforcement side is focused on what the labor standards should be (in the context of labor certification).

How can we improve?

- Restructuring non-immigrant programs (consolidation, etc.) is important and should not be lost.

stronger link b/w labor standards and non-immigrant visas (temp. workers)

- Some distribution of functions within the Labor Department could be rationalized or streamlined. Opportunities to rationalize some of that.

- For employment based immigration, a three step process now. Maybe should be done in two steps (domestic and international). GAO has recommended that INS be removed from the process.

hand someone recommended that Labor be removed from the process?



MEETING WITH MIKE MEYERS (Kennedy) -- Nov. 25th

Need good leadership throughout the agency. Ability and accountability.

Not major, but optical change. Make it look like a big change (to satisfy harsh critics), but do what makes sense. If we were to make changes recommended by the CIR, we would set immigration policy back 10 years.

Not many on the Hill agree with the CIR. Not Kennedy or Abraham. Smith staffers have also indicated that it seems wrong.

INS is not mature enough to be an independent agency. Independence is also not a cure.

Sen. Abraham favors a split between enforcement and service. He stated this in his maiden speech, but hasn't given it much thought. Intuitively, a lot of people think that it is right.

Likes?

- A split all the way up. Commissioner with two Deputies -- both political; one for service and one for enforcement.
- Moving INS law enforcement up to the level of other law enforcement agencies within the Department of Justice. Could organize enforcement like a police department (start at border; move up to inspector (detective)). This is a way not to lose good people. This was part of the CIR recommendation that MM thought made sense.
- Consolidation of administrative review. Groups also like this.
- Labor Department change. Allow Labor to sanction employers. Will likely be disfavored by some Republicans (protecting business). BUT, this might be a good thing to put up, even if the Republicans knock it down. Kennedy really likes this. Smith might like it.

Many (if not all) of the internal changes could be done without legislative change. The Commissioner is an a/c position, but all else flows from the AG. The BIA and EOIR are entirely regulatory creatures. No need for legislative change for any moves from INS to Main.

MEETING WITH CIR -- Nov. 25th

CIR has recommended that the DOL do employer sanctions, but no longer do labor certification (to State Department). Has recommended that State Department do all visa processes; adjustment of status; inspections?

Mission overload at INS. Conflicting responsibilities between enforcement and services (though

INS and others said that the two were complimentary). Enforcement mission eroded by services and vice versa. Morale was undermined by the INS inspectors not being paid comparably to other DOJ people. Message that INS was not real law enforcement.

Enforcement function needed to be upgraded; clearer function. Benefits was also suffering. Lack of customer orientation + hierarchy and INS comes through the enforcement route. Tendency not to put prevention programs in place (anti-fraud) b/c enforcement side would take care of it.

Looked at rest of government structure. Had multiple agencies doing the same functions (+ multiple functions). Example of skill-based labor immigration. (1) Labor cert. at DOL (takes approximately two years; can the employer hire a foreign worker); (2) file petition with INS (petition for this alien; does this individual have the capacity to do this job) ; (3) State Department (whether this individual is eligible to come into the country.) CIR recommended that there be a single adjudication with submissions from each agency.

CIR looked first at putting everything within one agency. Most agency people recommended a single Department (or an EPA structure). The CIR became disillusioned with this option. Politically unviable, plus new agency would just end up with the same problems that INS has. Conflict between enforcement and services. CIR wants a distinction between legal and illegal immigration. Began a more functional analysis, looking for discreet functions within the immigration system.

DOJ was obvious place for enforcement. Plus, recommended upgrade of enforcement functions. Included changes in salary structure and making immigration a division. This change would have implications for the field structure (offices can be located in different places if only enforcement). Also recommended that inspection function be recast as enforcement.

Labor has too narrow a focus to take on the whole service/benefit adjudication function. Looked at 1990 Commission Report that had recommended an agency for international migration -- putting all services within an independent agency. CIR decided that a small agency of that type wouldn't have political support. Also, State did not like that idea -- they stressed the importance of having consular offices across the world. For State to give up the overseas functions seemed like a bigger deal than having Justice give up services. Also thought that it was the wrong message to keep services within Justice.

State has the capacity to handle all services. They adjudicate 6 million non-immigrant visas a year; ½ million immigrant visas overseas; and have 15 passport offices in this country. They also have relationships with 17K postal services to take passport applications. This could be expanded to visa applications. Also, CIR sees international migration as increasingly a foreign policy issue. Found attractive the idea of State building on its domestic capacity.

CIR is looking for a seamless process.

Chuck: Fair leap between passport services and the full range of domestic services for



immigration. Also, isn't there a risk of creating a greater step-child out of services by putting it as State? CIR: concluded that State needs this to keep their presence overseas -- expanding consular offices in order to save them.

CIR looked at Canada and Australia. They each have a Cabinet level position. Focus less on laws enforcement; departments are almost solely services. Border Patrol are Canadian Mounties. They send immigration staff to embassies overseas.

Internal models? Closest is the DMV. Customs? No. Not application driven. Social Security? IRS?

Chuck: How do you lock up State benefits function and DOJ enforcement? CIR: State should have a fraud unit (model from passport offices). Have a visa fraud office now. Also, has to be data sharing.

CIR also recommends an independent appeals process (not in DOJ or State). In the context of fewer things being appealable in federal court, need integrity of the administrative procedure. This would require a limited amount of consular appeals (for the ½ million permanent resident visa petitions).

Labor's relationship would be to the employer, not the employee.

What changes within INS would CIR recommend?

1. Upgrade Commissioner and create two deputies. One for service and one for enforcement. Line of authority through those deputies. A big problem at INS is that no one is accountable for field operations. District Directors are essentially unchecked. Everything is through the District Director. This type of change would go to solving the mission overload problem. However, it would not solve the duplication of effort / diffusion of responsibility problem.
2. Bigger problem is dispersal of responsibility. Everybody is responsible and no one is accountable.
3. Would take from Labor the responsibility for labor certification. It is an open question how State (with this responsibility) would do it differently. Could, though, make the hiring of authorized workers a labor standard (enforced by DOL).

CIR envisions a 2-3 year transition process for their proposal. Chuck noted that it would likely take at least 5 years.

MEETING WITH CARNEGIE ENDOWMENT -- Dec. 1st

Processes need to be improved. Need also to resolve fundamental issues between INS, Labor and State. Can't anchor reform on better service -- there is no audience for that.

State and INS each think that the other is incompetent.

Two solutions:

1. Reduce process; make it smarter, more transparent and logical. This would make everybody's life better.
2. Offer a different and dramatic alternative. INS as an independent agency with concentrated functions. This is one of the two models that exist in the rest of the world. The other has these functions scattered all over the government.

What is the value added by DOJ oversight of INS? OLA, OLC. But, before Reno, no one cared about the INS. Was a dumping ground.

Would want a high-level person with access to deputies meetings (real policy shop + cabinet level position). Can't have policy functions split among agencies. There needs to be a central policy re: immigration (labor/ foreign policy / law enforcement). Should be someone's job to focus on these larger issues.

What parts of CIR recommendation did they find compelling?

1. Some more enforcement authority to DOL (employer sanctions). Labor certification process could be privatized -- save some money + same or better outcomes. Would have Labor do sanctions for I-9 failures but would leave sanctions for knowingly hiring illegals with Justice. Labor does 10 times the number of labor inspections that INS does. It is worth our having a "more adult" conversation about labor. Legal hiring as a labor standard. Groups focus on making sure that Labor is not going after illegals -- just enforcing labor standards (including minimum wage laws, etc.) as the way to get at the problem -- if the employer has to pay all the same, where is the incentive to hire illegals? However, just enforcing labor standards protects workers, but does not necessarily do anything about illegal immigration.
2. Need more rationality of process from pre-entry to entry. State to cooperate more with INS; access to investigative sources. Also, facilitation through eliminating one step in visa issuance process.
3. No reason for PRM (at State) to be doing some of the things that it does. Also question of ORR at HHS. Foreign policy functions should be lead by State. PRM stuff has less to do with logic and more to do with tradition.



