

**TESTIMONY OF  
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COMMISSIONER  
IMMIGRATION AND NATURALIZATION SERVICE**

**BEFORE THE  
COMMITTEE ON APPROPRIATIONS  
SUBCOMMITTEE ON COMMERCE, JUSTICE,  
STATE, AND THE JUDICIARY  
UNITED STATES HOUSE OF REPRESENTATIVES**

**CONCERNING  
THE PRESIDENT'S FY 2003 BUDGET REQUEST**

**MARCH 7, 2002**

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Mr. Chairman, Congressman Serrano, and Members of the Subcommittee,

Thank you for the opportunity to appear before you today to discuss the President's Fiscal Year 2003 budget request for the Immigration and Naturalization Service (INS).

Meeting our responsibilities to the Nation has never been easy, and the tragic events of September 11 have made it even more difficult. These events have significantly changed the climate in which INS and other agencies operate. I came to this job with the philosophy that the United States ought to welcome immigrants – to do everything within our power to ensure that our country remains a beacon of hope and freedom for people around the world. Even in the face of deadly terrorist attacks, that belief not only is unshaken, it is stronger.

The events of September 11 were caused by evil, not by immigration. Therefore, efforts to enhance our national security must focus on identifying and thwarting those who are intent on tearing us down, not on preventing those who are eager for an opportunity to join us in building our Nation based on a common set of principles and values. We can, and we will protect ourselves against people who seek to harm the United States, but we cannot judge all immigrants by the actions of terrorists.

It is in this spirit that I seek your support for the President's FY 2003 INS Budget request. This budget builds upon the substantial investments Congress has made in our agency over the past several years, which have yielded significant accomplishments. We are grateful to you and the Congress for this consistent and strong support for our budget and our mission.

### **FY 2003 Budget Request**

The President's Fiscal Year 2003 Budget request for INS totals \$6.3 billion. It includes \$1.2 billion and over 2,200 new positions to support several key initiatives. The budget will support a total of 37,096 positions and 38,174 workyears. This budget request will enable INS to improve current operations and achieve success in our efforts. Expanding and improving INS operations in FY 2003 is critical, if we are to meet our Nation's homeland security requirements, and provide outstanding service for immigrants, citizens, businesses, and other customers.

I will summarize our budget request and our accomplishments by focusing on each of the six components of our proposed new FY 2003 INS budget structure. This new structure aligns our budget with INS and Department of Justice Strategic Plan objectives and goals, making it easier to track agency budget resources with results, and costs with performance. This change is consistent with requirements of the Government Performance and Results Act, and the President's goal of linking Federal agency budgets more closely with performance.

#### **1. Border Enforcement**

The President's FY 2003 INS Budget request includes an additional \$712 million and 1,790 new positions for Border Enforcement operations. These additional resources will increase security at the borders of the United States while facilitating the legitimate flow of goods and people across those borders. This budget also includes \$105.9 million to further strengthen homeland security by continuing counterterrorism initiatives begun at the borders in FY 2002. Terrorists exploit legal and illegal means of coming to and remaining in the United States. INS enforcement operations will continue to focus on protecting America from terrorism.

With this budget, we will advance strategic control of the Northern border while continuing to expand control of the Southwestern border. INS will also expand border enforcement capabilities beyond the physical borders of the United States through technology, cooperative international initiatives, and intelligence.

### **Additional Immigration Inspectors**

The FY 2003 INS Budget requests \$85.5 million to hire an additional 1,160 Immigration Inspectors and 60 support positions. Of the new Inspectors, 460 will be deployed to land border ports, 615 to airports, and 85 to seaports. Immigration Inspectors are critical to protecting the Nation's security. They are charged with intercepting terrorists, smugglers, other criminals, and undocumented migrants seeking admission to the United States at the ports-of-entry, while efficiently managing lawful travel and commerce across the borders. Ensuring the integrity of our borders remains our highest priority, yet we expect to meet traffic management goals of processing 79 percent of all commercial airline passengers and 90 percent of land border crossers through primary inspection within 30 minutes.

