

IV

Core function four: Immigration

The DOJ components with primary responsibility for carrying out the goals and strategies stated in Core Function 4 are the Immigration and Naturalization Service (INS) and the Executive Office for Immigration Review (EOIR). The Civil Division and the United States Attorneys' Offices are also key players. INS' primary mission is to administer and enforce the nation's immigration laws. INS activities include: determining the admissibility of persons seeking entry into the U.S. and facilitating entry; processing and granting immigration-related benefits; patrolling the borders and inspecting individuals at ports-of-entry; deterring and investigating illegal employment and providing information to employers and benefit providers to prevent illicit employment or benefit receipt; and disrupting and dismantling organizations engaging in document and benefit fraud and the smuggling of aliens. In addition, INS apprehends, detains, and removes aliens present in the U.S. without lawful status and/or those who have violated U.S. criminal laws. As individual aliens do engage in criminal activity and organizations that facilitate illegal immigration are often associated with other criminal activity, INS plays a critical role in enforcing U.S. criminal laws and cooperating with other federal, state, and local law enforcement agencies in activities such as drug smuggling, terrorism, and other criminal activity. INS contributions to the Department's broader criminal law enforcement activities is reflected in Core Function 1 (Investigation and Prosecution of Criminal Offenses).

EOIR's mission is to provide separate and independent fora for the objective, unbiased adjudication of disputes between INS and aliens or other individuals regarding immigration status, removal or the availability of relief under the law. In the conduct of this mission, EOIR and its components--the Board of Immigration Appeals, the Immigration Courts, and Administrative Law Judges--seek to render fair and proper decisions in a timely and efficient manner.

The Civil Division and the United States Attorneys Offices defend the decisions of INS and EOIR. By defending policies and administrative decisions, the Civil Division strengthens immigration enforcement activities.

MANAGEMENT ISSUES

There are no FY 2001 management issues identified at this time.

PROGRAM EVALUATION

FY 1999 marked the full engagement of INS with its newly established Information Technology Investment Review Board (IT-IRB). The IT-IRB, chaired by the Deputy Commissioner and including the agency's top executives, is supported by a standing committee of senior managers and staff (Executive Steering Committee-ESC). Significant progress was made in FY 1999 refining the management of INS' overall IT resources to align with corporate business interests and upgraded standards for review and performance. As part of its activities, the IT-IRB reviewed all Operations and Maintenance (O&M) spending, and all investment spending for IT, for FY 1999, FY 2000 and FY 2001.

Establishment of Portfolio Managers for areas of IT activity (i.e., senior staff from the program-operations components of the agency), and the establishment of a new Strategic Information and Technology (SITD) branch within the mission/customer components of the agency occurred in FY 1999 to provide more focused customer-based evaluation of the INS IT needs as a basis for decision making. The analysis and evaluation activities through the IT-IRB/ESC process and through the SITD branch will be continually refined throughout FY 2000 and into FY 2001. Initial activity in FY 1999 will be strengthened in FY 2000 and FY 2001 to use special reviews of systems performance and costs, and in the use of Independent Verification and Validation (IV&V) contracts to intensively evaluate particular systems or projects.

IV&V studies are currently underway for the IDENT biometric identification system, and the CLAIMS4 system supporting INS' benefits processing. Beginning in FY 2000, all existing IT systems and projects will be subject to a major life cycle management review as a basis to make decisions.

By FY 2001, procedures will be in place to ensure that in-process evaluations are conducted on systems and projects to ensure that certain criteria are met before a system will be allowed to move into the next phase in the life cycle. All in-process evaluations will be conducted by an independent group to ensure that systems comply with the revised Systems Development Life Cycle (SDLC) requirements.

The INS continuously evaluates the effectiveness of its border control strategies, particularly for the southwest border, and quarterly evaluates progress through the Commissioner's Performance Management Reviews. In addition, several special studies have been initiated and are currently ongoing to evaluate border enforcement effectiveness. These include an independent assessment of the effectiveness of the operations in the San Diego and McAllen Sectors. Study findings will be available when all results are synthesized and an overall analysis is performed.

An evaluation of the recent deployment of the Remote Video Inspections Systems (RVIS) will begin in the spring of FY 2000 and will carry forward into FY 2001. INS-U.S. Customs Border Crossing Initiative (BCI) will be ongoing throughout FY 2000 and FY 2001. Continued evaluations of those efforts will be undertaken in FY 2001.

Formal INS Program Assessments of NATZ applications casework has focused on verifying the compliance level of INS field office operations with the new Naturalization Quality Procedures (NQP). This has been performed both through outside audits controlled by the Department, and through internal audits contracted for by INS. INS internal audits will continue in FY 2000, and are planned for FY 2001. INS also has hired permanent staff to perform quality assurance functions, in combination with the internal audit activities conducted by contract personnel. INS is considering establishing a quality assurance component as part of its re-engineering of the Adjustment of Status case processing in FY 2000, which may result in continued evaluation activities in FY 2001.

Program Assessments for removals programs are designed to measure the efficiency and effectiveness of particular strategies or approaches. Internal Program Assessments and workload analysis have been conducted in the past on the Institutional Hearing Program (IHP). The General Accounting Office (GAO) has conducted a series of assessments of INS' ability to initiate and complete removal proceedings through IHP and of INS' management of IHP. INS anticipates ongoing internal and GAO monitoring and reports on IHP and the broader Institutional Removal Program (IRP) in FY 2001. The impact of internal transfers of functions between INS' Investigations program and the Detention and Deportation program in FY 2000, in the support of the IRP program, will be the subject of an FY 2001 evaluation.

A full evaluation of INS' Quick Response Teams (QRT) operations is planned in FY 2000 to examine staffing, locations, and results in anticipation of FY 2001 program adjustments and new staff. The QRT operations implemented in FY 1999, focus on establishing interior INS office locations to apprehend and remove illegal and criminal aliens detected by state and local law enforcement authorities in the course of their enforcement operations.

In FY 2000, INS' Detention Program will perform a detailed assessment of detention needs to develop a three to five year plan of workload, requirements and management strategies to support increased removals and to support a departmentwide plan for managing detention.

In FY 2001, INS plans to continue projects to use alternatives to detention based on an evaluation due in FY 2000 on the results of the Appearance Assistance Program (AAP) demonstration project. The evaluation will address the impact of AAP on improving aliens' appearance at hearings and compliance with immigration judge final orders as a means to reduce use of detention space for appropriate categories of aliens.

Interior Enforcement program assessments have been conducted and are expected to continue through FY 2001. In addition to its own efforts, INS anticipates ongoing General Accounting Office (GAO) monitoring and evaluation, as mandated by the Illegal Immigration Reform and Immigrant Responsibility Act of 1996, taking place in order to report on the Attorney General's progress in deterring illegal entry into the United States. GAO has recently reviewed the INS

anti-smuggling program and the work-site enforcement programs. INS expects continued monitoring, evaluation and reporting to occur for these two programs. The overall Interior Enforcement Strategy of the INS is currently scheduled for a FY 2004 comprehensive evaluation of its success as a long-term method of interior enforcement.

Strategic Goal 4.1: Enhance the integrity and integration of data and data systems operated by INS in order to establish fully-integrated data systems supporting the enforcement and service functions of the INS; enhance the sharing of relevant data with other Federal agencies; and support INS management and decision-making processes.

Annual Goal 4.1: Increase data systems deployment and usage

STRATEGIES

- (Strengthen and improve the INS technology infrastructure.
- (Develop, implement, deploy, and improve major enforcement and service/benefits systems including ENFORCE (Enforcement Case Tracking System), IDENT (Biometric Identification System), and CLAIMS (Computer Linked Application Information Management System).
- (Develop, implement and improve internal INS administrative systems that maintain data on workload, personnel and financial resources.
- (Improve the integrity, reliability, accuracy and accessibility of INS records.
- (Expand the electronic exchange of data with mission partners, including the Department of State, the U.S. Customs Service, state and local governments, and others.

In FY 2001, INS will focus on maintaining the operational capabilities of the large number of mission-direct and administrative support systems and activities critical to supporting the overall mission accomplishment of INS. Selective additional development and deployment will continue for key systems and applications in CLAIMS, ENFORCE, and IDENT.