4. We should ask hard questions about minor functions being dispersed.
5. Place for policy development that is high enough (higher than now).
6. Changing the service culture. Asylum example. Asylum offices are good and are located outside of the district offices.
7. Data-Share. There should be one file for each person that is somewhat accessible to each agency. One agency to watch person throughout the entire process. Possibly ability to input data from different agencies, but not to access all information (privacy concerns).

MEETING WITH DOJ/OMB/NSC -- Dec. 2nd

DOJ has never contemplated an AAG for immigration (making it a Division).

Have thought about radical change within the existing structure. Questions: (1) how far does the split go; (2) border patrol; (3) detention and deportation (out of HQ).

The AG is concerned about accountability.

Service center stuff is going on right now. Benefits not on a district model. Could have lots of service centers within a traditional district. Community-based service focus. District model may be dead. Enforcement is done by region, so detention should be regional also.

Enforcement to Main? DOJ hasn't really thought this through. Resistance to creating another law enforcement sub-agency (like FBI or DEA). Issues of unions on any reform on the enforcement side.

Could have two distinct agencies within DOJ.

Integration of Border Patrol (police force model?) -- Not contemplated.

The Commissioner has two or three things in the 1996 Act to which she wants to propose changes: (1) collapsing officer positions; and (2) discretion built back into detention (less mandatory). Should this go along with the reform proposal?

DOJ is also interested in coordinating, to the extent possible, our process with the Booze-Allen review that they have already authorized.

OMB:

INS has told DOJ that it would be inappropriate for them to comment on the passback while the DPC review is happening.

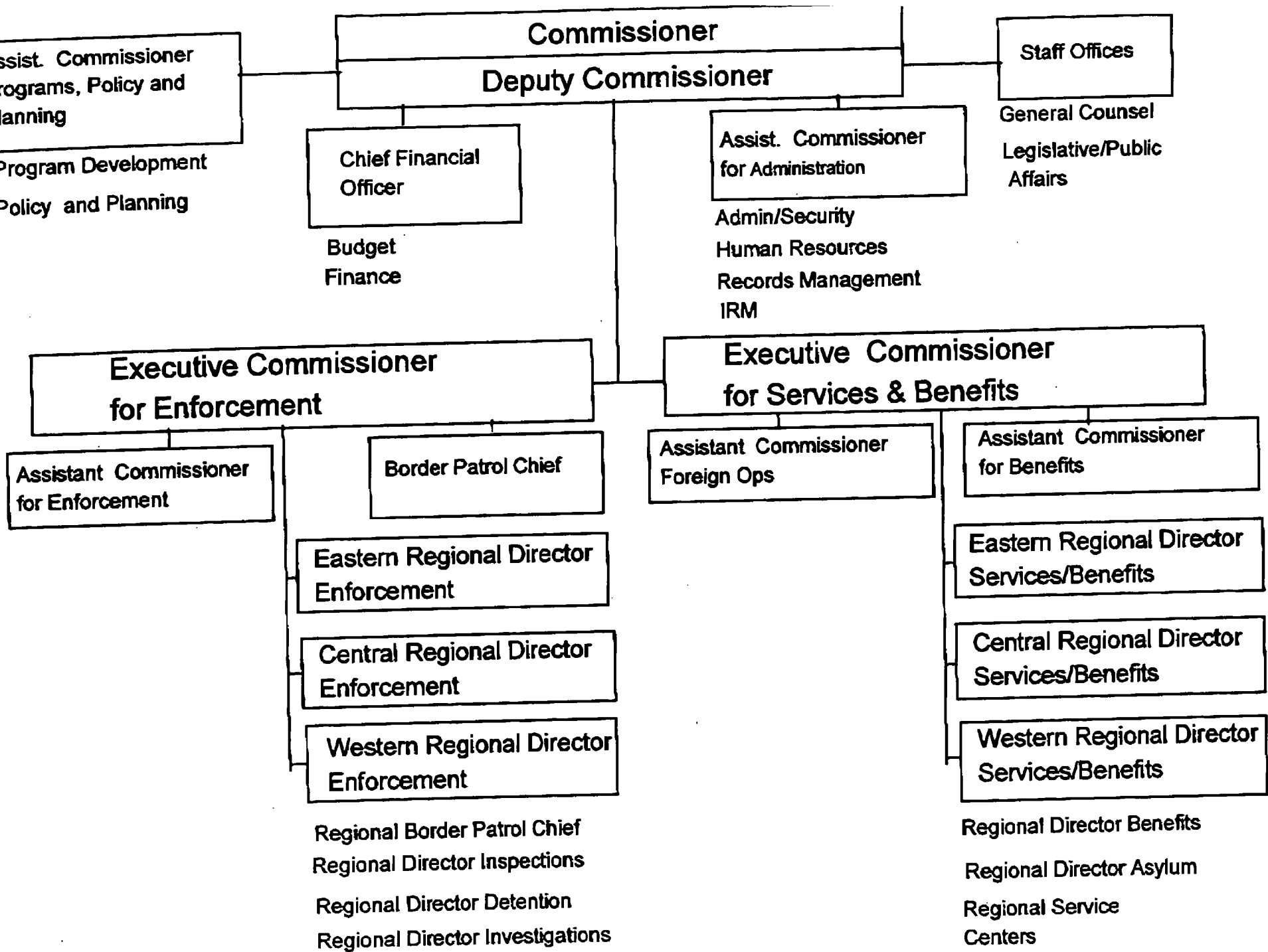
OMB report does not have to include anything about the reorganization. Budget could be used to propose a plan, and not clear what other vehicle might be available for this purpose. OMB wants to include something specific, but we could do more general paragraphs.

Both OMB and DOJ are opposed to an independent agency for administrative review. Takes the role of the executive out. Want the AG to retain her policy and adjudicative role. There are a few small adjudications that INS does not that could be moved into EOIR. Also, the Labor appellate functions could be moved into EOIR also.

INS Retention
from OMB

INS Reform

— OMB
Passback



Proposed 1997 Reorganization of the Immigration and Naturalization Service

BACKGROUND

The proposed '97 Reorganization follows on and further implements institutional reforms that began in FY94.

- advances a long-range managerial effort to overcome severe problems within the Service;
- many of those problems described in public reports released during the late 1980s and early 1990s (the GAO 1991 Report, entitled "Immigration Management: Strong Leadership and Management Reforms Needed to Address Serious Problems," documented a series of organizational issues that INS management sought to begin to resolve with its 1994 Reorganization);
- '94 Reorganization set out several new directions for the INS:
 - ♦ sought to institutionalize the INS Strategic Plan that outlined directions for organizational growth and focus through 1999;
 - ♦ restored a regional field structure in the chain of command to narrow the span of control between headquarters and the districts and sectors;
 - ♦ brought the Deputy Commissioner into the chain of command;
 - ♦ divided a single Operations Division into the Office of Field Operations and the Office of Programs to bolster program review and development; and
 - ♦ created a new Office of Policy and Planning to provide strategic planning and policy formulation.
- dramatic changes in the Service's work during the last three years—dramatic growth in size and complexity of Service-wide activities as well as 1996 passage of three new laws that will have a tremendous impact on how the Service does its job, its training needs, and its ability to fulfill heightened expectations.
- '97 Reorganization — next step in long-range institutional reform—responds to these demands.

PRINCIPLES OF THE REORGANIZATION

The proposed '97 reorganization follows 5 principles of reform to take the next broad step in its institutional development. These principles include the following:

- Strengthen the chain of command by strengthening the regions and regional directors and the Office of Field Operations;

- Enhance managerial accountability and career development;
- Clarify roles and responsibilities between programmatic and operational branches;
- Improve program development capacities; and
- Consolidate policy development and review.

STRENGTHEN FIELD OPERATIONS: CREATE A SINGLE UNIFIED FIELD STRUCTURE THAT ACHIEVES SEVERAL CRITICAL REFORMS ?

