

IMMIGRATION AND NATURALIZATION SERVICE

(Dollars in thousands)

	Perm. Pos.	FTE	Amount
Enforcement and Border Affairs Account			
1999 actuals (Direct).....	13,925	14,589	\$1,283,823
1999 actuals (VCRP).....	4,405	2,788	671,362
Total 1999 actuals.....	<u>18,330</u>	<u>17,377</u>	<u>1,955,185</u>
2000 Enforcement Account as enacted.....	18,949	17,885	2,182,875
Government-wide .38% rescission pursuant to P.L. 106-113.....	...	...	(45)
Transfer from S&E - Benefits.....	...	...	108,848
Transfer to Wireless Management Office.....	...	...	<u>(18,510)</u>
2000 appropriation (Direct).....	13,928	13,332	1,197,746
2000 appropriation (VCRP).....	5,021	4,553	1,075,422
Total 2000 appropriation.....	<u>18,949</u>	<u>17,885</u>	<u>2,273,168</u>
Increases (see p. 112).....	...	889	107,627
2001 Enforcement Account Base.....	<u>18,949</u>	<u>18,774</u>	<u>2,380,795</u>
Program Changes, Enforcement Account (detailed below).....	795	398	200,095
Total, 2001 Enforcement Account.....	<u>19,744</u>	<u>19,172</u>	<u>2,580,890</u>
Citizenship and Benefits, Immigration Support, and Program Direction Account			
1999 actuals (Direct).....	3,167	2,824	\$414,468
1999 actuals (VCRP).....	228	249	189,501
Total 1999 actuals.....	<u>3,395</u>	<u>3,073</u>	<u>603,969</u>
2000 Citizenship and Benefits Account as enacted.....	3,380	3,482	726,790
Government-wide .38% rescission pursuant to P.L. 106-113.....	...	...	(10)
Transfer to S&E - Enforcement.....	...	...	<u>(108,848)</u>
2000 appropriation (Direct).....	3,152	3,269	426,153
2000 appropriation (VCRP).....	228	213	191,779
Total 2000 appropriation.....	<u>3,380</u>	<u>3,482</u>	<u>617,932</u>
Increases (see p. 112).....	...	60	15,382
Decreases (see p. 112).....	(304)	(404)	(124,000)
2001 Citizenship and Benefits Account Base.....	<u>3,076</u>	<u>3,138</u>	<u>509,314</u>
Program Changes, Citizenship and Benefits Account (detailed below).....	140	70	30,076
Total, 2001 Citizenship and Benefits Account.....	<u>3,216</u>	<u>3,208</u>	<u>539,390</u>
Total INS Salaries and Expenses			
1999 actuals (Direct).....	17,092	17,413	\$1,698,291
1999 actuals (VCRP).....	4,633	3,037	860,863
Total 1999 actuals.....	<u>21,725</u>	<u>20,450</u>	<u>2,559,154</u>
Total 2000 appropriation.....	<u>22,329</u>	<u>21,367</u>	<u>2,891,100</u>
2001 Base.....	22,025	21,912	2,890,109
2001 Program Changes.....	935	468	230,171
Total, 2001 Salaries and Expenses estimate.....	<u>22,960</u>	<u>22,380</u>	<u>3,120,280</u>