To support the currently deployed infrastructure, INS will invest (within base resources) in establishing a cyclical program for replacement of the hardware, software, telecommunications platforms presently in place, and provide for increased technical assistance and support required to maximize field use of the deployed systems. In accord with presidential and DOJ directives and basic ADP requirements, INS also will initiate a multi-year program to upgrade the ADP security features and components that underpin all systems operations.

In support of data integrity and overall mission support, INS also will focus increased resources on the

Department approved Alien Files (A-files) Records Program Modernization, including improved automation of files tracking. These activities are critical to providing timely and reliable A-file information needed by both INS' benefits and enforcement operational units, and by other customers dealing with immigration matters.

Improvements will change the way INS manages its a-files paper and electronic records/information by: establishing greater controls over these records; increasing the ability to provide electronic transfer of information; improving the integrity of individual records; and providing for timely transfer of information. Likewise, continued improvements to INS' new Financial Management program activities, and its associated automated system (FFMS), will improve data integrity critical for mission success and management.

MEANS - Annual Goal 4.1

Dollars/FTE

FY 1999		FY 2000		FY 2001	
\$413 M	363	\$440 M	345	\$ 453M	359

Skills

Computer Specialists skilled in database design, systems applications and software design, design and deployment of hardware and telecommunications, as well as, analysis, problem-solving, program, project design and management, as well as a high level of analytical and program management skills.. "Help Desk" assistance, particularly in the field environment, is critical as the new ENFORCE, CLAIMS and biometric systems are being deployed .

**Information
Technology**

INS relies upon ENFORCE, CLAIMS, biometric applications and other mission-direct application systems as well as supporting hardware and telecommunications platforms.

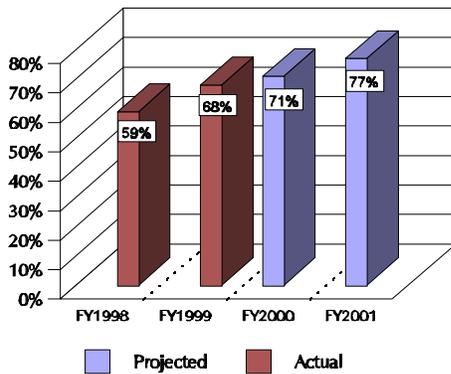
PERFORMANCE ASSESSMENT - Annual Goal 4.1 (indicator 4.1A)

4.1A Increase Data Systems Deployment and Usage

In FY 2001, INS will continue the development and deployment of its key case tracking systems for enforcement and benefits processing, respectively, and the associated biometric identification support features (i.e, ENFORCE, CLAIMS, and IDENT/biometric capability). Importantly, INS will focus on maintaining high usage rates of these systems and the software versions deployed, and will increase measurement and evaluation of the impacts resulting from increased deployment and use.

INS deployment and use of case processing and biometric identification technology will be closely coordinated and integrated with other departmental initiatives such as the FBI's nationwide IAFIS biometric identification system and the Department's Joint Automated Booking Station (JABS) for subject case processing. The purpose and result of this integration is to allow for greater coordination and information sharing among federal, state, and local law enforcement agencies on apprehended individuals. The anticipated outcome is to lessen the opportunity for wanted criminals, including aliens, to be released from custody.

% of Sites with ENFORCE/IDENT Installed [INS]

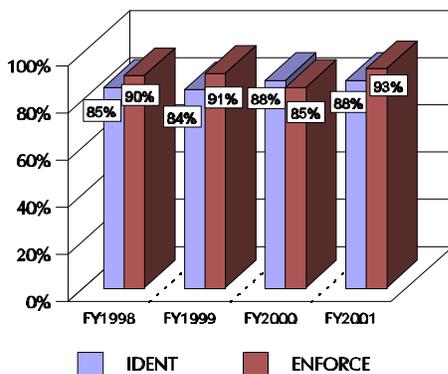


Data Collection and Storage: To measure use rates for the ENFORCE and IDENT/biometrics identification systems, INS utilizes the Performance Analysis System (PAS) to capture information on total apprehensions. Transaction counts from the IDENT and ENFORCE automated systems activity are used to identify the number of individual apprehendees receiving subject-case processing and biometrics enrollment/comparison through these systems. For Deployment of ENFORCE/IDENT software and any related equipment, contractor records are maintained.

Data Validation and Verification: The assigned manager under the INS Annual Performance Management will review submitted data and reports relative to use rates on a quarterly basis. Formal reporting and review will occur quarterly under the INS Commissioner's reviews.

Data Limitations: Current issues regarding types of cases to exclude from the counts are being reviewed to improve accuracy of performance measurement.

% of Utilization at Sites Where Deployed [INS]



Crosscutting Activities:

In FY 2001, INS will work with the Federal Bureau of Investigation (FBI) in the beginning stages of the IDENT/IAFIS systems integration. The goal of this collaboration is to improve the timeliness and accuracy of criminal identification. This initiative will ensure that thousands of persons entering the U.S., both legally and illegally, can be promptly checked for the existence of criminal records maintained by the FBI. Additionally, INS will work with the Telecommunications Services Staff of the Justice Management Division regarding the INS requirements to deploy the JABS system to INS locations. The JABS deployment and close coordination with other JABS users, such as the U.S. Marshals Service, will ensure the rapid and positive identification of offenders, and it will eliminate redundancy in the booking process. Moreover, JABS will automate the booking process, and will enable each law enforcement organization to share and exchange booking information.

Strategic Goal 4.2: Deliver services to the public in a timely, consistent, fair and high quality manner.

Annual Goal 4.2: Improve immigration benefits services; and the Effectiveness of alien status verification services

STRATEGIES

- (Establish and maintain an asylum process that is fair and timely, and that denies meritless claims quickly without discouraging legitimate seekers of asylum.
- (Encourage eligible persons to become citizens by establishing and maintaining a naturalization process that is fair, accurate and timely.
- (Make "user friendly" customer service an integral, permanent aspect of all INS activities.
- (Provide employers, benefit providers and other appropriate entities with the information, assistance and tools needed to allow them to comply with the laws while safeguarding the civil and privacy rights of citizens and aliens alike.
- (Establish and maintain automated systems that provide reliable, timely, and accessible alien status verification.

During FY 2001, INS will continue its strategic re-engineering efforts aimed at delivering improved application adjudications-processing and related services that are timely, consistent, fair, and of high quality, with continued emphasis on ensuring the integrity of decisions made on applications for immigration benefits. INS will continue integrating "lessons learned" from previous and ongoing re-engineering experiences (e.g., Naturalization) into all INS applications processing and support activities.

Major service enhancements that were begun in previous years will continue, including improvements in automated systems supporting benefit application processing, fingerprint processing, telephone-based and internet-based information services, and fulfilling forms requests for INS customers.

Enhanced CLAIMS processing capability will continue to be deployed to complete coverage for all new Naturalization case processing and to cover additional applications types and forms. In FY 2001, Immigration Benefits Re-engineering (IBR) activities will focus on the next identified set of INS applications types (e.g., I-485, I-130, I-751).

During FY 2000, INS will propose establishing a Premium Service for Business Cases, to become effective in FY 2001, with an appropriate fee to meet the needs of INS' business clientele who require higher levels of applications service for specific cases (e.g., H-1B). This service will be established in a manner that will protect the service levels provided to INS' other individual and institutional clients. The anticipated revenues from such fee, estimated in the range of \$80 million, will focus on the premium service, expanded anti-fraud activity, and providing support for capital investments.

MEANS - Annual Goal 4.2

Dollars/FTE

FY 1999		FY 2000		FY 2001	
\$625 M	5,325	\$703 M	5,794	\$764 M	5,725

Skills

Adjudications Officers/Examiners, Immigration Information Officers, Status Verifiers, Examinations Assistants, clerks and temporary INS staff, Quality Assurance specialists, and significant levels of contractor support are necessary to achieve performance levels.