### **Entry-Exit System**

This budget also requests \$362 million in new resources, for a total of \$380 million, for the development and infrastructure requirements for a comprehensive entry-exit system. This critical system, a key part of expanded homeland security efforts, will implement departure control; track the arrival and departures of all aliens, and monitor alien overstays. INS, in conjunction with the U.S. Customs Service, Department of State, and other Federal agencies, is designing and developing this system. As part of this effort, we will acquire technology, modify facilities, and make other infrastructure changes. The Administration's goal is to complete implementation by the end of 2004.

### **Inspections Facilities**

The FY 2003 INS budget also will provide \$22.5 million for the renovation of three Northern border ports-of-entry. The ports at Porthill, Idaho, Fort Fairfield, Maine, and Portal, North Dakota, require new infrastructure to accommodate the additional personnel and expanding technology along the Northern border. These projects are in addition to the resources provided in FY 2002 for remote housing and facility changes to accommodate the entry-exit system. Additional facility modifications are also requested in the FY 2003 budget for the entry-exit system.

### **Inspections Accomplishments**

These FY 2003 investments in INS inspections operations will allow us to build on our FY 2001 and FY 2002 accomplishments. In FY 2001 we inspected over 500 million people entering the United States at land, air, and sea ports-of-entry. Of this total, 700,000 persons were identified as inadmissible. While the total number of inspections for FY 2002 through December was 24 percent below the comparable period in FY 2001, the number of persons identified as inadmissible was 15 percent higher. As noted above, all this must occur while moving traffic efficiently. In FY 2001, 84 percent of all land border crossings were completed in less than 30 minutes, and 79 percent of all airport inspections were completed in less than 30 minutes. We expect to maintain these levels of performance in FY 2002 and beyond.

### **Additional Border Patrol Agents**

The FY 2003 INS Budget includes \$101.3 million to add 570 new Border Patrol agents. With this increase, INS will achieve the goal of adding 5,000 new agents as authorized by the Illegal Immigration Reform and Immigrant Responsibility Act of 1996. Half of these new positions

will be deployed to the Northern border, consistent with homeland security goals to increase Northern border coverage. The remaining 285 agents will be deployed along the nine corridors on the Southwest border and coastal areas that account for more than 80 percent of all illegal traffic into the United States. This will bring the authorized staffing for the Southwest and coastal borders to 10,030 agents. The 285 agents deployed to the Northern border will result in a total of 898 agents on the Northern border, more than double the number authorized in FY 2001.

### **New Border Patrol Helicopters**

This budget request also includes \$10 million for two twin-engine helicopters to ensure the Border Patrol will have dedicated air surveillance programs capable of responding on a 24-hour basis and sustaining the positive deterrent that is the result of nine years of resource build-up along U.S. borders. These helicopters are in addition to the single-engine helicopters funded by the Counterterrorism Supplemental in FY 2002.

### **Border Patrol Facilities and Infrastructure**

The FY 2003 INS Budget request includes \$163.8 million, of which \$120.5 million is in new resources, to start or complete several construction and engineering projects, and to continue leasehold projects, in support of the Border Patrol. These projects will improve operational infrastructure at 25 locations on the Northern and Southwestern borders to a level that is adequate and safe for staff and detainees, and includes construction, alteration and leasing of station buildings; construction of border roads, fence, and vehicle barrier systems and border lighting systems; and emergency maintenance and repairs to existing infrastructure.

### **ENFORCE/IDENT**

The FY 2003 INS Budget also includes \$28 million for expanding and developing the Enforcement Case Tracking System (ENFORCE) and Automated Biometric Identification System (IDENT). These systems enable INS law enforcement employees to identify and track individuals as they move through our processing procedures. These FY 2003 increases will enable our investigators and other law enforcement employees to obtain and exchange more data and information across the agency and with other Federal agencies.

