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HEADQUARTERS News

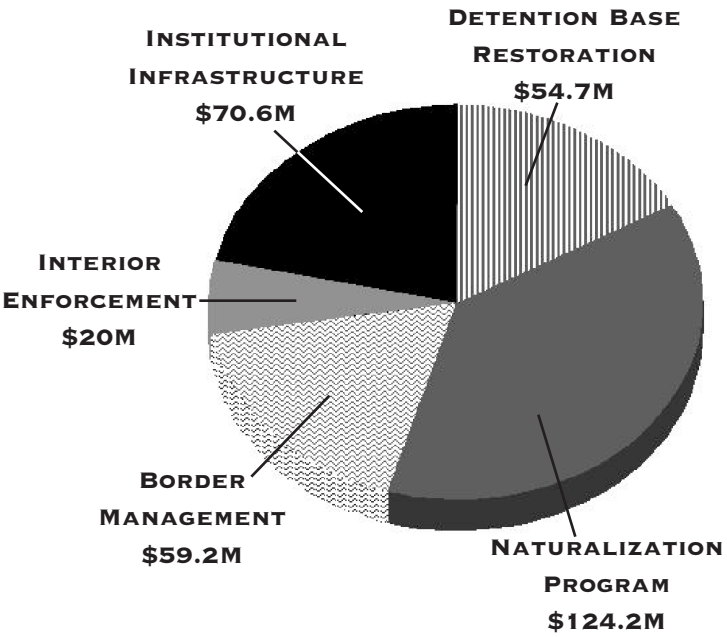
Service Announces Levels for FY2000 Budget Request

$4.27 BILLION TOTAL REPRESENTS EIGHT PERCENT INCREASE OVER FY99 FUNDING

Reflecting Commissioner Meissner's remarks at the 1998 Commissioner's Conference that INS continues on "a trajectory of growth," the Service released its FY2000 budget request on February 1, with a total funding level of $4.27 billion sought to support the immigration goals of the Administration. The request represents an eight percent increase over the Service's FY99 funding level of $3.97 billion, and would allow INS to add 306 new staff positions, increasing the number of employees to 31,200.

According to information released at Headquarters, the FY2000 request represents "a year of consolidation, as INS focuses on managing the resources gained during a period of unprecedented growth for the agency...The thrust of the budget is to extend ongoing initiatives while maximizing the efficiency of [the Service's] current resources." It is expected that this will be accomplished through a continued focus on Service priorities including improving customer service, strengthening existing border management initiatives, deterring illegal immigration, combating alien smuggling, and removing criminal and other illegal aliens from the United States.

INS FY2000 Budget Request: Funding Increases



Specifically, the budget proposal includes a request for an additional $59.2 million and 121 new positions to support INS' border management strategy, $20 million and 185 positions to address the "presence and consequences of illegal migration in the United States" (i.e., interior enforcement); and $70.6 million to provide the necessary infrastructure improvements required to continue adequate personnel and enforcement staffing growth management, including Border Patrol and detention construction projects.

The Service, did not, however, request new funding to hire additional Border Patrol agents, saying that "INS has met and exceeded—two years early—President Clinton's commitment to increase the number of Border Patrol agents to 7,000 by the year 2000." According to the information released, "the high proportion of new agents makes a year of consolidation necessary to safeguard the highest standards of law enforcement professionalism for this new workforce."

Citing a study showing that nearly 40 percent of all Border Patrol agents (as of July 1998) had two years or less on-duty experience (compared to 15 percent in October 1993), the Service believes "it is essential that the Border Patrol be given time to develop experienced agents."

Funding related to other major Service programs includes a continuation of naturalization support at FY99 levels ($124 million). More than $1 million was also requested for criminal alien tracking, $16.8 million for a national transportation system to support the interior enforcement strategy, and $1.9 million for juvenile detention bed space. Finally, $9.2 million was requested for border facilitation, and $50 million to improve technology along the border, including the deployment of 176 remote video surveillance systems.

Of the more than 300 new positions requested, 107 would be Detention Enforcement Officers, 99 Immigration Inspectors, 25 Detention/Deportation Officers, and 75 other staffing categories.

Overall, from FY93 to FY2000 (requested), INS' budget has increased by 184 percent, from $1.50 billion in FY93 to the $4.27 level announced in February. Over the same period, the Service anticipates to see an 82 percent increase in the total staffing level, with an onboard personnel increase from 17,163 employees in FY93 to 31,241 by the end of the next fiscal year.

Communiqué

Commissioner Attends Regional Migration Meetings in El Salvador

As part of a U.S. contingent that also included Assistant Secretary of State for Population, Refugees, and Migration Julia Taft, Commissioner Meissner met with high-level Mexican and Central American officials in late January at the Fourth Regional Conference on Migration in San Salvador, El Salvador.

The first of the regional meetings, which concern ongoing migration issues in the Americas, was held in Puebla, Mexico, in 1996. Their overall goal is the development of "long-term approaches to multilateral cooperation in migration management, encompassing both an analysis of [the] root causes of migration and activities to channel migration in safe, orderly, and authorized channels," according to the United States Information Agency (USIA) which reported on the meeting.

February's conference was primarily concerned with addressing issues including: protecting the human rights of migrants, the link between migration and development, and efforts to combat trafficking in illegal aliens. Held shortly after Hurricane Mitch devastated much of Central America, other issues discussed at the conference included how reconstruction efforts can be targeted to generate jobs and help dissuade those affected from fleeing their homelands.

In addition, recent administrative measures to provide relief in the wake of Hurricane Mitch were detailed, including the granting of Temporary Protected Status (TPS) to nearly 150,000 Hondurans and Nicaraguans already living in the United States as of December 30, 1998; the extension of a stay of removal for most noncriminal Salvadorans and Guatemalans living in the United States who are currently facing deportation; reaffirming the U.S. government to "seek to overcome disparities in the treatment of Central American immigrants" that may occur as a result of 1997's Nicaraguan Adjustment and Central American Relief Act (NACARA); and the continuation of U.S. efforts to provide assistance in rebuilding the damage within the region.

The INS *Communiqué* is published by the Headquarters Office of Public Affairs to inform employees of the Immigration and Naturalization Service about official and unofficial activities. Readers are invited to submit articles, photographs, and letters to the editor. Write to INS Public Affairs, Washington, DC 20536; or phone (202) 514-2648. This newsletter and other useful information also are available on the Internet through the INS web site at http://www.ins.usdoj.gov.

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Cover: Maria Elena Garcia-Upson, public information officer with INS' Florida district, stands with her husband Jim and her recently adopted daughter Alexa. To read about their personal foreign-born adoption story, see page 11. (photo courtesy INS Florida district)

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What's That Number?

In the February issue of the *INS Communiqué*, the number for the Service's forms request line was incorrect. The correct number is: 1-800-870-3676.

RESTRUCTURING Update

Progress Continues Regarding INS Restructuring Proposal

Both Field and Headquarters managers reviewed the decision criteria and the design concepts during a two-day restructuring meeting held in late February.

By Andrea Pierce,
INS HQ Office of Restructuring

In March of last year the Administration proposed a restructuring plan for INS that would split the Service into two separate chains-of-command—enforcement and immigration services—both supported by a shared support branch, with all three branches under the INS umbrella. The Restructuring Office, which is located within the Office of the Commissioner and headed by Robert Gardner, was formed in October. It consists of both INS and PricewaterhouseCoopers (PwC) staff, and is leading and managing the next phase of the planning process to elaborate on the proposal to fundamentally restructure the agency.