**Information
Technology**

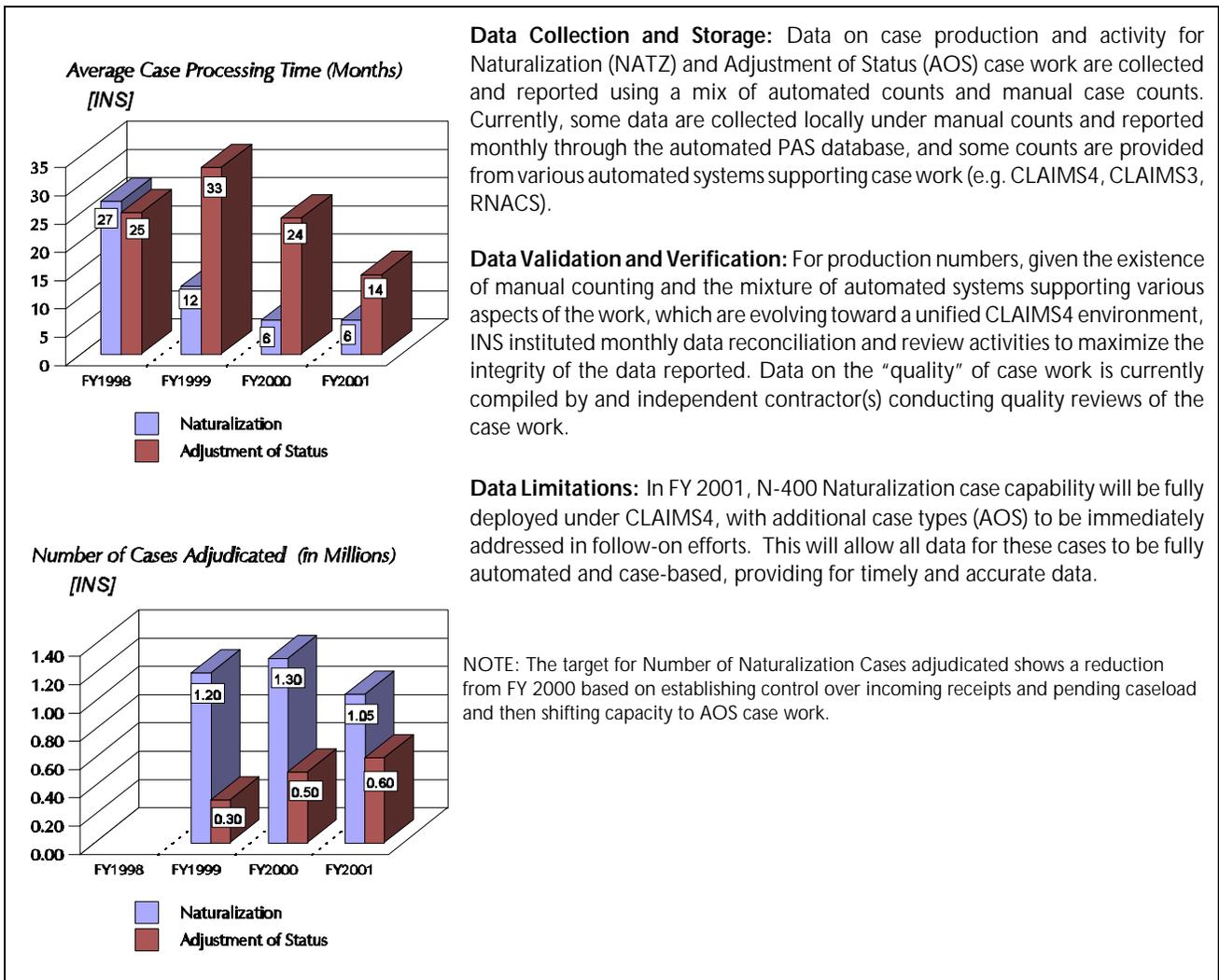
CLAIMS 4 software to address the processing of N-400 Naturalization casework will be deployed to 84 of the 90 field office sites (93 percent) by FY 2001. Enhanced software versions will be developed and deployed to address Adjustment of Status and other application casework. At INS' Service Centers, the current aging CLAIMS 3 automated support will be replaced. Continued automated enhancements are being made to the applicant fingerprint capture and follow-on FBI print-screening process associated with applications adjudication. IT enhancements for the National Customer Service Center's (NCSC's) phone and internet information operations; for Forms Centers application requests; and for the National Records Center (which are all critical to INS' benefit applications process), will continue. At the National Records Center (NRC), the RAFACS system (Receipt and Alien-File Accountability and Control System), which allows for timely transfer and tracking of alien-file (A-file) records associated with applications processing, will be replaced by the National Files Tracking System (NFTS).

PERFORMANCE ASSESSMENT - Annual Goal 4.2 (indicators 4.2A-4.2B)

4.2A Improve Immigration Benefit Services

In FY 2001, INS will increase its performance in addressing applications case work while maintaining gains attained through FY 2000 in Naturalization and Asylum case work. Typical Asylum case work (I-589 s) and Expedited Removal processing capability will be maintained and slightly improved while addressing the additional workload demands created by the new NACARA (I-881) case work.

In Naturalization case work, FY 2001 will mark the completion of activity to deal with the backlog, as well as mark the first full year of addressing the Adjustment of Status (AOS) case backlog. In FY 2000, resources previously used to address naturalization backlog will begin a shift to AOS case work. At the same time re-engineering improvements to the AOS process will be underway. Gains made in numbers and time frames for processing naturalization cases will be maintained as new gains are made in increasing activity for Adjustment of Status cases, while simultaneously lowering adjustment case processing times. The quality level for ensuring the integrity of those cases processed, and the time frames for processing related fingerprint work, will also be maintained, as increased workload is addressed.

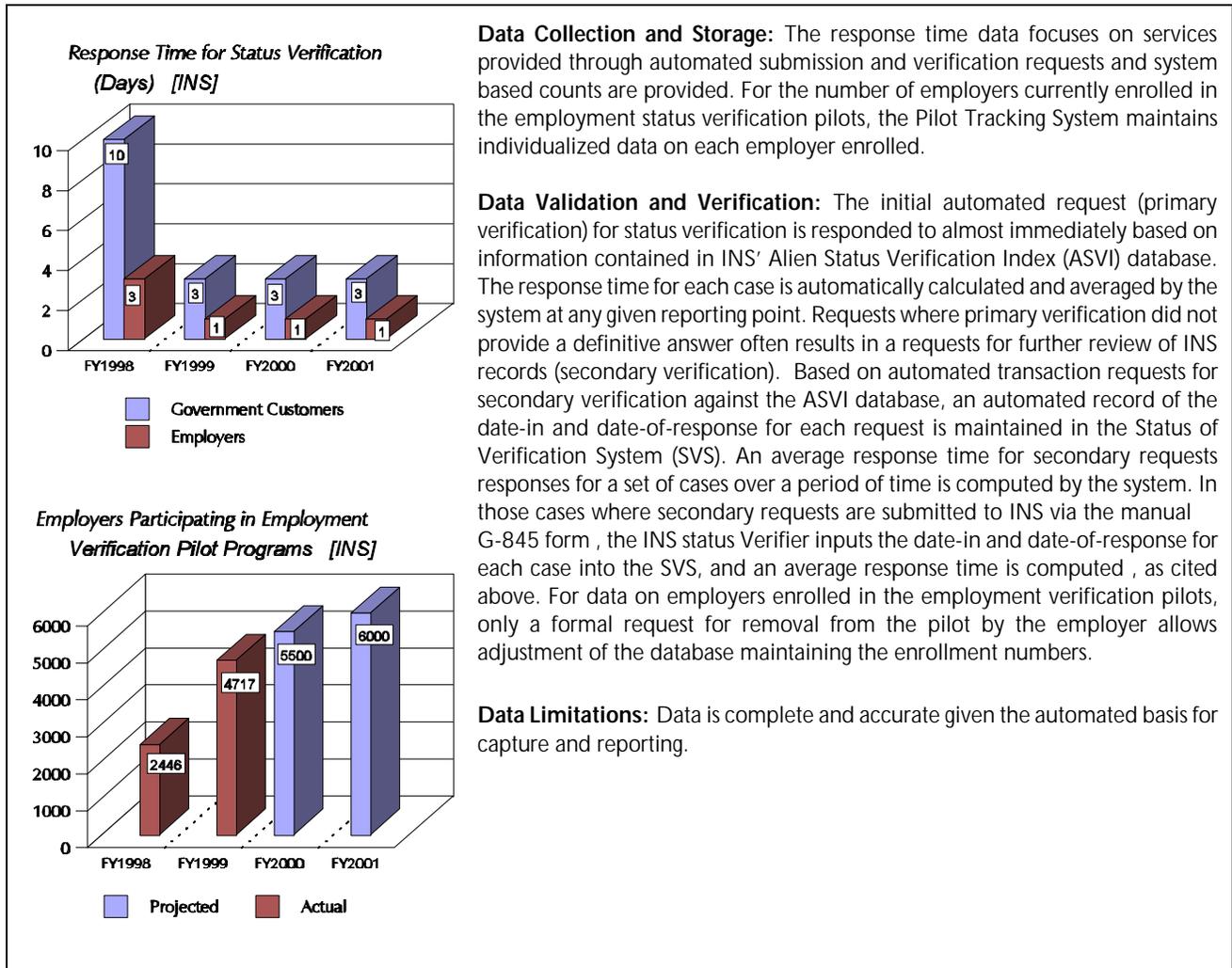


Crosscutting Activities:

Coordination with FBI for fingerprint screening.