### **Border Security Strategy**

INS maintains a consistent border security strategy, which can be adapted to emerging threats. This strategy has not changed since the September 11, 2001, attack on the United States. However, within the overall context of the National border security strategy begun in 1994, efforts have been accelerated to advance our strategic control of the Northern and Coastal borders while continuing to expand control of the Southwestern border. Under this strategy, we are working toward border security in four phases; each focused on gaining and maintaining control through deterrence.

- Phase I - Control San Diego and El Paso Corridors
- Phase II - Control South Texas and Tucson Corridors
- Phase III - Control Remainder of the Southwest Border
- Phase IV - Control all of the U.S. Borders/Adjust to Flow

Control has been achieved in the key Phase I locations, including San Diego, California, and El Paso, Texas. Apprehension levels hit a 28-year low in FY 2001 in the San Diego Sector and major progress has been achieved in El Paso. We are currently in Phase II of the strategy, which is aimed at controlling high-volume corridors in Tucson, Arizona, and South Texas. Apprehension levels decreased substantially in these sectors in FY 2001 and are continuing to decrease in FY 2002.

On the *Southwestern border in FY 2003*, we will use available resources to:

- Focus the law enforcement efforts of more than 10,000 agents, including the additional 285 agents in FY 2003, in six high-volume Phase I corridors and 2 high-volume Phase II corridors. These eight corridors account for at least 70 percent of the illegal immigration and smuggling traffic on the Southwest border.
- Continue to conduct targeted Phase II and Phase III type search-and-rescue operations in Yuma and Tucson, Arizona, under the auspices of the Border Safety Initiative.
- Maintain 160 Integrated Surveillance Intelligence System (ISIS) technology sites previously installed and operating. We will also continue or complete 131 installations that are in progress and begin an additional 123 installations. These installations will act as a force multiplier to improve border management in all Southwest border sectors.

On the *Northern border in FY 2003*, we will use the additional funds requested to:

- Increase the total number of Border Patrol agents to 898, more than double the current number.
- Maintain 14 ISIS systems. We will also continue or complete 67 installations that are in progress and begin 44 new installations. This will enable INS to obtain more information about the level of illegal entries at selected areas and assess the need for further resource deployment.
- Expand air and other surveillance techniques to determine the extent to which terrorists, smugglers, and other criminals are using the Northern border to enter the United States.

### **INS Coordination and Cooperation at the Border**

INS is involved in several cooperative initiatives with other Federal agencies with related responsibilities. These include:

- Working with the State Department to expand ongoing data-sharing to ensure that Immigration Inspectors have access to the Consolidated Consular Database, which includes information and photos of nonimmigrant visa holders. As a result, this information is now available at all U.S. ports-of-entry, and we have trained our Inspectors on how to use it to detect and prevent fraud;
- Acting with the State Department and the Department of Justice in the immediate wake of September 11 to develop new criteria for scrutinizing visa applicants, which are now in place. We also agreed to accelerate a planned reassessment of six countries participating in the Visa Waiver Program. On-site visits to each of these countries have been completed and recommendations are being drafted. Additionally, Argentina's participation in the Program was terminated on February 21, 2002, due to the severe economic crisis being experienced in that country.
- Hosting the first U.S. Border Patrol-Native American Border Security Conference. This event, held in Washington, DC on January 17 and 18, brought together leaders and law enforcement officials from 19 tribes whose lands are adjacent to our borders, with representatives of the Border Patrol, the Bureau of Indian Affairs, and other

agencies to explore ways to strengthen security along the Southwest and Northern borders; and

- Enhancing security along the U.S.-Canada border through the Smart Border Declaration signed by Homeland Security Director Tom Ridge and Canadian Minister of Foreign Affairs John Manley in December. INS played a major role in shaping this agreement which includes 30 initiatives aimed at strengthening security along our shared border. I returned last evening from a trip to Mexico with Governor Ridge to develop an agreement for strengthening of our joint security, building on recent INS cooperative efforts with the Mexican government.