- Increase authority, capacities, and accountability of the Regional Directors and Regional offices:
 - ◆ Move Administrative Centers under the Regional Directors—as recommended by JMD in their February 1996 report on INS Administrative Services.
 - ◆ Provide increased spending authorities to Regional Directors and decrease dependence of RD's on Headquarters Field Operations budget decisions—as recommended by the National Association of Public Administrators (NAPA) in their report on the INS budget process. Increased authority will be accompanied by closer monitoring of milestones, operational performance and the use of quarterly priority reviews to hold the RD's accountable for the use of funds; and
 - ◆ Delegate additional authority to RD's to make personnel appointments at a higher grade level than is currently permitted—realignment of Administrative Centers makes this increased authority possible. New competency-based selection procedures for all appointments increase accountability for selections among all field supervisors.
- Clarify Roles and Responsibilities
 - ◆ Realign Service Centers, Forms Centers, and Phone Centers to Field Operations to support the field structure. As a national resource, these centers will report directly to the Headquarters Field Operations.
- Improve Communications
 - ◆ Transfer Intelligence to Field Operations to improve distribution and use of intelligence information;
 - ◆ Transfer Border Patrol Operations to the Office of Field Operations;
 - ◆ Establish formal rotation program for field managers to Headquarters positions to achieve cross-fertilization of ideas between Headquarters and the

- field. Currently, several senior District Directors are detailed to the top Headquarters positions in Field Operations; and
- ♦ Streamline chain of command so that Regional Directors are in a direct reporting relationship with the EAC for Field Operations.

✓ REALIGN AND CLARIFY THE POSITION OF THE BORDER PATROL IN INS

- Establish a strong chain of command and field/headquarters communication by making the Chief of the Border Patrol the second line supervisor over Sector Chiefs. Regional Directors will continue to be the first line of supervision.
- Raise the stature, authority, and visibility of the Border Patrol within the Service: *how?*
 - ♦ point in national and organizational history where the Border Patrol's visibility with the public and members of Congress requires senior representation and advocacy;
 - ♦ high level representational responsibilities attach to Border Patrol due to drug and other issues;
 - ♦ daily need to pursue a fully coordinated strategy across the entire border and to more fully knit together Border Patrol with other Service activities.

ESTABLISH AN INTEGRATED STRUCTURE WITHIN OFFICE OF THE EAC FOR FIELD OPERATIONS

- Deputy Executive Associate Commissioner and Chief of the Border Patrol serve as deputies to the EAC.
 - ♦ Reporting lines run directly from District Directors and Chief Patrol Agents to Regional Directors and, from the RD's, into the office of the EAC. DD's second line is the Deputy EAC. CPA's second line is the Chief of the Border Patrol.
 - ♦ Regional Directors report directly to the EAC for rating and chain of command purposes.
- The EAC is supported by two staff functions:
 - ♦ Associate Commissioners for Enforcement and Services are responsible for ensuring consistency and quality across the Service in functions that are repeated in all district offices. They are also responsible for oversight of activities that are centrally or nationally controlled or crosscutting in nature, for which central command is required. The Associate Commissioners for Enforcement and Services are the point of contact for the field, within their respective areas of responsibility, when questions arise over implementation or when clarification is needed of policy or programmatic intent.
 - ♦ The division of responsibility between the two Associate Commissioners is as follows: Associate Commissioner for Enforcement: Investigations, Removals,

Intelligence, Detention, Asset Forfeiture, and the Law Enforcement Support Center; Associate Commissioner for Services: Inspections, Adjudications and Naturalization, Service Center Operations, Telephone Centers, Forms Centers, and the National Fines Office.

CONSOLIDATE POLICY DEVELOPMENT AND REVIEW AND IMPROVE PROGRAM DEVELOPMENT CAPABILITIES

- '94 Reorganization sought to strengthen broad policy and planning capabilities at INS by creating an Office of Policy and Planning, and to bolster program development and review by dividing a single Operations Division into the Office of Field Operations and the Office of Programs. The next step in the evolution of policy and program development is to consolidate the Offices of Programs and Policy & Planning into a new Office of Policy and Programs. This responds to mandates of GPRA, which require greater coordination of policy, planning, and program activities through a continuous cycle of planning, program development, measurement, and evaluation. This realignment is also consistent with the principles guiding restructuring of the Office of Field Operations. The proposed realignment will:
 - ◆ streamline the headquarters organization, reducing the number of independent reporting lines to the Commissioner *and Deputy*;
 - ◆ improve integration of policy formulation and strategic planning with program development and evaluation;
 - ◆ increase accountability and ensure consistent translation of policies and plans into programs;
 - ◆ enhance communication across all analytic functions; and
 - ◆ achieve effective allocation of resources by clarifying roles and responsibilities and avoiding duplication of monitoring and evaluation efforts.
- The Office of Policy and Programs will consist of four major units: Program Development; Planning; Research & Evaluation; and Community & Intergovernmental Programs. Benefits of this structure include:
 - ◆ ensures consistent translation of policies and goals into program plans;
 - ◆ provides Program Development function better access to statistical analysis and support;
 - ◆ facilitates development of measures of Service activities;
 - ◆ consolidates all evaluation functions under one EAC;
 - ◆ provides greater visibility and access to research, evaluation, and statistics;
 - ◆ strengthens capacity for strategic planning by differentiating between short-term and long-term planning functions.
- The Service's policy role will be strengthened by establishing a Policy Council, chaired by the Executive Associate Commissioner for Policy and Planning, and staffed through this office. The Policy Council will initiate, develop, and make

recommendations on selective issues that are of broad institutional and Administration-wide policy concern.

- Program Development units will be realigned along functional lines rather than along occupational lines as in the past. Program Development units include:
 - ◆ **Border Management Unit** will focus on programs which ensure border integrity while facilitating lawful entry into the United States. The unit will integrate the design and analysis of programs along the border. It will also coordinate with related program development work in other Federal agencies such as the Customs Service and the Coast Guard.
 - ◆ **Enforcement Programs Unit** will develop programs to ensure a comprehensive, integrated approach to expedite the identification, investigation, detention and removal of aliens not entitled to be in the United States. It will analyze enforcement needs and requirements, establish consistent standards, and design and test methods to improve the effectiveness and efficiency of enforcement programs throughout the Service. The unit will coordinate with numerous other Service units, as well as other Federal, State and local law enforcement and criminal justice agencies.
 - ◆ **Adjudications and Services Unit** will focus on programs to determine the eligibility of persons seeking entry to the United States, permanent residence, and citizenship through naturalization. These include programs to qualify for the adjustment of immigration status, and naturalization; and also programs for admitting aliens on a temporary basis. The unit will develop effective methods and procedures for verifying the eligibility of persons granted such statuses and deterring fraud, as well as ensuring efficient, timely and accessible services to applicants. The unit's responsibility also entails design of programmatic activities to provide information to the public. The unit's work will involve substantial contact and coordination with numerous other public and private organizations.
 - ◆ **Status Verification Unit** will focus on developing the program which provides verification of individuals' immigration status to employers and other public agencies. In particular, much attention will be paid to developing criteria for appropriate access to information, balancing the needs for efficiency, ease of use and privacy rights. The Service's work in this area is rapidly growing, the technology is rapidly changing, legal standards are evolving, and legislative action is frequent, all requiring thoughtful consideration in developing policies, procedures and standards.
 - ◆ **Information Systems Requirements Unit** will have responsibility for establishing comprehensive information strategies and leverage the

development of emerging technologies throughout the agency. It will coordinate and integrate the "customer needs" for developing information systems from various Service units. Within the ISR unit, analysts and operational experts will identify, assess and link the business needs (i.e. functional requirements) of each program, from which the Office of Information Resource Management (IRM) will seek to develop integrated systems solutions. It will also serve as the ongoing liaison and "customer advocate" to IRM.

