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HONORABLE BENJAMIN R. CIVILETTI,

ATTORNEY GENERAL OF THE UNITED STATES

BEFORE

DEPARTMENT OF JUSTICE EMPLOYEES

10:30 A.M. TUESDAY, OCTOBER 23, 1979 THE GREAT HALL DEPARTMENT OF JUSTICE WASHINGTON, D. C.

(This transcript was prepared from a tape recording.)

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imb 437) THE ATTORNEY GENERAL: Thank you.

I have been Attorney General for about ten weeks now, and I thought it was time I came before the employees of the Department of Justice to talk a little bit about some important points, but more significantly to give you an opportunity to communicate directly with me, to ask questions and to respond. So I took this occasion this morning to say "hello," that I am glad to be Attorney General.

I have five points to discuss and then we will
save time so that you can ask the questions which you have on
your minds. The five points deal with:

First, the independence and merit decisions of the Department of Justice; secondly, a report on judicial appointments; thirdly, access and exchange of ideas and information: fourth, a few comments on the reorganization of OMP into the Justice Management Division; and then, fifth, some observations about our physical facilities which could be termed "moves."

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(Laughter)

To begin with, a general observation: It is a tremendously important and exciting time for me to be Attorney General. In all of the offices and bureaus and divisions, enormously important work is being conducted and substantial progress is being made. It doesn't matter whether you evaluate that in terms of legislative work, litigation work,

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or administrative work. In every area, either through implementation, through new initiatives or through study and analysis, there are vital concerns which are being addressed and from which I am receiving information, ideas, suggestions and progress reports.

So if I were to choose a time in which to become Attorney General, regardless of the fact that we are three years into an administration or almost three years, I couldn't have chose myself a better time, with better people in the department to try to lead in some modest way.

During the course of the last ten weeks or so, I have spoken out on eight occasions on a variety of different subjects, including juvenile justice in New Jersey, the FBI Charter and its importance, in Pennsylvania, most recently, civil rights in a New Mexico speech, Department of Justice initiatives, in West Virginia, the advocacy training and revamping of the institute, in Los Angeles, and white collar crime and the importance of fair sentencing, in Chicago, not an inappropriate place to speak of white collar crime.

(Laughter)

I intend to continue to speak out on these subjects and a wide range of other subjects at about the same average, maybe once a week or once every ten days, dealing with the important aspects of the department's work, whether it be in the Civil Division or the Antitrust Division or the Office of

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Improvements in the Administration of Justice, **DEA** or the FBI, LEAA or any other subject in which vital work of **concern** to the citizens of this country is being conducted fairly and honestly and with great purpose by you.

As to those five points that I first mentioned: With regard to the independence and importance of merit decisions in the Department of Justice, and, equally as important, the appearance of propriety and fair justice, I have issued on Thursday -- and you will all receive a copy from the heads of your offices and bureaus and divisions -- an articulation of the statement made by Judge Bell last year concerning the process to insure independence and to avoid the appearance of undue influence or impropriety. The articulation of that statement draws the distinctions between the utmost importance of independence and its appearance in the litigation and handling of cases and matters, both in investigation and during the trial process, and the legitimate inquiry and discussion and communication in the area of the department's work involving policy and legislation; and, thirdly, again the slight difference with regard to the area of the Justice Department's work which deals with funding, principally LEAA.

This articulation I think will help us to better understand the application of the independence and merit decision practices and will confirm, I believe, our experience over the last year and even before under Judge Bell's

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statement of policy which was a general speech given I think in the summer of 1978.

With regard to the second point, a report on judicial appointments, I am happy to report to you that out of the 152 new judgeships resulting from the Omnibus Judgeship Bill, all but 5 of those appointments are now either on the bench or pending in one form of the nomination and confirmation process. So we have but five vacancies left out of that massive legislation.

In fact, during the past two and a half years, President Carter and the Department of Justice have processed either again now sitting or pending the nomination and confirmation process not only those 147 judicial vacancies, but the other additional vacancies created by normal attrition, for a total number of appointments and pending nominations and confirmations of 245 judicial positions, probably more than have ever been processed and appointed in the history of the country in any period of time.

