

NLWJC - KAGAN

EMAILS RECEIVED

ARMS - BOX 026 - FOLDER -002

[03/25/1998]

**CHIEF OF STAFF ERSKINE BOWLES
TALKING POINTS FOR TOBACCO SPEECH
March 30, 1998**

Acknowledgments and Introduction. [tk]

Automated Records Management System
Hex-Dump Conversion

I am not ordinarily the Administration's spokesperson on issues like tobacco. But I am here today, not only as the Chief of Staff of this Administration, but as a businessman, as a North Carolinian, and as a parent, to talk to you about the President's plan to protect our children from tobacco.

Consider these facts:

- Smoking kills 430,000 people every year -- it kills more people than AIDS, alcohol, car accidents, murders, suicides, drugs and fires combined. Smoking is still by far the largest preventable cause of premature death in the United States.
- Nearly 90% of smokers started smoking before they turned 18.

- Nearly half of teen smokers think they will not be smoking five years after starting -- yet only one in five actually manages to quit.
- Every day, 3,000 young people will become regular smokers, and 1,000 will die sooner as a result.

At the same time, multi-million dollar marketing campaigns have been designed to get our children to light their first cigarettes.

- In the past months, new documents have come to light that conclusively prove that tobacco companies aimed to sell their deadly products to children as young as 12.
- These documents are a shocking reminder that our children are under siege by a deadly and powerful enemy -- and it is up to us to protect our children.

As Chief of Staff, I can tell you that protecting our children from the threat of tobacco is threat is one of President Clinton's top goals -- and this administration is fully committed to working with the bipartisan leadership in Congress to achieve this goal.

- This is not a matter of politics --- it is a matter of priorities. Many Members of Congress from both parties have shown enormous leadership on this most important issue.
- Congressman Waxman has been in the forefront of this issue for years -- providing the powerful leadership it took to bring us to the pivotal point have reached today.
- Congressman Bliley has recently done the American people a great service by getting thousands of pages of documents from the tobacco companies posted on the Internet for all the world to see how tobacco companies have gone after our children.

- Congressman Fazio and Senators Conrad, Harkin, and Chafee, have worked long and hard to introduce tobacco legislation that this Administration can support.
- Senator McCain [and Senator Hollings] has/have provided great leadership in the Commerce Committee to put together a bipartisan bill that embodies the President's principals.
- We will not let protecting our children's lives become an election year political fight. It must be a national commitment.

President Clinton has proposed a comprehensive plan that he believes -- and experience shows -- is the best way to stop young Americans from smoking before they start. His plan would:

- Raise the price of cigarettes by up to \$1.50 a pack over the next ten years;
- Affirm the FDA's full authority to regulate tobacco products;
- Impose strict restrictions on advertising aimed at young people; and
- Assess stiff penalties for selling cigarettes to minors.

The Treasury Department has found that the President's proposal to stop teenage smoking will save 1 million lives over the next five years.

- Last week, Vice President Gore announced that new estimates show that our proposal would have major effects on youth smoking in every state, with reductions ranging from 33% in Washington State to 51% in Kentucky.
- For every dime added to the price of cigarettes, up to 700,000 fewer teenagers will begin smoking and more than 200,000 premature deaths will be avoided.
- The combination of the price increase called for in the President's plan plus the tighter restrictions on youth access and marketing, will reduce teen smoking by 1.6 In 2003 -- a 42% reduction and a total of 3 million fewer smokers over the next 5 years.

Tobacco companies must also be part of the solution.

- As the President has said, advertising aimed at adults is legal, but tobacco companies must draw the line at our children.
- Our proposal requires tobacco companies to help establish smoking cessation programs for adult smokers, and to launch public education campaigns aimed at children to keep them from smoking in the first place.

The heavy human cost of smoking to our families and communities is tragic -- and as a businessman, I can tell you that the economic cost to our society is extremely high.

- Smoking related illness costs approximately \$60 Billion every year -- that's more than the federal government spends on education, child care, and medical research combined.
- Smoking during pregnancy results in 2,500 fetal deaths every year, and **costs \$4 billion every year -- which is close to double what we spend on cancer research each year.**
- Fires caused by smokers cost another \$500 Million every year;
- Smokers die earlier and retire sooner -- and this is estimated to cost our economy as much as \$80 Billion every year in lost output, lost productivity, and lost wages.

These costs rob our economy and cheat the American people out of their hard-earned tax dollars. But if we pass the President's plan, we will take the first important steps to reducing these costs, increasing productivity, and most important, saving lives.