Why Now? We have experienced tremendous workload increases, new legislative mandates that have increased our responsibilities, and extraordinary growth in terms of budget and personnel. These changes demand a new structure that will enable us to deliver improved service, enhance our enforcement effectiveness, and further strengthen performance and accountability.

Additionally, legislation was introduced in Congress last session to restructure INS, and we expect similar legislation to be introduced in this session. We are taking this opportunity to design an INS organization that we believe will perform better and can be considered along with other proposals.

Progress to Date. Up to now, the Restructuring Office team members have invested most of their efforts in gathering information and improvement ideas from the Field and Headquarters, benchmarking INS against other Federal and private organizations, conferring with external stakeholders, and analyzing the results. From this research, the office has distilled decision criteria for making choices for a restructured organization, and developed actual restructuring design concepts.

Both Field and Headquarters managers reviewed the decision criteria and the design concepts during a two-day restructuring meeting held in late February. Their comments were then used by the Restructuring Senior Policy Board to create an INS restructuring design model, which is now being developed into a detailed restructuring proposal. This final proposal will be available in April for submission to Congress.

What's Next? After the restructuring proposal is submitted to Congress, there will be an interval of some months while Congress reviews it and enacts the necessary legislation, followed by more detailed planning and pilot testing. It is likely that actual organizational changes would not begin until after October 1999, and that implementation would take several years.

"What about me?" you may be asking yourself. While we wish we could give you details about what individual jobs will look like in the future and what will happen to specific offices, we won't have that information until the detailed proposal is developed and congressional action is complete.

Our goal is to accommodate employees who may be affected by restructuring through all available means. We will take all possible steps to ensure the employment security of INS employees whose jobs may be affected by the restructuring. In addition, in implementing approved restructuring plans, we will use maximum flexibility in current Federal human resources laws, regulations, and procedures to minimize any adverse impact on employees. And we will work with employees regarding individual situations and circumstances, to the extent that they are not beyond the agency's control.

How to Contact Us. If you have questions or comments about the proposed INS restructuring plan, please write to: INS Office of the Commissioner, Restructuring Office, 425 I Street, NW, Room 4224, Washington, DC 20536. Or call: (202) 353-9234. The e-mail address is pwc.restructuring@usdoj.gov, and our Internet address is http://www.ins.usdoj.gov/internetrestructuring/index.htm.

OFFICE Spotlight

The Baltimore, MD, Application Support Center

The office spotlight that follows was provided by Conrad Zaragosa, manager of INS' Application Support Center in Baltimore, MD. If you would like to provide a similar summary of the operations of your office, please send it to the Communiqué at the address on page 3 of this newsletter.

The mission of the Baltimore district office's Application Support Center (ASC) is to facilitate all applicant/petitioner requests with professionalism, courtesy, and expeditious service. Accordingly, each member of the ASC fingerprint team accepts individual responsibility for eliminating any errors that may cause the FD-258 [fingerprint form] to be rejected.

Every member of the team accepts the challenge of this mission with enthusiasm, evidenced by the constant flow of positive comments that has been received from applicants and petitioners [in the time the office has been open]. Comments such as "great staff" and "excellent service" are common. However, fingerprinting is only half of the job in which the staff members at the ASC are involved.

The Baltimore district is also currently pre-testing each naturalization applicant on all educational requirements for citizenship. For example, their English literacy and knowledge of U.S. history and government is demonstrated during their first visit to the ASC. After the test results have been calculated, each applicant is given a "Certificate of Citizenship Testing Results" that indicates either that they have passed the literacy requirement or that they will be granted a second opportunity to demonstrate their ability to read, write, and understand English.

Following the test of their knowledge of history and government, the applicant's score is also recorded on the "Certificate of Citizenship Testing Results." If he or she does not achieve a passing score, they will also be afforded a second opportunity to demonstrate their knowledge in these subject areas.

What do the two services—fingerprinting and pre-testing—of the ASC team accomplish? By embracing the mission statement that has been established, the team is able to nearly eliminate backlogs caused either by poor quality prints or masthead errors. Applicants are therefore scheduled more quickly for naturalization examinations. Second, by providing a complete educational test to the applicant, officers can concentrate more fully on the actual naturalization examination, and not on the testing process.

Impressive Results. The results to date have been impressive, with the message communicated by many of the ASC's applicants ranging from "keep up the good work" to "very organized office." Perhaps one recent applicant said it best, however, when she stated: "The comfortable and relaxing atmosphere helped to lower the fear always in mind when visiting INS."

Quality Assurance Analyst Lisa Flynn (left) reviews fingerprint cards for any problems that could delay an applicant's progress toward citizenship. (photo courtesy INS Baltimore, MD, district)

To me, that illustrates that the Baltimore ASC is another example of how INS is meeting today's [customer service] challenges.

INS News of Note

The major categories of legal immigrant arrivals for FY97 involved family preferences (213,331), employment preferences (90,607), immediate relatives of U.S. citizens (322,440), and refugees/asylees (112,158).

Updated Legal Immigration Numbers Released at Headquarters

According to INS figures released in late January, 798,378 people legally immigrated to the United States in FY97 (the most recent year for which such information is available), representing a 13 percent decrease from the number arriving in this country the year before.

However, according to the Office of Policy and Planning report from which the numbers were taken, the decrease was due to a variety of factors—not simply just to fewer arrivals in this country. For example, a primary reason for the drop is that the number of adjustment of status cases pending before the Service increased between FY96 and FY97, while the demand to immigrate did not decline. In addition, the number of family preference slots available was reduced from 311,819 to 226,000. The FY96 figures in this category were unusually high due to increases in adjustment of status applications pending a decision in FY95 and the "operation of the carryover provisions of immigration law."

The major categories of legal immigrant arrivals for FY97 involved family preferences (213,331), employment preferences (90,607), immediate relatives of U.S. citizens (322,440), and refugees/asylees (112,158). While the number of immediate relatives of U.S. citizens immigrating increased from 33.0 to 40.4 percent of the total, most other demographic breakouts remained largely unchanged from FY96 to FY97.

The largest single source country for legal immigrants in FY97 was Mexico, which accounted for 18 percent of the annual total. The top states of intended residence were California, New York, Florida, Texas, New Jersey, and Illinois.

Natz. Update: Enhancements to Aid in Backlog Reduction Effort

As detailed in a naturalization update produced at Headquarters for the first quarter of FY99, INS is making continued progress in improving the citizenship process, and is implementing financial and personnel enhancements to ensure that these improvements continue in the future.

In addition to the $171 million that already has been approved by Congress to facilitate the reprogramming efforts, another $5 million has been approved for records initiatives. The funding includes existing INS and Department of Justice funds and, for the first time, $60 million in appropriated resources, according to the update.

The new funding will allow INS to hire 200 additional adjudicators—including 56 in Los Angeles, 40 in New York City, and 11 in Boston—and 100 Immigration Information Officers who will be deployed at Service Centers nationwide to help expedite application processing. It will also enable INS to establish a national telephone customer service center to answer a wide range of citizenship-related questions quickly and efficiently.

According to the update, preliminary data shows that during the first quarter of FY99, INS completed the processing of 238,067 naturalization applications, nearly double the number completed during the first quarter of FY98, and a 16 percent increase over the fourth quarter results for that year. Also based on first-quarter data, the number of applicants fingerprinted by the Service increased 62 percent, from 97,000 in August 1998 to 157,000 in November 1998, and the fingerprint rejection rate fell from 14.3 percent in FY98 to 6.7 percent in the first quarter of this fiscal year. Finally, there was a 32 percent increase in the number of naturalization interviews conducted in the five largest offices nationwide, from 41,343 in August 1998 to 54,448 in December.

