



Communic*que*

INS

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The INS Forensic Document Laboratory

Justice THROUGH
Science

Service Unveils 'Blueprint'

FOR NEW NATURALIZATION PROGRAM

Proposal includes changes to continue process integrity improvements

At a media briefing held at Headquarters on February 9 and attended by Commissioner Meissner, former Director of the Office of Naturalization Operations Robert Bratt, and several Justice Department representatives, the Service unveiled the details of a proposed blueprint—developed in cooperation with the consulting firm of Coopers and Lybrand, LLP—that would dramatically change the process INS uses to naturalize qualified applicants.

The Coopers proposal, which may be accepted in full or with specific modifications for implementation over the next two years, recommended several changes that will significantly reduce the chance for ineligible applicants to be granted citizenship.

Under this proposed plan:

- Applicants will complete a new “eligibility worksheet” to self-screen their applications against key eligibility requirements before entering the process;
- Interviews will no longer be scheduled until a confirmed response to a criminal background check has been received from the Federal Bureau of Investigation (FBI);
- An INS-wide search for applicant information will be conducted before the final interview to ensure that all relevant information has been incorporated into a single, comprehensive file, allowing INS to conduct a more comprehensive adjudication;
- Each applicant’s fingerprints will be taken electronically during key steps in the naturalization process to verify the applicant’s identity;
- Key data such as fingerprints and test scores will be maintained by INS throughout the process to eliminate the potential for tampering;
- Testing will be completed at the beginning of the application process, further screening out ineligible applicants and reducing the overall workload; and

- All test scores will be sent electronically to INS instead of the current practice of providing the applicants with certifications of completion.

The Proposed Blueprint. The proposed steps in the new naturalization program are detailed below:

Information Packet—An information packet available in five to 14 languages—which is not currently offered by INS—will help applicants understand the process from the start. The packet will contain a new “eligibility worksheet” to guide applicants through a series of questions that will determine their eligibility for naturalization and allow them to self-screen before entering the process. For example, those not meeting the residency requirements will immediately know they are ineligible. This will both help prospective applicants avoid wasting time and money by applying if they know they are ineligible, and assist INS in providing better service to qualified applicants by reducing its overall workload.

Telephone Center—There will be a telephone information and service center dedicated solely to naturalization issues. This will provide applicants with one number to call for answers to all citizenship-related questions, including updates on the status of their applications through a connected automated system. The center will be responsible for creating an electronic file for each applicant and for updating information in the file over the course of the naturalization process. After helping a prospective applicant affirm his or her eligibility, the center will send out a test authorization form, the requirements for the English and civics exams, study guides, testing site locations, and information on test registration. Applicants will present their test authorization form, which includes key biographical data and a bar code, when they arrive at a testing center, the next step in the process. Developing an electronic file at this point



Continued on page 4

Communi^oque

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April 1998

Examples of passports from countries ranging from Afghanistan to Zimbabwe are stored in the document library of INS' Forensic Document Laboratory. (see special insert beginning on page 13)

Wyrsch Introduced as New Immigration Service Deputy Commissioner

The Service's highest-level civil service position was filled on February 4, as Commissioner Meissner introduced the Headquarters staff to INS' newly selected deputy commissioner, Mary Ann Wyrsch.

Wyrsch, a 32-year career government employee, came

to INS from her position as chief of operations for the Employment and Training Administration (ETA) of the U.S. Department of Labor, where she oversaw a budget of \$36 billion. She previously served as director of Labor's Unemployment Insurance Service (UI) and its Office of Budget. Comprising nearly 48,000 staff members, UI is one of the government's largest benefit-granting programs, and will pay out an estimated \$24.5 billion in 1998. Wyrsch holds a BA degree from Webster College, an MA from Georgetown University, and an MPA from the John F. Kennedy School of Government.

"Mary Ann has managed a large customer service organization," the Commissioner said in making the announcement, "and I am confident she will bring us a sensibility and grasp of those important functions.

I'm pleased to welcome her to INS, [especially] because she knows the Department of Labor, and we are an agency that works very closely with them."

Calling the "complexity of her experiences substantial," the Commissioner said that Wyrsch's background in working with employers at all levels will help INS focus on this important area, particularly with regard to verification and related issues. "Her hands-on approach will be especially vital," the Commissioner concluded, "especially as we launch reforms to overhaul our customer service functions and continue to work to manage unparalleled growth."

Following her formal introduction, Wyrsch stressed the similarities between the Department of Labor's and INS' focus on both customers service and enforcement activities.



Commissioner Meissner introduces the Service's new deputy commissioner, Mary Ann Wyrsch, at INS Headquarters February 4.

What's Inside

Headquarters News

- New Naturalization Blueprint* 2
- FY99 Budget Proposal* 6
- First Quarter Removals* 7
- Preinspection Canada Conf.* 7

HQ News Briefs

- Service Fee Accounts* 8
- Pearson Visits Border* 9

Recruiting and Hiring News

- INS Recruiting Highlights* 10
- Resumix and Coho* 11

Records Management Update

Special FDL Insert

News from the Field

- Miami ASC Opening* 25
- Alien Smuggling Sentence* 25
- "Save-a-Life" Disc* 26
- TX Information Task Force* 27
- Russian-speaking Agents* 28
- Cincinnati Suboffice Recognized* 28
- S.F. Heroes of the CFC* 29

Special Events

- Black American History Month* 30
- An Angel Among Us* 30

Awards News

- 1997 DOJ JustWorks Awards* 31

People on the Move

- General Counsel Paul Virtue* 32
- Jacqueline A. Bednarz*
- J. Michael Sheehan*
- Manny N. Garcia*

In Memoriam

- Juan G. Reyes Orellana* 32

NATURALIZATION

Continued from page 2

will allow INS to better forecast naturalization receipts, predict changes in application patterns, and adjust its resources accordingly.

English and Civics Test—Instead of testing applicants later in the process (as is currently the case), applicants will be tested at the beginning, further screening out ineligible applicants and reducing the overall workload. For example, reviews of the 1.27 million naturalization applications in 1996 found that 126,000, or about 10 percent, were denied because the applicant failed the English and history and civics exam. On a scheduled date, prequalified applicants will go to a test center and present the test authorization form.

To ensure their identity, applicants will be required to present two forms of identification, including their alien registration card. Center personnel will also take a two-digit electronic fingerprint to verify the identity of each applicant. A change from the current system, the fingerprint will serve as a fool-proof biometric identifier throughout the naturalization process. Applicants who pass their tests will have their scores submitted electronically, further enhancing the system's integrity because data will be maintained in a secure central INS database.

Preprinted Application—Once applicants have passed their test, INS will update the electronic files and send applicants a naturalization application form personalized with an individual's bar-coded data. The preprinted form will include customized instructions tailored to the recipient's category of eligibility. For example, instructions for the two-to-three percent of applicants with unusual circumstances will be sent only to them. Customization will make applying easier and improve the quality of applications received. In contrast to the existing system, this fully electronic process will help eliminate lost forms and facilitate the combination of multiple files. It also will help make the processing of easy cases routine, give more information to those needing it and help INS adjudicators plan their workload for interviews. In FY96, more than 66,000 applications were rejected because they were

incomplete; INS made manual corrections to 133,000 others.

Fingerprinting—The personalized form sent to applicants will include a notice instructing them to go to a fingerprint site in their area on a specified date to be fingerprinted and photographed digitally, and to pay the application fee. Paying the application fee in person will eliminate one of the most common causes of application delays—submission of an incorrect fee accompanying a mailed form. In contrast to fingerprinting procedures that use paper and ink, with submission through the mail, the digital fingerprints will be batched and transmitted electronically to the FBI, which will be able to respond within days after completing a criminal background check.

Application Submission—Once the fingerprints and photograph are taken and the correct fee paid, the applicant will be instructed to complete the application form, provide the required supporting documentation, and submit the package to an INS Service Center. This supporting documentation will be specified in advance to ensure the correct documents are submitted. In FY96, the processing of 300,000 cases was delayed for lack of appropriate supporting documents.

Service Center Review—A series of quality-control checks will take place at the Service Center, marking the first time there will be a comprehensive process for application review in one location. Applications passing these checks will be scanned into the existing electronic file using the bar code, automatically triggering a series of independent verification requests sent to other agencies (e.g., to ensure the applicant's Social Security number is correct). Once the application is successfully processed, a separate system will automatically schedule interviews and generate appointment notices that will be mailed to applicants. The current system has no automatic third-party verification or scheduling functions.

Interview—When applicants appear for an interview with an INS adjudicator, they will have their two-digit fingerprint scanned once again to verify their identity against a computer display of the applicant's electronic file and digital photograph. Where available, applicants successfully completing the inter-

view will have the option of scheduling either a “same-day” oath ceremony or waiting to participate in a future ceremony. Their digital photograph will be used to develop an example of their naturalization certificate, and they will be asked to verify the information it contains. Applicants cannot currently verify the information on their certificates before they are produced. In addition, hard-copy photographs are currently pasted on to each application. The proposal would eliminate this labor-intensive process.

Oath Ceremony—At the oath ceremony, applicants will be required to check in using the two-digit fingerprint, and will also be required to check out using this system after they are sworn in and before picking up their naturalization certificate. The use of biometric identifiers will once again ensure that the same person is checking in to the ceremony and has taken the oath. The system will then automatically close out the case and direct that the alien file be sent to the Federal Records Center (FRC).

KPMG Reports Released. Also at the February press briefing, the results of three separate reports from the consulting firm of KPMG Peat Marwick were released. All three addressed studies of the Service’s naturalization initiatives in FY96, particularly in relation to mistakes made during the *Citizenship USA* initiative. Among the results, KPMG found that of the nearly 1.1 million people naturalized between August 1995 and September 1996, 369 should have been disqualified because of convictions involving a felony or a crime involving moral turpitude (CIMT).

In addition, 5,954 cases are being reviewed further, including 5,634 cases in which individuals failed to reveal during the naturalization process that they had been arrested for a felony or CIMT in the past, therefore most likely violating the “good moral character” requirement for citizenship. The Justice Department is currently reviewing these cases for possible revocation.

Finally, in a separate review, KPMG, working with INS, found that in 90.8 percent of the naturalization cases examined at random from the time in question, the Service had made at least one processing error, ranging from failing to make a notation in a file to failing to document that a fingerprint card has been sent to the FBI.

“We now know how many people with disqualifying criminal convictions were actually naturalized during this period,” Assistant Attorney General for Management Stephen R. Colgate said in a statement when the reports were released. “We also know that other systematic problems existed...and we have already



During a visit to the Service’s Baltimore, MD, district in February, Commissioner Meissner participated in, and helped demonstrate the use of, the Service’s new automated fingerprint technology capabilities. The district was one of two test sites for the new technology, which will eventually be implemented at INS Application Support Centers (ASCs) nationwide to assist in naturalization process improvements. Assisting the Commissioner in using the new technology are Baltimore district employees John Flemister and Lisa Flynn. (photo by Brian W. Jefferson, detention enforcement officer, Salisbury, MD, suboffice)

taken steps to fix these weaknesses. What we want to focus on now is ensuring that we have the fixes in place to move forward.”