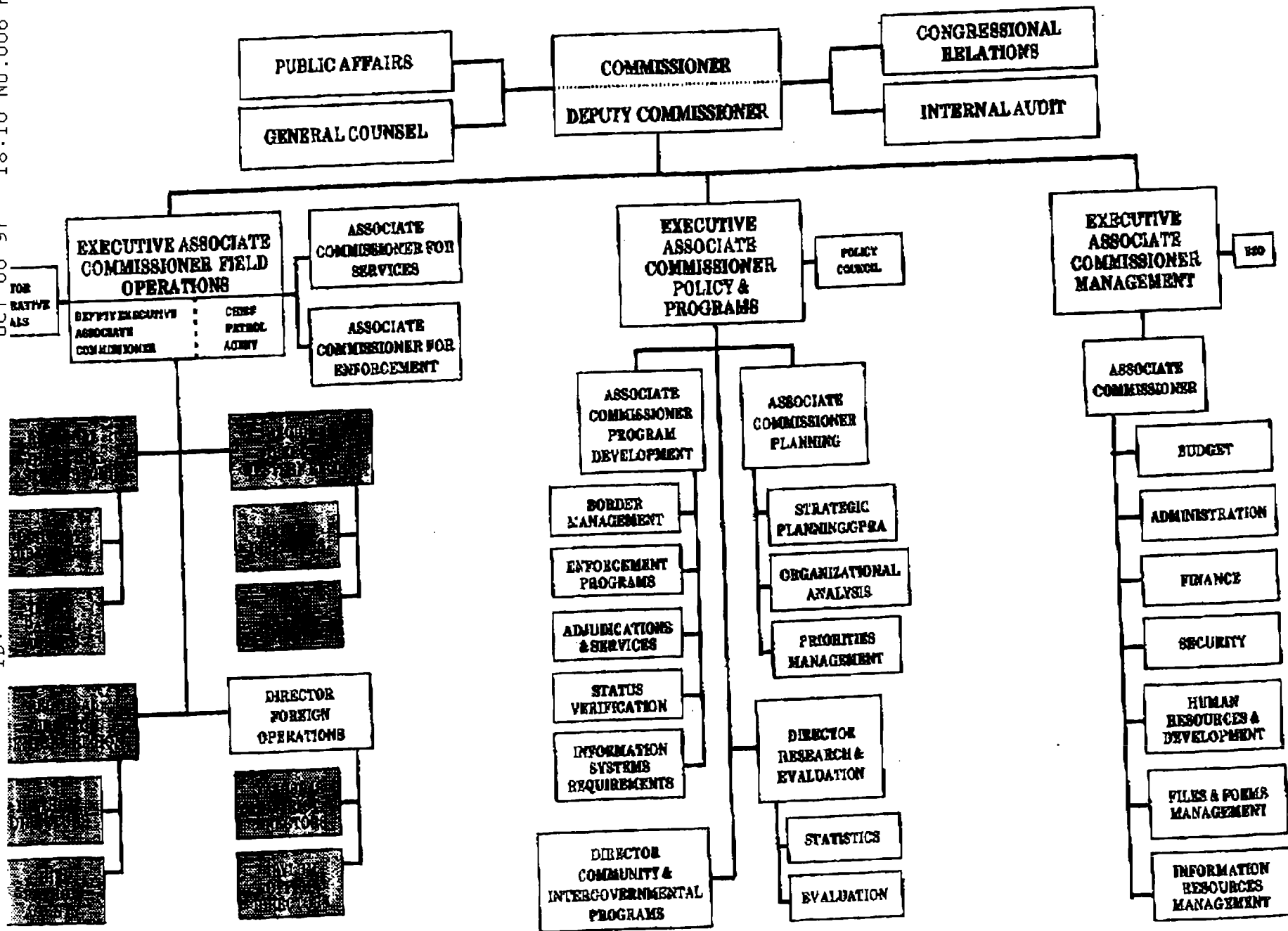
**STREAMLINE OFFICE OF MANAGEMENT STRUCTURE TO REFLECT
REALIGNMENT OF ADMINISTRATIVE CENTERS AND CONSOLIDATION
OF RECORDS FUNCTIONS**

- Shift Administrative Centers from Headquarters Office of Management to the Regional Directors under the Office of Field Operations is reflected on new chart.
- The two offices with oversight of records will be consolidated into one office in the Headquarters Office of Management. This consolidation will facilitate improving the quality of record keeping and support the planning and implementation of a future single records center for the Service.

**ENSURE SUCCESS OF '97 REORGANIZATION BY TRAINING FIELD AND
HEADQUARTERS STAFF ON NEW ROLES AND REPORTING STRUCTURE**

- A lesson learned from the '94 Reorganization is that there must be more comprehensive follow up actions in implementing new roles and reporting arrangements. INS plans to conduct a series of in-depth training sessions for key staff. This entails creating scenarios to illustrate how the new structure is intended to work and to identify any unforeseen ambiguities in the new arrangement.

IMMIGRATION AND NATURALIZATION SERVICE



Copy All DAC STAFF
→



Reinvention Impact Center Initiative

MEMORANDUM

File: Immigration
INS/NPR/Reinvention

To: Department and Agency Heads
FR: Bob Stone
RE: Reinvention Impact Centers Meeting of August 4, 1997
DT: 07/28/97

Enclosed are briefing materials for the meeting with the Vice President, scheduled for this Monday, August 4, tentatively from 4:30 pm to 5:30 pm in the Vice President's ceremonial office at the Old Executive Office Building.

We have included a copy of the agenda and each agency's one-page reinvention goals. Please come prepared to discuss your agency's goals. The meeting will focus on the future of the Reinvention Impact Center Initiative.

I look forward to seeing you on Thursday. If you have any questions please feel free to call Kelly Paisley at 632-0399.

Please Review By
Noon Thursday and
Send Comments to me.

PAUL

The Vice President's Meeting With
The National Performance Review's
REINVENTION IMPACT CENTERS

August 4, 1997

AGENDA

1. Introduction of Participants
2. Discussion of the Importance of the Reinvention Impact Center Initiative
by the Vice President
3. Opportunity for Participants to Discuss their Commitments with the Vice President
4. Questions and Answers about the Reinvention Impact Center Initiative
5. Next Steps in the Reinvention Impact Center Initiative



**Reinvention Impact
Center Agencies:
Proposed Goals for 2000**

August 4, 1997

***Reinvention Impact
Centers Initiative***

August 4, 1997

Table of Contents

Administration for Children and Families	1
Animal & Plant Health Inspection Service	2
Bureau of Land Management	4
Customs Service	5
Environmental Protection Agency	8
Federal Aviation Administration	9
Financial Management Service	10
Food and Consumer Service	11
Food and Drug Administration	12
Food Safety and Inspection Service	13
Forest Service	14
Health Care Financing Administration	15
- Immigration and Naturalization Service	16
National Park Service	18
Occupational Safety and Health Administration	19

HHS REINVENTION IMPACT CENTERS

ADMINISTRATION FOR CHILDREN AND FAMILIES BENEFICIARY CLUSTER

"HIGH IMPACT" 4-YEAR GOALS FOR NPR

STATEMENT OF COMMITMENT: The Administration for Children and Families is committed to working with staff and stakeholders in the successful achievement of these goals. These goals are central to the ACF Strategic Plan. Yearly targets will be included in the ACF annual performance plan, and accomplishments will be tracked through the ACF report card "Achieving Success." The successful attainment of these goals requires continued commitment to an on-going process of partnering with States and communities to set goals and targets, to measure progress, and to achieve collaboration.

DELIVER GREAT SERVICE:

- Increase self-sufficiency for low-income families by moving one and one-quarter million welfare recipients into new employment within the first two years of welfare reform.
- Increase parent's financial support for their children by increasing the amount of total child support collections to \$20.8 billion by October 2000, an increase of 75 % over FY 1996.
- By October 2000, increase the number of children who are adopted from the public foster care system to 30,000. This represents a 50 % increase over the 1997 baseline and does not include nonadoption permanent placements, such as guardianship and kinship care.
- By October 2000, ACF will streamline 30 separate grant programs into a single comprehensive system of electronic processing and transfers to benefit grantees by more timely and efficient grants processing, more accurate data, less down time and enabling quicker start-up. This improvement will also overcome the Year 2000 programming flaw embedded in current grants programs.