U.S./Mexico Meetings Result in Communiqué on Human Rights

A high-level meeting held in San Diego, CA, on January 15 by U.S. and Mexican officials has resulted in a binational 'Communiqué' expressing both nation's commitment to

ensuring the rights of those attempting to cross the border, and stressing the need to increase the level of public safety in this area.

As outlined in the Communiqué released after the meeting:

- The U.S. and Mexico "agreed that violence and public safety at the border continue to be a problem, as evidenced by the deaths of migrants [in the past year]...and attacks against Border Patrol officers. In this context, the Mexican delegation underlined the perception, prevalent in Mexico, of generalized impunity, and emphasized the need to provide more attention to these matters.";
- Both delegations "agreed to strengthen preventative measures as well as cooperation and exchange of information," with the government of Mexico agreeing to "strengthen law enforcement at the border...";
- The United States "will enhance its activities within the Border Safety Initiative," aimed at preventing migrants from exposures to danger and rescuing them when such exposure takes place";
- The delegations "began to address a new Memorandum of Understanding (MOU) regarding law enforcement procedures along the border to ensure better protection of human rights."; and
- The delegations "strongly agreed that the best efforts to reduce violence at the border result from dialogue and bilateral cooperation. They revisited their commitment to work toward full implementation of the New Border Vision set forth by the presidents of [both] the United States and Mexico."

The meetings were attended by U.S. Deputy Attorney General Eric Holder, Commissioner Meissner, Deputy Assistant Secretary for the Bureau of Western Hemisphere Affairs Jack Leonard, Mexico's Undersecretary of Foreign Affairs for North America and Europe Juan Rebolledo Gout, Mexico's Undersecretary of the Interior for Population and Migratory Affairs Fernando Solis Camara, Mexico's Deputy Attorney General Eduardo Ibarrola Nicolin, and Mexico's Ambassador to the United States Jesus Reyes-Heroles.

Said Commissioner Meissner of the international cooperation displayed, "Our two governments have made enormous progress in the last five or six years to forge a healthy, open, and cooperative relationship characterized by constructive dialogue and a willingness to tackle challenging issues. Our discussion here today continued in that vein, reinforcing the sense of a common purpose—making the communities on both sides of the border a better place to live."

International JPATS Flight Returns Criminals to Nigeria

The United States, working jointly with the government of Canada, organized a Justice Prisoner and Alien Transport System (JPATS) flight to Nigeria in late January, returning 60 criminal aliens apprehended in the U.S. and Canada back to their home country. The flight, which originated in Toronto and landed in Lagos 24 hours later, made refueling stops at military bases in both Iceland and Spain prior to reaching its destination.

According to a Canadian immigration spokeswoman, the country's commercial airlines had refused to fly five of the criminals back to Nigeria due to security concerns. They had each been convicted of crimes ranging from robbery to theft and drug-related expenses. She called the JPATS flight "a cost-effective way of [removing criminal aliens] from the country."

Did You Know?

According to information prepared recently for submission to the Attorney General, INS investigative efforts in FY98 led to the presentation of 325 immigration-related fraud cases and 1,554 smuggling principals for prosecution, along with the accomplishment of 3,213 task force-related apprehensions nationwide.

INS NEWS FROM the Field

Alert Inspector Finds Kidnapped Woman

HIDDEN IN TRUNK OF CAR

By Callie A. Gagnon,
Public Affairs Specialist
INS Eastern Regional Office

It was a cold New Year's Day, and Immigration Inspector Richard Bukaty was on the vehicle primary inspection line at the Rainbow Bridge in Niagara Falls, NY. It was about 1 o'clock in the afternoon, and

Immigration Inspector Richard Bukaty
(photo by Jeff Belling, INS Buffalo, NY, district office)

Inspector Bukaty's shift had begun at 10 o'clock that morning. The traffic passing through his booth that day was mostly families going back and forth, visiting friends and relatives across the border. Inspector Bukaty had seen many of their faces before.

A lone driver in a car bearing Ontario license plates approached the booth. Something in the driver's demeanor alerted Inspector Bukaty that this was not a routine border crossing. The man claimed to be a Canadian citizen, though he was clearly not a native Canadian. His license indicated that he was not from the area. When questioned about his purpose for visiting the United States, the driver said that he just wanted to "look around." Inspector Bukaty was less than convinced that the driver was coming to the U.S. alone on New Year's Day to "look around." He asked the driver to open the trunk of the car.

The driver's hands shook visibly as he reached to open the trunk. A white blanket covered the interior of the trunk. When the blanket suddenly began moving Inspector Bukaty pulled it aside to reveal a man curled up in a fetal position. Bukaty was stunned by what he saw next. Lying beneath the man, obscured at first by his body, was a woman. Her feet were bound, and she was gagged and handcuffed. The woman was later identified as Mine Betoor, a native of Afghanistan who had lived in Canada since 1995.

The Saga Unfolds. The saga continued to unfold when the car's driver identified himself as Betoor's uncle, and the man in the trunk claimed to be her husband. The two men, also native Afghanis, had apparently devised a scheme to force Betoor to honor a marriage that her family had arranged. Betoor's uncle, Jamal Aziz, had first traveled to her home in Canada to persuade her to travel to the United States and marry Muhammad Nader, a naturalized U.S. citizen living in San Francisco. When she refused they forcibly abducted her.

Betoor was knocked unconscious, bound, and kept in a basement for two days. During that time she was given only a glass of juice. On the morning of January 1, 1999 she was put into the trunk of the car and told that if she made any noise, or attempted to escape, she would be killed. The car drove for two hours before reaching Inspector Bukaty's booth at Rainbow Bridge.

When asked his thoughts on the entire incident, Bukaty later said, "At first I felt angry seeing her tied up like that. Now it feels good to have saved the woman's life, or to at least have saved her from a life of servitude. That was the best part."

Buffalo Deputy District Director, Winston Barrus said of Inspector Bukaty: "He's a relatively new Inspector...He trusted his instincts on this one, [and] he did a good job."

Bukaty has been an Immigration Inspector for two years, working in Calexico, CA, for one year before coming to Buffalo.

Florida District Operations Result in 101 Alien Removals

In the 12 months ending last October 2, INS' Florida district—based in Miami—removed more than 100 illegal foreign nationals from the United States through the concentrated efforts of its investigators, special agents, and deportation officers.

As a result of seven highly successful operations, the district apprehended the aliens in locations ranging from Key West to Fort Pierce, FL. The majority of the 101 illegal immigrants arrested were drug traffickers, according to a district spokeswoman, and 87 had criminal records including weapons and burglary offenses. In addition, four of the aliens removed from the United States had been convicted in cases of sexual abuse of a minor.

Overall, the district issued more than 3,800 final notices of deportation in FY98. While such letters alert the recipient that they are required to prepare to leave the country, fewer than two percent of all aliens sent final notices last year in Florida responded. However, 60 aliens receiving the letter did voluntarily turn themselves in to the district for removal.

Automated Port-of-Entry Opens in Pittsburgh, New Hampshire

In the more than three decades since the Pittsburgh port-of-entry (POE) opened at the northern point of New Hampshire, it has never been staffed 24-hours-a-day. But on January 4, New Hampshire's only POE opened for business full-time.