As detailed in the February issue of the *Communique* the most recent KPMG reports follow the release of a separate report on December 16, which determined that since June 30, 1997, INS has “made significant improvements in the internal controls of the naturalization process and greatly reduced the risk of incorrectly naturalizing an applicant.”

Service's FY99 Budget Proposal Totals \$4.2 Billion

REQUEST REPRESENTS \$390 MILLION INCREASE OVER FY98 LEVELS

INS' FY99 budget request, detailed at a Headquarters press briefing on February 5, totals \$4.2 billion,

Weber and Acting Assistant Commissioner for Investigations Greg Bednarz, the FY99 request includes more than \$413 in funding for new initiatives and would add more than 2,600 positions, raising the total Service ranks to nearly 31,600 by the end of the fiscal year—an 84 percent increase since 1993.

A major focus of the FY99 funding request, Weber and Bednarz said, will be on integrating the Service's interior enforcement strategy with the success already seen in controlling the border. Accordingly, \$115 million is being sought to support 745 new positions to specifically address illegal migration in the interior of the United States, with \$44.4 million of this funding dedicated to helping the agency respond to changing migration patterns and criminal alien removal. In addition, \$33.5 million has been requested to enhance the Institutional Removal Program (IRP) and \$22.5 million to support staff detention facilities.

Other major proposed funding categories include \$103 million for the training and deployment of additional Border Patrol agents, a total of \$14.6 million for improved border-control technology, \$8 million in asylum program enhancements, and \$48.6 million for new Border Patrol construction projects. In addition, \$17 million has been requested for increased INS participation in the JPATS criminal alien removal program, \$3.1 million for INS participation in the Joint Terrorism Task Force (JTTF), \$22.5 million to support the growing need for

additional detention space, and \$10 million to expedite the way Service vehicles are replaced.

Bednarz also detailed a proposal for the establishment of special anti-fraud teams at INS Service Centers and asylum offices, noting that since 1992 the number of both document- and benefit-fraud cases investigated by the Service has more than doubled, increasing from 5,568 to 13,524.

Proposed New Initiative Funding. Of the \$413.4 million in new initiative funding requested, Weber said, \$225 million would go to continuing implementation of Service's border management strategy, \$115 million would be allocated to implementing an integrated interior enforcement strategy (as detailed above), and \$48.7 million would be used to improve the Service's institutional infrastructure. In addition, \$16.2 million would be spent to continue improvements in the level of Service professionalism (including funding the Office of Internal Audit and Freedom of Information Act/Privacy Act [FOIA/PA] backlog-reduction efforts), and \$8.5 million would be used to improve and centralize INS records-processing and storage functions.

Regarding personnel enhancements, Weber said, 2,609 new positions have been requested, including 1,004 Border Patrol agents (with a subset of these dedicated to interior enforcement), 290 additional Detention and Deportation officers, 430 Inspectors, 114 Special Agents, 80 attorneys, 60 asylum officers, and 631 other positions.

Summary of \$413.4 Million Immigration Budget Enhancement (\$ in millions)

REFINE BORDER MANAGEMENT STRATEGY

Border Patrol Agents	\$103.0
Inspections	37.3
Automation and Equipment	23.3
Expedited Removals - Asylum	12.2
Operation Disrupt	0.6
Construction	48.6
SUBTOTAL	\$225.0

IMPLEMENT INTEGRATED INTERIOR ENFORCEMENT STRATEGY

Responding to Changing Migration	44.4
Criminal Alien Removals	35.5
Activation and Support of Detention Facilities	22.5
Construction	12.6
SUBTOTAL	115.0

IMPROVE INSTITUTIONAL INFRASTRUCTURE

Continue Fleet Replacement	10.0
Implement Repairs & Alterations Program	10.2
New Office "One-Time" Construction	26.4
Systems Development and Data Management and Implement CLAIMS	2.1
SUBTOTAL	48.7

ENHANCE PROFESSIONALISM

Legal Proceedings Program	4.5
Enhanced Accountability	7.0
FOIA/PA Enhancement	4.7
SUBTOTAL	16.2

IMPROVE & CENTRALIZE INS RECORDS

Re-engineer RAFACS and CIS	5.7
Records Contracts	2.8
SUBTOTAL	8.5

TOTAL INCREASE REQUESTED \$413.4

representing a 10 percent increase over FY98 funding levels and a 179 percent increase in overall funding since FY93.

As detailed by Assistant Commissioner for Budget Jeff

Service Removals Increase 70 Percent Over First Quarter of FY97

Overall FY98 Goal of 127,300 Also Announced

Despite the temporary suspension of removal for certain Central Americans covered by the Nicaraguan Adjustment and Central American Relief Act (NACARA), the Service removed more criminal and other illegal aliens between October 1997 and January 1998 than any first quarter in INS history.

With 70 percent more aliens removed than during the same period last year, 34,134 individuals were removed in the first quarter of FY98, including 12,755 criminal aliens. The criminal alien total represents an 11 percent increase compared to the same period last year. The number of expedited removals reported for the first quarter decreased slightly compared to the final quarter of FY97, from 13,202 to 12,355, representing a drop in the number of fraudulent documents intercepted at land ports-of-entry and a decline in false claims of U.S. citizenship.

To help achieve the goal of removing 1,000 criminal aliens from the country per week, the Commissioner said when the FY98 first-quarter numbers were announced, INS will expand its detention space significantly and an additional 165 Detention and Deportation officers will be hired this year.

"Removing individuals who are unlawfully [in the United States] remains a key component of our overall enforcement strategy to restore credibility to our nation's immigration laws," she said.

The Service has set a goal of 127,300 removals for FY98, representing a 12.3 percent increase over the FY97 goal and a 152 percent increase over FY95. In FY97, a total of 113,324 illegal aliens were removed from the United States according to recently revised statistics.

Service Holds First Preclearance/Preinspection, Canada Conference

*By William H. Plunges, Assistant Chief Inspector
HQ Office of Inspections*

On January 6-8, port directors from the nine preclearance/preinspection ports located in Canada met for the first time. The conference was long overdue, when one considers that INS has operated in Victoria, British Columbia, since 1903.

Port Directors Robert Grimsey (Edmonton), John Damone (Montreal), Angela Coronado (Ottawa), John Smarsh (Toronto), Robert Peterson (Victoria) and representatives for Port Directors Elizabeth Elliot (Calgary), Michael Harpold (Prince Rupert), Edwin Martinez (Vancouver), and Bert Pellimen (Winnipeg) attended, as did various district, regional and headquarters representatives.

Presenters included Jackie Bednarz, HQ Programs, (IIRIRA, Foreign Student Tracking System); Pearl Chang, HQ Adjudications, (ICF-ICPS Transition, New I-551

card, NACARA, Parole); Pamela Carroza, INS liaison officer, Ottawa, (NAFTA, U.S. Embassy reporting requirements); Doug Halvorson, NAO, (Centralized Hiring, Officer Corps Rating System); Cathie Kasch, HQ Personnel, (6C, Alternative Pay Options for Inspectors, Recruitment and Sustainment); Ron Hays, air/sea area port director, Seattle, WA

(Canadian Accord Issues); and Ken Fairfax, DOS consulate general's office, Vancouver, and Dave Brown, DOS Canadian Desk, Washington, (Canadian-U.S. Relations). In addition, Dick Roster, director, preclearance, U.S. Customs Service, Chicago, IL, presented an overview of Customs staffing in Canada.

Continued on page 9



Port directors, presenters, and district, region and Headquarters representatives stand together at the first-ever Preclearance/Preinspection, Canada conference (Photo courtesy of Jim Myers, deputy assistant regional director, Inspections, Western Region)

Approach Study of Service Fee Accounts

BEGINS WITH "ABC"

In January 1994, INS publicly pledged to begin a process of continuous improvement in managing its fee accounts. The Office of Budget's Fee Policy and Rate Setting Branch has met this pledge by reinventing the rate-setting process. The Fee Branch has implemented an established methodology for identifying the full cost of INS fee-based products and services that has placed INS in the forefront of the Federal Government's Activity-based Costing (ABC) arena.

In November 1997, the Fee Branch completed a study of the Immigration User Fee Account (User Fee). This was the second of the INS' fee-based accounts to undergo a cost analysis using the principles of ABC. ABC was first used for a fee account study of the Immigration Examinations Fee Account (Exams). The Exams Study was completed in November 1996.

Unlike traditional costing methods which assign costs into broad, undifferentiated expense areas like labor, facilities, and support (typically fair-sharing indirect costs), activity-based costing focuses on operational activities and units of "output"—be it the adjudication of an N-400 application for naturalization or providing immigration inspection services for air passengers.

To determine what tasks and activities produce the output, employees who are experts in their field are

assembled (usually in working team sessions) to define and "map" the activities or work steps designed to produce products or services/benefits. The map facilitates the assignment of designated resources to the activities that consume them. The activities (and their associated costs) are, in turn, converted—using available workload data or other appropriate measures—to the product(s), service(s), and/or benefit(s). The assignment of this activity information and related cost data is made possible through the aid of a powerful software tool.

ABC is the kind of methodology that can help to develop fees-for-services that are directly tied to costs. For purposes of setting Exams fees for more than 30 applications/petitions adjudicated by the INS for persons seeking immigration and naturalization benefits, ABC proved to be an effective, consistent, and logical mechanism for analyzing and costing the application process. As a result of the ABC study, it is anticipated that a regulation proposing adjustments to Exams fees will be forthcoming in 1998. The current application fees were last revised in 1994, using an inflation factor alone.

A User Fee Study. On the heels of the ABC study of the Exams account, an ABC study of the User Fee account was initiated in March 1997. The objective

of the User Fee study was to assess the full cost of providing air and sea inspection services and to determine whether the current \$6 fee adequately recovers the costs expended by the Service to perform air/sea inspections. To this end, air and sea inspections services were costed out among six type of passenger/crew. The six profiles were: 1) air passengers admitted in primary inspection; 2) air passengers admitted in secondary inspection; 3) air passengers not admitted; 4) air crew inspection; 5) vessel passenger inspection; and 6) vessel crew inspection.

The cost of inspection for certain air/sea passenger and/or crew was calculated to trace the level and source of the various costs associated with providing inspections services, and to compare and assess the cause-and-effect relationship of the costs. When the costs for all six types were aggregated, the current user fee of \$6 was found to be adequate through FY98. However, because of increasing costs (due in part to process changes such as expedited removal resulting from implementation requirements of the Illegal Immigration Reform and Immigrant Responsibility Act of 1996), the revenues for FY99 may be insufficient to cover projected costs.

Far-reaching Benefits. The potential benefits of ABC are far-reaching, and this approach to cost analysis particularly lends itself to

the management of INS fee accounts. It is the main premise of ABC that managers do not directly manage costs; rather, they manage the activities that consume the resources. ABC can, therefore, provide opportunities for managers to take a closer look at work processes and the activities where resources are being consumed.

Many Federal agencies have successfully used ABC to improve the delivery of services and benefits to their customers because it has

allowed those organizations to focus on those areas that consume the most resources and take subsequent action to streamline operations. Others use ABC to connect their budgets with performance measures and/or unit costs in an effort to determine the appropriate course(s) of action consistent with achieving their respective mission.

INS is currently planning to apply the ABC methodology to the Land Border Inspections Fee Account.