4.2B Improve the Effectiveness of Alien Status Verification

In FY 2001, INS will continue to maintain support levels for the status verification information needs of federal, state, and local government customers. Incremental addition of the number of employers served in status verification will occur through voluntary enrollments, and the response times for employer-related status verification gained in FY 2000 will be maintained. The standards for timely processing of verification inquiries will be maintained despite anticipated increases in workload from benefit providers and employers.



Crosscutting Activities:

In providing alien status verification services to employers under the new pilot programs authorized by Congress, INS is working closely with the Social Security Administration (SSA) on two of the three prototype approaches. Additionally, INS provides information on alien status to SSA under a longstanding agreement to assist SSA in processing benefit applications under their legislation.

Strategic Goal 4.3: Secure the land border, ports of entry and coasts of the United States against illegal migration through effective use of technology and personnel resources focused on enhancing the deterrence to entry and apprehending and removing those who attempt to enter illegally.

Annual Goal 4.3: Effectively control the border; and Thwart international alien and drug smuggling

STRATEGIES

- (Prevent illegal entry by comprehensive border protection programs, including increased Border Patrol strength.
- (Concentrate resources at the major problem sources, ports of entry and border points.
- (In coordination with other agencies and through enhanced integration of INS' overseas, border and interior intelligence operations, gather, analyze, and disseminate intelligence regarding illegal migration to target enforcement efforts on criminal activities, smuggling, fraud, and terrorism.

In FY 2001, INS will continue with the Border Management and Control strategies, which include Port Enforcement, and Deterrence and Apprehensions. Port Enforcement efforts target not only more sophisticated methods of illegal immigration and alien smuggling, but also implements the expedited removal authority granted under the Illegal Immigration Reform and Immigrant Responsibility Act of 1996 (IIRIRA).

Additional Immigration Inspections resources are requested in FY 2001 to meet increased workload related to the expedited removal process at land border ports-of-entry (POE). Additional Inspections resources are also requested for Inspections operations at land POEs that will continue improving entry and exit systems controls to more easily identify individuals violating immigration laws.

The Deterrence and Apprehensions efforts address enforcement against unlawful border crossers who seek to enter between POE. The INS National Border Control Concept is to achieve control of the border at and between POE. Additional Border Patrol resources are requested in FY 2001 to maintain and extend control along the border.

Additional impacts on operational effectiveness and deterrence levels within identified zones can be achieved by the continued systematic deployment of technology and other resources that directly support enforcement operations. Moreover, INS will continue developing an intelligence infrastructure with the goal of supporting all enforcement efforts, and creating seamless border coverage that integrates border and interior enforcement efforts. INS also will intercept and repatriate mala fide travelers and offshore migrants en route to the United States.

MEANS - Annual Goal 4.3

Dollars/FTE

		FY 2000		FY 2001	
\$1,142 M	11,703	\$1,327M	12,413	\$1,472M	13,182

Skills

Border Patrol agents must have interpersonal skills, problem solving abilities, composure, skill in the use of firearms, operate a variety of motor vehicles, and be fluent in Spanish.

Information Technology

The Interagency Border Inspection System (IBIS), provides the backbone for inspecting travelers. Photophone equipment, allows transmission of biometric images between the INS Forensic Document Lab and POEs. The ENFORCE system is to be integrated with ENFORCE/EID, based on the INSPECTIONS 2000 automation initiative. In addition, significant efforts are underway to integrate biometrics functionality with the FBI's Integrated Automated Fingerprint Information System (IAFIS). A "geographical information system" (GIS) and "Technology refresh," a hardware-software-telecommunications platform upgrade is requested in FY 2001.

PERFORMANCE ASSESSMENT - Annual Goal 4.3 (indicators 4.3A-4.3B)

4.3A Effectively Control the Border

INS will conduct a zone-by-zone assessment where we are maintaining or extending control that will analyze enforcement effectiveness between POE by determining the ratio of aliens apprehended plus the number of aliens who "turned back" to the number of illegal entries attempted. The number of entries attempted is equal to the sum of the number of persons apprehended plus the number of persons who "turned back," plus the number of "gotaways," as determined by Border Patrol agents (using information from video cameras, infrared scopes (ground and airborne), helicopter patrols, sensor hits, tracks, etc.). The objective of continuing to apply increased levels of Border Patrol resources (staff and technology) is to increase the level of deterrence in the busiest areas until acceptable area -wide control is achieved.

INCREASE OPERATION EFFECTIVENESS WITHIN IDENTIFIED SOUTHWEST BORDER ZONES:

The target for FY 2000 and FY 2001 is to "extend control in additional zones." The baseline will be established in FY 2000.

Data Definitions: The "controlling the border" measure used for border patrol operations between ports-of-entry (POEs), i.e., the "level of operational effectiveness within identified zones" (of the southwest border), is defined as the ratio of aliens apprehended plus the number of aliens who "turned back," divided by the number of illegal entries attempted (i.e., the number apprehended, plus the number "turned back," plus the number of "gotaways"). "Gotaways" are those aliens who have been determined to have entered illegally without apprehension at the immediate border; however, potentially a certain number of such illegal entrants are apprehended at a later time proximate to the border, or at INS checkpoints.

Data Collection and Storage: Data on the number of persons apprehended are local counts compiled daily by individual Border Patrol Stations. A record is created of all such apprehensions. Manual or automated I-213 forms are used for processing certain apprehensions, and the automated ENFORCE subject-case processing software is used where deployed. In some instances the IDENT biometrics identification system and software, which has limited subject-case processing capability, is used pending the replacement by the ENFORCE capability. For the denominator of the measure, the "number of illegal entries attempted" (the numbers connected with the number of persons who "turned back," and the numbers for "gotaways"), the numbers are determined by reports from Border Patrol agents in the field using information from visual sightings or equipment tracking counts (e.g., video cameras, infrared scopes (ground and airborne), helicopter patrol sightings, in-ground sensor hits, tracks left by aliens, etc.). These "turned back" and "gotaway" counts are collected daily and entered into local databases.

Data Validation and Verification: On a monthly basis, summarized nationwide reporting of apprehension numbers from these sources occurs through INS' centralized, automated Performance Analysis System (PAS) database. Monthly reviews and editing of apprehension numbers reported in PAS is conducted not only at the Sector level, but also by the centralized INS Statistics Division, which maintains the PAS database. Increasingly, review and editing involves using systems counts from ENFORCE, IDENT and the automated compilation of I-213 data from the centralized processing activity in the Texas Service Center.

Data Limitations: Currently, a process to standardize all such recording and reporting of data is being implemented across all Border Patrol Sectors to ensure consistency and validity, and use of an intranet approach for reporting is being targeted for implementation in the 2nd Quarter of FY 2000.

Crosscutting Activities:

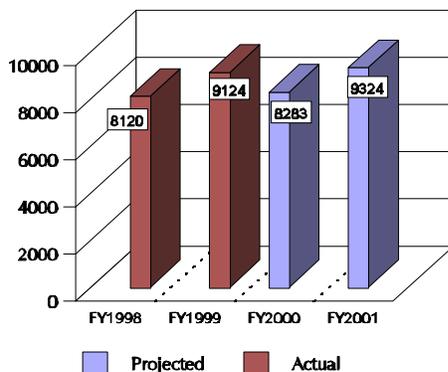
In accomplishing the border management mission, the INS has relationships with other federal, state, local, and international law enforcement agencies where operational initiatives are crosscutting among various entities. Such initiatives include memoranda of understanding (MOU) with the Drug Enforcement Administration (DEA), particularly with respect to a delegation of legal authority to enforce drug laws under Title 21. A similar MOU is in place with the United States Customs Service where cross-designated authority is provided to both INS and Customs officers to enforce their respective laws. Other relationships include such agencies as the U.S. Attorney's Office and the FBI, which are often coordinated at the INS Sector and District Office levels.