Perhaps more significantly even than those gross figures are the commitment to affirmative action and fair representation which these vacancies and these positions demonstrate.

With regard to the 245 positions which President
Carter has either made or in which he has tentatively made
a selection, concerning blacks, for example, at the time that

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we considered and began work in this administration on judicial appointments, there were a total of 19 blacks sitting on the circuit or district courts. To date, on pending and appointed members, black members of the courts, there are 33 positions.

With regard to women, at the time we began, there were 5 women on the circuit or district courts. At the present time, pending or appointed, there are 39. With reqard to Hispanics, there were 5 at the time of first consideration. There are now almost three times that number or 14 pending and appointed.

Of all the appointments made by President Carter on the recommendation of the Justice Department, 13.5 percent of the circuit and district court selections have been black. 15 Almost 16 percent have been women, and almost 6 percent have 16 been Hispanic.

I think that, number one, demonstrates the ability of the Department of Justice to have well filled these vacancies created by the normal attrition process and the heavy duties of the Omnibus Judgeship Bill in terms of timeliness and, more importantly, to do it aggressively in order to help address and balance the representation of the lawyers and the citizens of the country on the bench as far as minority representation is concerned.

The process isn't finished, as I have answered in

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public appearances and privately to reporters for public distribution. Affirmative action and fair representation will be with us for a long time generally and certainly it behooves us to pay close attention to it in continuing to fill vacancies which will occur at ever increasing rates because of the numbers of judges we now have. So instead of having an annual rate of vacancy of perhaps 20 or 25 per year, we may be facing an obligation to promptly and timely fill up to 40 vacancies per year in judicial appointments.

The third point that I would like to mention is access and the exchange of ideas. I have to date met with, I believe, the management, the sections chiefs and the deputy chiefs and the assistants in each of the litigating divisions and with many of the bureaus and offices at informal luncheons in the Attorney General's dining room. And I have established a program where three to four times a week I will continue to meet with representatives, line level attorneys, secretaries and para-legals, as well as supervisors from different sections and divisions of the department to informally exchange views, ideas, respond to questions and provide them with an opportunity of direct communication with me which otherwise would not perhaps be available.

In addition to the luncheons, the breakfasts which the Attorney General has each morning, roughly at 8:00 o'clock when I am in town, are open to any Assistant Attorney General

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to attend, staff members and the Deputy and the Associate in order to provide contemporaneous descriptions or explanations of concerns which need my attention or which can be developed again in an informal setting promptly and expeditiously.

I have appointed two Special Assistants. Although they will have the title of Special Assistants to the Attorney General respectively for Litigation and for Energy, their duties and their reporting will relate to the Assistant Attorneys General of each of the litigating divisions and the heads of the respective offices and bureaus, and they will report to and work directly with the Associate Attorney General.

The purpose generally of both of these special ap-14 15 pointments in those two areas, litigation and energy, is to 16 demonstrate the emphasis and the importance of, one, a 17 general duty of the department, litigation, and, two, an ever growing field of litigative concern in which we are just 19 beginning to feel the pressure and the volume of work which 20 I foresee will be handled by the department over the next 21 two, three, four and five years and thereafter.

Therefore, to make sure that we are prepared to handle that work correctly and properly, expeditiously and with the best structure as well as substance, I have appointed a Special Assistant to the Attorney General for

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With regard to litigation, I have appointed a Special Assistant there so that improvements in the manner and method by which we litigate, whether those improvements be new techniques, new methods, the removal of obstacles or the promulgation of ideas which come from the litigators and from the divisions of the United States Attorneys offices themselves, and which often get lost in our normal channels and do not receive the attention or study or analysis that they deserve because of the press of other business, now have a new opportunity to be examined and to be considered and hopefully to produce to my attention and therefore for implementation methods and means and improvements which will assist you in the conduct of one of our major responsibilities, and that is successful litigation on behalf of the citizens of the country.

I have changed the membership in the United States Attorneys Advisory Committee to the Attorney General and recently appointed seven new members. They are supposed to be changed annually and we have gone for a period of 18 months or so without a change. And within the next ten days the old board or U.S. Attorneys Advisory Committee will meet and the seven new members will attend to develop a certain continuity and experience before their first duties and responsibilities as full members of the board, which will be in

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December and January.