Touring the Border

Michael Pearson, the Service's new executive associate commissioner for Field Operations made his first trip to the Southwest border in late January, at one stop visiting the traffic checkpoint in Las Cruces, NM. Standing here with Las Cruces Patrol-Agent-in-Charge Paul Glenn, Pearson is briefed on operations as part of his tour of the checkpoint.

CANADIAN CONFERENCE

Continued from page 7

The conferees also toured Vancouver International Airport, viewed the Canadian Intransit Pilot operation, and participated in a shareholders session for the airline industry and the Canadian Air Ports Authority.

The preclearance/preinspection program in Canada represents a workload of over nine million inspections each year. Inspectors in Canada also adjudicate over a quarter

million applications and petitions for immigration benefits annually and respond to thousands of inquiries. Toronto, the Service's largest preclearance location, conducts over four million inspections annually, and the site ranks in the top five air ports-of-entry.

The term 'preinspection' is used when INS is the only inspections agency located at a foreign location (e.g., in Victoria, BC). Preclearance is used when INS, Customs, and, and at times, the Department of Agriculture are present.

Preclearance/preinspection offers distinct advantages. For example, inadmissible aliens are prevented from even arriving in the United States, saving the costs associated with hearings, detention, and removals. Passengers benefit as well from a more relaxed inspection process that facilitates entry. Finally, congestion is reduced at busy U.S. ports-of-entry, and air carriers are provided more flexibility in flight scheduling and aircraft routing.

INS Recruiting HIGHLIGHTS

Introducing the Recruiting Staff

Beginning this month, the INS Communiqué is featuring a special column on the staff, work, and other highlights of the national recruiting staff of the Headquarters of Human Resources and Development. Look for this column to bring you additional useful information about this office in the months to come.

Collectively, the Headquarters Office of Human Resources and Development national recruiting staff has nearly 50 years of recruitment experience...although you would never suspect this breadth of experience from such a young group. The full staff has only worked together for a couple of months, but is already very busy getting to know each other and INS.

Ellie Miller, manager of the recruiting office, brings nearly 25 years of recruiting experience to INS spanning five Federal agencies, including NASA and the Department of the Navy.

Marisa Harper, joined INS from the Navy Recruiting Command, where she worked as a program advertising manager, executing advertising and marketing initiatives for general officer recruitment. Marisa manages the Service's nationwide advertising program in support of both Border Patrol and Officer Corps hiring.

Heading up the INS college outreach and recruitment program is **Michael Thieme**. After returning from overseas as a Peace Corps volunteer, Michael joined the Peace Corps staff as a recruitment specialist in the New England region. After three years he moved on to Peace

Corps Headquarters to help guide and coordinate the activities of 11 Peace Corps regional recruiting offices.

Isabel Kaufman's prior experience at the U.S. Department of State makes her uniquely qualified to manage diversity recruitment at INS. At the State Department, she was responsible for recruiting Native Americans and Hispanics into the Foreign Service. Prior to the State Department, Isabel worked for the Hispanic Association of Colleges and Universities (HACU). At INS, Isabel also heads up the women's outreach and recruitment program, as well as coordinating INS presence at key law enforcement conferences and events.

With nearly 18 years of INS experience working on Border Patrol hiring, **Julia Peeler's** knowledge and understanding of the Patrol is an invaluable resource for the recruiting staff. Julia is responsible for the development and implementation of the military outreach and recruitment program.

And finally, holding the recruiting staff together are the talents of staffing assistant **Ed Ames**. Ed is not only responsible for administrative tasks, but also for interacting with the Office of Personnel Management to gather and analyze the data used to evaluate our efforts and initiatives. In addition, he works with Marisa to broaden our advertising reach throughout the nation via flyers, faxes, and other methods.

*Next month...What in the world are we doing?
To reach any of the National Recruiting staff, call (212) 514-2518.*

C O R R E C T I O N

In the March issue of the Communiqué, the name of one of the Service's New Leader Program graduates was incorrect. She is Kimberly Jeter, an Immigration Information Officer in the Arlington, VA, district office.

HQ Human Resources to Use New Software Programs in Modernization Efforts

With the increased public interest in both border security and immigration issues in general, INS is required to continue to significantly increase its hiring activities, with no additional human resource enhancements. To meet this challenge, the Human Resources and Development Office (HRD) has undertaken a major effort to reengineer its position classification and staffing processes.

Through automation modernization, the office seeks to be more efficient in meeting the Service's additional hiring needs. As a part of the overall modernization efforts HRD will explore the expanded use of technology, and test in Headquarters two commercial software products—Resumix™ and Coho™.

Resumix™ is used by human resources organizations worldwide to reengineer their hiring process and more effectively manage the organization's valuable asset of employee skills. It is used by Federal agencies to identify the best-qualified applicants to hire, promote, and make reassignments. Human resource organizations and selecting officials use the system as a tool to promptly, accurately, and strategi-

cally perform hiring and job placement. With this process, job applicants may submit one résumé that covers all work experience pertinent to their career goals. This résumé may then be used to receive consideration for multiple vacancy announcements.

Automated Objective Screening.

The software is designed to reduce the number of applications to be reviewed for minimum qualifications to only those that match the specific job requirements. It performs an automated objective screening and ranking of best-qualified applicants, and the staffing specialist then verifies minimum qualifications on a much smaller number of applicants, known as the "short list." This will eliminate the need for managers and employees participation in Merit Promotion Panels for pilot-covered positions. Overall, the process also provides more objectivity in the referral of candidates.

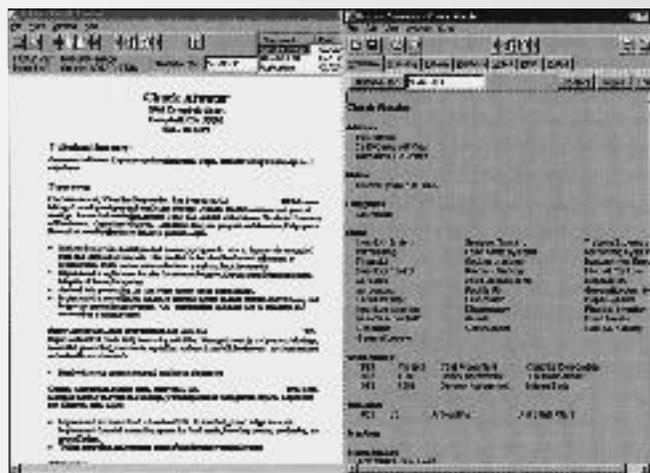
Coho™ is an automated personnel management system that assists managers and position classification specialists in creating position descriptions. Managers will use their desktop computer to create a position description

with a proposed grade based on the assigned duties. The system will produce a position description faster than a manager could write one and will also produce other personnel management aids for the manager. The Human Resources Classification and Management Section will still be responsible for reviewing and officially classifying the position description.

Time-saving Changes. Even with the reengineered business process and the use of this new technology, basic staffing and classification will not change. The manager will continue to submit a request to fill a position, the position will be announced, applicants will continue to submit their requests for con-

sideration, and the manager will receive a referral list. What will change is the amount of time it takes to create a position description and fill a vacancy.

Earlier this year, HRD began an education program for Headquarters managers and employees on the Coho™ and Resumix™ elements of the pilot project. The pilot, which will begin in May and run for at least six months, will include filling the majority of positions serviced by Headquarters Human Resources. At its conclusion, management will evaluate it and make a decision regarding the expansion of the new business process and systems to the rest of the Service.



Example Resumix™ screen showing a scanned résumé

UPDATE:

RECORDS MANAGEMENT

Lost A-Files and You: The Automated A-File Circular

Lost alien files (A-Files) present the Service with a multitude of problems. Because the proper adjudication of INS benefits usually depends on the information contained in an A-File, our benefits-granting processes are hampered by lost A-Files. For example, the Naturalization Quality Procedures (NQPs) for adjudicating a naturalization application require that a “diligent search” be performed for the applicant’s A-File, which can take more than 90 days. This time-consuming process diminishes the Service’s ability to serve its customers efficiently.

Next, if the A-File cannot be located, an adjudicator must request the creation of a temporary file (T-File). These T-Files essentially duplicate the A-File and create another series of records-management problems for the Service.

An examination of the statistics reveals the severity of this problem. As of January 1998, Central Index System (CIS) data indicate that there were 72,884 lost A-Files Servicewide. The Office of Records (HQREC) recognizes the broad implications of this problem and has developed a tool to facilitate its resolution—the Automated A-File Circular.

The Automated A-File Circular, which replaced the voluminous paper “Lost A-File Circular,” integrates existing Records systems tools to improve productivity with current resources. The original pilot Automated A-File Circular, distributed to the field in September 1993, facilitated the location of approximately 15,000 lost A-Files Servicewide. By automating the Circular on a permanent basis since May 1997, INS field offices have successfully located 17,010 A-Files.

The Circular assists offices using the Receipt and Alien File Accountability and Control System (RAFACS) in locating A-Files by comparing the A-numbers designated as “Not Found” in CIS with those contained on local RAFACS databases. The Circular generates a report of A-Numbers “found” in the local

RAFACS databases. After performing this procedure, field office personnel attempt to physically locate these A-Files, and update CIS for those files that are actually found.

Finally, field offices report to HQREC with the results of their efforts. Currently, only offices with RAFACS receive the Circular. Offices without RAFACS will receive a paper copy of the Circular once the number of lost A-Files has decreased significantly. Unfortunately, many offices do not appear to be using the Circular. For example, some offices have never reported their findings to HQREC. In an effort to disseminate information on our progress in locating lost A-Files, HQREC will begin publishing a formal report that describes the efforts of field offices to locate these files.

Consistent and Conscientious Use The Circular is merely a tool to help solve the serious problem of lost A-Files. The success of locating these files depends entirely on the efforts of INS personnel to use this tool consistently and conscientiously, and perform some basic records-management activities including:

- Ensuring the Circular is processed monthly;
- Using RAFACS to track the movement of A-Files within their offices;
- Updating CIS to reflect file transfer activity between offices;
- Ensuring all inter-office file transfers are processed through the mail room;
- Returning files to file rooms when actions are completed;
- Maintaining files only in official work areas; and
- Limiting file-area access to designated personnel only.

We all rely heavily on the data contained in A-Files to perform our duties, and can reduce the number of lost A-Files by following the steps described above. This will result in more reliable records information and greater success for the Service in accomplishing its overall mission.

The INS



Commissioner Meissner cuts the ribbon, officially dedicating the new wing of INS' Forensic Document Laboratory on March 18.

FORENSIC *Document* LABORATORY

By Robert A. Aserkoff,
Senior Special Agent, INS FDL

Within the Immigration and Naturalization Service (INS), law enforcement wears many different uniforms and carries out many different duties and responsibilities—thousands of times each day, and in every corner of the United States and around the world.

Whether a criminal investigator gathering evidence of a crime, an asylum officer deliberating the merits of an alien's claim, or an Inspector or Border Patrol agent responding to the alien standing directly before them, each has two things in common. They must make their decisions quickly and correctly, and most often, they must base those decisions largely on the identification and travel documents borne by the alien. And yet, as every INS officer knows, nearly all immigration fraud stems from aliens misrepresenting themselves through the misuse or absence of documents.