The INS also is involved with a number of federal, state, and local joint-agency task forces with missions such as anti-terrorism, drug interdiction, alien smuggling, fraud, and other illegal activities. On the international front, the INS coordinates its border enforcement efforts with its land neighbors to both the north and south through, engaged in such special programs as Operation Alliance with Mexico, and Project Northstar with Canada.

4.3B Thwart International Alien and Drug Smuggling

In FY 2001, DOJ will continue to strengthen INS' capability to apprehend and deter persons attempting illegal entry by hampering the efforts of alien smugglers and drug carriers. Operation Global Reach initiative was designed to expand INS presence overseas in transit and migrant producing countries resulting in the development of intelligence which support enforcement operations aimed at detecting mala fide travelers, fraudulent document purveyors and alien smuggling organizations.

Interception of Mala Fide and Offshore Travelers en route to the US [INS]

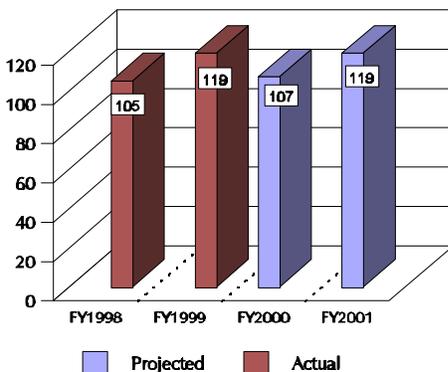


Data Collection and Storage: Data on the "number of interceptions" at each foreign location are compiled daily on the G-392 Intelligence Report. The data on the "number of offshore prosecutions" are likewise collected by the INS offices in the respective foreign countries and reported to the District Office level. Each INS foreign office maintains memorandum-style records in their files that provide information on the status of cases undergoing prosecution in foreign courts. The District Offices provide a monthly summary number for inclusion in the Performance Analysis System (PAS database.)

Data Validation and Verification: The G-392 Intelligence Report, indicates the individuals and nature of the circumstances involved and is reviewed and certified by the senior officer. On a monthly basis, overseas district offices report a summary of the number of interceptions using the service's PAS database.

Data Limitations: Data is based on both manual and automated reports from overseas INS offices that comprise the PAS database for this measure, in addition to foreign officer anecdotal report submissions collected by the Office of International Affairs. As PAS captures aggregate workload data, the data cannot be reconstructed from individual files.

Offshore Prosecutions Assisted by INS Aided by Fraudulent Document Detection [INS]



Crosscutting Activities:

INS agents in offices worldwide work closely with the Department of State, DEA, and the United States Customs Service (USCS), FBI, and foreign governments, in order to exchange information with their foreign immigration counterparts, and to better identify and disrupt organized alien smuggling activities.

Strategic Goal 4.4: Facilitate lawful travel and commerce across the borders of the United States.

Annual Goal 4.4: Facilitate port-of-entry traffic; and Increase port automation

STRATEGIES

- (Expand the use of techniques and technologies that promote and expedite lawful entry, including cooperative strategies with other agencies and foreign governments.
- (Establish additional dedicated commuter lanes (DCL) and increase the number of pre-registered DCL participants.
- (Work cooperatively with the U.S. Customs Service and other Federal agencies at ports-of-entry.

In FY 2001, INS will maintain the traveler processing times attained in FY 2000, at both Land and Air ports-of-entry (POE), as an increase in travelers is anticipated. INS will open three new southern land border POE, with the addition of 87 new inspectors and associated resources. INS will continue automation and technologies to facilitate processing time performance, such as dedicated commuter lanes and accelerated passenger lanes.

During FY 2001, INS will coordinate and integrate facilitation efforts with other Federal Inspections Service (FIS) agencies at POE, with particular emphasis on INS-Customs efforts. Both alone and in cooperation with these agencies, INS will facilitate lawful traffic and commerce by increasing the pre-screening of passengers, sorting passengers and vehicles into high- and low-risk categories, and by other approaches and methods which facilitate traffic, without decreasing enforcement.

MEANS - Annual Goal 4.4

Dollars/FTE

FY 2000		FY 2001	
\$548M	5,828	\$564M	5,783
		\$646 M	6,255

Skills

Immigration Inspectors are required to pass the Basic Immigration Academy courses, be fluent in Spanish, and meet quarterly firearms requirements.

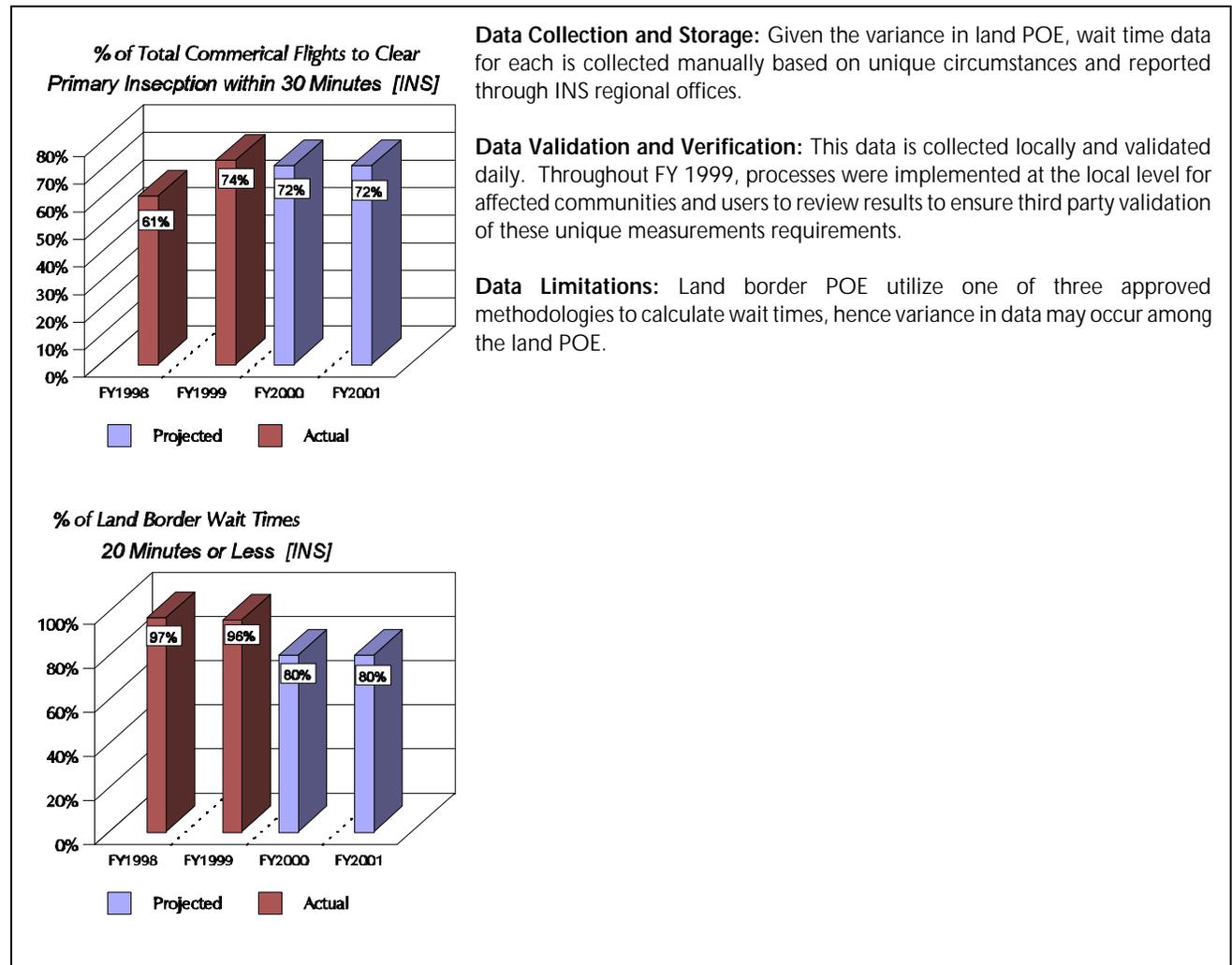
Information Technology

INS uses automation and technologies to facilitate processing time performance, such as dedicated commuter lanes and accelerated passenger lanes. The PAS system and system-generated counts are used to report data on the use of automation and technologies to facilitate traveler inspections on a monthly basis.