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With regard to the Justice Management Division, the crude reorganization which has taken place to date is designed to simplify and consolidate the ten sections of OMP into three units to better carry out the three main missions as I see it, and as Kevin Rooney sees it, of the old OMP or of JMD.

One, the budget mission, which is so vital to all of us both in the review and to obtaining the resources and to doing the battles at all levels and ultimately in Congress, that we need to conduct better and more forcefully in order to obtain the resources and the support and the facilities to carry out our enormous responsibilities.

Secondly, administration and personnel, the second mission, the nuts and bolts of timely process, of physical facilities, of securing personnel, making sure that they are treated fairly and well and the process of applications and out-reach are achieved in the best possible fashion and form.

And last or third, the third mission of OMF and JMD is with regard to litigation support and systems, perhaps an area through diffused responsibility, through multiple sections or duties in which we have lost points of communication, where we have lost the thrust of achievement and instead have exacerbated divisions or differences of view between OMP and the litigation divisions or operating units of the

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department.

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2 The purpose and function of JMD in this regard is 3 to support, to help and to do everything possible to further the obligations and duties and responsibilities and conduct 5 of litigation and operations by the divisions, offices and 6 bureaus of the department. They are, in this respect, in 7 this mission, a service unit of the department, and I am 8 confident and Kevin is confident that through this reorgani-9 zation, the emphasis of this mission, that they will be 10 better able to perform their duties in this regard and the 11 respective divisions and units will be better able to com-12 municate directly and focus their attention on support and 13 on systems management through the division of these responsi-14 bilities in three clear sub-units of JMD.

Lastly, with regard to the moves: No move is a happy time. I know that there are inconveniences, that there is unfairness involved in the moves, there is disruption, and there is unhappiness not only generally with the move but in particulars. It takes time. It is costly. There is confusion involved in it, and it is tough to bear as well as tough to appreciate the overall significance of a move.

The purpose of the moves which are contemplated over the next year or year and a half and perhaps thereafter is quite simple. It is, one and primarily, to get the best

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possible physical facilities, not only buildings, bricks and mortar, and offices, but accommodations and conveniences to the employees of the Department of Justice that we can possibly achieve.

5 Part of the purpose in these moves is to consolidate 6 different operating units of the Civil Division, the Antitrust 7 Division, and the Criminal Division from a multitude of 8 offices where we are separated, where we have excess costs and expenses, we have sub-standard facilities, into one 9 facility or at most two facilities in order to bring cohesive-10 ness to that unit, in order to upgrade and improve the 11 12 facilities, if possible, to make them more modern, to make 13 the personal physical enjoyment of work better, so that we 14 don't have sub-standard conditions of dampness, of lack of 15 paint, of lack of room, of three people being jammed into 16 one office, of no carpeting, rotting wallpaper or walls, 17 dirt, and a whole multitude of conditions which I know some 18 members of this department now suffer under.

And I would hope that, although everything takes longer than I would wish or that you would wish, I would hope that in the course of the next year we would be able to consolidate all of the litigating divisions in one facility or at most two interconnected facilities inside Justice and outside Justice, so that for the first time in a very long time the Antitrust Division will not be in four offices, the

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Criminal Division will not be in five separated facilities. I have made a commitment to the Civil Division and I make it to every other facility that moves, that we will not only concentrate on making the move as expeditious as possible, but we will concentrate on the new facility, accommodating the desires of the division as far as is practical with our resources in terms of creature comforts, as well as the tools and support equipment necessary to carry on the mission of the division.

With regard to the litigating divisions particularly, it is anticipated and planned, and unless something outrageous happens over which I have no control, we will carry it through -- the Civil Division move is under way, the Antitrust Division's move is scheduled for within six months, and the Tax Division's move is scheduled for sometime later but it is contemplated to follow in the same regard and the same purpose and for the same reason. It will not be done arbitrarily or capriciously or without consulting the responsible persons and the individuals within those divisions.