As for all law enforcement today, the forensic sciences repre-

sent one of the most powerful tools in the INS officer's arsenal. This tool allows our officers to conclusively determine the authenticity of a birth certificate or a visa stamp using an infrared microscope, to match an individual's signature to a passport by analyzing a handwriting sample, and to identify an international document manufacturer by lifting latent fingerprints from a collection of known counterfeit Green Cards.

The Service has placed modern forensic science in the hands of its officers through the work of the INS Forensic Document Laboratory (FDL), the only Federal crime laboratory dedicated almost entirely to the forensic examination of documents. The FDL has the largest reference library of international travel and identity documents, such as passports, stamps, seals, and vital statistic documents, in the Western Hemisphere. The laboratory works with documents from more than 200 countries, and its document analysts examine between 400 and 500 cases each month. In addition,

Continued on page 14

FDL

The FDL Fingerprint Unit

The FDL's Fingerprint Unit, with its present complement of three fingerprint experts (a supervisory examiner and two technicians), is an integral part of the FDL's overall forensic examination process. The technicians examine criminal evidence submitted by field officers for latent fingerprints in order to conclusively identify a subject or to establish conspiratorial links among known and suspect criminal targets. They also conduct ink-to-ink fingerprint comparisons, the most common being a warrant of deportation with a fingerprint card. The unit also supports the FDL's Intelligence Section, by conducting telephoto fingerprint image comparisons and providing material and staff for INS field training.

The unit frequently assists INS field offices in planning and conducting undercover criminal investigations of major document fraud rings. A typical scenario in such cases is the following:

After three or four undercover "buys" are made (usually by a cooperating private individual or informant) and surveillance photos are taken, search and arrest warrants are served on the subjects and premises where the buys occurred. The criminal evidence gathered at the crime scene—document manufacturing equipment, paper stock and other supplies, as well as the documents themselves—is forwarded to the FDL for latent fingerprint processing and comparison with those of the persons arrested at the scene.

Continued on page 16



The FDL's Dean Rowan treats evidence with chemicals designed to raise latent fingerprints.

Continued from page 13

the FDL's fingerprint specialists process thousands of pieces of evidence per month, identifying hundreds of subjects from the fragments of developed prints on paper, laminates, and other pieces of evidence. Its forensic photographers combine technology and artistry in supporting the FDL's overall forensic and training activities.

The FDL is directed by Katheryn E. Sheehan, and is organizationally placed within the INS Office of Intelligence (HQINT). Its 33-member staff is organized into the Forensic, Intelligence, and Administrative sections. The facility is located in McLean, Virginia, a short drive from INS Headquarters in Washington, DC.

The staff of the Forensic Section are highly credentialed professionals. All the senior examiners are certified by the American Board of Forensic Document Examiners, and the newer staff are working towards certification. The majority of the staff have masters degrees in forensic science. They are all expected to join professional organizations, and present and publish technical research in their field.

The Forensic staff is assigned geographical areas of responsibility and are experts in fraud and counterfeiting as it pertains to their area of responsibility. They testify in legal cases about 50 times a year, and often provide testimony over the phone when travel is not possible.

The Forensic Section offers a broad range of support services, and performs the following laboratory examinations upon request:

- Comparative examinations of all disputed handwriting/handprinting in an attempt to determine common authorship or eliminate a writer who may be suspected of having written something;
- Forensic examination of any foreign or domestic documents, stamps, seals, printing, typewriting,

and restoration of obliterated or altered documents;

- Attempts to link multiple documents in one case through handwriting, stamp and seal impressions, copy machines, or typewriters;
- Processing evidence for latent fingerprints in an attempt to identify the person who handled documents; and
- Ink-to-ink fingerprint comparisons to determine if the fingerprints belong to the same person.

The FDL is also unique among crime laboratories in that its forensic function has been closely integrated with an operational intelligence and training capability. The Intelligence Section is staffed by eight senior officers, who have extensive knowledge of U.S. and foreign travel and identification documents, foreign immigration laws and practices, and document fraud techniques. They too provide INS field officers with direct support and assistance on an extended-hour, seven-day-per-week basis, by providing the following services:

- Training and technical programs in the detection of fraudulent documents to INS and other U.S. Federal, State, and local law enforcement, nongovernmental, and foreign entities;
- Document intelligence “Alerts,” which are high-quality, color photo bulletins distributed worldwide to assist field personnel in identifying fraudulent documents recently encountered at the FDL;
- Assistance via the photophone in resolving questions concerning suspect travel documents on a near real-time basis;
- Access to the FDL library, the government’s most extensive collection of visas, passports, vital statistics documents, immigration, and other documents in the Western Hemisphere. The library is vital to performing forensic comparisons of questioned to known genuine documents, providing real-time assistance to field personnel, and for developing time-sensitive training programs, Alerts, and other intelligence reports; and
- Ongoing liaison with other Federal, State, local, and foreign government entities to promote common efforts to combat illegal immigration and international document fraud.

Continued on page 16



Document Examiner Wayne Laptosh demonstrates the FDL’s findings at a hearing on a questioned passport admission stamp.



Supervisory Intelligence Officer James R. Hesse examines an alert in preparation for distribution to the field.

Fingerprint

Continued from page 14

Positive identification, i.e., conclusive evidence that the arrestees' fingerprints match those found on the seized evidence, is made in approximately 90 percent of these cases. In addition, other INS and outside Automated Fingerprint Identification Systems (AFIS) are searched to identify subjects whose fingerprints were found on the evidence. All this information is relayed to the controlling field office to help further their investigation.

In a recent undercover operation supported by the FDL, the counterfeiter made the fingerprint technician's job almost easy. In producing the I-551s that were sold to the undercover individual, the counterfeiter actually used his

own ink fingerprint impression on most of the cards. INS agents promptly arrested the counterfeiter.

Because of their recognized expertise, the Fingerprint Unit staff routinely receives request for identifications from other government and law enforcement entities, such as the U.S. Internal Revenue Service and Department of State and the Texas Department of Public Safety. The FDL also receives a large number of humanitarian requests for identification of unknown deceased subjects; that is, persons believed to be aliens who are victims of either natural or unnatural disasters.

The FDL Caseload

The FDL's workload statistics over its 18-year history are a source of both justifiable pride and rightful concern. Every year but one since its inception, the caseload has steadily stair-stepped upward, with the total increasing more than 10-fold. And until quite recently, case turnaround times invariably met the specific needs of each requester—court dates were met and adjudicative decisions based on forensic findings were timely.

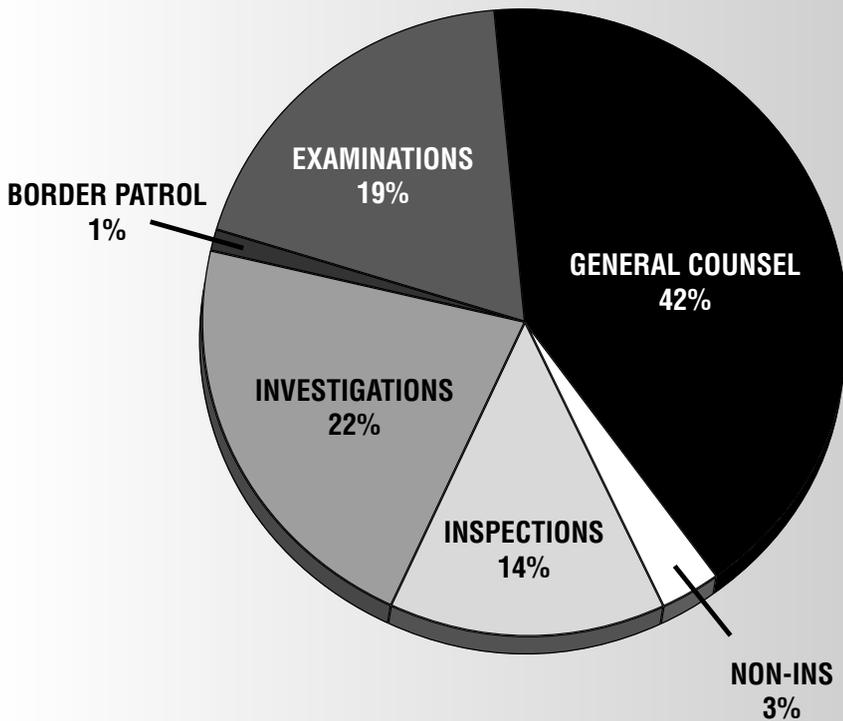
Over the past three fiscal years, the FDL has experienced a 147 percent increase in forensic cases submitted by INS field offices, and the number continues to increase. To further complicate this situation, the number of cases needing immediate next-day completion; i.e., Service Custody and Expedited cases, has increased by nearly 25 percent.

Accordingly, while the Forensic Section has been able to complete a full 55 percent more cases over this time period, it has not been able to keep up with the rapidly increasing demand for field support. As a result, the average number of cases carried forward each month has almost tripled, and the backlog of cases more than 30 days old has continued to grow. This situation has resulted in longer turnaround times for both priority and nonpriority cases.

In the face of this virtual avalanche of new cases, the FDL's primary concern continues to be the quality of its service and the responsiveness to the specific needs of each of its customers.

Who are these customers? Last year, the 5,211 forensic cases received came from the General Counsel staff (42%), Investigators (22%), Examiners (19%), Inspectors (14%), Border Patrol agents (1%), and from

FY97 Cases Submitted by Program



Continued on page 18

"Be alert,
be aware,
be informed."

"Be alert, be aware, be informed."

That is the motto of the Marking Device Association International (MDAI), a worldwide organization comprising commercial companies that manufacture marking devices such as rubber stamps and embossing seals. Since 1987, the MDAI has been working closely with the FDL to combat the use of counterfeit stamps and seals in international document fraud. They call their anti-fraud partnership Operation BOGUS, an acronym for Block Orders to General Unauthorized Stamps/Seals. Here is how it works:

A customer places an order with an MDAI-member manufacturer for a stamp or seal that arouses the manufacturer's suspicions. For example, the customer is ordering a foreign government travel stamp by presenting only a cut-out paper impression of a valid stamp, yet when queried cannot provide credentials as a representative of that government or even a bona fide purchase order.

The alert manufacturer will contact the MDAI main office in Lake Forest, IL, which will immediately redirect the member to the

FDL's BOGUS coordinator, forensic document analyst Wayne Laptosh. Laptosh will then attempt to determine whether the requested item is genuine or fraudulent by examining its features and comparing it to known genuine examples in the FDL's extensive document library.

If Laptosh concludes that the requested item is counterfeit, he will first attempt to verify his suspicions with that government entity, and then work with the manufacturer, the local INS field office, and other interested law enforcement entities to develop a response strategy.