Through the installation of the Remote Video Inspection System (RVIS), in the first two weeks alone, over 125 vehicles were processed at times when Pittsburgh would normally have been closed. The installation occurred just in time for the state's northernmost community's snowmobile season.

INS, through the Office of Inspections, and in partnership with the U.S. Customs Service (USCS) developed the RVIS to strengthen border security by adding a 24-hour law enforcement presence and to enhance service to the community by expanding hours of operation.

The RVIS allows INS and Customs inspectors from larger 24-hour POEs to remotely inspect travelers using audio and video control technology. It also lets travelers cross the border at any time, day or night. Accordingly, communities along the northern border now no longer have to worry about crossing before the POE closes.

The RVIS System. The RVIS incorporates pan/tilt/zoom video cameras, card readers, sensors, two-way communications equipment and a Telecommunications Device for the Deaf (TDD) to transmit images of the driver, his or her vehicle, relevant documents, and information on other passengers to the inspector who is physically located miles away at the main monitoring 24-hour POE. Inspectors trained in RVIS operation can examine all vehicle compartments (trunk, hood, and backseat) and record license plate information. Inspectors question travelers through a two-way speaker telephone.

In addition, the system allows inspectors to view the area physically surrounding the POE. A vehicle driving over a strategically placed sensor on the approach road activates RVIS and notifies the monitoring POE that a traveler has arrived.

The RVIS can also record the entire inspection process on an audio/video tape recorder. This capability is especially beneficial in situations where travelers attempt to illegally enter the United States at RVIS sites, as they can be easily identified.

DC District 'Knocks Out' Domestic Violence Offenders

INS' Washington, DC, district, which also covers areas of Virginia, announced the successful conclusion of a significant criminal alien investigation on January 13. Termed Operation 'Knock Out,' it led to the execution of several administrative arrest warrants in Northern Virginia, specifically targeting aliens with outstanding domestic violence convictions. Other criminal aliens apprehended through the operation were sought in connection with drug, weapons, theft, and fraud charges.

According to district spokeswoman Ernestine Fobbs, the operation resulted in the arrest of 10 criminal aliens from El Salvador, Peru, Mexico, Ghana, Thailand, Guatemala, Brazil, the Dominican Republic, Sierra Leone, Korea, and Afghanistan. All those taken into custody have been placed into removal proceedings, she said.

"This case was initiated due to the increasing public awareness with domestic violence and the problems associated with it," DC District Director Warren A. Lewis said after the arrests were made. "This [operation] reflects the Washington district's commitment to better serve and address the concerns of the [local] community."

INS NEWS FROM the Field

Philippines Detail Offers Asylum Officer

NEW AND VARIED EXPERIENCES

CHODAKIEWICZ SAYS, LIKE GENERAL MCARTHUR BEFORE HIM, THAT HE "SHALL RETURN" TO THIS BEAUTIFUL ISLAND NATION IN THE FUTURE.

"I felt like I was a part of our history," Asylum Officer Tom Chodakiewicz said upon his recent return to the United States from the Philippines.

Chodakiewicz was part of one of the groups of INS officers that have worked with the Philippine World War II Veterans Naturalization Program in Manila. Like many others who have been to the Philippines and have fallen in love with the country, he proudly proclaims that he wants to continue volunteering for the Manila detail.

Around 1990 INS officers started participating in the ongoing and long-awaited naturalization of Philippine nationals who served with the American forces during World War II. Philippine men and women who worked as partisans or served in active duty along with the U.S. armed forces currently qualify under this special naturalization program.

An Historical Perspective. In April 1942 Japanese forces occupied the Philippines. Large numbers of Japanese troops participated in the islands' occupation during the war. Philippine men and women formed small fighting units that cooperated with U.S. forces in jungle warfare. They fought alongside U.S. troops stationed in the treacherous jungles of the Philippines. In the northern end of the Bataan peninsula alone, 80,000 Japanese soldiers were stationed.

Standing together (from l. to r.) during the naturalization ceremony are: the president of the Women's Philippine American Legion; Antonio Ty, commander of the Philippine American Legion; and New York Asylum Officer Tom Chodakiewicz.

While in Manila, INS officers interviewed the applicants who lived and fought under occupation. Some of the applicants' personal experiences, as told to the officers through interviews, provided insight into the extreme hardships endured. The cunning and resourcefulness of the partisans and their ability to succeed under adverse conditions are illustrated by the story told by one applicant about how she would pass information. She would stuff written messages about troop positions in the mouth of dead fish. She collected the information and would transport it through military checkpoints. She would then pretend to sell the fish, containing the information, to an American.

A Meaningful Detail. Officer Chodakiewicz spent his days on detail listening to stories of proud applicants, some of whom were more than 90 years old. The trip also gave him an opportunity to visit the battle sites of Bataan and Corregidor. This was particularly meaningful to him, as his uncle fought alongside the same individuals whom he was now interviewing for U.S. citizenship.

Section 405 of the Immigration Act of 1990 was enacted to address, in part, some of the hardships these people suffered. Some of requirements for eligibility include honorable service between September 1, 1939 and December 31, 1946. "What this meant," Chodakiewicz said upon his return, "is that most of the applicants were over the age of seventy, but they never gave up their quest to become citizens of the United States." It should be noted that the American Legion lobbied for some time for the recognition of these men and women.

According to Chodakiewicz, he was deeply and personally touched by the fact that most of the veterans will derive few, if any, practical benefits from becoming U.S. citizens. Most are elderly, in frail health, and indicated that they wish to remain in the Philippines after their naturalization ceremony.

To them U.S. naturalization is simply the highest honor they could receive. Chodakiewicz adds: "I was deeply touched because they simply wanted honorable recognition for the work they did in fighting for the values of democracy."

Based on his experiences, Chodakiewicz claims, like General McArthur before him, that he "shall return" to this beautiful island nation in the future.

Welcome to America!

A FOREIGN-BORN BABY FINDS A NEW HOME IN SOUTH FLORIDA

It all began, according to Maria Elena Garcia-Upson, during a visit to the Museum of Natural History in Denver. She was working as INS' public affairs officer in Colorado at the time, and seeing the Chinese artifacts that were on display put a thought into her head. Why not work to coordinate a special naturalization ceremony designed specifically for adopted Chinese children?

With the kernel of the idea formed, Maria Elena discussed it with the senior managers in Denver, including District Director Joe Greene and Deputy District Director Mike Comfort. They loved the idea, and she soon began coordinating the event. Little did she know that this was one naturalization ceremony would change her life forever.

An Amazing Process Begins. Working to coordinate the elements of the ceremony, Maria Elena, who is now the INS public affairs officer in Miami, FL, met a wide variety of community-based groups and adoption agencies who were involved in helping bring foreign-born children to the United States. The ceremony went on to be a great success, and seeing the faces of all the smiling children becoming U.S. citizens, Maria Elena got another idea.

During and after the event, she began working with the groups to get more information about overseas adoption. Calling the adoption agency process, "amazing," she says that it involved an introductory orientation, meetings with a psychologist to describe issues such as bonding strategies, and contacting the American Consulate in China to start the process there. The entire process took 17 months from the time of the first citizenship ceremony, and on November 20, 1998, Maria Elena and her husband Jim were on their way to Guangzhou, China to meet their new daughter.

"The people at the American Consulate were great," she says of the time she spent in the country. Doing much more than simply reviewing the adoption decree and affidavit of support, they acted as tour guides and translators, allowing the new family to experience some Chinese culture during their two-week visit before returning to the United States.