## **2. Interior Enforcement**

The FY 2003 INS Budget request includes \$19.7 million and 137 new positions for INS Interior Enforcement programs. These resources will advance national security and homeland defense against terrorist cells and their supporters in the United States by enhancing cooperation with other Federal law enforcement agencies and the intelligence community. The budget will also continue \$21.9 million in initiatives begun with the FY 2002 Counterterrorism Supplemental.

### **Joint Terrorism Task Forces (JTTF)**

To expand INS participation in FBI-led counterterrorism task force operations, the FY 2003 budget will add \$6 million and 59 positions (48 Special Agents and 11 support positions). This is in addition to the \$10.2 million and 100 positions added in the FY 2002 Counterterrorism Supplemental. Special Agents, Immigration Agents, and support personnel work closely with the FBI in counterterrorism investigations and are active participants in the JTTF program. To enter into and remain within the United States and support their activities, terrorists often violate alien smuggling laws, providing false statements or committing other forms of immigration fraud. This initiative will also support efforts aimed at apprehending aliens linked to organized crime, violent gangs, or drug-trafficking organizations.

### **Intelligence Staff Increases**

The budget requests \$10 million and 78 positions (22 Special Agents and 56 support positions) to increase INS' intelligence-gathering abilities. Both the General Accounting Office and the Department of Justice Inspector General have recommended that INS build its intelligence capabilities. This is even more important after the events of September 11. Improved INS intelligence will ensure our investigative and other resources are used to the maximum benefit in supporting the agency's mission. This is in addition to the \$23.5 million and 112 positions added in the FY 2002 Counterterrorism Supplemental.

### **Victims of Trafficking and Violence Protection Act (VTVPA) Training**

The budget includes \$3.7 million to develop and implement a training program for both domestic and overseas INS personnel, to assist them in identifying, protecting, providing translation services for, advancing the rights of, and increasing benefits and services to victims of severe forms of trafficking and violence. These activities will help implement the provisions of the Victims of Trafficking and Violence Protection Act of 2000.

### **Anti-Smuggling and Anti-Fraud Investigations**

INS has a number of significant accomplishments to report in combating smuggling and fraud. During FY 2001, we disrupted alien smuggling organizations in source and transit countries, at the borders, and in the interior of the United States. The agency used traditional and non-traditional investigative techniques, cooperation and coordination with the FBI, other agencies and other governments, and broadened use of statutory authorities to develop

346 document and benefit fraud cases and to present 670 smuggling principals for prosecution. For example, a three-year investigation that targeted a company engaged in Alien Entrepreneur (EB-5) visa fraud resulted in the conviction of the company president and vice-president on 61 counts, including conspiracy, immigration/visa fraud, and other offenses.

### **Quick Response Teams**

Considerable progress has been made in establishing and staffing the Quick Response Teams (QRTs). Initially, Congress provided for the creation of QRTs and directed INS to establish 45 teams with 200 positions. These teams work directly with State and local law enforcement officers to take illegal aliens into custody and remove them from the United States. Of the 200 QRT officers who have been selected, 197 have entered on duty at their assigned locations. The remaining officers are expected to enter on duty before the end of FY 2002. With funds provided in FY 2001, new QRTs are being established in Kingman, Arizona; Flagstaff, Arizona; Redding, California; and, Harrisonburg, Virginia.

Based on costs incurred during QRT deployment to date, we estimate that it costs approximately \$1.2 million to make each additional QRT site fully operational. This cost includes personnel, the acquisition and build-out of any new offices, alterations to existing facilities, and the purchase and retrofitting of additional vehicles.

Much has been accomplished with the QRTs. During the first quarter in FY 2002, the teams received 2,298 requests for assistance from State and local law enforcement agencies. QRTs were able to respond to 93 percent (2,126) of these requests. The response time was less than three hours for 98 percent of all responses. In addition, QRT officers made 1,920 administrative arrests. Special Agents deployed at QRT sites presented 173 individuals for criminal prosecution related to alien smuggling, document fraud, and illegal entry.