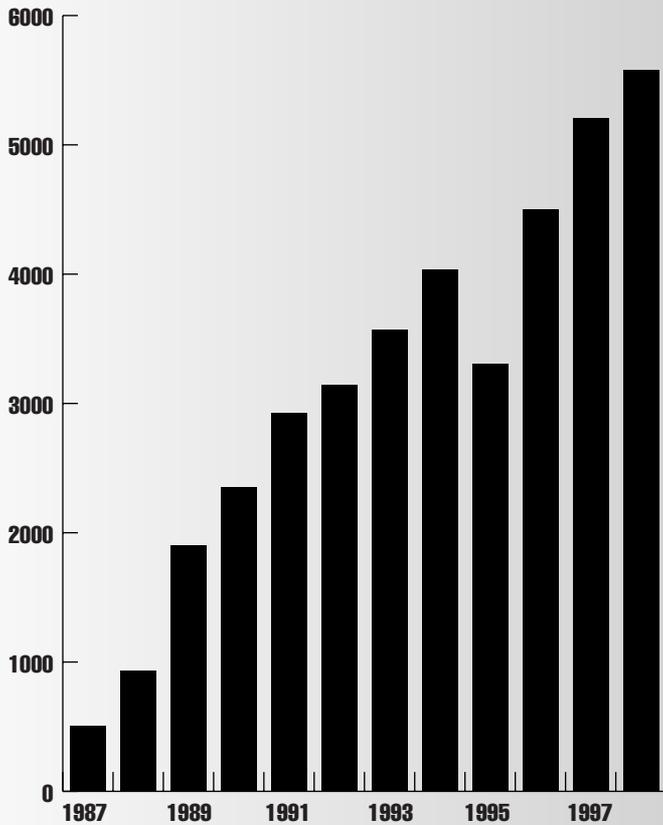
One common strategy involves the FDL altering the stamp or seal in some surreptitious manner, and then returning it to the suspect customer. When appropriate, notifications then go out to affected INS offices and other interested agencies to watch for documents with the planted alteration, proving that they are counterfeit.

This tactic has been successful in uncovering individual and wide-scale international and domestic document-fraud schemes, and has resulted in several well-publicized criminal prosecutions and adjudications.

MDAI's Executive Director David Lister wrote in the June 1995 *Police Chief* magazine: "Remember, almost any document can be counterfeited, but it often takes a stamp or seal to authenticate the document. The consequences affect almost every law enforcement organization."

Wayne Laptosh and his FDL colleagues couldn't agree more.

FDL Cases Received 1987-1998



Continued from page 16

outside INS (3%). The number of cases submitted by the General Counsel, which are mostly district counsel staff, represent a sharp increase over previous years.

The FDL has taken some innovative steps to address its often competing concerns. One such measure involves directly reaching out to its principal INS field customers in an effort to explore areas of common interest and support and to enlist their assistance in the FDL's efforts to alleviate the growing problem of forensic case backlogs. Recently, for example, FDL staff provided training and instructional materials to a group of INS district counsels, the largest case-submitting source. The FDL's case-submission procedures were discussed, along with the identification of those types of documents whose authenticity cannot be conclusively determined through forensic methods.

Similar meetings have been held with representatives from INS Service Centers and asylum offices, and will be expanded to reach all of the FDL's customer program groups over the next few months. At the same time, the FDL is in the process of briefing INS executive staff members, DOJ, and OMB on additional resource requirements.

The FDL is also investigating ways to share information with field offices. An FDL bulletin board on the INS intranet is being designed that will convey information including a downloadable "Request For Laboratory Examination" form and accompanying instructions; better methods of collecting, preserving, and transmitting crime scene evidence; and critical information on fraud interceptions.

FDL Pilot Projects

DOS and the Photophone. The FDL is currently participating in a number of pilot projects involving

Continued on page 20



The staff of INS' Forensic Document Laboratory (FDL) stands behind FDL Director Kathryn E. Sheehan, Supervisory Intelligence Officer James R. Hesse, and Chief Forensic Analyst Gideon Epstein. Shown are: second row: Darlene Morin, Gale Morina, Robert Aserkoff, Amy Shibao, Warren Burr, Nancy Berthold; third row: Yvette Hall, Debra Rochee, Kamaluddin Ali, Dean Roan, Jill Nenninger, Lurline Trizna, Deborah Dezern, Wayne Laptosh; fourth row: Jeff Barr, John Bonebrake, James Ross, Gregory Dalzell, Claude Eaton, Philip Rusk, Bill McCarthy, Belinda Dibene, Peter Riley, and Herb Parmes.

FDL Pursues Accreditation

The value of an expert's testimony in a criminal or administrative judicial proceeding rests on more than just the correctness of the expert's conclusions and recognized expertise. It also rests on the credibility of the organization that the person represents and its standing within its own professional community.

In recent years, a number of notorious court cases and legal decisions have turned on challenges to the "expert witness," for example, the forensic pathologist, the paint chemist, or the ballistics or handwriting expert. Accordingly, the FDL has joined a number of other Federal forensic laboratories, such as those of the FBI, Secret Service, and the DEA in seeking professional accreditation from the American Society of Crime Laboratory Directors (ASCLAD).

Accreditation is a voluntary program in which any crime laboratory may participate to demonstrate that its management, operations, personnel, procedures, equipment, physical plant, security, and health and safety procedures meet established standards. It is part of the laboratory's overall quality program that should also include proficiency testing, continuing education, and other programs.

The accreditation process will take about a year of intensive preparation, during which the FDL will examine and strengthen nearly all its policies and practices. Some physical changes will need to be made to provide additional evidence security and to improve the flow and control of cases through the facility. In addition, all forensic personnel will have to pass tests in their specific disciplines, and the laboratory will be subjected to a complete inspection by the ASCLAD Accreditation Board.

FDL staff members have already begun making needed changes required by the accreditation board in areas including case examination

Continued on page 20



Intelligence Officer Warren Burr sits at the Edison Terminal, a data storage system that allows users to access images of thousands of international travel documents.

Accreditation

Continued from page 19

procedures, internal case-review policies, and evidence-handling procedures. It is this last area that field personnel can help the FDL accomplish. One of the requirements is that all evidence/cases received in the laboratory be accompanied by a "chain of custody," an inventory of what is being sent, signed by each person who handled the evidence. This includes personnel in the field, as well as those at the FDL itself.

Continued from page 18

innovative applications of technology, science, and information sharing with INS field offices, other Federal agencies, and foreign governments. These efforts all aim at strengthening INS enforcement efforts and more effectively combining our efforts with those foreign governments that share our concerns.

The FDL has developed another powerful application of the photophone—a pilot program with the U.S. Department of State's Passport Office, giving the FDL access to U.S. passport applications. In most instances, the FDL is able to obtain U.S. passport application information (including photographs and signatures) in less than 30 minutes. The images of the photographs and signatures can then be transmitted to INS officers in the field via the photophone.

This is an extremely powerful enforcement tool. The ability to compare suspect U.S. passports with the photographs and signatures from the passport application allows INS officers to quickly identify altered and/or

counterfeit documents. In addition, in cases where the passport is suspect due to wear or poor quality-control, the FDL can verify the authenticity of the document and prevent unnecessary delays, inconveniences, and even the possible detention of bona fide travelers.

The Edison Project. The Edison Project is a computerized image data-storage system developed by the National Criminal Intelligence Division of the Netherlands National Police Service. This international law enforcement initiative allows users to access text data and computerized images of thousands of genuine travel documents. Security features are depicted in great detail, allowing authorities to compare them to the features in documents they suspect to be counterfeits or forgeries. Edison data is stored on CD-ROMs, and periodically updated to include additional documents.

Edison terminals are located at the FDL and in the airport inspections area at JFK International (NY), Atlanta, Los Angeles, and Miami International airports. Additional air and land port and overseas locations are under consideration for development during FY98. Edison has also greatly increased the FDL's reference library of material on genuinely issued travel documents.

IATA Control Authority Working Group. The FDL has participated in the International Air Transport Association (IATA) Control Authority Working Group since 1988. The group develops fraudulent document-detection programs for airline personnel. These programs are represented by multinational immigration teams around the world. The United States is represented by trainers from the FDL and INS' Inspections program. This initiative has resulted in the training of tens of



Chief Forensic Document Analyst Gideon Epstein was recently presented with the Adjunct Faculty Award by the Foreign Service Institute, U.S. Department of State, School of Professional and Area Studies, for his contributions through classroom instruction on the subject of questioned document examination.

Continued on page 22

Submitting Evidence to the FDL

To submit evidence for use in a forensic case, contact the FDL at (703) 285-2482 to obtain a "Request for Laboratory Examination" form by fax. (Soon you will be able to obtain a copy of the form from the FDL bulletin board, which is now under development.)

Complete the form, following the simple instructions provided. Be sure to list each piece of evidence being submitted for examination. If you are uncertain about how to complete the form or what you should send in, please call Chief Forensic Document Analyst Gideon Epstein. He and his staff will be more than happy to assist you in preparing your submission package.

Place your submission materials in any suitable envelope or box, making sure to seal the package to prevent loss or damage to its contents during shipping. Send the package to the FDL at the address on the form, by either Federal Express or a controlled mail source such as registered or certified mail. Never send evidence by first class mail.

At any time, you may inquire about the status of your case by calling our main number: (703) 285-2482.

FDL and Marshals Service Share Photographic Services

The FDL is participating in a 90-day pilot project to provide the U.S. Marshals Service's (USMS) Investigative Services Division with custom photographic services. Facing an estimated expense of nearly \$300,000 to create and staff its own photo lab, USMS officials proposed this innovative initiative under the Attorney General's goal of streamlining and consolidating functions performed within the Department of Justice.

On a reimbursable basis, the FDL will provide 13 USMS districts with custom photographic work, including photo duplication and clarification, photo enlargements for court presentations, and formatting of "Most Wanted" posters. The project will specifically service high-priority USMS fugitive cases, and provide reimbursement not only for the photographic work described above, but also for witness travel and overtime by FDL staff associated with this high-profile work.

Having the USMS use the FDL's photo lab helps to achieve the most efficient use of law-enforcement resources. If successful, this project will represent a significant long-term cost savings for the Marshals Service, while taking advantage of the FDL's sophisticated photography section and the widely recognized expertise of its two forensic photographers.

Continued from page 20

thousands of airline personnel over the past decade.

Counterfeit Deterrence

The development of counterfeit-deterrence efforts to minimize the ability of counterfeiters to reproduce or alter official documents is a national concern and a primary focus of each of INS' operational programs. The FDL plays a vital role in this mission-critical area.

In the past, official travel and identification documents, stamps, and seals were produced with little or no consideration of their potential for reproduction or alteration for

Continued on page 24

The Document Examiner's Tools

A document examiner or fingerprint specialist's basic tools are the hand-held magnifier and the microscope. Each has been around, perhaps, since man first learned to grind glass, and each is still absolutely essential to the forensic examination process. Yet, the competition between the scientist and the criminal counterfeiter is a perpetual battle of technology and creative (often artistic) thinking by both sides. Modern counterfeiters are designing, printing, reproducing, and distributing "official" documents of incredibly high quality, using the computers, printers, and copiers available at their local computer store.

So, while the magnifier and microscope still occupy a rightfully important place in the document examiner's toolbox, forensic science has had to develop even more sophisticated equipment and creative techniques to stay one step ahead of the criminals.