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Border Enforcement Account	2000 Appropriation			2001 Base			2001 Estimate			Increase/Decrease		
	Perm Pos.	FTE	Amount	Perm Pos.	FTE	Amount	Perm Pos.	FTE	Amount	Perm Pos.	FTE	Amount
Comparison by activity and program												
1. Enforcement:												
Inspections.....	1,634	1,691	\$181,834	1,634	1,705	\$192,987	1,749	1,763	\$218,182	115	58	\$25,195
Border Patrol.....	10,921	10,326	\$1,055,444	10,921	10,816	\$1,114,650	11,351	11,031	\$1,207,550	430	215	92,900
Investigations.....	2,761	2,566	\$297,539	2,761	2,708	\$316,858	2,761	2,708	\$316,858	...	...	...
Detention and Deportation.....	3,547	3,216	\$728,146	3,547	3,459	\$745,674	3,797	3,584	\$827,674	250	125	82,000
Intelligence.....	86	86	\$10,205	86	86	\$10,626	86	86	\$10,626	...	...	...
Direct (non-add).....	13,928	13,332	1,197,746	13,928	13,913	1,265,164	14,723	14,311	1,465,259	795	398	200,095
VCRP (non-add).....	5,021	4,553	1,075,422	5,021	4,861	1,115,631	5,021	4,861	1,115,631	...	...	...
Total.....	18,949	17,885	2,273,168	18,949	18,774	2,380,795	19,744	19,172	2,580,890	795	398	200,095
Reimbursable FTE.....	...	117	...	...	117	...	...	117	...	...	...	...
Citizenship and Benefits Account												
Comparison by activity and program	2000 Appropriation			2001 Base			2001 Estimate			Increase/Decrease		
	Perm Pos.	FTE	Amount	Perm Pos.	FTE	Amount	Perm Pos.	FTE	Amount	Perm Pos.	FTE	Amount
1. Citizenship Benefits												
Adjudications & Naturalization	100	200	\$86,896	...	...	\$6,621	...	...	\$6,621	...	...	...
International Affairs & Outreach	42	38	10,831	42	38	12,488	42	38	12,488	...	...	...
Subtotal.....	142	238	97,727	42	38	19,109	42	38	19,109	...	...	...
2. Immigration Support:												
Training.....	134	122	17,936	134	134	18,251	134	134	18,251	...	...	...
Data & Communications Systems	210	194	204,666	210	206	199,865	210	206	219,865	...	...	\$20,000
Information & Records Management	1,021	1,066	101,903	817	862	67,563	817	862	67,563	...	...	...
Construction & Engineering.....	...	...	...	...	...	...	...	...	...	...	...	...
Legal Proceedings.....	623	625	64,328	623	650	67,154	673	675	71,958	50	25	4,804
Subtotal.....	1,988	2,007	388,833	1,784	1,852	352,833	1,834	1,877	377,637	50	25	24,804
3. Program Direction:												
Management & Administration.....	1,250	1,237	131,372	1,250	1,248	137,372	1,340	1,293	142,644	90	45	5,272
Direct (non-add).....	3,152	3,269	426,153	2,848	2,925	317,532	2,988	2,995	347,608	140	70	30,076
VCRP (non-add).....	228	213	191,779	228	213	191,782	228	213	191,782	...	...	...
Total.....	3,380	3,482	617,932	3,076	3,138	509,314	3,216	3,208	539,390	140	70	30,076
Reimbursable FTE.....	...	1	...	...	1	...	...	1	...	...	...	...
Subtotal, INS Direct.....	17,080	16,601	1,623,899	...	...	...	...	...	...	...	...	...
Subtotal, INS VCRP.....	5,249	4,766	1,267,201	...	...	...	...	...	...	...	...	...
Total, INS S&E.....	22,329	21,367	2,891,100	22,025	21,912	2,890,109	22,960	22,380	3,120,280	935	468	230,171
Reimbursable FTE.....	...	118	118	118
Grand Total, INS S&E.....	...	21,485	22,030	22,498	468	...

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<u>Program Changes</u>	<u>Perm. Pos.</u>	<u>FTE</u>	<u>Amount</u>
Border Management	545	273	\$138,095

The INS is dedicated to the basic tenets that the borders of the United States should be characterized by the rule of law, and the physical integrity of those borders is essential to defining our national sovereignty. At the same time, it is equally imperative that the flow of lawful commerce and the passage of legitimate travelers be encouraged and assisted to the greatest extent practicable. In deterring and denying our border areas to the lawless, INS recognizes that it must not compromise or ignore the rights and needs of the lawful.

1. Border Enforcement

The FY 2001 budget includes **\$52,000,000** (S&E Enforcement Account) to increase Border Patrol staffing by **430 agents** over the FY 2000 funded staffing level. At the end of FY 2001, the authorized Border Patrol staffing level will surpass 9,800 agents, representing an increase of about 147 percent over the FY 1993 authorized staffing level of 3,965 agents. The majority of these new agents for FY 2001 would be assigned to locations in and around Laredo, McAllen, and Del Rio, TX, augmenting existing forces. However, INS will assess current border conditions, and based on analyses conducted at the time deployment decisions must be finalized, INS will target the appropriate mix of new agents and technology.

To further enhance Border Patrol capabilities, **\$20,000,000** (S&E Benefits Account) is included for force-multiplying equipment and technology. In FY 2001, INS will continue to deploy the Integrated Surveillance Intelligence System (ISIS). Deploying this technology along the borders provides day and night visual coverage of the border. This technology can be deployed in rugged terrain, and in vast, open areas, and serves as a deterrent to potential illegal border crossers in areas where Border Patrol agents are not immediately visible. In addition, ground sensors are linked by a Global Positioning Satellite to designated ISIS cameras, which provides for immediate identification of what has triggered the ground sensors.