### **3. Detention and Removals**

The FY 2003 budget request includes \$50.5 million and 3 new positions for INS Detention and Removals programs. These new resources will be used to improve detention facilities and expand alternatives to detention. In addition, in FY 2003 the Detention Trustee (under the Department of Justice) will reimburse INS \$615 million and more than 1,200 positions for detention services. This funding and positions were part of INS base funding in FY 2002. In addition, the FY 2003 budget includes \$6.2 million to continue fugitive operations initiatives begun with resources provided in the FY 2002 Counterterrorism Supplemental.

#### **Alternatives to Detention**

Included in the resources requested for Detention and Removal are \$473,000 and 3 positions to continue progress on alternative detention pilot projects begun in several locations in FY 2002. We are committed to pursuing cost-effective detention options while still providing safe and humane treatment for non-criminal aliens, particularly asylum seekers, and ensuring their appearance at immigration court proceedings.

#### **Detention Facilities**

The FY 2003 budget includes \$71.1 million to provide additional facilities infrastructure to accommodate INS' rapid growth in personnel and enforcement capability over the past several years. Of this, \$50.1 million represents new resources above the FY 2002 funding level. Several construction projects will increase INS' detention capacity and improve existing facilities.

#### **Detention Standards**

In dealing with the growth in the detention population, INS has issued detailed standards aimed at ensuring consistent treatment and care for all detainees. The standards apply to the nine INS Service Processing Centers as well as the seven contract facilities, and state and local facilities under intergovernmental service agreements. In addition to standards for safe, secure and humane confinement, they provide for consistent and expanded access to legal representation, telephones, and family visits. We will continue to ensure all detention facilities adhere to these standards in FY 2003.

### **Removals**

Since 1994 the average daily population of INS detainees has grown from less than 6,000 to more than 20,000. This rapid growth was a result of INS' expanded enforcement capability and changes in detention requirements contained in the IIRIRA of 1996. That law requires the agency to detain without bond many aliens subject to removal on the basis of a criminal conviction. Annual removals in FY 2001 were over 106,000, excluding expedited removals from ports. Almost 67,000 of these were criminal alien removals. In FY 2003, we project that 69,000 criminal aliens will be removed from the country.

### **Absconder/NCIC Initiative**

The INS has identified 321,000 cases in which it is believed that persons have failed to surrender for removal or to comply with removal orders. We have identified a smaller subsection of these 321,000 cases, which we believe will present a higher law enforcement priority and perhaps will be able to provide information to assist in the fight against terrorism. I have made it a priority to closely coordinate apprehension and prosecution efforts with the United States Attorney-led Anti-Terrorism Task Forces, the Federal Bureau of Investigation, and the United States Marshals Service.

## **4. Immigration Services**

We are committed to building and maintaining an immigration services system that provides information and benefits in a timely, accurate, consistent, courteous, and professional manner nationwide. INS is also committed to eliminating the backlogs of applications for immigration and naturalization benefits, and to achieving and maintaining the President's six-month processing time standard for all applications.

The FY 2003 budget includes a total of \$1.5 billion for Immigration Services. These resources will enable INS to complete processing of an anticipated 9.4 million applications and petitions in FY 2003, a 34 percent increase in production over FY 2001.

### **Backlog Elimination and Six-Month Processing**

In FY 2002, the President announced a five-year, \$500 million initiative to achieve and maintain a universal six-month processing time standard for immigration benefit applications while providing high quality service to all INS customers. To achieve this goal, we are finalizing a comprehensive backlog elimination plan. Under this plan, we will achieve a national average processing time of six months or less for all applications by the end of FY 2003, with continued emphasis on performance standards and decision-making integrity.

To achieve a six-month processing time standard for all applications, we plan to devote \$100 million toward backlog elimination efforts in FY 2003. These funds represent the second installment of the President's five-year initiative.