INS has outfitted the FDL with some of the most sophisticated equipment available to conduct its examinations, such as the:

- Electrostatic Detection Apparatus (ESDA) which is used to examine documents that may contain indented writing that is not visible to the naked eye. The instrument is extremely sensitive, and allows restoration of indentations that cannot be restored by any other means;
- The Video Spectral Comparator-1 (VSC-1) and the DocuBox Comparator®, used to examine all types of documents to detect alterations, ink differentiation, detection of security features in the ultra-violet (UV) and infrared (IR) ranges and various document-alteration problems that require UV and IR examination; and
- The IR Microscope, used to examine documents where the color of ink appears to be the same to the naked eye, but is actually different and can be separated through IR. It is also used in passport fraud cases to identify photo-substitutions.

Today, the FDL's document examiners are keeping just ahead of the counterfeiters through the use of high-tech equipment such as this, combined with their skill and diligence.

But tomorrow, of course, is another day.



Forensic Document Examiner Gregory Dalzell uses the FDL's Video Spectral Comparator-1 (VSC-1) to examine a passport.

Photophones Connect the World of Documents

The photophone is a tele-imagery system that integrates a computer, video camera, printer, and a display monitor that are each connected to a regular telephone. The user can capture a high-resolution image of a document, photograph, fingerprint, or any other such object, with the video camera. The image is then displayed on the computer monitor, and can be transmitted to any other photophone in the world through a regular telephone line. Each image transmission takes approximately 20 seconds.

The photophone allows the two users to examine this high-resolution image simultaneously, while speaking to each other by telephone. In this way, they are able to discuss their observations of the image on the screen and exchange any other pertinent information to help them reach conclusions regarding its authenticity. The photophone has proven to be an extremely useful tool in the examination of questioned documents and especially for determining the identity of suspect persons.

For the FDL's Intelligence officers, the photophone brings their valuable expertise and the resources of the document reference collection to their customers within a matter of seconds. Here are three recent examples:

- An Immigration Inspector at a U.S. port-of-entry (POE) transmitted the image of a suspect nonimmigrant visa which had been presented by a Colombian applicant for admission. The FDL was aware of an extremely high-quality counterfeit that was being used by Colombians, which contained a microscopic defect. Using the microscope lens on the photophone, the FDL officer was able to instruct the Inspector at the POE where to focus the camera, and the high-quality counterfeit was identified.
- A young female applied for entry at a major U.S. international airport as a returning U.S. citizen, presented a U.S. passport, and was referred to secondary processing. Although the passport showed no signs of tampering, the inspecting officers were convinced the



The photophone allows users to examine a high-resolution document image simultaneously in two locations and to discuss observations.

passport had been photo-substituted. The FDL was asked to assist, and the FDL officer immediately contacted the U.S. Passport Office and requested the photograph from the passport application. The image was transmitted to the FDL, and then to the POE. The photo, it was determined, was completely different from the one in the passport. The entire process took less than 45 minutes.

- An officer in secondary processing took the fingerprint of a Venezuelan national to check against the fingerprint in his passport. The two prints did not seem to match, and the officer was certain that the passport did not belong to the holder. The two prints were transmitted to the FDL, and in one minute the fingerprint specialist was able to conclude that the two prints were in fact the same. This avoided unnecessary warranted detention (and detention costs) of a bona fide traveler.

The INS established a network of 60 photophones in 1987 that has now grown to an estimated 150 located at major POEs, selected Border Patrol checkpoints, and U.S. embassies and consulates. In addition, more than a dozen other countries now have photophones, and the network spans over 300 locations worldwide.

criminal purposes. Counterfeiters could successfully produce a passable new or altered document with a simple camera, a sharp pair of scissors, and some tape. Today, however, these documents are far more difficult to counterfeit, as new manufacturing techniques and security features have been developed.

The FDL is helping other INS programs apply new technologies and security features to their newest documents, such as the I-551, the Employment Authorization Card, the Border Crossing Card, and the new machine-readable Nonimmigrant Visa.

FDL staff apply forensic principles to the design and testing of the materials used in the manufacturing process. They assist in designing documents that contain computer-generated photos that are embedded (rather than embossed or adhered) into the document. They experiment with unique combinations of chemicals, inks, and laminates—all for the purpose of limiting the ability of counterfeiters to subsequently replicate or alter the document. And lastly, once the document is released, FDL staff assist the field in recognizing counterfeiting attempts, and provide 'Alerts' on worldwide fraud trends associated with those specific documents.

In addition, at the request of the U.S. Department of State, FDL staff are currently evaluating the security features of a new and soon-to-be-released U.S. passport.

The FDL Looks Ahead

When the FDL opened for business in 1980, its staff of three document examiners worked out of a small room at INS Headquarters, had very little up-to-date forensic equipment, and nearly no cases. Yet, soon after its

first few cases were completed and returned to the requester, the FDL's value to field operations and, in fact, to the Federal government as a whole became clear. With that recognition came an unqualified commitment of support from INS management and its field customers. As 500 cases in 1987 grew to more than 5,200 this past year, the FDL and its customers still rely more than ever on that sense of common interests and mutual support.

Today, the FDL is considered one of the best-equipped facilities of its kind within the Federal government. The staff use a local area network (LAN) to improve their work and enhance their communication with their customers in the field. They have recently taken on an automation project that will not only greatly improve their forensic case-management system, but will also improve the Intelligence Section's ability to assess the documents they receive and share their analyses with the field.

In the near future, the FDL will look to instituting video-teleconferencing for court testimony and training, to minimize time away from the facility. It will explore fully automating the library to better manage the thousands of documents in its inventory, and make them more accessible to field officers. It will consider engaging in secure communications with other government entities using the World-Wide Web. But most important, the FDL will continue to look at new technologies for uncovering document fraud, new techniques for improving the security of our documents, and new and better ways to help its customers around the world do their jobs better.

And for all Americans, promoting justice through science.

Commissioner Attends Opening of Miami District's First ASC Fingerprinting Site

Commissioner Meissner and Eastern Region Director William Yates joined District Director Robert A. Wallis February 17 for the grand opening of the Miami district's first Application Support Center (ASC). The facility features a new state-of-the-art fingerprinting system that could ultimately replace manual fingerprinting Servicewide.

The Commissioner cut the ribbon officially opening the center, and was first in line to demonstrate the new system by having her fingerprints taken. "This is a meaningful day for citizenship applicants in Miami and throughout Florida because by opening this Application Support Center, we are moving to improve the naturalization process," she said. "This new office will enable the Miami district to offer applicants for naturalization and other benefits the high quality of service that they deserve and [that] INS is committed to delivering."

A "hands-on" demonstration of the new electronic scanners was then provided for immigrant community leaders, as well as for representatives from the offices of Florida's elected officials and the news media.

A Unique Facility. The ASC is one of the first permanent facilities of its kind in the nation. Known as the Biscayne office, it is unique in several ways. The office is equipped with six state-of-the-art fingerprint scanners that are operated by contract fingerprint technicians under INS direction. It will provide fingerprint services to a large number of Miami residents once fully operational.

Situated within Miami American Legion Post #29, the office is also unique because of its location on Biscayne Bay, making it accessible by boat, as well as by car. The post has a close working relationship with the Miami district, and many naturalization ceremonies have been held there in the past.

The first of eight ASCs to be located in the Miami district, the office features evening hours two days a week and is open on Saturdays for the convenience of applicants. In addition to four locations in the Miami area, the district will open other ASCs in Tampa, Orlando, Jacksonville, and West Palm Beach in the near future.

Defendants in Boston District Alien Smuggling Case Sentenced

Three Chinese nationals convicted of alien smuggling in a case involving the vessel *Xing Da* were sentenced to lengthy prison sentences in the end of January.

Arrested as a result of an intensive interagency undercover operation, the defendants, Sang Li, Ben Lin, and Mao Bing Mu, were each sent to prison for between eight and 12 years, according to the principal government personnel involved in the case: United States Attorney Donald K. Stern, INS Boston District Director Steven J. Farquharson, and Rear Admiral Richard M. Larabee, commander of the First Coast Guard District. The three defendants were charged with conspiring to knowingly bring illegal aliens into the United States for private financial gain, as well as con-

spiring and attempting to bring aliens into the country at a place other than a designated port-of-entry.

It took the *Xing Da* 45 days to travel from the Peoples Republic of China to the United States mainland. It was carrying 109 illegal aliens when intercepted by INS and the Coast Guard. Each of the passengers had promised to pay the smugglers approximately \$25,000 for their passage, which they intended to borrow at high-interest rates and pay back over a period of years while working in the United States. The aliens were kept in the hold of the ship throughout the voyage and provided only meager rations of food and water. There was evidence that several had also been severely beaten.

El Paso Border Patrol Finds 124 Aliens

HIDDEN IN 24-FOOT TRUCK

by Doug Mosier, Public Affairs Officer
El Paso, TX, Border Patrol Sector

When the back door of a 24-foot U-Haul rental truck was finally wrestled open on January 31 in the El Paso sector, 124 scared and disoriented people spilled out onto NM Stateline Road and Highway 80, much to the surprise of the Border Patrol agents from Lordsburg, NM, who received them.

The dramatic discovery that revealed clusters of illegal immigrants packed inside the storage area of the rental truck is not an uncommon scenario, but it did reinforce the greed and exploitive nature of human smugglers, or “coyotes.”

It was also the second such encounter in as many weeks by agents working along NM Highway 80, a popular smuggling corridor that connects with Interstate 10 west to Tucson.

The drama of the incident culminated when agents stopped the rental truck after its occupants tried to avoid being seen by a passing Border Patrol unit. The mannerisms of the occupants, and a similar discovery of a rental truck with 55 undocumented immigrants just two weeks before, prompted a vehicle stop. Once in tow, the driver admitted to being illegal, and to having illegal passengers in the back of the truck.

By then, agents already knew something was amiss, having heard screams and pounding from

inside the truck’s storage area. As it turned out, agents had a difficult time getting the back door open because of the crush of more than 100 people pushing to get out. When the door was finally opened, the immigrants tumbled from the truck, some literally sick and fainting. Others had punched holes in the top and sides of the truck to get more air, and it was clear the smuggled passengers were in distress.

Agents soon learned the driver was the same 16-year old used to courier the 55 undocumented persons in another U-Haul in mid-January, in the same area, with the same method of operation.

“It’s a common practice for smuggling organizations to recruit underage drivers and to assume they will be immune from prosecution in the event they are caught,” El Paso Sector Chief William Veal said.

But, that plan may not hold up this time—not if the U.S. Attorney’s Office in Albuquerque has its way. It intends to prosecute the case and charge the driver with smuggling and endangerment under the new law that cracks down on incidents of this magnitude.

“This episode in Lordsburg could have turned tragic,” Chief Veal said after the incident. “It’s the kind of scenario that wakes you up in the middle of the night and makes you shudder to think what might have been.”

“Save-a-Life Disc” Lives Up to Its Name for El Centro BP Agent

Using a device that has certainly lived up to its name, El Centro, CA, Senior Border Patrol Agent George D. Wetjen rescued an undocumented immigrant who was drowning in the region’s All-American Canal, a natural barrier east of Calexico that runs along the U.S./Mexico boundary.

After jumping into the canal on February 12 to avoid being apprehended, the man attempted to swim across the swift-moving waters towards Mexico. He quickly realized the current was too strong, and was pulled under

several times while trying to reach the opposite shore. Fearing for his life, he began to call out for help.