INS also requests **28 Inspectors and \$2,458,000** (S&E Enforcement Account) to meet the increased workload related to the expedited removal process at land border Ports-of-Entry (POEs) in FY 2001. Inspectors assumed responsibility for this workload in April 1997, and removed approximately 76,000 aliens in FY 1998. Expedited removals continue to grow at a steady rate, and without additional staff, INS will not be able to sustain these workload increases.

2. Border Facilitation

INS requests **87 Inspectors and \$7,637,000** (S&E Enforcement Account) to staff the three new POEs scheduled to open in FY 2000 along the southern border, in Eagle Pass, Los Tomates, and Laredo, Texas. No permanent staff was provided to operate the ports in FY 2000. Facilitation of lawful travel and commerce through POEs is a major component of the INS' overall Border Management and Coordination and Control Strategy. For FY 2001, these additional positions will allow INS, in conjunction with the U.S. Customs Service, to ensure that primary inspection lanes will be staffed for minimal wait times at peak travel times, and illegal entry will be controlled.

3. Pay Reform

In FY 2001, INS requests **\$56,000,000** in direct resources (S&E Enforcement Account) to upgrade the journeyman level of its Border Patrol agent and Immigration Inspector job series. Similar requests are included in the User and Exams Fee accounts. The work these enforcement job categories presently undertake has evolved in recent years, justifying the increase. Additionally, resources requested will provide for more active and successful recruitment and hiring initiatives to fill vacancies in both job series.

Specifically, raising the Border Patrol journeyman grade to GS-11 acknowledges that Border Patrol agents, on an increasing and continual basis, are engaged in investigative and intelligence work, dealing with complex alien and drug smuggling schemes, and advanced technology. Additionally, Border Patrol pay reform includes the proposal that Border Patrol agents, and other specified INS law enforcement positions, become eligible for Law Enforcement Availability Pay (LEAP), doing away with Administratively Uncontrollable Overtime (AUO).

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<u>Program Changes</u>	<u>Perm. Pos.</u>	<u>FTE</u>	<u>Amount</u>
Interior Enforcement	250	125	\$82,000

The proposed INS Interior Enforcement Strategy sets forth broad strategic goals, and a series of related initiatives, that plot the course for law enforcement efforts in the interior of the United States over the next 5 years. The proposed strategy recognizes the dynamic nature of international migration and its effects on communities within the U.S. In FY 2001, INS will focus on 4 elements central to an effective Interior Enforcement Strategy: tracking criminal aliens, expanding national transportation, increasing detention bed space, and implementing detention standards. In addition, INS plans to refocus existing Institutional Removal Program resources.

1. Augment Criminal Alien Tracking

To augment INS' capacity for effective criminal alien tracking, INS requests **50 positions and \$8,000,000** (S&E Enforcement Account) to expand its National Crime Information Center (NCIC) operations. This request increases INS' NCIC resources to improve and expedite its capability to locate aliens on the Wanted Persons and Deported Felon Files, track stolen property, and to obtain criminal history records. The requested resources will allow INS to establish the management structure needed to reduce the serious backlog of records to be entered into NCIC. Specifically, the 50 positions will be used to enter records in the field, which is consistent with the national approach to entry of NCIC records. They will also respond to confirmed record matches of criminal aliens and provide validation and quality control checks on the records. In addition, \$1,000,000 of this request is needed to install terminal connections through local, regional, and state systems to NCIC in support of the decentralized data entry.

2. Expand National Transportation

To enhance alien transportation requirements, INS requests **\$10,000,000** (S&E Enforcement Account) for the Justice Prisoner and Alien Transportation System (JPATS). These resources will fund 16,000 additional domestic and repatriation JPATS movements over the number of FY 1999 movements, for a total of 85,000 movements, and include repatriation flights to Central America, the Caribbean, and parts of Africa. The JPATS moves are a critical component of INS' National Transportation System, because large numbers of aliens may be economically and safely transported via JPATS flights. From FY 1996 through FY 1999, INS has increased its use of JPATS by 122 percent. The increased use of JPATS is, among other things, the result of a Department recommendation to eliminate prolonged bus trips, which addresses the issues of alien treatment and safety concerns; compensating for a lack of available detention bed space in certain geographic parts of the United States; and Congress' and the Department's recommendation that INS decrease its reliance and use of commercial airline flights for alien deportation.