An Increasing Number of Adoptions. According to the most recent statistics available, the number of Chinese babies adopted by people of other nationalities has increased rapidly in the 1990s. While in 1991, only 61 babies were adopted following the enacting of the country's first adoption law, that number increased to more than 4,100 in FY98. More than half of the children are adopted by American parents such as Maria Elena, with many others going to Canadians and Europeans, according to a recent Associated Press report.

For Maria Elena, however, the only thing on her mind right now is working with her husband to take care of Alexa and make the transition to America as easy as possible.

"It's absolutely wonderful," she says, a wide smile breaking out on her face. "It doesn't matter what country the baby is from...it's just absolutely wonderful."

When asked about how Alexa is taking to her new family and new home, she concludes with pride, "My little girl is adapting wonderfully. She's acting and bonding beautifully. Just as any adopted child will. All they need is someone to love them."

Maria Elena Garcia-Upson, public information officer with INS' Florida district, stands with her husband Jim and her recently adopted daughter Alexa. (photo courtesy INS Florida district)

LETTER FROM the Field

A Man Without a Country is Welcomed Home

The following letter, reprinted below in its entirety, was received recently from Jeannette L. Chu, officer-in-charge in Guangzhou, China.

"Mr. Chen, it is my great pleasure to have the honor of presenting you this United States passport. Welcome to America!" With these simple words, a saga that spanned nearly half a century finally came to an end at the American Consulate General in Guangzhou, China.

Mr. Chen was born in Shanghai in 1948 to an American soldier stationed in China and a Chinese woman. Despite frantic efforts by Mr. Chen's father, neither he nor his mother were able to immigrate. Relations between the United States and China were severed for over 20 years, and it would take nearly two more decades of suffering and fruitless pleas by Mr. Chen before he would finally be recognized as a citizen of this country.

Heather Smith, a consular officer, brought this case to my attention shortly after I arrived in Guangzhou, and asked for my assistance in researching naturalization law. Mr. Chen had sought her help in finding his long-lost father, and while Heather was unable to do so, she did ultimately help prove Mr. Chen's claim to U.S. citizenship. This was particularly difficult, as he did not have a marriage certificate or any other proof of his parents' marriage, nor were any records found in Shanghai.

Intimate Correspondence. As I reviewed the file, I found myself drawn into the intimate correspondence from Mr. Chen's father, who was reassigned back to Pennsylvania, to the woman he referred to as his "darling wife" and the boy whom he called "my son."

I stared at a faded studio photograph of the three people gazing...at the lens, and could only wonder at the sadness behind of this family portrait. Each wrinkled and worn sheaf of notepaper captured the desperation and fading hopes of a young man struggling to find a way to bring the woman and son that he loved to the United States.

The letters described his countless visits to military and government offices, and begged her to do the same. At times, a note of wistful hope crept through: "... I sent you some money, but I need to save more so that I can buy a house for us..." and then months later, "today I looked at some land." Always, the longing to see his boy: "Johnny must be so big by now, how I wish I could hold him again...both of you, if only for minute!" over and over again in every letter. Finally, "everywhere I go I am told the same thing, no hope..." And then an awful silence as China sealed its doors to the West.

Mesmerized, I read Mr. Chen's letter to his father, sent to a military locator office, describing how his mother had died when he was only seven, and how his uncle had to hide his mixed heritage. During the Cultural Revolution, Mr. Chen was sent to Xinjiang, a remote province thousands of miles from his birthplace, to do hard labor for 11 years.

Throughout his life, Mr. Chen, who bears a strong resemblance to his father, was the victim of discrimination and prejudice. Denied formal education, he nevertheless learned to read and write from his family. Mr. Chen eventually married, raised a family, and found work in a factory in Guilin, his wife's home. Yet despite the bitter harshness of his experiences, Mr. Chen's letter ended, "I ask for nothing from you, only the assurance that I am the crystal of your love."

Human Drama in Myriad Forms. As the officer-in-charge of the INS suboffice, I am confronted with human drama in myriad forms. This consulate is the third-highest immigrant visa issuing post worldwide, and every immigrant from China must obtain his or her visa here.

continued on page 13...

RECORDS MANAGEMENT Update

Assisting Employers to Ensure a Legal Workforce

On September 30, 1996, President Clinton signed the Illegal Immigration Reform and Immigrant Responsibility Act of 1996 (IIRIRA) into law. A major goal of the legislation is to resolve the problem of undocumented workers in the United States. IIRIRA requires the Attorney General to test methods that will provide an effective, nondiscriminatory employment eligibility confirmation process, primarily focusing on electronic confirmation. Both INS and the Social Security Administration (SSA) began conducting a Basic Pilot Program in November 1997 in five states—California, Florida, Illinois, New York, and Texas.

The Basic Pilot, Employment Eligibility Confirmation Program, is designed to conduct electronic verification checks of the SSA and INS automated databases to verify the employment authorization of newly hired employees by matching information provided by the employee on the Form I-9 against information contained in SSA and INS records. The pilot program is free to employers, with the government supporting the costs for the software, training, and verification queries. In addition to these services, participating employers are also permitted to add other work sites in states where the pilot is not currently available.

To offer the best customer service possible, INS and SSA developed a single platform, known as the Integrated System, to access employment verification information. This new system can be used to track information on each case through SSA and the INS verification process so that processing and workload requirements can be reviewed. Employers now have the capability to access both INS and SSA databases via a personal computer and modem and, while the process still involves separate database queries, the effort will appear seamless to the user.

To date there are over 1,500 employer sites participating in the pilot program and INS plans to conduct a comprehensive publicity campaign in the pilot states in an effort to increase employer participation.

TO DATE, THERE ARE OVER 1,500 EMPLOYER SITES PARTICIPATING IN THE PILOT PROGRAM

Letter from the Field, continued...

Since this consular district also encompasses Fujian province, a major source of migrant trafficking from China, establishing a strong immigration enforcement presence in southern China is a priority of this office. I see families made, reunited, and broken [up] every day, but nothing has touched me so profoundly as this case.

As Heather sent off the cable recommending that the State Department approve Mr. Chen's claim to citizenship, I found myself hoping that they would concur with her analysis of the case. I was delighted when she came to share the good news with me! I knew that Mr. Chen would want to file petitions for his own family to immigrate, and took time to carefully review the process with him.

During the brief citizenship ceremony, I presented Mr. Chen with a tiny American flag—really just a [piece] of paper wrapped around a two-inch wooden pick—but the only memento that I could find on short notice. However, to Mr. Chen, being able to touch the 'Stars and Stripes,' even on a toothpick, was tangible evidence of his father's love.

Mr. Chen's wife broke down in tears searching for words to express the enormity of their gratitude. As this man, who had suffered so much, reverently kissed his precious blue passport, America finally reached out and claimed a son.