We know that this plan will be good for America -- but as a North Carolinian born and raised in tobacco country, I can tell you that we must also make sure that we treat our tobacco farmers fairly.

- **The President has made protecting tobacco farmers and their communities one of the five key elements for his plan for comprehensive tobacco legislation.**

- **We can achieve the twin goals of protecting the health of the public and protecting the well-being of farming communities. Recently, a remarkable coalition of farming groups, including burley and flue-cured growers, and public health groups, including the American Heart Association and the American Cancer Society, came together around a shared set of principles. That is a consensus we can build on.**
- **We will use some of the revenue from raising the price of cigarettes to make sure that we save our kids without devastating our farm communities. That is a commitment this Administration has made, and we are optimistic that a consensus is forming in Congress to use some of this money to help tobacco farmers.**

President Clinton's balanced budget protects our children from the harms of tobacco -- and our nation from the burdensome costs associated with teen smoking. And this budget uses the very money raised by raising the price of cigarettes to invest in the future of our nation. Our budget uses the tobacco money for:

- Critical investments in health research, including biomedical research, cancer clinical trials, and children's health outreach -- increasing by nearly 50% funding at the National Institutes of Health.
- We also make historic investments in child care and after-school care -- doubling the number of working families who receive child care, for a total of 2 million children; and increasing the number of students receiving after school care by 500,000 per year; and lastly,
- We make unprecedented investments in education -- reducing class size, hiring 100,000 more teachers, building or rehabilitating 5,000 more schools;

Finally, and most importantly, as a parent of three kids, I can tell you that when I hear the statistics I mentioned earlier, my blood runs cold.

- And when I hear that tobacco companies have deliberately tried to get our children to smoke -- despite the fact that a full third of the 3,000 kids who start smoking every day will die prematurely -- I know that we must not rest until we have done everything we can to protect our children from tobacco.

We have it within our power right now to save the lives of 1 million kids over the next five years. We must not miss this historic opportunity.

- As President Clinton recently said: “We stand on the verge of one of the greatest public health achievements in history -- an historic triumph in our fight to protect America’s children from the deadly threat of tobacco.”
- As Chief of Staff of this Administration, as a businessman, as a North Carolinian, as a parent, and as an American -- I ask you to support our efforts, and to work with us in a bipartisan manner to meet this vitally important challenge.

Thank you.

Questions & Answers on INS Reform
March 26, 1998

Automated Records Management System
Hex-Dump Conversion

Q: What is the Administration's plan for reforming the INS?

A: The Administration's plan will make federal immigration activities more effective by separating enforcement and service operations *within* INS -- from headquarters to the field -- while preserving the necessary integrating functions **for supporting and coordinating both operations. The key features of the Administration's plan are:**

- **Effect an operational split between enforcement and services, resulting in two distinct, clear lines of authority from the field to headquarters, with an INS Commissioner continuing to be responsible for overall agency operations;**
- **Eliminate the current "district" field structure, and replace it with a functional and geographic-based organization that allows for the creation of service offices in areas convenient to their immigrant "customers" and the creation of enforcement offices focus at border areas, ports of entry and significant interior locations;**
- **Restructure management operations to ensure an effective "shared support" operation (e.g., records and data management, technological support, employee relations, and administrative support) that will serve both the enforcement and the service sides of the agency.**

The result will be an INS organization with strengthened accountability and improved efficiency and effectiveness that allows each operation to focus on the unique management, knowledge, skills, and abilities of its function.

Q: Everyone agrees that the INS has substantial problems. Why, then, did the Administration reject the CIR recommendation to dismantle the agency?

A: The CIR concluded that the INS's dual responsibility of welcoming legal immigrants and deterring illegal immigration has resulted in "mission overload." To address this issue, the CIR recommended disbanding the INS and reallocating its primary responsibilities to the Department of Justice (DOJ) and the State Department. We believe those recommendations would only compound the current problems with the nation's immigration system.

First, such a substantial reallocation of authority could require a six- or seven-year transition, exacerbating existing concerns about long delays in immigration activities. Second and even more important, this reallocation would hinder the coordination and communication necessary to maintain the integrity and efficiency of both immigration enforcement and immigration service operations. To be most

effective, all immigration policy and management should remain within one agency at the Justice Department.

Q: How will this reorganization address the frequent complaints about inefficiency and delay at the INS?