PERFORMANCE ASSESSMENT - Annual Goal 4.4 (indicators 4.4A-4.4B)

4.4A Facilitate Port-of-Entry Traffic

During FY 2001, DOJ, in cooperation with other federal agencies servicing ports-of-entry (POE), will attempt to maintain waiting times at airports and land POE. At Air POE, INS will continue meeting the congressionally mandated 45-minute processing time target, and will continue to emphasize INS' more recent commitment to address a 30-minute processing time. In FY 2001, the FY 2000 target of clearing 72 percent of commercial flights within 30 minutes or less will be maintained under increased workloads.

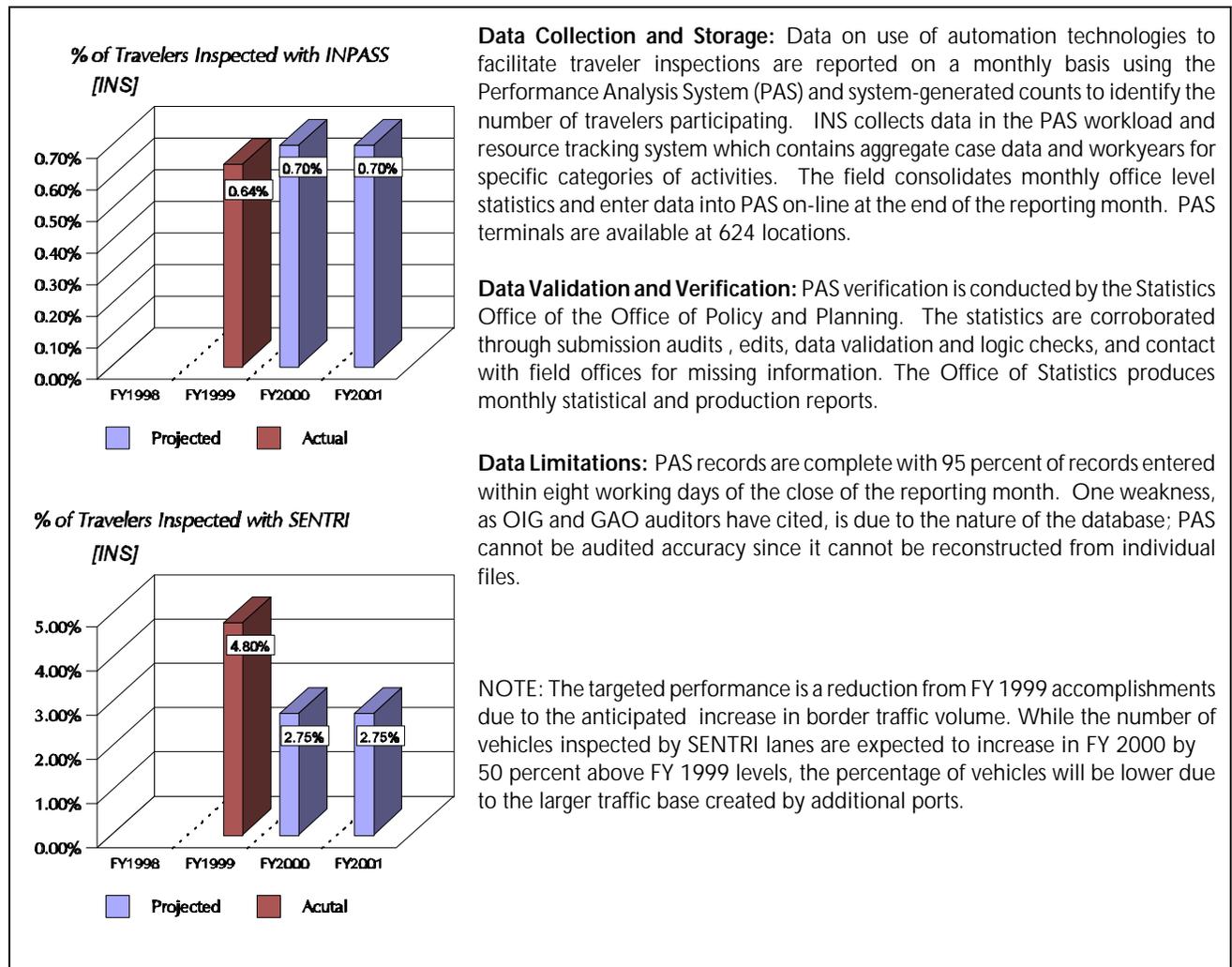


Crosscutting Activities:

At land POE, INS, in cooperation with the U.S. Customs Service (Customs), will maintain the FY 2000 target of processing 80 percent of the travelers within 20 minutes, with increased workloads. At land POE, INS collects data on processing times and shares the information with Customs. At air POE, Customs and INS receive passenger data from the Advance Passenger Information System, which allows the agencies to perform enforcement checks and identify high-risk passengers before they arrive in the United States.

4.4B Increase Port Automation

In FY 2001, DOJ will support INS efforts to increase its use of automated facilitation technologies and increased voluntary use of such technologies by travelers (e.g., INSPASS, DCL/SENTRI lanes). INSPASS and Dedicated Commuter Lanes/SENTRI lanes utilize an automated validations system at designated airports and land Ports-of-Entry respectively, to expedite the inspections process for low risk, frequent travelers entering the United States. These systems allow us to segment and facilitate the portion of travelers who are low risk, while enabling officers to focus resources on higher risk passengers. This is anticipated to reduce wait times for most travelers. It is noted however, that although SENTRI use will increase the number of vehicles inspected in the out-years, the percentage of use will be less due to the larger volume of traffic at two new ports.



Crosscutting Activities:

INS coordinates with the U.S. Customs Service and the General Services Administration on SENTRI port modifications and construction. INS also coordinates with the Mexican government on construction of access roads for SENTRI. To open enrollment centers and kiosks for INSPASS, INS works with local airport authorities.

Strategic Goal 4.5: Maximize deterrence to unlawful migration and enforce immigration laws in the interior through effective and coordinated use of resources to reduce the incentives of unauthorized employment and assistance; remove deportable/inadmissible aliens expeditiously; address interior smuggling and benefit and document fraud; and increase intergovernmental cooperation and the integration of activities among law enforcement entities at all levels of government.

Annual Goal 4.5: Increase number of alien removals; and Implement national anti-smuggling strategy

STRATEGIES

- (Focus enforcement efforts in geographic areas and employment sectors that have a high probability of violations.
- (Combat fraudulent document production, sales and use by increasing the security features, and reducing the number of INS documents allowed for obtaining employment and benefits.
- (Identify, process and remove those criminal aliens eligible for deportation who are incarcerated in federal, state and local institutions.
- (Provide adequate, safe, humane and efficiently run detention bed space and a transportation capability that meets alien detention and removal obligations. Link the detention space and transport systems to ensure maximum operational efficiency.
- (Increase prosecution and forfeiture activities to dismantle criminal, smuggling, and fraud organizations.
- (Strengthen coordination with state and local law enforcement entities to identify, detain, and remove aliens, particularly those involved in violent gangs and criminal activities and the undertake targeted enforcement operations.
- (In coordination with other government entities, target worksite enforcement activities toward employers who hire unauthorized workers in general and in selected industry and geographic areas to reduce the number of individuals working under forced-labor conditions or "sweat-shops".
- (In coordination with other agencies and through enhanced integration of INS' overseas, border and interior intelligence operations, gather, analyze and disseminate intelligence regarding illegal migration to target enforcement efforts on criminal activities, interior smuggling, fraud, and terrorism.
- (Engage in partnerships with the states, local entities, and employers to facilitate replacement of unauthorized workers with legally authorized workers.

In FY 2001, INS will continue to implement the comprehensive interior enforcement strategy adopted in FY 1999. This strategy calls for increased cross-component and cross-regional planning and action, concentrating on critical common targets: the prompt removal of high-priority categories of illegal aliens, the deterrence of unauthorized migration, and the minimization of harm to the public and national security by aliens.

In FY 2001, INS will continue to pursue and remove aliens receiving final orders of deportation by focusing on high-priority cases. INS will continue to emphasize removal of deportable criminal aliens and the efficiency and effectiveness of the Institutional Removal Program, which includes institutional hearings and county jail programs. INS will also increase the use of alternative, non-hearing removals. The flow of illegal aliens and increasing number of criminal alien inmates and referrals from law enforcement entities will require INS to increase and effectively manage bed space and transportation to support interior and border removals. INS will target its efforts to include increasing the use of the National Crime Information Center (NCIC) to identify criminals and recidivists and will continue to develop additional agreements with foreign

governments, Bureau of Prisons (BOP) and U.S. Marshals Service (USMS) to facilitate removal, repatriation, and information sharing.