Agent Wetjen’s clear thinking and quick action prompted him to quickly retrieve a ‘Save-a-Life Disc’ out of his vehicle. A new water flotation device, the disc is attached to a tether than can be pulled in after secured by a drowning victim. Once the alien was able to grab onto the disc, Agent Wetjen pulled him to safety, and in doing so became the first Border Patrol agent to use the device to rescue a drowning victim in the field.

Said one sector agent following the incident, “The ‘Save-a-Life Disc’ [has become] a standard-issue device that we purchased with the intent of providing our agents with the necessary equipment to help save lives. We will continue to carry these types of devices in our vehicles so that our agents are always well-prepared. We commend Agent Wetjen on his exemplary professionalism and we hope that all future rescues are this successful.”

Harlingen District Enhances Outreach Through Information Task Force

There are few places where more people are seeking information on immigration-related issues than South Texas. To help meet the demand, the Harlingen district, in coordination with a variety of other Federal and State agencies and local community-based organizations has approached the problem in a unique way. Instead of making people come to INS for the information they need, the Service is bringing it directly to them. And everyone is happy with the results.

Known as the Multi-Agency Service Information Task Force, the program was formed in April 1995 as an integral part of the district's community outreach program, and was designed to provide timely information to the general public on the services, benefits, and requirements of the various programs within all levels of government. The basic foundation was to promote a "one-stop" shopping concept and establish a wide-ranging customer service initiative for all residents of the Rio Grande Valley region. Accordingly, in addition to INS, the Task Force includes representatives from the U.S. Department of Labor, the Social Security Administration, and six State of Texas departments.

According to Harlingen District Director E.M. Trominski, in FY96 alone the Task Force provided information on topics ranging from awareness of the Form I-9 process to naturalization requirements, document fraud consequences, wage and hour issues, and social security benefits. To accomplish this, Task Force members participated in nearly 950 media interviews, 57 radio and television news magazine interviews, developed one newspaper rebuttal, produced seven news releases, developed and aired 17 public service announcements, and coordinated 78 information-driven public speaking engagements. These efforts were more fully expanded in FY97.

In addition, the Task Force—through the district's larger outreach program—conducted 60 information seminars in the local communi-

ty in FY96, with more than 12,000 people attending, and also fielded 200 telephone calls, mailing out nearly 4,000 INS forms and information packages as a result. In doing so, Trominski says, the group worked with many community-based organizations, including the University of Texas at Brownsville, the South Texas Immigration Council, and the Region I Migrant and Special Child Find organization.

A Combined Effort "The Information Task Force has reached literally thousands of people

The basic foundation of the task force is to promote a "one-stop" shopping concept for agency information.

and has been highly praised by the leaders in this region, as well as [by] the recipients of its service," Trominski said in nominating the program for a Department of Justice National Performance Review Hammer Award. "This combined effort reflects the [idea] that the bureaucracy can work effectively. The Task Force has most definitely enhanced the image of all the participating agencies. But above all, it has made several programs more accessible to the general public."

In addition to being nominated for a Hammer Award, the program has received numerous citations, awards, and complimentary letters and was recently cited by INS' Office of Internal Audit as a "Best Practice" in the office's field assessment of the Harlingen district.

After the Cold War:

RUSSIAN-SPEAKING IMMIGRATION AGENTS ENHANCE MIAMI ENFORCEMENT EFFORTS

It is not that unusual that two brothers would both join INS as Immigration Agents and end up working together in Investigations at the Miami district office's Institutional Hearing Program/ACAP Unit. What is unusual, however, is that both of the brothers are not only native Spanish speakers but fluent Russian linguists—a job skill not commonly found in South Florida, much less the rest of the country.

Since joining INS in 1996, David and Wilfredo (Willie) Rivera have assisted the Miami Sanction, Fraud, and OCDETF units with investigations, arrests, sworn statements, and other translation functions involving subjects who speak Russian. Both were also recently involved in an investigation in Key West, FL, that resulted in the arrest of a number of nonstatus Eastern European Immigrants. As the only Russian-speaking members of the arrest teams, the Rivera's assistance in completing the necessary forms and taking sworn statements was essential to the successful completion of the alien processing. And their extraordinary linguistic skills were appreciated by the detainees as well, with one of the aliens who could speak some English expressing his surprise and relief at both the presence of Russian-speaking immigration officers, as well as the high caliber of the brothers' linguistic ability.

A Bilingual Advantage. While they certainly should be credited with the hard work involved in learning Russian, the Rivera brothers do feel that being bilingual (speaking both English and Spanish) was an advantage to them while they learned the third language. They grew up on Fort Buchanan, PR, where their father was the command sergeant major for the U.S. Army District Recruiting Command. After graduating from high school, David and Willie decided to follow in their father's footsteps by enlisting in the Army. They both qualified for positions as Russian linguists, and received a full year of language training at the Defense Language Institute in Monterey, CA. The program included not only classroom instruction but an immersion program in which each student was required to live in a completely Russian environment for a number of months, speaking only Russian.

After completing the training, Willie worked for five years as a military intelligence specialist in Stuttgart, Germany, while David was stationed with the 82nd Airborne Division at Fort Bragg, NC, having previously completed training at the Basic Airborne School at Fort Benning, GA. He also served with the 82nd Airborne Division in Saudi Arabia as a military intelligence liaison during the Gulf War.



Immigration Agents David and Wilfredo (Willie) Rivera

Nigerian Association Recognizes Work of Cincinnati Suboffice

The Service's Cincinnati, OH, suboffice was presented with a special plaque, and several individual staff members received certificates of appreciation recently, following the annual banquet of the Nigerian Association of the Greater Cincinnati Area (NAGCA).

NAGCA is a community-based organization comprising prominent professional Nigerian-American residents of the Cincinnati area, and the awards were

presented in recognition of the suboffice staff's outstanding service to the city's Nigerian community in 1997. As part of the outreach to this community, the suboffice held a day-long workshop for NAGCA members and their guests where they were provided with immigration information and could address specific questions to INS staff members.

Said Patrick A. Elersic of the Cincinnati suboffice after the presentation ceremony,

"This is proof of how government and individuals can work together toward a common goal."

Plans are currently underway, he said, to conduct additional workshops that will likely include representatives of both the U.S. Customs Service and the U.S. Department of Agriculture, in addition to INS.

San Francisco District Employees Recognized as "Heroes of the CFC"

By Sharon Rummery
San Francisco District Public Affairs

Two San Francisco district employees received Bay-Area-wide recognition as this year's Combined Federal Campaign (CFC) officially ended on January 21. As "Heroes of the CFC," Supervisory Detention Enforcement Officer Julie Ramirez and Immigration Information Officer Sirena Bazile were two of just 10 Federal employees chosen for their outstanding volunteer work from among 62,000 Federal employees in the 10 Bay Area and North Bay counties. This is the first year that INS employees have been honored as "Heroes."

Ramirez is typical of volunteers everywhere, in that she enjoys doing her good work at least as much as the people it benefits enjoy the results. As an active member of *Hawgs for Dogs*, a club for Harley Davidson motorcycle owners, she has been a driving force in putting on benefits, spaghetti dinners, and other events that have

helped the club collect nearly \$50,000 in the last four years. The money goes to help train guide dogs for sight-impaired people.

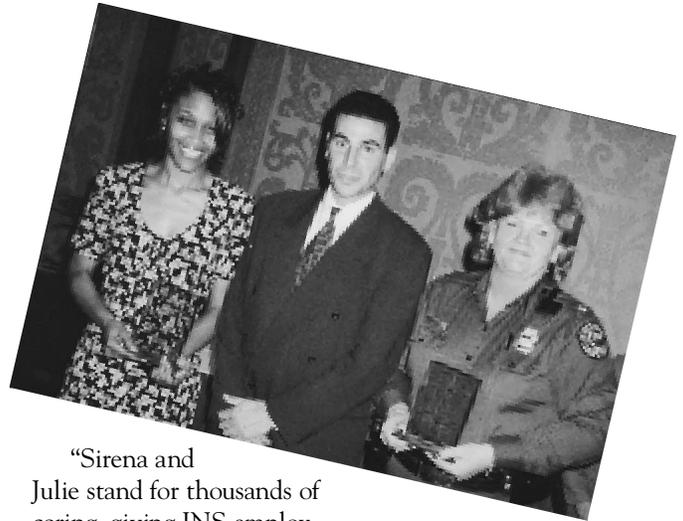
"Helping *Hawgs for Dogs* is a rewarding experience," Ramirez said. "I hope Harley Davidson riders and dog lovers will support this cause."

Girls Against Gangs.

Through *Girls Against Gangs*, a group for teenage and preteen girls, Bazile counsels young women to pursue an education and ignore social pressures that can lead them into trouble. She frequently hosts the group's monthly television show; coordinates evening and weekend meetings where members receive counseling, encouragement, and special programs; and has helped set up a group home where six girls have found refuge from the streets.

"*Girls Against Gangs* is my way of sharing what I have been given and taught, and giving back what God

has blessed me with," said Bazile recently.



"Sirena and Julie stand for thousands of caring, giving INS employees," according to San Francisco District Director Thomas J. Schiltgen. "Like them, many of our employees volunteer their time and talents without the expectation of recognition. I'm thankful that the Bay Area Federal Executive Board and CFC were able to give Sirena and Julie the honors they deserve."

Sirena Bazile, Combined Federal Campaign Director Paul Kalomeris, and Julie Ramirez stand together at the San Francisco district's CFC awards ceremony.

Members of the city's Nigerian community stand with INS Cincinnati suboffice employees during the public service recognition ceremony.

Pictured (from l. to r.) are: William J. Ring, officer-in-charge, Cincinnati suboffice, and his wife Wilma; Evans Nwankwu, president, Megen Construction Company, and his wife Kathy; Julius Emetu, staff attorney, National Labor Relations Board and president of the NAGCA, and his wife Grace; Patrick A. Elersic, assistant officer-in-charge, Cincinnati suboffice; Abraham Osinbowale, MD, CEO, Primary Care of Cincinnati Inc., and his wife Elizabeth; and Ben Owukwe, Ph.D, professor, University of Cincinnati.



1998 African American History Month

CELEBRATED AT HEADQUARTERS

With the theme of "African Americans in Business: The Path Towards Empowerment," African American (Black) History Month 1998 was commemorated in a special ceremony held at INS Headquarters on February 25.

"This is a time to celebrate the rich heritage and culture of African Americans and the important contributions they have made to this society and to INS," said Chief of Staff Peter M. (Mike) Becraft in opening the program.

Through the end of FY97, Becraft said, 11 percent of INS' total workforce was comprised of African Americans, with African Americans receiving nine percent of all promotions to senior-level positions (at the GS-13 level or above) and representing nine percent of all new hires. In addition, the group received 12 percent of the Service's Special Act Awards, nine percent of the total number of promotions, and made up six percent of all "Outstanding

Scholar" hires—one of two programs (along with the Executive Resources Board) designed to ensure that excellent candidates are brought into the Service and promoted, regardless of their race or ethnicity. In addition, he noted, FY97 saw the promotion of the first African American, Director of HQ Security Winona Varnon, to the Senior Executive Service, as well as the presentation of Employee of the Year and Quality and Productivity Improvement awards to African American employees.