**Reinvention Impact Centers
United States Department of Agriculture
Animal and Plant Health Inspection Service
Goals for the Year 2000**

Improving Customer Service in the Airports

Millions of travelers pass through our airports daily. Our overall goal is a timely, seamless, integral process that will ensure the best passenger clearance time while preventing the introduction of harmful pests and diseases of animals and plants.

- **In partnership with the airline industry, advance information will be obtained on international air passengers through the use of the Advance Passenger Information System (APHS) to expedite the overall processing of passengers with no loss in enforcement. (Joint - Customs, INS, APHS)**
- **Most international air passengers will be cleared through the inspection process in 30 minutes or less, while enforcement and regulatory processes will be improved. (Joint - Customs, INS, APHS)**

Improving Customer Service on the Land Border

The number of travelers/crossers at our land border Ports-of Entry is at an all time high. In fiscal year 1996, over 400 million aliens and United States citizens entered the U.S. through our land borders and even more are anticipated this year. Due to the high volume of traffic and increased enforcement efforts, border travelers have been, on occasion, subjected to long lines and longer processing times.

- **Dedicated Commuter Lanes (DCLs) have been established to facilitate the processing of pre-approved, frequent border travelers. The DCLs are lanes dedicated to travelers who have passed rigorous background checks that qualify them for expedited entry and minimal inspection. The Federal Inspection Services will establish five additional DCLs along the United States/Mexico border and double the number of pre-enrolled DCL participants to reduce their waiting times by at least 70 percent. (Joint - Customs, INS, APHS)**

**Reinvention Impact Centers
United States Department of Agriculture
Animal and Plant Health Inspection Service
Goals for the Year 2000**

Improving Customer Service for Cargo Entering the U.S.

With the increasing amount of foreign cargo entering through U.S. ports, there is a need to improve both the clearance time and the safeguards of the cargo. This can be accomplished through a risk assessment approach where cargo that is determined to be low risk will be released after minimal clearance time and higher risk cargo will be safeguarded as appropriate.

Ninety-five percent of high volume, low risk cargo will be released without inspection. The remaining five percent will be examined as a way of monitoring the pest risk. Clearance and monitoring of low risk cargo will replace inspection as the way to safeguard against foreign pests and diseases. This will free up resources to focus inspections on higher risk cargo. This system will be in place in every major port of entry by the year 2000.

Improving Services Through Effective Federal Partnership with the Federal Aviation Administration and the Department of Defense

Approximately 2200 civilian aircraft and 3000 military aircraft report collision with wildlife in the U.S. every year. These strikes can result in loss of human life and significant economic damage to aircraft -- approximately \$200 million annually. Because the number of these wildlife strikes to aircraft are on the rise, APHIS' Wildlife Services (WS) Program is partnering with the Federal Aviation Administration (FAA) and the Department of Defense (DOD) to address this serious problem.

Increase airline passenger safety and lessen economic losses by reducing wildlife-aircraft collisions by 75 percent at airports where the WS program provides assistance. Expanded partnership between WS, the FAA and the U.S. military will allow for greater leveraging of resources, to provide a safer environment for the flying public and military personnel both domestically and internationally.

Bureau of Land Management NPR Goals for 2000

Goal 1: An integrated nationwide outdoor recreation information system will give all Americans quick and easy electronic access to information about recreation on federal lands, recreation use permits, and reservations.

Goal 2: Improve service to the public land users by providing one-stop shopping for information, permits, and other frequently requested over-the-counter products and services at Forest Service and Bureau of Land Management facilities.

REINVENTION IMPACT CENTERS
U.S. Customs Service
Goals for the Year 2000

Improving Customer Service in the Airports

Millions of travelers pass through our airports daily. Our overall goal is a timely, seamless, integral process that will ensure the best passenger clearance time while preventing fraudulent entries.

- In partnership with the airline industry, advance biographical information will be obtained on 80% of international air passengers through the use of the Advance Passenger Information System (APIS), expediting passengers processing and enhancing enforcement. *(Joint - Customs, INS, APHIS)*
- Most international air passengers will be cleared through the inspection process in 30 minutes or less, while improving enforcement and regulatory processes.
(Joint - Customs, INS, APHIS)

Improving Customer Service on the Land Border

The numbers of travelers/crossers at our land border Ports-of-Entry is at an all time high. In FY96, over 400 million aliens and United States citizens entered the U.S. through our land borders and even more are anticipated for FY97. Due to the high volume of traffic and increased enforcement efforts, border travelers have been, on occasion, subjected to long lines and longer processing times.

- Most travelers will be processed in 20 minutes or less at any location along the northern land borders, except at peak traffic times and weekends. *(Joint - Customs, INS, APHIS)*
- On the southern land borders, the Federal Inspection Services will establish five additional Dedicated Commuter Lanes (DCLs) for pre-approved, frequent border travelers who have passed rigorous background checks that qualify them for expedited entry and minimal inspection. This and other border processing initiatives will result in the majority of travelers being processed in 30 minutes except on weekends and peak traffic times, effectively freeing up additional resources to reduce the illegal movement of people and prohibited goods into the United States. *(Joint - Customs, INS, APHIS)*

Enforcement - Narcotics Smuggling

Customs will pursue a multi-pronged strategy to disrupt drug smuggling through interdiction, intelligence gathering/dissemination and investigation.

- Increase the number of narcotics seizures in the commercial cargo environment achieved through the use of technology and prior information, and increase the number of arrests for narcotics.

Build on our partnerships with businesses and carriers to deter smuggling through commercial cargo on the Southwest border.

- The Business Anti-Smuggling Coalition (BASC) is a business-led, Customs supported alliance under which corporate participants set self-imposed business standards that significantly deter narcotics traffickers. The ultimate objective of the BASC is to eliminate the use of legitimate business shipments by narcotics traffickers to smuggle illicit drugs. 85 primary importers on the Southwest border are currently enrolled; Customs plans to increase Southwest border participation to 300 primary importers.
- The Land Border Carrier Initiative Program (LBCIP) was developed to address the threat of drug smuggling along the Southwest border, and to enlist the support of the land border carriers in the war on drugs. The LBCIP provides carriers with a means to improve their own cargo terminal and conveyance security as well as to enhance their awareness of drug smuggling, and to encourage carriers to recognize and report suspected illegal activities to U.S. Customs. 835 carriers currently participate in the LBCIP; Customs plans to expand the number of agreements with participating carriers to 1500.

Enforcement - Community Level Solutions

The United States faces the continued threat of narcotics smuggling, the malaise of drug abuse and the related crimes it inflicts on American society. Customs has achieved successful results at the community level through the use of Strategic Problem Solving (SPS), a creative, multi-functional approach that endeavors to prevent or reduce enforcement violations in addition to enhancing detection and apprehension of "willful violators." One example of a SPS project involved the prevalence of the powerful "date rape" drug, Rohypnal, in Texas high schools. A multi-disciplinary team from Customs, DEA and FDA worked together to close a loophole that permitted importers to bring in prescription quantities of the drug from Mexico. Within weeks of the closing of this loophole, Texas public health officials reported that the price of Rohypnal doubled and its availability in Texas high schools significantly diminished.

- Provide community-level solutions by employing Strategic Problem Solving (SPS) at the local level with other Federal, state and local governments, carriers and manufacturers. Nationwide, the number of SPS team projects will increase from the current 85 to 200; and the overall effectiveness of the SPS program will increase by 20%.