But we can no longer tolerate the Department of Justice being in 25 units and facilities, most of which are sub-standard and with only the heads of divisions or certain management people being in main Justice. I think that is undesirable from their point of view and terribly undesirable

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from the rank and file of the particular divisions' point of view.

Those are the five points that I wished to discuss with you briefly, and I now will be happy to respond or try to respond to questions.

QUESTION: (inaudible)

THE ATTORNEY GENERAL: Because of the size and the growth of litigating divisions in the department generally over the last ten years, we are not able to bring all of the litigating divisions in toto into the main Department of Justice. It would not physically be possible. So the alternative to that, if you believe in the wisdom of consolidation of a division into a single unit and the benefits of communication as well as esprit de corps and the ability to see and work with one another, you must select sites outside of Justice but close enough for general communication in which the Antitrust Division can be all in one building, in which the Tax Division can be all in one building, and which will permit, for example, the Criminal Division or the Civil Rights Division to be all located in one facility, too, or one building, too, and that will mean consolidating and bringing back into main Justice one or more units of a division which are now spread between anywhere from three to five different locations. And that is what I mean by consolidation of litigating divisions or other units in one

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facility, I meant one building generally.

Yes?

QUESTION: (inaudible)

THE ATTORNEY GENERAL: The question was that last year Attorney General Bell stated that no Department of Justice employee would be put on unemployment, that any economies which were necessary because of budget or appropriation concerns would be accomplished through attrition, and the question was would I make the same commitment.

And the answer is generally yes, except that I will not accommodate that commitment to a particular division or unit or office or bureau at the suffrance of some other division or office or bureau, and I am not certain with regard to LEAA, for example, that, depending on the congressional action, that I could live up to the commitment and fiscal responsibility in whatever the budget or appropriation turns out to be simply through attrition. If I can in any possible way, I certainly will because I believe in that principle and I would seek to maintain current staff and accommodate and even run some risks of failing to accommodate budgetary restraints hoping for normal attrition accomplishing the budget limitation by the requisite end of the year period.

So I can make the commitment fully and strongly with the only slight reservation that I can't do that which

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2 Yes, ma'am? (inaudible) 3 OUESTION: THE ATTORNEY GENERAL: The Criminal Division is one 4 5 of those divisions which is suffering the most because it is I think now currently in four or five different locations. 6 7 Yes, ma 'am? 8 OUESTION: (inaudible) THE ATTORNEY GENERAL: Two things about that. 9 10 Sometimes, you know, the premise of a question would direct 11 an answer, so you can't simply answer, you have to challenge 12 the premise, and that is true of your question. 13 I do not believe -- and I may be wrong, and Kevin 14 can enlighten me -- I do not believe the whole office of 15 litigation support and systems is moving thirty miles away. 16 I think what you are referring to, if I have the right im-17 pression, is the systems part, the hardware and management 18 part of the ADP systems removing to a more appropriate or 19 better site in Rockville or wherever it may be. That has 20 little to do with the other functions or performances of that 21 mission or that office's mission. 22 It wouldn't matter particularly if the hardware

and the people, important as they are, who run the hardware and run the systems were located in California. Many automatic data processing systems, centralized systems which

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serve New York or Washington or Florida have a centralized location in Cleveland or Chicago or Washington, D. C. So it is not orange and oranges but apples and oranges.

Where is Kevin, perhaps he can -- is that correct, Kevin?

MR. ROONEY: Right now it is actually the systems programmers that are being contemplated to move to Rockville, the systems design and development staff. We have not finalized those plans and we are still looking at other options downtown. But as much with any other group that may have to move to the suburbs, we are looking for groups that will accommodate the available space in the suburbs and which will not injure other operations by breaking up a group that needs to be together.

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THE ATTORNEY GENERAL: Yes, sir?

QUESTION: My name is Narciso Leggs, and I am an 16 employee with U.S. Immigration and Naturalization Service. 17 At the present time, the U.S. Attorney in San Diego has 18 under indictment four Department of Justice officers and is 19 attempting prosecution for a problem that has been with us 20 for a long time, the immigration problem. The problem has 21 22 been an ignored problem and the allegations against these officers stem and are a result from the problem that has been 23 ignored by both the government, by the Department of Justice, 24 by the Immigration Service, and just the other day again by 25

OVER REPORTING CO., INC. Massachusetts Avenue, N.E. Mington, D.C. 20002 1346-6666 the President of the United States. When Portillo was here, he ignored the immigration problem, only to get the brown vote.