### **Improved Customer Service**

INS has identified certain business practices and information technology initiatives that will support the backlog elimination effort and improve overall customer service. These initiatives will streamline application processes and allow employees to focus on the provision of

information and benefits. This includes continuing the online filing efforts for benefit applications that are being started in FY 2002, and the development, testing and piloting of a customer-based application management system for all benefits. We will also build upon FY 2002 improvements to offer customers case-status information and address change capability via the INS Internet web site and the National Customer Service Center in FY 2003.

### **Naturalization and Adjustment of Status Applications**

In FY 2001, we completed more than 831,000 naturalization applications while achieving an average nationwide processing time of nine months. This is less than half the time it took for these applications to be processed in FY 1998. In FY 2002, we expect to complete 645,000 naturalization applications, with an average nationwide processing time of eight months.

In FY 2001, we also completed 822,000 adjustment of status applications, more than any other year in INS history, and reduced the average processing time, which stood at 17 months in FY 2000, to 14 months nationwide. In FY 2002, we expect to complete over 1.1 million adjustment of status applications, with an average nationwide processing time of 10 months.

### **Asylum and Refugee Initiatives**

From FY 1999 to FY 2001, the INS Asylum program experienced an 86 percent increase in the number of affirmative asylum applications, a 102 percent increase in expedited removal/credible fear referrals, and a 55 percent increase in requests for U.S.-based Asylum Officers to support refugee processing overseas. Beginning in FY 2002, we have developed a plan to meet the increasing workload demands of the Asylum program. By reassigning current staff to targeted offices, increasing resources for overtime, and providing additional staff, the Asylum program will increase productivity and decrease the backlog of asylum cases.

The events of September 11 clearly had an effect on the refugee program. Refugee circuit rides were curtailed out of concern for the safety of our officers. The need to address a range of security concerns undeniably resulted in significant processing delays but, throughout this difficult period, INS has worked steadily to ensure that refugee processing activities resumed as quickly and smoothly as possible. With the aid of our refugee processing partners at the Department of State, we are committed to reach the refugee admissions level of 70,000 authorized by President Bush in November 2001.

### **Adoption Initiative**

In December 2001, INS suspended the processing of Cambodian orphan petitions due to evidence of baby-stealing and baby-selling, the lack of systematic record keeping and irregularities in documentation in Cambodia. This action was necessary to protect the rights of all parties, most important, the children. I assure the Subcommittee that the INS is working hard to bring this situation to an honorable and successful conclusion.

### **Student and Exchange Visitor Information System (SEVIS)**

SEVIS will be an internet-based system that will provide tracking and monitoring capabilities, with access to accurate and current information on non-Immigrant students and exchange visitors, and their dependents. SEVIS will enable schools and program sponsors to use the internet to transmit information to INS and the State Department throughout a student's or exchange visitor's stay in the United States. The USA PATRIOT Act required full implementation of SEVIS by January 1, 2003. INS is currently on schedule to meet this deadline. We appreciate the \$36.8 million that Congress provided in the FY 2002 Counterterrorism Supplemental to support SEVIS.

## **5. Information Resources Management**

The FY 2003 budget includes \$83.4 million and 15 new positions to continue modernization of INS' information technology (IT) infrastructure that we have started with resources provided in the FY 2002 Counterterrorism Supplemental. Over the past several years, INS has been faced with expanding legislative requirements, increasing workload, and a growing workforce that needs IT support to accomplish its mission. We have made considerable progress in developing and implementing mission critical systems and technology; however, the underlying IT infrastructure foundation that supports all of these applications is strained and will not support the future needs of INS.

This multi-year effort will lay the foundation for the information assurance and data management that will allow INS to safeguard and deliver timely and accurate immigration information. This need has become even more critical since the tragic events of September 11. We must be able to deploy the applications we are now being asked to develop to support our enforcement information requirements. Communications must be expanded and we must secure our information. We cannot afford to delay this program. Our employees must have the tools to effectively achieve their mission to enforce the immigration laws and provide quality and timely customer service.