Facilitating Importation of U.S. Goods into Foreign Countries

World trade is expected to continue its rapid growth. By the year 2000, it is anticipated that \$2.6 trillion dollars in merchandise will be imported into and exported from the United States. With

this increase in trade volume, its importance to our economy will continue to grow. As world trade grows, Customs must work with its export community to promote modern harmonized customs procedures throughout the world for the benefit of U.S. exporters.

- Ease the importation of U.S. goods into foreign countries by: working with the World Customs Organization to gain acceptance of the International Customs Guidelines proposed by the International Chamber of Commerce; serving as a technical consultant to other federal agencies (U.S. Trade Representative, Commerce, State) on issues involving import clearance procedures and impediments in foreign countries; and working with foreign customs administrations to address import processing and trade facilitation through training and advisory assistance.

ENVIRONMENTAL PROTECTION AGENCY REINVENTION GOALS FOR 2000

At EPA, a commitment to setting tough standards for protecting public health and the environment is bolstered by a reinvention agenda aimed at increasing flexibility and cutting unnecessary costs -- benefits not always associated with conventional environmental regulatory programs. The following goals represent what EPA believes can be achieved in the future through innovative approaches taken today.

- **Widespread cleanup and reuse of contaminated industrial facilities:** By the year 2000, 300 communities will have Brownfield pilot projects to rapidly return hazardous waste sites to productive use -- triple the number of projects today.

Abandoned industrial properties often lie dormant, a drag on the health and economy of surrounding neighborhoods, while pristine rural areas are developed into industrial lands. To break this cycle of degradation, the Brownfields Initiative empowers states, communities and other stakeholders to work together to prevent, clean up and sustainably reuse these formerly contaminated properties, returning health and economic well-being to these largely urban areas while helping preserve our remaining open spaces and reverse the process of urban sprawl. In addition to clarifying cleanup liability provisions and promoting tax incentives for redeveloping abandoned and under-used industrial sites, EPA will expand its efforts to create public/private partnerships among all levels of government and the private sector to leverage our ability to rejuvenate blighted areas and provide the foundation for neighborhood revitalization, job creation, and restoration of hope at the community level.

- **Safe, clean drinking water for all Americans:** By the year 2000, 88 percent of the population (a 7-percent increase from 1994) served by community water systems will receive drinking water meeting all health-based requirements. By 2005, 95 percent will achieve this level of protection.

Across the country, 240 million Americans rely on community water systems for their drinking water. To help ensure their protection against microbial and other contaminants, EPA will adopt a more risk-based approach to setting drinking water standards, simplify monitoring requirements, and encourage voluntary treatment methods to reduce risks not manageable through conventional drinking water treatment methods.

- **Streamlined environmental reporting and greater public access to environmental information:** By the year 2000, businesses will be able to report electronically to EPA; real-time information about environmental conditions will be available to residents of the nation's 85 largest metropolitan areas; and citizens throughout the nation will have access to the latest trends regarding air, water, drinking water and other environmental conditions through the newly launched Center for Environmental Information and Statistics.

Reliable information about the environment forms the foundation for all environmental decisions -- by families, businesses, communities, states and EPA. One-stop environmental reporting for industry offers the potential to save money while increasing public access to information. Easy access to information about local conditions will expand citizen involvement in decisions about their communities and give people tools to protect their families. Increased information exchange between scientists, public health officials, businesses, citizens and all levels of government will foster greater knowledge about the environment and what can be done to protect it.

- **Greater awareness of children's environmental health concerns among the public:** By the year 2000, 50% of new parents will be able to describe one child protective action they have taken related to environmental hazards.

Children today face significant and unique environmental health threats because they are often more heavily exposed and more vulnerable than adults to toxins in the environment. On April 21, 1997, President Clinton signed an Executive Order to reduce environmental health and safety risks to children. EPA -- in partnership with health care providers, schools, parents, children and all relevant organizations -- will increase attention to children's environmental health effects in regulatory decisions and will improve public access to reliable information.

**FEDERAL AVIATION ADMINISTRATION
NPR GOALS AND COMMITMENTS
FY 1998-FY 2000**

DELIVERING GREAT SERVICE

Improve aviation security by installing 54 certified explosives detection systems, 17 other checked baggage screening units, and up to 489 trace explosives detection devices by June 1998.

By year 2000, reduce the number of flight delays attributable to the air traffic management system by 20 percent from the 1994 levels by modernizing air traffic control equipment and facilities and by enhancing procedures and processes.

Make aviation safety information immediately accessible on the Internet, eliminating the 2-week time period it previously took to respond to requests for such information.

FOSTERING PARTNERSHIPS

Expand voluntary aviation security airport consortia from 41 in 1996 to 270 by the year 2000. The consortia are partnerships among aviation industry, local law enforcement, and Federal Government at the Nation's commercial airports. They improve the security of the flying public by conducting vulnerability assessments and developing action plans that address security concerns.

Expedite the development and availability of the new Global Positioning System (GPS) (satellite navigation) approaches at general aviation and commercial airports by working jointly with state aviation agencies. This will result in a safer and more efficient National Airspace System (NAS) and will save NAS users hundreds of millions of dollars annually due to more precise routings, fuel savings, and increased airport efficiency. FAA will develop 500 GPS approaches per year, thereby, allowing safer approaches to these airports (target is 4,100).

INTERNAL REINVENTION

Convert a total of 128 FAA Level I towers to contract towers for a cost reduction of approximately 50 percent per tower. To date, 85 FAA Level I towers have been converted, 25 will be converted in FY-97, and 18 are scheduled for conversion in FY-98.

Reduce total time (by 50 percent) and cost (by 20 percent) of acquiring and fielding equipment through acquisition reform.

Develop and adopt a streamlined human resource management system that will eliminate outdated, cumbersome administrative procedures, improve delivery of services, hold down costs, and give FAA the management flexibility it needs to meet the dynamic human resource requirements of the 21st century. Major goals are to: (1) Reduce time required to establish positions by 90 percent by cutting the number of position descriptions (PD) by 50 percent and increasing the use of standardized PD's; (2) Reduce time to advertise positions by more than 80 percent by making vacancy announcements available through Internet and an automated telephone and fax system; and (3) Automate personnel processes including benefits election and recruitment and staffing by the year 2000 that will provide greater accuracy of information, quicker decisionmaking, and increased efficiency and cost effectiveness.

Financial Management Service Four-Year Goals

(to be achieved by the summer of 2000)

Support an all-electronic payments and collections environment in which the Federal government will operate at lower costs with improved customer service by:

Increasing the percentage of Federal payments that are made electronically from 54 percent to 77 percent.

Increasing from two to 50 the number of states in which Federal benefit agencies have the capability to deliver electronic payments to recipients without bank accounts.

Helping states administer Food Stamp, Child Support, and other Federal programs by providing the capability to offer payments electronically to recipients on one plastic card.

Ensuring that clients of Federal benefit agencies receive their payments on time and in the right amount 99.999 percent of the time.

Ensuring that major electronic collections mechanisms and networks are in place by the year 2000 to support an all electronic revenue collection system.

Increase the collection of delinquent debt owed the federal government by over \$14 billion, and increase the number of states participating in the Treasury Offset Program to collect delinquent child support payment debts by over 500%(from 8 to 50).

Support good government and increased confidence in financial integrity by fully implementing the provisions of the Government Management Reform Act of 1994, and taking necessary steps to support an unqualified/"clean" audit opinion on the FY 2001 Consolidated Financial Statements of the Federal Government.

By 2000, all CFO Agencies will have implemented transaction based Standard General Ledgers.

By 2000, all CFO Agencies will have implemented FASAB Standards.

Food and Consumer Service
4-Year Goals

Mission

The mission of the Food and Consumer Service (FCS) is to provide children and needy families access to a more healthful diet through its food assistance programs and comprehensive nutrition education efforts. FCS programs work both individually and in concert with one another. Taken together, these programs provide a nutrition safety net for low-income Americans.

Our success rests directly on the success of our partners. State and local agencies administer FCS nutrition assistance programs through a Federal-State-local partnership. We work closely with our partners to establish priorities, provide technical assistance and deliver program services and benefits.