A: The Administration's reform plan will untangle the INS's overlapping and frequently confusing organizational structure and replace it with two clear organizational chains of command -- one to accomplish its enforcement mission and the other to provide immigration-related services.

This separation will result in an INS organization with better accountability and improved efficiency that allows each operation to focus on the unique management, knowledge, skills, and abilities of its function. For example, service area directors would have the flexibility to move case processing responsibilities among offices within their area to maximize efficiency. Service area directors would be held accountable for meeting a nationally-established standard for timely processing and courteous service at all of the locations throughout the area's jurisdiction.

Q: How will your plan affect the Border Patrol?

A: The border patrol will perform its current border management functions, including the facilitation of legal traffic across our nation's borders and the enforcement against illegal entry. The Administration's plan creates an operational chain of command dedicated to immigration enforcement. Within this structure, the border patrol will be able to better coordinate enforcement activities with other enforcement officers, including inspectors, detention and deportation agents and investigation and removal officers. With this structure, INS can focus comprehensively on illegal immigration problems at the border and in the interior, and create a single point of accountability for performance.

Q: Did the Administration consider Congressman Reyes's proposal to pull all of enforcement operations out of INS and into Main Justice?

A: We did consider Congressman Reyes's proposal to move the enforcement operation into Main Justice. Consistent with his recommendation, our plan consolidates all enforcement operations to create a single point of responsibility and accountability. However, we concluded that creating a separate immigration enforcement agency within the Justice Department could ultimately result in hindering the coordination and communication necessary to maintain the integrity and effectiveness of both immigration enforcement and service operations.

There are a variety of ways in which service officials depend on data collected by enforcement officers, and vice versa, to ensure the integrity and effectiveness of both functions -- as when, for example, a service officer discovers that a person has overstayed his visa and become an illegal alien.

Q: Is this proposal any more than just another shuffling of the boxes on an organizational chart?

A: The Administration's plan is a fundamental change in the way the INS conducts business: this restructuring involves a total overhaul of both enforcement and service operations. One of the most dramatic features of this plan is the replacement of the district field structure with separate enforcement and service areas. This clear delineation of functions will address long-standing concerns about lines of authority and responsibility, consistency of operations, and performance within the INS. It will result in improved enforcement coordination and measurable changes in the way INS provides services to the immigration community.

Q: When will we learn more about the Administration's plan for reform?

A: Congress directed the Attorney General to review the CIR recommendations and develop a restructuring plan that would result in greater effectiveness and efficiency in the performance of the core functions of the federal immigration system. On March 31st, INS Commissioner Doris Meissner is testifying before the House Appropriations Subcommittee on Commerce, Justice and State, and will, at that time, present the Administration's reform proposal in more detail.

**CHIEF OF STAFF ERSKINE BOWLES
TALKING POINTS FOR TOBACCO SPEECH
March 30, 1998**

Acknowledgments and Introduction. [tk]

I am not ordinarily the Administration's spokesperson on issues like tobacco. But I am here today, not only as the Chief of Staff of this Administration, but as a businessman, as a North Carolinian, and as a parent, to talk to you about the President's plan to protect our children from tobacco.

Consider these facts:

- Smoking kills 430,000 people every year -- it kills more people than AIDS, alcohol, car accidents, murders, suicides, drugs and fires combined. Smoking is still by far the largest preventable cause of premature death in the United States.
- Nearly 90% of smokers started smoking before they turned 18.

- Nearly half of these teen smokers think they will not be smoking five years after starting -- yet only one in five actually manages to quit.
- Every day, 3,000 young people will become regular smokers, and 1,000 will die sooner as a result.

At the same time, multi-million dollar marketing campaigns have been designed to get our children to light their first cigarettes.

- In the past months, new documents have come to light that conclusively prove that tobacco companies aimed to sell their deadly products to children as young as 12.
- These documents are a shocking reminder that our children are under siege by a deadly and powerful enemy -- and it is up to us to protect our children.

As Chief of Staff, I can tell you that protecting our children from the threat of tobacco is right at the top of the President's agenda -- and this administration is fully committed to working with the bipartisan leadership in Congress to achieve this goal.

- This is not a matter of politics --- it is a matter of priorities. Many Members of Congress from both parties have shown enormous leadership on this most important issue.
- Congressman Waxman has been in the forefront of this issue for years -- providing the powerful leadership it took to bring us to the critical point we have reached today.
- Congressman Bliley has recently done the American people a great service by getting thousands of pages of documents from the tobacco companies posted on the Internet so all the world can see how the tobacco companies have gone after our children.