Another major component of the FY 2001 performance plan is to aggressively pursue complex, large-scale, international investigations to prevent, identify, disrupt, and dismantle criminal organizations that facilitate illegal migration. FY 2001 activities center on the National Anti-Smuggling Strategy and related fraud and illegal employment violations. INS will continue to target anti-smuggling enforcement activity in specific corridors. Anti-smuggling strategies will be coordinated with FBI, border, and overseas initiatives. In conjunction with smuggling cases, INS will pursue operations against major benefit and document fraud conspiracies. INS will also continue to deter the presence of illegal aliens and support the integrity of the legal immigration process by assisting employers with compliance with sanctions laws while focusing on

criminal investigations of those employers who intentionally violate immigration laws or engage in smuggling or immigration-related fraud.

INS will continue leadership of Quick Response Teams and continue to work in partnership with other DOJ components on terrorism, organized crime and drug enforcement task forces to reduce threats posed by criminal activity committed by foreign nationals.

MEANS - Annual Goal 4.5

Dollars/FTE	FY 2000		FY 2001		
	\$339M	3,289	\$358M	3,252	\$378M

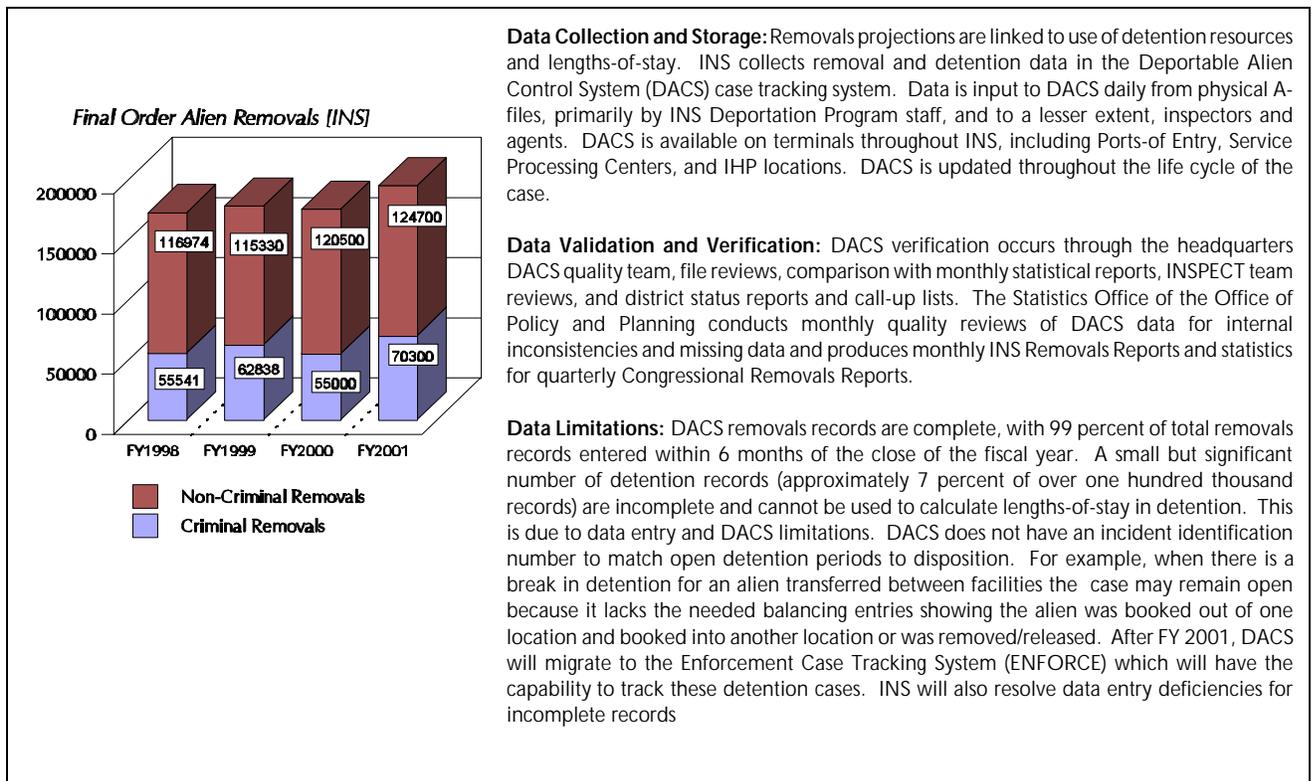
Skills
 Deportation Officers; Detention Enforcement Officers; Docket Clerks; IRP Directors; Attorneys; Legal Technicians; Procurement Officers; Special Agents; Investigative Assistants; Financial Analysts for asset forfeiture; Intelligence Officers (Forensic Document Examiners and a Fingerprint Examiner); and Support Staff. All Forensic Document Examiners are certified with a masters degree in forensic science. Some have specific areas of expertise (e.g. forensic photography, fingerprints, digital evidence examination).

Information Technology
 Systems utilized to collect performance data include the Deportable Aliens Control System (DACS), the Criminal Alien Information System (CAIS), NCIC, PAS, LYNX, and ORION/LEADS. Ultimately, the data will be captured in ENFORCE. The verification of alienage by the Law Enforcement Support Center (LESC) includes interfaces with DACS and other corporate information systems such as the Central Index System (CIS).

PERFORMANCE ASSESSMENT- Annual Goal 4.5 (indicators 4.5A-4.5B)

4.5A Increase Number of Alien Removals

In FY 2001, DOJ will increase the number of final order removals from the U.S. above the number projected for FY 2000. The emphasis of the increase will be on criminal removals. EOIR's immigration judges and the Board of Immigration Appeals hear immigration cases to determine if an alien is deportable. In cooperation with BOP, INS will improve efficiency in obtaining a removal order on criminal alien inmates prior to their release. INS is also increasing the use of administrative final orders for aggravated felons that do not require a hearing before an Immigration Judge to obtain additional removals. Expedited removals, which are generally non-criminal removals, are expected to rise proportionately with the flow of legitimate travelers as aliens who attempt to circumvent apprehension, are identified, processed directly by INS, and removed quickly. INS also coordinates with and leverages state and local law enforcement coverage on alien removals with the Law Enforcement Support Center and newly established Quick Response Teams to identify, process, and remove deportable aliens referred by law enforcement entities.