Delivering Great Service

- ◆ Local school districts will serve healthy meals to America's children. Healthy meals must meet both the RDAs and the *Dietary Guidelines for Americans* for total fat (30% of calories) and saturated fat (10% of calories). School districts will:
 - reduce the average percent of calories from total fat in school lunches from 38% in 1993 to 35% in 1998 and to 30% in 2000;
 - reduce the average percent of calories from saturated fat in school lunches from 15% in 1993 to 13% in 1998 and to 10% in 2000;
 - reduce the average percent of calories from total fat in school breakfasts from 31% in 1993 to *Dietary Guidelines* goal of 30% in 1998;
 - reduce the average percent of calories from saturated fat in school breakfasts from 14% in 1993 to 12% in 1998 and to 10% in 2000, and
 - serve lunches that provide 1/3 of the RDA for calories, and key nutrients.
- ◆ State welfare agencies will dramatically expand the use of EBT, Electronic Benefit Transfer (debit cards), to deliver Food Stamp benefits.
 - The number of States issuing benefits by EBT will increase from 22 in 1997 to 42 in 2000.
 - The percent of benefits issued by EBT will increase from 20% in 1997 to 65% in 2000.
- ◆ State public health agencies and local Special Supplemental Nutrition Program for Women, Infants and Children (WIC) programs will further WIC's demonstrated success. Together, we will:
 - increase the incidence of breastfeeding among WIC mothers by 10% (27,500), from 33% (275,000) in 1994 to 36% (302,500) in 2000;
 - ensure that critical early childhood immunization rates for WIC children are no less than 90% in 2000;
 - increase the number of States issuing benefits by EBT from 1 in 1997 to 7 in 2000; and,
 - reduce monthly food costs per WIC participant (adjusted for inflation) by 10 % in 2000 through administrative efficiencies.

Internal Reinvention

- ◆ We will improve the efficiency of our commodity programs by replacing cumbersome paper ordering and inventory systems with a customer friendly, automated, paperless system. The Agency will increase the number of State distributing agents using the Electronic Data Interchange from 23 in 1997 to 150 in 2000, representing 80% of total food distribution.

FDA REINVENTION GOALS

FDA's proposed reinvention goals represent critical elements of the Agency's broad strategy for the 21st Century. Each of the goals requires a blend of reinvention, responsiveness to our 'customers' (The American public), and partnering with key stakeholders in order to produce meaningful results. Achievement of these goals assumes continuity of current budget proposals and projections contained in the President's FY 98 budget.

More Efficient Drug Development

By the year 2002, reinvent the drug development and review process in collaboration with industry, and as a result, reduce the time required to deliver important new drugs to the American Public by as much as one year, as well as the expense of doing so.* A central strategy to achieve this goal will be to have in place an automated application filing process by the year 2002.

- * Contingent upon reauthorization of an enhanced PDUFA beyond FY 97. Currently, intensive negotiations are underway with Congress to determine the scope and funding of future PDUFA activities. The results of these deliberations will help to determine what is a reasonable Year 2000 goal to target in term of time frame reductions.

Better Medical Product Information

In accordance with legislative mandate, 75% of all consumers receiving new drug prescriptions will be given more useful and readable information about their product by the year 2000. Usefulness is defined in terms of: scientific accuracy; unbiased content and tone; specificity and comprehensiveness; and timeliness. Based on national surveys conducted by FDA, the percentage of people who received useful information on new drug prescriptions was only 32% in 1992. To achieve the 75% goal, FDA will partner with industry, health care providers and the consumer. Simultaneously, FDA will revise and make more readable prescription drug and OTC labels. The impact of these information and labeling initiatives will be to improve the accurate use of medications and reduce risks associated with medication misadventures.

Stronger Food Quality Assurance

By the year 2000, assure improved quality of the American food supply, through a collaborative system encompassing government and private sector stakeholders.* In the seafood industry, two thirds of the processors will be operating under HACCP (Hazard Assessment Critical Control Points) quality control systems. HACCP is a newly instituted, industry-based monitoring system, and represents one element in the President's multi-strategy food safety initiative. FDA will be working closely with USDA, EPA and the Centers for Disease Control to implement this initiative.

- * Assumes funding of the Food Safety Initiative through the year 2000.

Faster Access to Important New Medical Devices

By the year 2000, reduce the review time for important medical devices by 30%. (Important medical devices are those products that present a major clinical benefit or pose a significant risk to patients). This will be accomplished by reinventing the screening and review process for product applications. The impact of this goal is that millions of Americans will have faster access to safe and effective medical devices. FDA is reinventing the medical device review process and redefining the concepts of high risk and high impact products. The new definition will be applied to establish a baseline to measure review time for important medical devices.

5 up match mpe210

THE FOOD SAFETY AND INSPECTION SERVICE: FOUR-YEAR GOALS

The Food Safety and Inspection Service (FSIS) provides service to consumers by regulating the meat, poultry, and egg product industries to ensure that products in interstate commerce are safe, wholesome, and accurately labeled. The following three strategic goals highlight fundamental Agency activities in its public health mission.

1. Improve food safety by establishing a science-based system of preventative process control for all meat and poultry products and by reducing pathogens on raw product.

The Agency's Pathogen Reduction/Hazard Analysis and Critical Control Point (HACCP) Systems regulation requires plants to adopt this system of process controls to prevent chemical, physical, and biological food safety hazards. Specific regulatory requirements for plants for sanitation and microbiological testing are now in place. Anticipated outcomes of the regulation include:

- Development of a better understanding of *E. coli* O157:H7 and other foodborne pathogens by developing baseline data and by collaborating on research and other regulatory and non-regulatory approaches.
- Reduction in the prevalence of foodborne pathogens in meat and poultry products.
- By 1998, 80% of all Federally inspected meat and poultry products will be produced under a HACCP system; by 2000, 100% of all Federally inspected meat and poultry products will be produced under a HACCP system.
- By 1998, more than 95% of plants slaughtering cattle, swine, chicken, and turkeys will be tested routinely for *Salmonella* incidence.

The Secretary of Agriculture has also set as a Departmental food safety goal a 25% reduction in the number of foodborne illnesses by the year 2000.

2. Redirect FSIS resources to improve food safety and to achieve other consumer protection responsibilities.

- FSIS will expand and improve interagency cooperative agreements on inspection and establish effective partnerships with States and other agencies to:
 - develop a national inspection database through the Field Automation and Information Management initiative
 - support risk assessments for regulatory and non-regulatory activities
 - promote the nationwide adoption of the Food Code
 - achieve a national consistency of training, application of knowledge, and delivery of inspection

3. Promote the necessary cultural change to support a HACCP-based farm-to-table food safety strategy.

- As part of the President's *National Food Safety Initiative*, FSIS is collaborating with other food safety and public health agencies to identify and encourage research to address food safety risks.
- The Agency will collaborate with States, other Federal agencies, industry, and academia to expand existing information systems on foodborne illness and establish a national clearinghouse on food safety information and education.
- FSIS will cooperate with States and producers to expand knowledge and use of public health-based on-farm practices.

**Year 2000 NPR Goals
USDA Forest Service
June 20, 1997 DRAFT**

1. Offer to all customers, contractors, suppliers, and vendors the opportunity to conduct financial transactions electronically.
2. Offer toll-free telephone, world wide web, and automated applications to all permittees and applicants of the most frequently requested special use permits.
3. Establish an internal market economy, using enterprise teams, to improve efficiency of managing the National Forests in California, reinvesting the savings in a highly skilled workforce to improve the quality of land stewardship and customer service.
4. In collaboration with the Bureau of Land Management, improve service to the public land users by providing one-stop shopping for information, permits, and other frequently requested over-the-counter products and services at BLM and Forest Service facilities.
5. In collaboration with the Bureau of Land Management and the National Park Service, provide an integrated, nationwide outdoor recreation information system that gives all Americans quick and easy electronic access to information about recreation on federal lands, recreation use permits, and reservations.