- Congressman Fazio and Senators Conrad, Harkin, and Chafee, have worked long and hard to introduce tobacco legislation that this Administration can support.
- Senator McCain [and Senator Hollings] has/have provided great leadership in the Commerce Committee to put together a bipartisan bill that embodies the President's principals.
- We must not let protecting our children's lives become an election year political fight. It must be a national commitment of the highest priority.

President Clinton has proposed a comprehensive plan that he believes -- and experience shows -- is the best way to stop young Americans from smoking before they start. His plan would:

- Raise the price of cigarettes by up to \$1.10 a pack over 5 years and \$1.50 a pack over the next ten years;
- Affirm the FDA's full authority to regulate tobacco products;
- Impose strict restrictions on advertising aimed at young people; and
- Assess stiff penalties for selling cigarettes to minors.

The Treasury Department has found that the President's proposal to stop teenage smoking will save 1 million lives over the next five years.

- Last week, Vice President Gore announced that new estimates show that our proposal would have major effects on youth smoking in every state, with reductions ranging from 33% in Washington State to 51% in Kentucky.
- For every dime added to the price of cigarettes, up to 70,000 fewer teenagers will begin smoking and more than 20,000 premature deaths will be avoided.
- Price increases alone are projected to reduce teenage smoking by 29%. Youth access and market restrictions in the President's plan are projected to reduce teenage smoking by an additional 11%.
- The combination of the price increase called for in the President's plan plus the tighter restrictions on youth access and marketing, will

reduce the number of youths smoking by 3 million between now and 2003 -- and help us avoid approximately 1 million premature deaths.

Tobacco companies must also be part of the solution.

- As the President has said, advertising aimed at adults is legal, but tobacco companies must draw the line at our children.
- Our proposal requires tobacco companies to help establish smoking cessation programs for adult smokers, and to launch public education campaigns aimed at children to keep them from smoking in the first place.

The heavy human cost of smoking to our families and communities is tragic -- and as a businessman, I can tell you that the economic cost to our society is extraordinarily high.

- Smoking related illness costs approximately \$60 billion every year -- that's more than the federal government spends on education, child care, and medical research combined.
- Smoking during pregnancy results in 2,500 fetal deaths every year, and **costs \$4 billion per year -- which is close to double what we spend on cancer research each year.** *[still working on number more kids that could insure]*
- Fires caused by smokers cost another \$500 million every year;
- Smokers die earlier and retire sooner -- and this is estimated to cost our economy as much as \$80 billion every year in lost output, lost productivity, and lost wages.

These costs rob our economy and cheat the American people out of their hard-earned tax dollars. But if we pass the President's plan, we will take the first important steps to reducing these costs, increasing productivity, and most importantly, saving lives.

We know that this plan will be good for America -- and as a North Carolinian -- born and raised in tobacco country -- I can tell you that we must also make sure that we treat our tobacco farmers fairly.

- **The President has made protecting tobacco farmers and their communities one of the five key elements for his plan for comprehensive tobacco legislation.**

- **We can achieve the twin goals of protecting the health of the public and protecting the well-being of farming communities. Recently, a remarkable coalition of farming groups, including burley and flue-cured growers, and public health groups, including the American Heart Association and the American Cancer Society, came together around a shared set of principles. That is a consensus we can build on.**
- **We will use some of the revenue from raising the price of cigarettes to make sure that we save our kids without devastating our farm communities. That is a commitment this Administration has made, and we are optimistic that a consensus is forming in Congress to use some of this money to help tobacco farmers.**

President Clinton has submitted to Congress the first balanced budget in 30 years. This budget protects our children from the harms of tobacco -- and our nation from the burdensome costs associated with teen smoking. This budget also uses the very money raised by raising the price of cigarettes to invest in the future of our nation. Our budget uses the tobacco money for:

- Critical investments in health research, including biomedical research, cancer clinical trials, and children's health outreach -- increasing by nearly 50% the funding for the National Institutes of Health.
- We also make historic investments in child care and after-school care -- doubling the number of working families who receive child care, and increasing the number of students receiving after school care; and lastly,

- We make unprecedented investments in education -- reducing class size, hiring 100,000 additional teachers, and building or rehabilitating 5,000 schools;

Finally, and most importantly, as a parent of three kids, I can tell you that when I hear the statistics I mentioned earlier, my blood runs cold.

- When I hear that the tobacco companies have deliberately tried to get our children to smoke -- despite the fact that a full third of the 3,000 kids who start smoking every day will die prematurely -- I know that we must not rest until we have done everything we can to protect our children from tobacco.