This funding will further our efforts to provide:

- An IT infrastructure that is secure; that is, one that allows us to authenticate legitimate INS users, detect intruders, maintain an effective firewall, and accommodate future public use of INS systems. This funding will also provide encryption services, secure remote access, emergency response operations, and other security-related capabilities;
- A common computing environment that can provide INS users with high-speed communications, fully connected workstations, and support equipment as part of a continuous technology assessment and upgrade strategy;
- Improved ability to share data and provide INS users with enhanced support in using the internet for filing applications, paying fees, or doing other business with the agency; and
- Better accountability and control of all IT assets including management of hardware maintenance, software distribution, and help desk support systems.
- Information sharing and technology required in support of the Administration's E-Government initiatives.

## **6. Infrastructure Administration and Support**

The FY 2003 INS Budget includes \$60 million and 271 positions for strengthening INS infrastructure and support operations. We must provide our workforce with adequate administrative and other support services. This will allow our line officers to concentrate their energies on line functions as opposed to performing administrative responsibilities. These resources are critical to building and sustaining the success of INS' enforcement and service activities.

### **Physical Security and Staffing**

The budget includes \$13 million and 172 positions to improve security at the 157 INS locations identified as being deficient in security surveys by the U.S. Marshals Service and compliance reviews by INS and the Department of Justice. This will provide the personnel necessary to address security requirements at all INS locations. These resources will build upon the \$8.8 million investment provided in the FY 2002 Counterterrorism Supplemental for security equipment, guard services and contract support.

### **Legal Support**

The budget will provide \$6.1 million and 99 positions for attorneys and legal support personnel. This increase will support casework generated by new Border Patrol Agents and Immigration Inspectors and will further enable INS to litigate "special interest" cases involving terrorism, counter-intelligence, national security, organized crime, human rights violators, and other sensitive and high-profile immigration-related matters.

### **Improved Statistics Development**

The budget includes \$1 million to develop, in consultation with other Federal agencies, new methodologies for estimating the number of lawful permanent and temporary residents in the United States. INS will produce an annual series of reports on these populations. Information on the size of the lawful permanent resident population is needed by policymakers, researchers, and the public to assess the impact of changes in immigration law and address immigration issues in local areas. We will also use this information to estimate resource needs.

### **INS Restructuring**

The FY 2003 budget includes funds to support splitting the enforcement and service functions of the agency. These funds will be used for the cost of facilities, as well as buy-outs, relocations, and contractor support.

Splitting these missions will provide clarity of function -- something INS has sorely lacked -- while enhancing accountability, effectiveness, and professionalism.

As you are aware, we have discussed certain interim steps with the subcommittee staff, which I believe will allow INS to effect significant improvements in its management and operations as plans for the comprehensive restructuring of the agency continue to be developed. These include the establishment of a Chief Information Officer, a Chief Financial Officer, and an Office of Juvenile Affairs; and streamlining the reporting structure of the Border Patrol and the INS Service Processing Centers to report directly to INS Headquarters.

These critical steps are needed, no matter how INS restructuring is pursued in the long term. The subcommittee's approval of these important management initiatives would allow me to move forward to achieve much-needed management improvements.

### **Conclusion**

Mr. Chairman, Congressman Serrano, and Members of the Subcommittee, this FY 2003 President's Budget request for INS will provide a substantial investment of resources for enforcing and administering our Nation's immigration system. I am acutely aware of the magnitude of this request and the critical need that we carefully account for these funds and ensure that this Nation obtains the maximum possible return on its investment in immigration services and enforcement. I believe we have solid plans for this budget that will demonstrate to you and others in the Congress how we will meet the needs of our many immigrant, citizen, business, and other customers. I look forward to discussing this budget request further with you and others.

This concludes my formal statement. I would be pleased to answer any questions that you, Mr. Chairman, Congressman Serrano, and other Members of the Subcommittee may have.