RECRUITING Update

FY99 INS Recruiting Outreach to Women

Key Schools	**Event Date (s)**
University of South Florida	*January 27*
Michigan State University/ East Lansing	*January 28*
University of Texas-Austin	*February 3*
Wayne State University/ Detroit, MI	*March 26*
Arizona State University/ Tempe	*April 24*
Indiana University/ Bloomington	*April 24*
New York University	*To Be Determined (TBD)*
Ohio State University/ Columbus	*TBD*
University of Minnesota	*TBD*
University of Washington/ Seattle	*TBD*
Florida International	*TBD*
Key Professional Groups	
Academy of Criminal Justice Sciences Minorities and Women Committee	*March 9-13*
Alpha Phi Sigma Criminal Justice Honor Society	*March 9-13*
American Criminal Justice Association	*March 9-13*
National Center for Women in Policing	*March 10-15*
Women in Federal Law Enforcement	*June 28-July 1*
Federally Employed Women	*July 18-23*
International Women Police Association	*October 10-14*
Proposed Advertising (based on available funding)	
Newsweek (Metro New York City Subscription Edition)	*February 1*
Sports Illustrated Women/Sport	*TBD*
Conde Nast's Women's Sports and Fitness	*TBD*
Women Outside	*TBD*
Women Police	*TBD*
Institute for Women in Trade, Technology and Science web site	*TBD*

Recruitment Outreach to Women

Law Enforcement is a male-dominated career field, and the Border Patrol career is no exception. Only five percent of the 7,894 Border Patrol agents serving nationwide, are female and only five percent (up from 4% in FY97) of the new agents hired in FY98 were female.

Attracting, recruiting and hiring women into law enforcement positions is no easy task. For the Border Patrol, the requirement that agents relocate to the Southwest border, learn Spanish, and attend five months of rigorous residential training, all add to the challenge of finding the right women for this unique career opportunity.

To help INS identify recruiting initiatives and advertising opportunities targeting females, the National Recruiting Program (NRP) collects and analyzes data from a variety of sources. The new 'Recruit Survey' provides us with information on the education levels, hometowns, and reading habits of the new female agents, and this data helps us to plan our recruiting and advertising strategies.

Most of our new female agents come from border towns in Texas, California and Arizona, followed by hometowns in New York, New Mexico, and Florida. Of the 73 new female hires in FY98, 64 (88%) had some college experience; and of those, 45 percent had at least a bachelor's degree. Their average age was 27.

Like the male Border Patrol agents hired in FY98, half of the new female hires used the Internet to apply on-line. The other half used the old fashioned method—the Telephone Application Processing System (TAPS). Thirty three percent of the new female hires heard about the Border Patrol career opportunity from an INS employee, and 16 percent read about it in a newspaper classified advertisement. Among the magazines most widely read by female BP trainees are Newsweek, Time, Shape, and Readers Digest.

FY99 Outreach Initiatives. Our FY99 recruiting outreach efforts targeted towards women, call for a continuation of classroom presentations and visits to colleges with significant female enrollment; participation and exhibitions at women's conferences (particularly those for women in law enforcement) and advertising in magazines that women are most likely to read.

With the help of the Headquarters Border Patrol office, female agents are selected for recruitment outreach, along with NRP staff recruiters. It is extremely important, when trying to attract women to the Border Patrol, that interested applicants are able to see and discuss the career with a female agent. In addition, all of our recruiting brochures, advertisements, and recruiting display prominently feature female agents.

An approach that has proved successful in recruiting women police for the Albuquerque, NM,

and Tucson, AZ, police departments has been "open house" career events for women, and this is a strategy that the NRP may initiate in the near future.

Recruiters and Role Models. Utilizing female agents as recruiters and role models is essential to successfully getting women to consider, apply for, and pursue Border Patrol careers. To this extent, the NRP works closely with INS Border Patrol and Equal Employment Opportunity (EEO) offices at Headquarters to identify suitable agents for recruiting purposes.

Lissette Machado, a BPA in San Diego is one of the agents called to assist us in our outreach to women. Joining INS in 1995 at the age of 22, she learned about the Border Patrol from her brother who was an agent at the Imperial Beach, CA, station. Originally from Freeport,

Border Patrol Agent Lissette Machado of San Diego sector talks with an Austrian law enforcement officer at the recent International Association of Women Police (IAWP) Conference in Anchorage, AK.

NY, Lisette had no previous law enforcement experience prior to joining the Border Patrol.

For this article we asked her a series of questions including: What are the most difficult things about being a female agent? What are some of the rewards and opportunities the Patrol offers women? Lissette takes her recruiting role seriously, and this is what she had to share with us:

"As a Border Patrol Agent in San Diego sector, I can honestly say I have chosen a challenging career that is not at all glamorous. When I am approached by female applicants, the first thing I tell them is this is not a "glamorous" job, and by no means will you look as if you just stepped off the cover of *Vogue* magazine! Following the chuckles, I explain the benefits and opportunities of being a Border Patrol agent such as the salary levels, the upward mobility, the special assignment and detail opportunities, as well as the pride behind the badge."

"I also describe the physical requirements, the academy, and academic requirements, probationary exams, and duty assignments. The physical and academic requirements of the Academy dissuade [some] prospective employees, but for those who still show an interest, I usually tell them to review the physical requirements, start getting into good physical condition, and think of this as an opportunity for self improvement and not a deterrent to success."

"We—meaning all agents, male and female—work long hours, and mostly travel by foot or vehicle through dangerous terrain and residential neighborhoods. But we also live and work in a beautiful city. I have attended several women in law enforcement conferences and two recruitment conferences for women. 'Women in law enforcement' are almost always on the defensive, perhaps because it is a field still considered "male-dominated.'" Perhaps the children of Generation X will think of "cops" as any gender, but not right now. Nonetheless, within the Border Patrol female agents are expected and do every aspect of an officer's job to the same extent as the male agents."

Let us Hear from You. The National Recruitment Program would love to hear from INS employees and Border Patrol agents regarding effective outreach and recruiting strategies you have tried to recruit more women into the workforce. You can contact Isabel Kaufman via cc:Mail to describe your experiences, or call her at (202) 307-3958 or fax us at (202) 305-4886 with your comments and suggestions.

If you know someone interested in applying to work as a Border Patrol Agent, tell them to check out the official Border Patrol web page at www.ins.usdoj.gov and click on "Border Patrol Careers." If they'd like to apply they can apply online at www.usajobs.opm.gov ext. 0930 or call (912)757- 3001 ext. 0930. The U.S. Border Patrol. A career with borders, but no boundaries.

WITHIN THE BORDER PATROL FEMALE AGENTS ARE EXPECTED AND DO EVERY ASPECT OF AN OFFICER'S JOB TO THE SAME EXTENT AS THE MALE AGENTS.

INS SPECIAL Events

'A Day On, Not a Day Off' Theme of 1999 MLK Day at HQ

By Pete Zirnite
HQ Office of Public Affairs

More than three decades after his death, the work of Martin Luther King, Jr. remains extremely relevant to contemporary American society, including the mission of INS, but this connection is difficult to discern because of widespread efforts to soften his image, often for commercial purposes. Reclaiming Dr. King's legacy from those who seek to dilute its power will strengthen the nation.

This is the message delivered to a standing-room-only crowd that attended the annual Headquarters' commemoration of Dr. King's birthday on January 20, which was sponsored by the Office of Equal Employment Opportunity.

Keynote speaker Raymond A. Winbush, director of the Race Relations Institute at Fisk University, called on the audience to shake off the "collective amnesia" that most Americans—black and white alike—have developed about the last five years of the "great warrior's life" that followed his 'I Have a Dream' speech. "We have collapsed the life of a giant down to four small words," he said.

JoAn Taylor (left), chief of INS' Affirmative Employment Programs Branch, joins Commissioner Meissner in presenting keynote speaker Raymond A. Winbush with the Service's Statue of Liberty in recognition of his participation in this year's Martin Luther King Day observance.