3. Increase Juvenile Bed Space and State and Local Beds

INS requests **120 positions and \$55,356,000** (S&E Enforcement) for additional juvenile and state and local bed space to reach a total FY 2001 average daily bed level of 19,655, which includes INS-run facilities. This request includes 11 positions and \$3,465,000 for 38 average daily juvenile beds; [\$4,950,000 in Breadth Bond Detention Fund will support 82 additional juvenile beds]. INS has experienced a steady increase in the illegal alien traffic flow of unaccompanied minors since FY 1995, and INS took almost 6,000 unaccompanied minors into custody in 1999. This increase in juveniles is expected to continue, creating a critical need for juvenile bedspace. Moreover, INS must comply with stringent guidelines of the *Flores v Reno* decision, effective February 1997, which resulted in stricter policies concerning juvenile illegal aliens. Without additional resources for juvenile beds, INS would have to use resources planned to fund standard detention beds to fund the more costly juvenile beds.

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<u>Program Changes</u>	<u>Perm. Pos.</u>	<u>FTE</u>	<u>Amount</u>
<p>This request also includes 109 positions and \$51,891,000 for 1,000 average daily state and local beds. INS is required by provisions in the Illegal Immigration Reform and Immigrant Responsibility Act to detain aliens subject to mandatory detention. In FY 1999, approximately 97 percent of INS' detention beds were devoted to mandatory detainees. The positions requested include Deportation Officers, Detention Enforcement Officers, and support positions to perform services associated with the processing, detention and release of detainees.</p>			
<u>4. Implement Detention Standards</u>			
<p>INS requests 80 positions and \$8,644,000 (S&E Enforcement Account) to implement detention standards in state and local detention space purchased through Intergovernmental Service Agreements (IGSAs). This is phase II of a three phased implementation plan. (Phase I is being implemented with funds provided in FY 2000.) Detention standards consist of four services for detainees: a legal rights video presentation; access to legal materials; access to telephones with a one phone per 25 detainees standard; and visitation in private consultation rooms for attorney/client meetings. By the end of Phase II, 95 percent of INS detainees will be covered by the detention standards. In FY 2001, INS projects an average daily IGSA bed space usage rate of 13,853. As the population of detainees housed in state and local jails increases, the need for a formal program to administer standards has increased, also. Resources are requested to establish 37 teams, each consisting of one Deportation Officer and one Detention Enforcement Officer, to implement and administer the detention standards.</p>			
Professionalism and Infrastructure.....	140	70	\$10,076

INS is dedicated to the provision of institutional infrastructure and employee professionalism, which includes facilities, support staff, and planning, to support a mission that has grown significantly during the past 10 years, and will continue to grow. Because of the rapid growth experienced by INS, the infrastructure and professionalism support has not been able to keep pace with the service and enforcement missions. In FY 2001, INS continues its commitment to improving institutional development and infrastructure and requests additional resources for the Burlington Debt Management Center and Dallas Finance Center, Administrative Center staffing, the Legal Proceedings program, and the Financial Management System.

1. Burlington Debt Management Center and Dallas Finance Center

INS requests **60 positions and \$3,312,000** (S&E Benefits Account) to staff the Burlington Debt Management Center and the Dallas Finance Center. The additional positions will support the INS integration of the budgetary, financial and property systems through the use of the new Financial Management System. With these resources, INS will have a fully independent Debt Management Center, produce better financial reports, comply with the Prompt Pay Act, and process travel vouchers within 5 days.

2. Administrative Center Staffing

INS also requests **30 positions and \$1,960,000** (S&E Benefits Account) for Administrative Center staffing to provide the full range of administrative support services at a level that meets customers needs and expectations. The permanent staffing levels in the Administrative Centers have remained static, while the officer corps has grown by over 75 percent since FY 1993. As a result, backlogs are increasing, and overtime use is excessive.

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<u>Program Changes</u>	<u>Perm. Pos.</u>	<u>FTE</u>	<u>Amount</u>
3. Legal Proceedings Program			
INS requests 50 positions and \$4,804,000 (S&E Benefits Account) to address increases in immigration case workload in recent years. INS is facing increasing responsibilities for a wide variety of activities, including providing legal advice to the field and representing INS in labor-related cases. The resources requested in FY 2001 will allow INS to better handle its expanding workload and ensure INS has adequate representation before the Immigration Courts.			
4. Financial Management System			
The budget proposes that INS be allocated \$4,200,000 from Assets Forfeiture Fund Super Surplus in FY 2001, if available, for the Financial Management System implementation, interfaces, improved system functionality, and additional modules.			
Total Program Changes, INS	935	468	230,171