HHS REINVENTION IMPACT CENTERS

HEALTH CARE FINANCING ADMINISTRATION Beneficiary Cluster

Health Promotion

NPR Goal: Increase the well-being and survival of beneficiaries through increased use of covered preventive services.

The long-term goal is to improve health outcomes and reduce morbidity and preventable deaths through: partnerships with other purchasers and the health care community to improve health care interventions; and educating beneficiaries and influencing them to obtain preventive and health-sustaining treatments. Over the next four years, this goal will be achieved by striving to reach the targets established in the following areas:

- Increase from 34% to 100% the number of states conducting maternal AIDS education projects to inform women of childbearing age of the importance of HIV testing and, if necessary, treatment as part of prenatal care that is covered under the Medicaid program.
- Increase from 59% to 80% the number of Medicare beneficiaries with end stage renal disease receiving adequate hemodialysis.
- Increase to from 45% to 85% the number of Medicare beneficiaries with diabetes receiving annual eye exams.
- Increase from 41% to 60% the number of Medicare beneficiaries aged 65 and over receiving vaccinations for influenza.
- Increase from 16% to 60% the number of Medicare beneficiaries aged 65 and over receiving a vaccination for pneumonia.
- Increase from 39% to 60% the number of Medicare beneficiaries receiving, biennially, a mammogram.

Medicare Integrity

NPR Goal: Achieve more than half of program integrity savings by eliminating mistaken or inaccurate payments.

The long term goal is to improve the fiscal integrity of the Medicare program through a stronger emphasis on eliminating mistaken or inaccurate payments and preventing fraud and abuse. We will continue an aggressive fraud and abuse surveillance and enforcement effort, which results primarily in savings from recoveries of payments already made. Over the next four years, however, we will shift the balance of savings from the current even split between avoided and recovered payments so that more than half result from eliminating mistaken payments.

DRAFT

REINVENTION IMPACT CENTERS

Immigration and Naturalization Service 4-Year Goals

Improving Customer Service-In the Airports

- In partnership with the airline industry, biographical information on international air passengers will be collected in advance of their arrival in the US through the use of the Advance Passenger Information System (APIS). In addition, we will expand the electronic sharing of visa and application information between the Department of State and INS through the DataShare initiative. The overall result will be that most international air passengers will be cleared through the primary inspection process in 30 minutes or less, while improving enforcement and regulatory processes.
 - Advanced biographical information will be obtained on 80 percent of international air passengers through the use of APIS greatly expediting passenger processing and enhancing enforcement. (Joint - Customs, INS, APHS)
 - Electronic sharing of visa and application information between DOS and INS through the DataShare initiative will include nonimmigrant visa information reducing the incidence of fraudulent visas and expediting the visa issuance process by capturing and sharing information on 80 percent of all visaed travelers. (Joint - INS and DOS)

Improving Customer Service-On the Land Border

- INS will process most travelers in 20 minutes or less at any location along the northern land borders, except at peak traffic times and weekends.
- In the southern land borders, the Federal Inspection Services will establish five additional Dedicated Commuter Lanes (DCL) for pre-approved, frequent border travelers who have passed rigorous background checks that qualify them for expedited entry and minimal inspection. The overall result will be that the majority of the travelers will be processed in 30 minutes except on weekends and peak traffic times, effectively freeing up additional resources to reduce the illegal movement of people and prohibited goods into the United States. (Joint - INS, Customs, APHS)

Border Patrol

Historically, the San Diego, California and El Paso, Texas border corridors were those most frequently used by illegal border crossers. These two areas alone accounted for over 67 percent of all apprehensions along the southwestern border. Because of our current border strategy, illegal immigration patterns have been altered, reducing apprehensions in those corridors to only 43 percent of the southwest border total. However, pressures of illegal immigration continue. Local border communities and states continue to experience the negative impact of crime related to alien and drug smuggling.

- By employing a multi-year border control strategy and maintaining a professional, well trained law enforcement workforce we will sustain definitive control over the San Diego and El Paso corridors, ensuring that apprehension rates do not degrade even as we allocated future resources to other illegal crossing corridors along the border.

Expanding Partnerships

A key component of the Clinton Administration's continuing commitment to crack down on illegal immigration is the reduction of the magnet of job opportunities that draw unauthorized workers. The INS, while expanding its efforts to remove undocumented aliens from work places, also created pilot programs such as "Operation Jobs" to assist businesses to replace unauthorized workers with those legally authorized to work. This program has the added benefit of protecting the rights of legal workers and helping states to reduce the numbers of those on welfare.

- The INS will actively encourage partnerships with states by attempting to increase the number of partnerships in these programs from two to six. INS will serve as a catalyst by identifying 10,000 jobs previously held by unauthorized workers that may be freed nationwide.

Naturalization Reinvention

Within the last three years, the INS has experienced a surge in Naturalization applications. This year alone, we expect to receive 1.8 million applications.

- Complete process reinvention for naturalization and implement the resulting best practices to other benefits processes nationwide, while maintaining the integrity of the naturalization process.
- Establish and maintain customer friendly processing time standards for all applications and implement nationwide.
- Provide newly naturalized citizens the option of applying for US passports as part of their naturalization process.

CALL
INS
*

DRAFT

National Park Service

4 year Goals

A. Delivering Great Service

By the year 2000, increase by 7 percent the customers who rate park facilities, services, and recreational opportunities as "good" or "very good".

Increase by 10 percent the customers who rate the usefulness of technical assistance provided for historical and natural resource protection as "good" or "very good".

By the year 2000, an integrated nationwide outdoor recreation information system will give all Americans quick and easy electronic access to information about recreation on federal lands, recreation use permits, and reservations.

B. Internal Reinvention

Integrate 50 percent of the major NPS data systems.

Reduce NPS employee lost time injury rate by 50 percent and reduce the costs of new workers' compensation costs by 50 percent.

Annually support 3.3 million volunteer hours in parks, a 10 percent increase.

Work to ensure that the population of annual new hires reflects the overall diversity of the civilian labor force.

C. Fostering Partnerships

Eighty percent of communities served with NPS technical assistance programs rate our partnership assistance as "good" or "very good".

1,000 additional miles of trails, 1,000 additional miles of protected river corridors, and 30,000 additional acres of parks and open space are conserved with NPS partnership assistance.

U.S. DEPARTMENT OF LABOR
OCCUPATIONAL SAFETY AND HEALTH ADMINISTRATION
4 YEAR STRATEGIC GOALS

OSHA's vision is to be a world leader in occupational safety and health, with a clear focus on protecting the safety and health of America's workers. To achieve this vision, OSHA has established three interdependent and complementary strategic goals which will guide the development of programs and activities for the Agency. For each goal, the agency has identified specific, quantifiable objectives to assess OSHA's performance:

Goal #1: *Improve safe and healthful working conditions for all workers, as evidenced by fewer hazards, reduced exposures and fewer injuries, illnesses and fatalities.*

- ◆ Reduce injury/illness rates 20% in at least 50,000 of the most hazardous workplaces.
- ◆ Ensure that 80% of all worker complaints and referrals are resolved within an average of 20 working days of notification to the employer.

Goal #2: *Change workplace culture to increase employer and worker awareness of, commitment to, and involvement with safety and health.*

- ◆ By September 30, 1998, OSHA will standardize and fully implement Cooperative Compliance Programs (OSHA's innovative enforcement/partnership leveraging programs) in all federal enforcement states, and by September 30, 1999, affect 12,000 workplaces that employ 2.5 million workers.
- ◆ Increase the number of plain language standard rewrites from 1 per year in 1997 to 5 per year in 2000.
- ◆ Make all standards, regulations and reference materials available from the OSHA Home Page on the Internet.

Goal #3: *Secure public confidence through excellence in the development and delivery of OSHA's programs and services:*

- ◆ By September 30, 1999, OSHA will redesign all of its field enforcement offices in order to improve the agency's ability to affect the most hazardous workplaces.