"We have to remember that Martin didn't stop working for justice in August 1963," Winbush continued, arguing that the years between the famous speech and Dr. King's assassination in March of 1968 were the most important period of his life because this is when he was "expanding the movement to include all people trying to escape racial, gender, and economic oppression."

Americans have chosen to ignore Dr. King's final years because "we don't like to talk about" the issues of injustice he was seeking to address, according to Winbush. Our preference is to "feel good," and this is reinforced by the large number of corporations that have "co-opted" Dr. King's legacy to promote their products, he said, adding, "We chose to make him a safe figure in a very unsafe world."

Commissioner Meissner echoed Winbush's call to reclaim and be inspired by Dr. King's legacy, which "holds special significance for this agency."

"His mission, in many ways, is our mission," the Commissioner said. "Through his unrelenting struggle to redeem the American promise of freedom, equality, and opportunity for all—regardless of race, creed or color—Dr. King was laying the groundwork for full participation of all individuals in our democracy. This is what we do when we bestow citizenship."

Noting that the theme of the celebration was "Remember, Celebrate, Act...A Day On, Not a Day Off," she exhorted INS employees to "Remember Dr. King's dream. Celebrate his accomplishments. Act to convert his vision into reality."

Immigration Exhibition

Newark, NJ, district staffer Barbara Best shows a group of students from the Durban Avenue School in Hopatcong, NJ, a mock INS A-File and describes what it would typically contain. This was but one stop for the group during a recent tour of the district office, organized by public affairs officer Lynette Durko and Christina Gordon, the school's principal. "It was a great learning experience for both teacher and child on our recent trip to the Immigration and Naturalization Service," Gordon wrote in thanking the Newark office for their time. "We are truly grateful that you made us part of the immigration process. We could not have been treated better, and our learning experience was invaluable. This, by far, was my favorite class trip in 16 years of teaching."

TRAINING Update

El Paso District and Sector Host Professional Development Seminars

INS' El Paso, TX, district and sector offices welcomed in the new year with a visit from John Chase, director of the Headquarters Office of Internal Audit, who conducted two one-day professional development seminars on "Integrity and Ethical Decisionmaking." Over 300 employees attended the sessions, which were widely considered necessary and acclaimed as extremely important to all INS employees. Joining Chase in the presentations were Jimmie Jones, director of Law Enforcement and Community Programs for the Boston-based organization 'Facing History and Ourselves' and, William "Billy" Johnston, a retired Boston Police Department deputy superintendent, also from the organization.

A Positive Presentation. The course centered on the values important to INS employees and discussed how outside influences, on and off the job, impacts those values and ultimately how decisions are made. Videos were used as a means of discussing different decision making options and the importance of considering the consequences of our actions. According to the attendees, they were pleased with the positive way in which the material was presented, the interaction between the instructors and the students, and the way humor and personal anecdotes were used as teaching points.

Jones led lively, interesting discussions on ethics and responsibility, how changes in society impact values, and how those changes impact how INS employees are viewed by those they serve. Johnston used humor and his personal, true-to-life experiences as a Boston police officer to illustrate the impact that organizational culture and the desires of a community have on how law enforcement professionals do their jobs. He also pointed out how much more difficult it is to exhibit moral courage in decision-making situations than to display the physical courage that is so often required by those in law enforcement organizations.

Moral and Ethical Decisionmaking. Chase then led discussions on moral and ethical decisionmaking, specifically focusing on how perceptions are formed about who we are and what we do, along with their impact on how we do our jobs. He began each day by telling class members how important it is for them to participate, because it was about them—not about the instructors. His hope was that "everyone would be in a different place at the end of the day than they were at the beginning because they had a chance to discuss and think about some things that routinely are not discussed."

John Chase, director of the Headquarters Office of Internal Audit leads a presentation during the recent one-day seminars on integrity and ethical decisionmaking in El Paso, TX. (photo courtesy El Paso, TX, sector)

He concluded by saying "it will be difficult if not impossible to measure the impact this course will have, but if one person in this room avoids one allegation of misconduct as a result, it will have been time well-spent." The reaction of the class over the course of the seminars showed they too believed this to be true.

As Part of Training, Arlington, VA, Asylum Office Visits Holocaust Memorial Museum in Washington, DC

On January 14, the Arlington Asylum Office began its official training schedule with a field visit to the U.S. Holocaust Memorial Museum in Washington, DC.

All staff members were invited to join in the trip. Prior to beginning the tour, the group received an orientation to the museum. Each person then received an identification document that they carried through the exhibit which outlined the history of a real person affected by the Holocaust. Cecelia Clark, an investigative assistant, received quite a shock when her identification document turned out to be that of a woman whose first name was Cecelia.

Following almost two hours viewing the permanent exhibit, Senior Historian Peter Black and Historian Severin Hachberg, both of the museum's research center, spoke to the group, answering questions with regard to why things happened the way they did during the 30's and 40's in Germany and elsewhere.

Black first spoke on the historical context within which Nazism began and flourished, and the racial underpinnings of the regime. He also explained that the German state was

During their recent visit to the Holocaust Memorial Museum in Washington, DC, Robert Bible and Michael Knowles of the Arlington, VA, asylum office talk with Dr. Peter Black (left). (photo courtesy Arlington, VA, asylum office)

INS AWARDS Notes

INS Programs Recognized with 1998 DOJ JustWorks Awards

In a special ceremony held February 9 at the offices of the Department of Justice's Office of Justice Programs, INS was presented with two 1998 JustWorks Awards, one for the successful development and implementation of naturalization Application Support Centers (ASC) across the United States, and the other for a joint Institutional Removal Program (IRP) effort conducted by the Service's Phoenix, AZ, district office and the Arizona Department of Corrections.

Accepting INS' 1998 JustWorks Award recognizing the Phoenix district's cooperative Institutional Removal Program (IRP) with the state of Arizona are Darryl Davis and James Jankowski of the Invistigations Division. Also pictured are Lydia Johnson and Donna Knudson of the Arizona Department of Corrections.

According to Assistant Attorney General for Administration Stephen Colgate who spoke at the ceremony, the JustWorks Awards are given exclusively to teams of Department of Justice employees to recognize "better ways to doing business within the government." Formerly known as "Best Practices" awards, they seek to recognize new ways of solving existing problems through cooperation, innovation, and creativity.

That INS received two of the seven awards presented this year, including one for a state-level IRP, illustrates the agency's "ability to cross organizational lines to accomplish its goals," said Deputy Attorney General Eric Holder, Jr., the ceremony's keynote speaker. "Innovation seldom happens when managers fail to encourage their employees...and support a positive environment for change," he said. "It is only through a continued commitment to identifying and encouraging our employees," he concluded in a letter to those in attendance, "that we will effect positive change and provide to the American public the exceptional service they expect and deserve."

Other DOJ offices recognized during the ceremony included the U.S. Attorney's Office in the District of Columbia and the Executive Office for U.S. Attorneys for the DC Briefs program (an automated case-management system); the Office of Justice Programs for the Phone Activated Paperless Request System; the Board of Immigration Appeals and the Executive Office for Immigration Review (EOIR) for the Immigration Appeals Processing System; the Houston Division of the Federal Bureau of Investigations (FBI) for the Reinvigoration of the Forfeiture Program; and the FBI for its Interactive Multimedia Instruction and Simulation Program.

Previous INS JustWorks Award winners include the INSPASS automated travel facilitation system, the Small Ports Inspection Program, the Freedom of Information Act (FOIA)/Privacy Act (PA) Processing System, and the Mexican Interior Repatriation Program, each of which was recognized by the Department in 1997; and the Record of Interception Program (El Paso, TX, district office) and Customer Service Quality Olympiad (Houston, TX, district office) which each received the award in 1996.