"As the Service grows, we are growing more diverse in our workforce," Becraft said. "There are more African Americans in senior positions and more in the pipeline for senior positions than ever before. That is good."

Following an introduction by Alan Shelton, assistant commissioner for Systems Integration, the program's keynote speaker, Kathryn C. Turner, CEO of

Standard Technology Inc. addressed the celebration's theme of African American empowerment in the business community.

"I have been blessed by opportunities, and I do understand the tremendous responsibility of being a yardstick by which others have been measured," she began. "Being five feet tall, I work hard to make sure that none of you [will] come up short."

As one of the first students to integrate the public schools in her hometown of Alexandria, VA, Turner said that she has, throughout her life, learned that the path to empowerment comes from what is on the inside—and not the outside—of each individual. "I believe that we as human beings and Americans are in this together," she said. "And in this global economy, American needs to utilize every asset it has, no matter what it looks like on the outside."

An Angel Among Us: Adjudications Officer Collects Toiletries for the Homeless

by Lisa Brown Ross

The dictionary defines an angel as a guardian spirit or guiding influence; a kind of lovable person; one who manifests goodness, purity, and unselfishness.

In the hectic pace of daily living, making deadlines, writing regulations, and numerous 'to-do' lists, one may wonder at times where are these celestial beings that bring goodness. In the Office of Adjudications an Earth angel does indeed exist. Lovelene Looper, an administrative assistant, is one of those providential protectors who brings love and comfort to everyday life and meets the hardness of life's realities with tenderness.

For more than two years she has collected sample-size toiletries from Adjudications officers who have traveled throughout the United States, making them into little "angel packages." The packages are distributed to the homeless at the Shepards Cove for

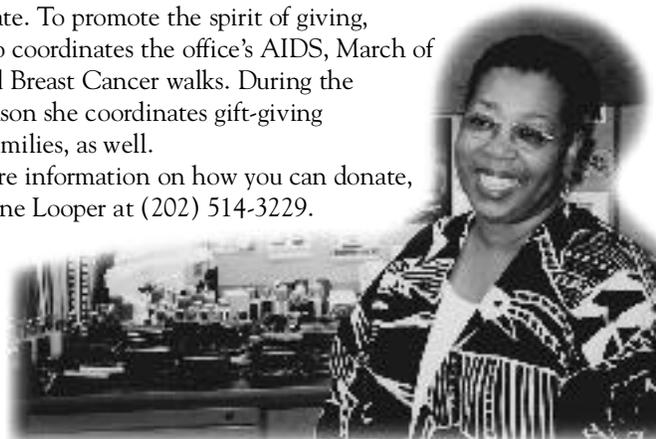
Women and The Mission for Men—two Washington, DC, area shelters.

"It gives me pride to see that the officers respond to the needs of people less fortunate. The bundles consist of sample-size tubes of toothpaste, soap, toothbrushes, perfumes, combs, small packages of tissues, and lotions," she said recently. "If I were homeless and I had something that smells good it would make me feel better. It's a form of aromatherapy."

Under Looper's leadership the Office of Adjudications has actively given to those who are less fortunate. To promote the spirit of giving, Looper also coordinates the office's AIDS, March of Dimes, and Breast Cancer walks. During the holiday season she coordinates gift-giving to needy families, as well.

For more information on how you can donate, call Lovelene Looper at (202) 514-3229.

Lovelene Looper sits with some of the cosmetic supplies she has collected for distribution to the homeless.



Service Wins Four of Six 1997 Department JustWorks Awards

In a special ceremony held at the Department of Justice on February 4, INS was presented with four of a total of six DOJ 1997 JustWorks awards.

The four INS programs recognized for demonstrating the “best practices” of the Department included: 1) the Small Ports Inspection Program; 2) the INS Passenger Accelerated Service System (INSPASS); 3) the Freedom of Information Act/Privacy Act (FOIA/PA) Processing System (FIPS); and 4) the Mexican Interior Repatriation Program. The awards were grouped into the categories: “Customer Service Improvements,” “Law Enforcement Partnerships and Strategies,” and “Information Technology Solutions,” each of which has been a key Service focus over the past year.

Developed in cooperation with the Department of Transportation, the Customs Service, and the Government of Canada, the **Small Ports Inspections Program** uses remote visual inspection systems and smart-card verification technology to monitor small, remote ports-of-entry on the United States’ northern border, including times after normal business hours. The first port in the program, located in Scobey, MT, has been well-accepted by local residents.

INSPASS which has won a variety of other Department and external organization awards, employs the use of a kiosk system to help alleviate Inspectors’ workloads and shorten the inspection process for selected prescreened passengers. The automated system is currently in place at the Toronto, Newark, and John F. Kennedy international airports, and performs the entire inspections process, including updating a person’s travel history in seconds.

The development of **FIPS** represents the results of the Attorney General’s and Commissioner’s commitment to reducing the Service’s FOIA and PA request backlog. The computer-based information management system eliminates the need for paper processing, freeing employees to focus on processing information instead of copying and moving documents. Further, employees are empowered to make decisions regarding processing requests, and the system interactively responds to the decisions the employees make. All documents are also stored electronically for easy access and retrieval in the future.

The Mexican Interior Repatriation Program, coordinated by the San Diego sector of the U.S. Border Patrol, involves the use of a series of automated, interrelated databases that manage information about the daily housing, monitoring, and transporting of apprehended illegal aliens. In a typical year, information on between 300,000 and 500,000 illegal aliens apprehended within the sector is contained in the database.

“It is the innovation and the dedication of our employees, as demonstrated by the JustWorks Program and other departmental efforts,” Deputy Attorney General Eric H. Holder Jr. wrote of the awards, “that will give the American public the best possible service as we face the challenges and opportunities of the new century.”

Established in 1995, the program, which fosters the principles of the Vice President’s National Performance Review (NPR), identifies and rewards employee teams whose innovative approaches and problem-solving demonstrate “a commitment to build a better Department of Justice.”



JustWorks Awards recipients for the Small Ports Inspection Program, including team leader Ron Hays, stand with Department of Justice Assistant Attorney General for Management Steven Colgate, Deputy Attorney General Eric Holder Jr., Acting U.S. Customs Service Director Samuel H. Banks, INS Associate Commissioner for Inspections Michael Cronin, and INS Chief of Staff Peter (Mike) Becraft. (photo courtesy of DOJ)



Mexican Interior Repatriation Program JustWorks Awards recipients BPA Mike Flemmi, BPA Tim Heck, and Border Patrol Chief Tom Walters stand with Department of Justice Assistant Attorney General for Management Steven Colgate, Deputy Attorney General Eric Holder Jr., and INS Chief of Staff Peter (Mike) Becraft. (photo courtesy of DOJ)



INS Passenger Accelerated Service System (INSPASS) JustWorks Awards recipients Thomas Andreotta, Terry Johnston, team leader Stacey Day, Sandra Nicholl, and Paul Rosenberg, stand with Office of Information Resources Management Director Ron Collison, Department of Justice Assistant Attorney General for Management Steven Colgate, Deputy Attorney General Eric Holder Jr., INS Chief of Staff Peter (Mike) Becraft, and Robert Diegelman, director of the Justice Performance Review. (photo courtesy of DOJ)



Freedom of Information Act/Privacy Act (FOIA/PA) Processing System (FIPS) JustWorks Awards recipients Lauren Peterson Moore, Neal Crowley, and Magda Ortiz stand with Department of Justice Assistant Attorney General for Management Steven Colgate, Deputy Attorney General Eric Holder Jr., and INS Chief of Staff Peter (Mike) Becraft. (photo courtesy of DOJ)

P e o p l e o n t h e M o v e

At Headquarters:

Paul Virtue, most recently the executive associate commissioner for the Office of Programs since January 1997, has been selected by the Commissioner as the Service's new general counsel effective March 1. Prior to assuming the responsibilities of EAC for Programs, Virtue was acting EAC for Programs and had also been INS' principal deputy general counsel for more than eight years.

Virtue played a pivotal role in helping the Service develop and implement the Illegal Immigration Reform and Immigrant Responsibility Act of 1996 (IIRIRA), "making him uniquely qualified to lead the Office of General Counsel during these demanding times," the Commissioner said in making the announcement.

Jacqueline A. Bednarz, has been designated by Commissioner Meissner as the acting assistant commissioner for Adjudications. Bednarz was previously a special assistant to the associate commissioner for Examinations, and most recently was detailed to the Service's Illegal Immigration Reform and Immigrant Responsibility (IIRIRA) Team. She takes the place of Deputy Assistant Commissioner for Adjudications

Kathy A. Redman, who served as acting assistant commissioner for four months.

J. Michael Sheehan has been designated by EAC for Management George H. Bohlinger III as the acting associate commissioner overseeing the Service's Administrative Centers. Sheehan replaces John R. Schroeder, who retired in March after 35 years of Federal service.

In the Field:

Manny N. Garcia, has been selected as the supervisory Immigration Inspector/port director in Aruba. Entering on duty with the Service in 1991 as an Inspector in Orlando, FL, Garcia later moved to El Paso, TX, where he participated in a variety of details, including duty at Guantanamo, Cuba, to address Haitian migration issues. He became a Special Operations Inspector in 1995, and was promoted to supervisory Immigration Inspector in 1996, when he was also selected by the district director to oversee the construction and implementation of the Dedicated Commuter Lane (DCL) in El Paso.

In Memoriam: INS Special Agent Juan (John) G. Reyes Orellana

The Service suffered a terrible loss on January 29, when Special Agent Juan (John) G. Reyes Orellana was killed in a traffic accident while in pursuit of a truck carrying suspected illegal aliens while on duty in El Centro, CA.

A 23-year INS veteran, Orellana began his career as a Border Patrol agent in San Diego in 1975. Completing a variety of training courses and exhibiting exemplary professionalism, he moved up quickly within the organization, and was promoted to the position of supervisory Border Patrol Agent in 1982.

Taking a position as an Immigration Inspector, he transferred to San Ysidro, CA, in 1983, working at the United States' busiest port of entry for just over a year. He then moved to San Francisco, was promoted to the position of Immigration Examiner, and became a Criminal Investigator in the Los Angeles district in 1992. He was most recently assigned to the district's

Santa Ana anti-smuggling unit, and had been on detail since January in El Centro as part of a Service initiative to control the increasing incidence of alien smuggling in that area of the state.

Remembered by former supervisor Chuck DeMore as someone "with a great sense of humor and a bellowing laugh," Orellana was also a very good listener who was always willing to lend an ear to the concerns of other agents. "John became part of our family," DeMore said. "He left a lot of people who really loved him."

Both Commissioner Meissner and Attorney General Janet Reno attended Special Agent Orellana's funeral in Los Angeles in mid-January, with District Director Richard Rogers remembering him as "a highly professional, dedicated officer who spent his entire life serving his country."

Orellana is survived by his wife and three children.



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Doris Meissner
Commissioner

Eric Andrus
Director of Communications

Mitch Katz
Editor

Cover: Some of the thousands of documents examined by INS' Forensic Document Laboratory (FDL) each year are combined into a photo-collage. For more information on the work of the FDL, see the special insert beginning on page 13. (Photo courtesy INS FDL)