What are you doing to solve the immigration problem, to improve the facilities, the quality of work and to boost up the morale for the Immigration personnel?

THE ATTORNEY GENERAL: Number one, I do not agree that the problem has been ignored, and it is not one problem, it is thirty problems. Secondly, I am serving on, as you know or perhaps know, the Select Commission on Immigration and Refugee Matters which is holding hearings throughout the country, the first I think today or yesterday in Baltimore, eleven more scheduled, and four plenary meetings of that commission to come up with suggestions and changes, integrated suggestions and changes dealing with social problems, legal problems, economic problems, equitable problems which plague not only INS but also plague generally our refugee practices and policies and foreign relations in the country.

Secondly, although the issue may not have been discussed publicly at the meeting with President Portillo recently by President Carter, there are nine task forces working, working groups studying nine aspects of relations with Mexico, at least five of them cover and involve immigration related subjects and matters, and two of which or three of which the Department of Justice has a lead role and

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representation on those working groups, and they have progress reports which are -- some have been submitted and some are due for submission.

Thirdly, within the Department of Justice, I have encouraged the support of the improvements in the processing of service and benefit rights programs that were instituted by Leonel Castillo, encouraged and supported and continued the attempts to modernize and to provide automatic data processing and computerization to the horrendous volume of paperwork in INS in the benefit entitlement services which it provides; I have encouraged a solution in many different ways to the terrible problem of material witnesses. A partial solution has been achieved in the area of the country covered by the Fifth Circuit with regard to random choice of material witnesses and with speedy trial. It is a more serious problem in the Ninth Circuit in San Diego, where we recently achieved something of a breakthrough through the approval of the magistrates notice system so that all the material witnesses need not be held so long as the defendant's counsel have notice promptly of the selected witnesses which will be held.

I have encouraged the accelerated training of not only language training but cultural training and sensitivity training of border patrol officers in order to deal fairly but firmly with their duties immediately on the border. I

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think that probably the institution of this particular litigation that you refer to, this prosecution is a partial result of a greater sensitivity and greater emphasis on cultural and human understanding training which has been instituted by the border patrol within the last two or three years.

In addition to that, I think that within the Department of Justice at least, the emphasis on civil rights, the emphasis on law enforcement brutality, the appreciation of the difficulties with regard to it, the attempt to develop a national program or national standard for the use of deadly force, the recent LEAA grant of in excess of \$800,000 for that study, the promotion within the department of a task force to examine the present legal status of the use of deadly force for ammunition, weaponry, as well as conduct within state, local and the federal government, all go to one area or another of problems which exist in the border, exist within the immigration duties and exist particularly, of particular concern to employees of INS and to Hispanic Americans since the difficulties in the Southwest particularly, but in other areas, generally are created by a whole series of human tragedies in employment, in education, in physical location, medical health, and other everyday conditions exacerbated by the fact that people, men and women, deserve a better opportunity and want a better opportunity

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for themselves and for their children to earn a decent living.

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QUESTION: I taught at the Border Patrol Academy last year, and there is no sensitivity training program for the Border Patrol agents. There has not been for three years.

One other thing: It is hard for me --

THE ATTORNEY GENERAL: There is no cultural training in Hispanic culture and Mexican-American culture?

QUESTION: I think there is about a one-hour or two-hour program which deals with nothing but films. It has nothing to do with sensitivity training, as a policeman would have in the various states.

Now, it is very hard for me to believe what you are saying, because here in my office in Washington, D. C., my job is to detain prisoners, to detain illegal aliens. The surroundings that I have, the facilities that I have where I detain these aliens have holes this big (indicating) and an alien can virtually go in and out of the cell as he so desires. I have been here since December and that hole has been there since December. It is so hard for me to conceive that an immigration problem is going to be solved when the Department of Justice cannot patch up a hole to keep an alien inside.