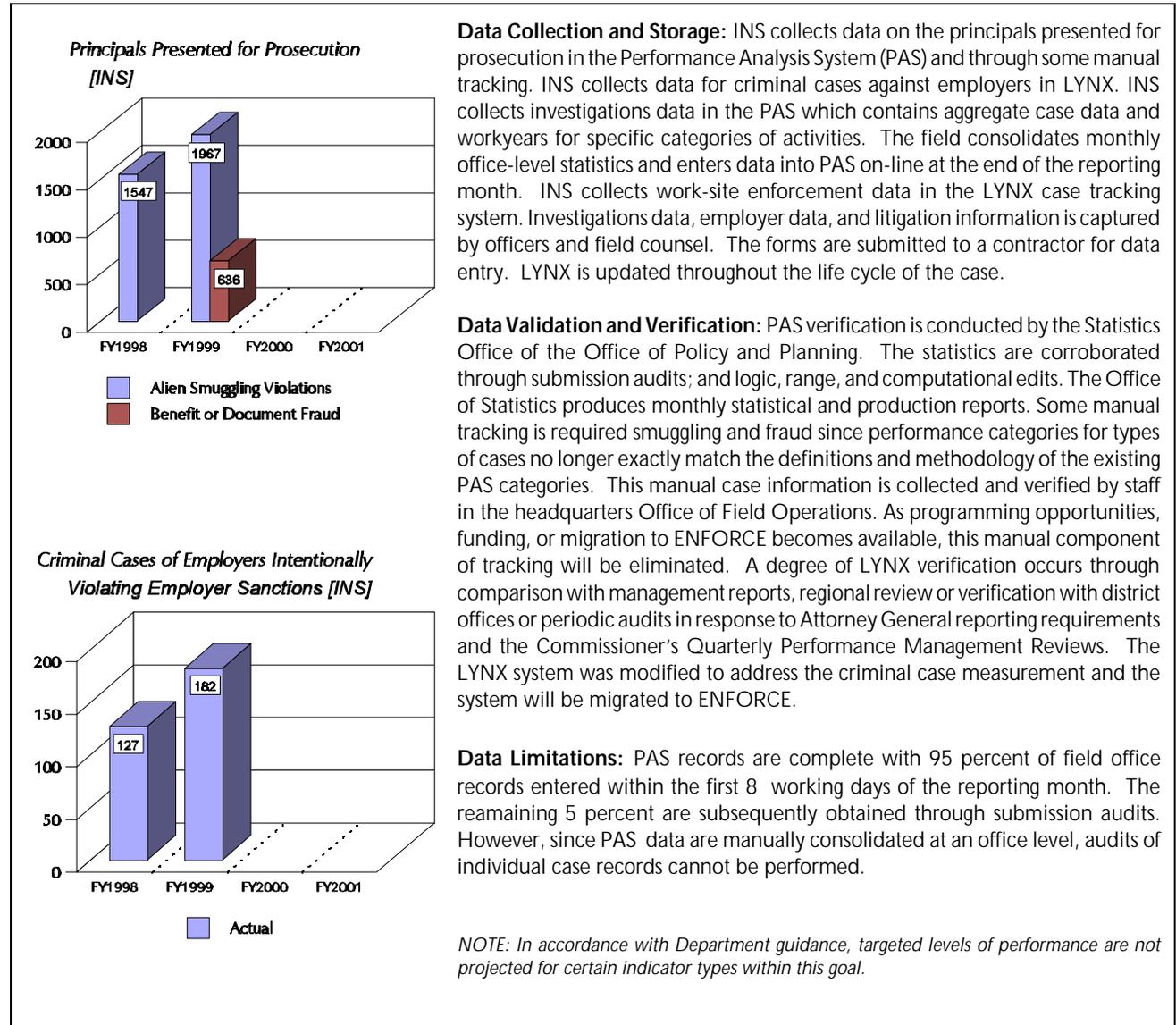


Crosscutting Activities:

To facilitate removals, repatriations, and information sharing, INS works in conjunction with BOP, USMS, state and local law enforcement, and foreign governments. INS also works to develop additional agreements with foreign governments to facilitate repatriation.

4.5B Implement National Anti-Smuggling Strategy

In FY 2001, DOJ will present principals for prosecution from complex, international and/or work-site related anti-smuggling cases, large-scale benefit and document fraud cases, and criminal cases against employers. Performance measures for investigations were aligned with the emphasis on criminal violators in the Interior Enforcement Strategy. Other measures for sanctions fines, task force apprehensions and asset forfeiture continue to be tracked in INS' internal operational plan.



Crosscutting Activities:

INS conducts international investigations to prevent, identify, disrupt, and dismantle criminal organizations that facilitate illegal migration. INS' anti-smuggling strategies are coordinated with the FBI. In addition, INS works with the U.S. Attorneys to prepare cases and receives information on work-site enforcement activities from the Department of Labor.

Strategic Goal 4.6: Expedite the adjudication of immigration cases while insuring due process and fair treatment for all parties.

Annual Goal 4.6: Adjudicate immigration cases in a fair and timely manner

STRATEGIES

- (Hire, train and deploy immigration judges in cities and institutions in order to manage effectively the projected caseload resulting from strengthened immigration enforcement.

This annual goal relates primarily to the adjudication functions of the Executive Office for Immigration Review (EOIR). Both, INS and EOIR are committed to the prompt and fair resolution of matters brought before EOIR. In FY 2001, EOIR's immigration judges will complete 95 percent of its expedited asylum, Institutional Hearing Program, and detained cases within established target time frames.

By defending immigration laws, policies, and administrative judgements regarding alien removal in Federal courts, the Civil Division and the United States Attorneys uphold the intent of Congress and secure the efforts of the immigration agencies.

MEANS - Annual Goal 4.6

Dollars/FTE

FY 1999		FY 2000		FY 2001	
\$168M	1,320	\$181M	1,384	\$215M	1,487

Skills

EOIR requires the skills of immigration judges, Board of Immigration Appeals attorneys, and support positions.

Information Technology

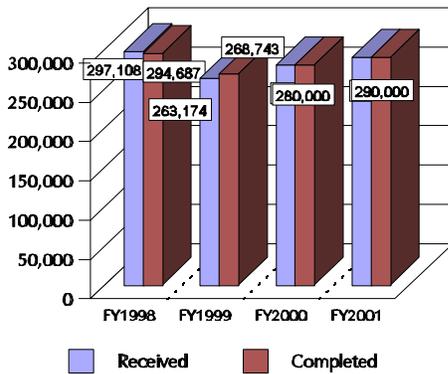
EOIR'S ANSIR, the Automated Nationwide System for Immigration Review, is integrated with routine case processing operations.

PERFORMANCE ASSESSMENT - Annual Goal 4.6 (indicator 4.6A)

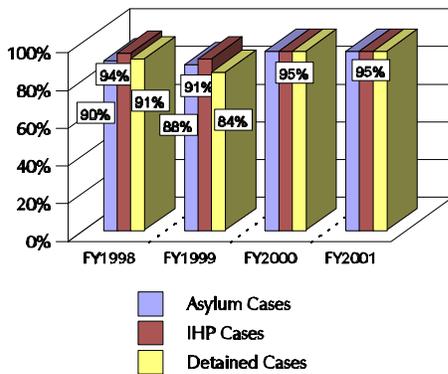
4.6A Adjudicate Immigration Cases in a Fair and Timely Manner

In FY 2001, EOIR's immigration judges will complete 95 percent of expedited asylum, Institutional Hearing Program (IHP) and detained cases within target time frames. These time frames are: (1) asylum cases within 180 days of filing by aliens with the DOJ; (2) IHP cases prior to aliens' release from incarceration; and (3) detained cases within 30 days of filing with the Immigration Court. These targets are related to percentages of cases actually completed, e.g., of the IHP cases completed during 1999, 91 percent were completed prior to the alien's release from incarceration. However, virtually all IHP cases received were completed. As such, there is no "backlog" per se, but a need to increase timeliness. To increase performance relative to timeliness goals, EOIR must continue to target new resources and to reallocate existing resources to the adjudication of the priority caseload as described. This includes the adjustment of court dockets to increase the number of calendars devoted to asylum cases and increasing the volume and frequency of Immigration Judge details to federal, state and local correctional facilities.

Total Number of Matters Received and Completed



% of Immigration Court Cases Completed Within Target Time Frames



Data Collection and Storage: EOIR collects its data from a nationwide case-tracking and office automation system which is entirely integrated with routine case processing operations at both the trial and appellate levels (ANSIR - the Automated Nationwide System for Immigration Review).

Data Validation and Verification: Data is verified by on-line edits of virtually every data field. Further, headquarters and field office users and managers have manuals and handbooks which list the routine daily, weekly and monthly reports which check and verify data. In addition, audits are conducted, using the system's random number generator, comparing automated data with the corresponding hard case files. Finally, all data entered by courts nationwide is instantaneously transmitted and stored at EOIR headquarters. That process allows for the generation of timely and complete statistical and other data. Data validation is also performed on a routine basis through data comparisons between EOIR and INS databases.

Data Limitations: The volume, nature, and geographic concentration of EOIR's caseload is entirely dependent upon external factors; primarily the enforcement, adjudication, and detention policies and actions of the INS and legislative and regulatory changes to immigration laws and procedures.

Crosscutting Activities:

EOIR coordinates with INS and BOP on its Institutional Hearing Program, which is intended to resolve immigration cases before non-citizen inmates are released from prison.

Strategic Goal 4.7: Improve the development and implementation of immigration-related policies and practices by incorporating input from a broad range of internal and external contacts.

STRATEGIES

- (Identify constituent groups for broad-based communication and dialogue.
- (Convene community groups at national, regional, state and local levels.
- (Build INS' internal capacity to conduct community relations activities.

Strategic Goal 4.7 is not included in the FY 2001 Performance Plan, as this goal constitutes a means to achieving other immigration-related goals, not necessarily a goal in itself. To achieve the immigration-related goals described in this plan, DOJ and INS must have strong community partnerships and seek external feedback on its operations. The strength of INS' community relations will be reflected in the level of success INS has in achieving its strategic goals.