We have it within our power right now to save the lives of 1 million kids over the next five years. We must not miss this historic opportunity.

- As President Clinton recently said: “We stand on the verge of one of the greatest public health achievements in history -- an historic triumph in our fight to protect America’s children from the deadly threat of tobacco.”
- As Chief of Staff of this Administration, as a businessman, as a North Carolinian, as a parent, and as an American -- I ask you to support our efforts, and to work with us in a bipartisan manner to meet this vitally important challenge.

Thank you.

**CHIEF OF STAFF ERSKINE BOWLES
TALKING POINTS FOR TOBACCO REMARKS
CENTER FOR NATIONAL POLICY
WASHINGTON, DC
March 30, 1998**

Acknowledgments and Introduction. [tk]

I am not ordinarily the Administration's spokesperson on issues like tobacco. But I am here today, not only as the Chief of Staff of this Administration, but as a businessman, as a North Carolinian, and as a parent, to talk to you about the President's plan to protect our children from tobacco.

Consider these facts:

- Smoking kills 430,000 people ever year -- more people than AIDS, alcohol, car accidents, murders, suicides, drugs and fires combined. Smoking is still by far the largest preventable cause of premature death in the United States.
- Nearly 90% of smokers started smoking before they turned 18.
- Nearly half of teen daily smokers think they will not be smoking five years later -- yet only one in five actually manages to quit.
- Every day, 3,000 young people will become regular smokers, and 1,000 will die sooner as a result.

At the same time, multi-million dollar marketing campaigns have been designed to get our children to light their first cigarettes.

- In the past months, new documents have come to light that conclusively prove that tobacco companies aimed to sell their deadly products to children as young as [12].
- These documents are a shocking reminder that our children are under siege by a deadly and powerful enemy -- and it is up to us to protect them.

As Chief of Staff, I can tell you that protecting our children from this threat is one of President Clinton's top goals -- and this administration is fully committed to working with the bipartisan leadership in Congress to achieve it.

- This is not a matter of politics --- it is a matter of priorities. Many Members of Congress from both parties have taken enormous leadership on this most important issue.
- Congressman Waxman has been on the forefront of this issue for years -- helping lead to the pivotal point we are at today.
- Congressman Bliley has recently done the American people a great service by getting thousands of pages of documents from the tobacco companies posted on the Internet for all the world to see.
- Congressman Fazio and Senators Conrad, Harkin, and Chaffee, have introduced bills we can support.
- Senator McCain has provided great leadership in the Commerce Committee to try to put together a bipartisan bill that meets the President's principals.
- We will not let protecting our children's lives become an election year political fight. It must be a national commitment.

President Clinton has proposed a comprehensive plan that he believes -- and experience shows -- is the best way to stop young Americans from smoking before they start. His plan would:

- Raise the price of cigarettes by up to \$1.10 a pack over the next ten years;
- Affirm the FDA's full authority to regulate tobacco products;
- Impose strict restrictions on advertising aimed at young people; and
- Assess stiff penalties for selling cigarettes to minors.

The Treasury Department has found that the President's proposal to stop teenage smoking will save 1 million lives over the next five years.

- Last week, Vice President Gore announced that new estimates show that our proposal would have major effects on youth smoking in every state, with reductions ranging from 33% in Washington State to 51% in Kentucky.
- For every dime added to the price of cigarettes, up to 700,000 fewer teenagers will begin smoking and more than 200,000 premature deaths will be avoided..
- The combination of the price increase called for in the President's plan plus the tighter restrictions on youth access and marketing, are projected to reduce teenage smoking by ____,__ a year and ____%.

Tobacco companies must be part of the solution, too.

- As the President has said, encouraging adults to smoke is legal, but tobacco companies must draw the line at our children.
- Our proposal requires tobacco companies to help establish smoking cessation programs for adult smokers, and to launch public education campaigns aimed at children to keep them from smoking in the first place.

The heavy human cost of smoking to our families and communities is tragic -- and as a businessman, I can tell you that the economic cost to our society is extremely high.

- Smoking related illness costs approximately \$60 Billion every year -- that's more than we spend on education, child care, and medical research combined. [tk]
- Smoking during pregnancy results in 2,500 fetal deaths every year, and costs \$3 to \$4 Billion every year; -- with that money alone, we could provide health care insurance to _____ uninsured kids. [tk]
- Fires caused by smokers cost another \$500 Million every year;
- Smokers with group life insurance push up the premiums of non-smokers in their insurance pool by about \$4 Billion every year; and
- Smokers die earlier and retire sooner -- and this is estimated to carry a cost to our economy in lost output, lost productivity, and lost wages as high as \$60 Billion every year.