Holocaust Museum continued...

not alone at that time in history in having racial theories that influenced their political decisions.

Hachberg then outlined the major immigration problems and initiatives during the 30's and earlier that affected U.S. policy and public sentiment. He spoke about the exclusion of Chinese nationals from the United States, the strong anti-immigrant sentiment that existed in the nation, and the fear of labor unions (comprised of large numbers of immigrants) coming to the United States right after the country was recovering from the Great Depression.

He also discussed the incident involving the *St. Louis*, a ship that was refused permission to land in Cuba and in other countries, including the United States, to off-load its passengers, many of whom were Jews who were fleeing the Holocaust. The ship eventually returned to Europe where many of those on board eventually perished. Hachberg further explained that other ships did manage to reach safe haven, and outlined why he thought the *St. Louis* venture was unsuccessful.

The Arlington office staff thought the field trip was very worthwhile, understanding that the events and the immigration policies of the 30's and 40's led to the legislation of the late 40's, which still influences how the INS, through its asylum offices, handles refugees and asylees.

The historic artifacts of a museum exhibit, and the remarks of historians who continue to study the social history of World War II, made the work of the Arlington asylum office much more relevant to its employees who now have a new historical context in which to place it.

PEOPLE ON the Move

At Headquarters:

Susan M. Curda, most recently the Service's assistant commissioner for Planning within the Headquarters Office of Policy and Planning, has been named as the new officer-in-charge for the Sacramento, CA, suboffice of the San Francisco, CA, district. Curda began her INS career in 1981, when she graduated as valedictorian of her Immigration Officer Basic Training Course (IOBTC). First working in the Chicago, IL, and Houston, TX, she later became a training officer and supervisor in Houston and taught Spanish and basic training at the academy while on detail.

Promoted to Headquarters in 1987, she worked in the Office of Inspections overseeing enforcement and international programs. She subsequently held positions including special assistant to the associate commissioner for Examinations, special assistant to the executive commissioner for Examinations, special assistant to the executive associate commissioner for Operations, and special assistant to the executive associate commissioner for Programs. She joined the Headquarters Office of Policy and Planning in 1994 at the request of then-Deputy Commissioner Chris Sale.

Susan M. Curda

In Memoriam:

INS suffered two Border Patrol losses in the first month of 1999, with Agents **Rene B. Garza** and **Mario Savaria**, lost in the El Paso and McAllen, TX, sectors respectively.

Senior Border Patrol Agent Rene B. Garza, 51, died on duty after suffering a cardiac arrest while conducting surveillance on horseback in New Mexico's Skeleton Canyon, 75 miles west of Lordsburg. An avid horseman, Garza graduated with the Border Patrol's 107th Academy Class, entering on duty at the Lordsburg station in March of 1975. He spent his entire career with the station, earning a variety of commendations including Special Act Awards in 1994 and 1994 for brave action in retrieving highly sophisticated electronic equipment during a forest fire in New Mexico's San Luis Mountains, and exemplary service in discovering stolen property. He also received the International Narcotics Officers Award in 1990 for extraordinary achievements in seizing narcotics. Remembered as a professional agent and loving family man, Garza is survived by his wife Connie and four children.

Agent Savaria, 27, was lost in a motorcycle accident within the McAllen sector. Born in San Salvador, El Salvador, he spent part of his youth in New York City with his mother, before returning to Central America to live with his grandparents when he was 10 years old. Later returning to the United States, he became a naturalized citizen, joining the Border Patrol in December of 1997. Having spent just over a year in the Patrol, he was living in Premont, TX, with his wife Annaleah when the accident took place.

Cuddihy Receives State Department's Outstanding Leadership Award

Joseph D. Cuddihy, the director of INS' Rome, Italy, international office has received the U.S. Department of State's International Cooperative Administrative Support Services (ICASS) system outstanding leadership award for 1999.

The ICASS system is an initiative that is designed to help introduce the entrepreneurial spirit and enhanced teamwork skills into the management of overseas administrative support services. Cuddihy, who has led the Rome ICASS Council for three years, was instrumental in the success of both its pilot program and full implementation at the U.S. embassy in Rome.

Said U.S. Ambassador to Italy Thomas Foglietta when the award was announced, "That [the Rome] post is in the forefront of the ICASS process is due to the work of many people, but [Cuddihy's] skills brought these efforts together."

Joseph D. Cuddihy

Toward the end of January, Doug Batson of the INS Cares Program organized a trip to Ellis Island, perhaps the most recognized immigration landmark—along with the Statue of Liberty—in the United States (see story below). Unlike most visitors to the island, INS staffers were provided with a "behind the scenes" look at some of the older parts of the immigration facilities. The two photos above, taken during the trip, illustrate the difference in the condition of the restored main immigration building compared to the adjacent buildings which have yet to be renovated.

Adjacent to the main building is the Baggage and Dormitory Building, built in 1908 to provide additional detention space. This view is of the day room where detained women and children spent hours, days, or weeks awaiting admission to the United States. The building was remodeled in 1935 and housed interned enemy aliens during World War II. It has not been disturbed (except by vandals) since INS left the station in 1955. After more than four decades of neglect, the building shows serious signs of deterioration.

By comparison, The Great Hall, or Registry Room, of the Main Immigration Building, built between 1897 and 1900, has been restored to its appearance ca. 1918. It was here that immigrants waited in long lines for primary inspection. Most were admitted and then proceeded down a flight of stairs to the money exchange, railroad ticket office, or a ferry to Manhattan. A small percentage of arrivals were held for Board of Special Inquiry hearings or sent to one of the island's hospitals before being either admitted or excluded and deported.

(photos and historical information courtesy Marian Smith, INS History Office)

INS History Comes Alive at Ellis Island

By Douglas Batson
HQ Human Resources and Development Division

The INS Career Sustainment (INS CARES) Program sponsored the first of several one-day trips to Ellis Island on January 22. The group, which included 37 INS Headquarters employees, their family members, and friends, braved dank weather and a seven-hour round-trip bus ride to learn about INS and Ellis Island history from Service Historian Marian Smith and National Park Service Ranger Vincent DiPietro.

Once on the island, DiPietro spent hours with the INS group, leading tours of the Great Hall, the 100,000-square-foot museum, a detention and deportation station used during the two World Wars, GSA surplus property areas, and the American Immigrant Wall of Honor.

Some comments from the Ellis Island trip participants are provided below:

"Marian's discussion and selection of videos was terrific (as usual) and really set the stage for what we saw at Ellis Island. The tour, which allowed us to go to areas not open to most tourists, also brought Ellis Island and its restoration alive..."

"I found the INS-sponsored excursion to Ellis Island...immensely rewarding and informative. Marion Smith, provided us with many hours of illuminating discussion and historical videos on immigration in general and Ellis Island in particular. The tour of the national monument certainly enriched my understanding of the history of human migration..."

"I wanted to let you know that I enjoyed the Ellis Island trip immensely. I am a relatively new employee at INS (five months), and the trip helped me to put my day-to-day work experiences into perspective by highlighting the unique role that INS has played in shaping the history of this country..."

"Marian provided an expert history and commentary on Ellis Island en route to New Jersey. Before I even boarded the ferry, I had learned many interesting facts. The National Park Service tour was [also] exciting, and was provided with an INS perspective."