Now, what is going to happen -- that is a problem. It is a problem that has been ignored. What is going to

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happen, one of these days an alien is going to run out of 1 2 there, he is going to escape and I'm going to have to go 3 after him and catch him. When that day comes, I'm not going 4 to do that. 5 THE ATTORNEY GENERAL: I haven't patched any holes 6 since I've been Assistant Attorney General or Deputy Attorney 7 General and I don't intend to patch any holes myself as 8 Attorney General. 9 (Laughter) 10 I will see that the hole gets patched the first 11 time I become aware of that particular problem. 12 QUESTION: (inaudible) 13 THE ATTORNEY GENERAL: I disagree with you and do 14 not believe that, that it will be ignored. I don't intend 15 to ignore it. I have searched now for the new head of INS 16 since Leonel is leaving, and a new Deputy, and I expect the 17 problems at INS to be partially solved. But they are balance 18 problems, they are problems with law enforcement and legiti-19 mate duties, but there are also problems of decency and 20 respect and concern for victimized undocumented workers or 21 illegal aliens. 22 Yes, ma'am? Yes, sir? 23 QUESTION: My question is -- I was wondering if 24 you had in the budget about the print shop and better equip-25 ment, et cetera.

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THE ATTORNEY GENERAL: I don't know the answer to 1 2 that. Kevin will give you the answer. I don't think we are about to do away with the print shop now either. 3 I know 4 Judge Bell wasn't about to do away with it. 5 (Laughter) QUESTION: I'm not speaking about doing away with 6 7 I was speaking of buying some better equipment. it. 8 THE ATTORNEY GENERAL: Better equipment. QUESTION: That's right. 9 10 THE ATTORNEY GENERAL: Kevin? MR. ROONEY: I'm afraid I can't respond directly to 11 12 the question. I don't know what plans we have for new equip-13 ment down there, but I know that we continue to have Judge 14 Bell's commitment for the print shop. 15 (Laughter, applause) 16 THE ATTORNEY GENERAL: Yes, sir? 17 (inaudible) QUESTION: 18 THE ATTORNEY GENERAL: I haven't precisely decided 19 whether to -- how frequently to have these meetings. I enjoy 20 them and have enjoyed them in the past. I meet with and in-21 tend to continue to meet with various segments of the depart-22 I have tried to make an effort -- I have only been ment. 23 successful in doing it three times, to go about the depart-24 ment for a couple of hours and the different buildings. I 25 have been to INS, I have been to the Community Relations ER REPORTING CO., INC.

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Service, I have been to the Civil Division.

I think it is important to utilize as many ways as possible for the Attorney General particularly to do what he can to learn to communicate and to provide means of access to him from the members of the department in all its operations and phases.

I would think that, as a general matter, that I would like to have these sessions about once every six weeks or so, but I wouldn't prejudge and say I am going to meet every month or every two months. It will depend on how things go. It may be that I will feel from time to time that I ought to be meeting more frequently.

Yes?

QUESTION: (inaudible)

THE ATTORNEY GENERAL: Asian Americans.

QUESTION: (inaudible)

THE ATTORNEY GENERAL: I don't have any statistics on Asian Americans as judges. I do have and have considered Asian Americans with regard to employment in the Department of Justice and employment in management positions within the Department of Justice, and it is very small.

So I think that the Asian American minority which is one probably of the more outstanding minorities in terms of lack of representation, is an integral part of affirmative action and EEOC or EEO programs. I am not familiar with and

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do not know the percentage of Asian Americans who are lawyers 1 2 and so I can't compare and evaluate the number of judges 3 either appointed or sitting in relationship to the lawyer 4 population or pool from which judges are chosen. I will find 5 that out though and let you know. Nelson Dong may be able 6 to tell me. He worked on some of these problems while 7 Special Assistant to the Attorney General. 8 QUESTION: (inaudible) 9 THE ATTORNEY GENERAL: All right. 10 Any other questions? 11 (No response) 12 Thank you all very much. 13 (Applause) 14 15 16 17 18 19 20 21 22 23 24 25 OVER REPORTING CO., INC. Massachusetts Avenue, N.E. shington, D.C. 20002 2) 546-6666