These costs rob our economy and cheat the American people out of their hard-earned tax dollars. But if we pass the President's plan, we will take the first important steps to reducing these costs, increasing productivity, and most important, saving lives.

We know that this plan will be good for America -- but as a North Carolinian born and raised in tobacco country, I can tell you that we must also take steps to make sure that we treat our tobacco farmers fairly.

- **The President made protecting tobacco farmers and their communities one of the five key elements for his plan for comprehensive tobacco legislation.**
- **We can achieve the twin goals of protecting the health of the public and protecting the well-being of farming communities. Recently, a remarkable coalition of farming groups, including burley and flue-cured growers, and public health groups, including the American Heart Association and the American Cancer Society, came together around a shared set of principles. That is a consensus we can build on.**
- **We will use some of the revenue from raising the price of cigarettes to make sure that we save our kids without devastating our farm communities. That is a commitment the Administration has made, and we are optimistic that a consensus is forming to do just that in Congress.**

President Clinton's balanced budget protects our children from the harms of tobacco and our nation from the burdensome costs associated with teen smoking -- and this budget used the very money raised by raising the price of cigarettes to invest in the future of our nation. Our budget uses the tobacco money for:

- Critical investments in health research, including biomedical research, cancer clinical trials, and children's health outreach -- increasing by nearly 50% funding at the National Institutes of Health.
- Historic investments in child care -- providing child care to up to [xxx] working families;
- Unprecedented investments in education -- reducing class size, hiring 100,000 more teachers, building or rehabilitating 5,000 more schools;

Finally, and most importantly, as a parent of three kids, I can tell you that when I hear the statistics I mentioned when I began, my blood runs cold.

- And when I hear that tobacco companies have deliberately tried to get our children to smoke -- despite the fact that a full third of the 3,000 kids who start smoking every day will die prematurely -- I know that we must not rest until we have done everything we can to protect our children from tobacco.

We have it within our power right now to save the lives of one million kids over the next ____ years [tk]. We must not miss this historic opportunity.

- As President Clinton recently said: "We stand on the verge of one of the greatest public health achievements in history -- an historic triumph in our fight to protect America's children from the deadly threat of tobacco."
- As Chief of Staff of this Administration, as a businessman and a North Carolinian, as a parent -- and as an American -- I ask you to support our efforts, and to work with us in a bipartisan manner to meet this vitally important challenge.

Thank you.

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Barry J. Toiv (CN=Barry J. Toiv/OU=WHO/O=EOP [WHO])

CREATION DATE/TIME:25-MAR-1998 09:37:48.00

SUBJECT: CNP speech

TO: Ann F. Lewis (CN=Ann F. Lewis/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

TO: Jason S. Goldberg (CN=Jason S. Goldberg/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

TO: John Podesta (CN=John Podesta/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

TO: Elena Kagan (CN=Elena Kagan/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

TO: Lawrence J. Stein (CN=Lawrence J. Stein/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

TO: Carole A. Parmelee (CN=Carole A. Parmelee/OU=WHO/O=EOP @ EOP [WHO] *)
READ:UNKNOWN

TO: Jordan Tamagni (CN=Jordan Tamagni/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

TO: Bruce N. Reed (CN=Bruce N. Reed/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

CC: Virginia N. Rustique (CN=Virginia N. Rustique/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

CC: Laura Emmett (CN=Laura Emmett/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

CC: Dawn L. Smalls (CN=Dawn L. Smalls/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

CC: Cathy R. Mays (CN=Cathy R. Mays/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

TEXT:

I've informed CNP that Erskine will do the speech on Monday. I'll ok their description, but I'm inclined to be very general -- he'll talk about the importance to the President of passing tobacco legislation that protects kids, public health, and about the principles the President has established for any legislation. Does anybody have any better ideas or want this to be more specific?

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Steven M. Mertens (CN=Steven M. Mertens/OU=OMB/O=EOP [OMB])

CREATION DATE/TIME:25-MAR-1998 16:10:13.00

SUBJECT: INS Restructuring Letter to Chairman Rogers for LRD Clearance

TO: Leanne A. Shimabukuro (CN=Leanne A. Shimabukuro/OU=OPD/O=EOP@EOP [OPD])
READ:UNKNOWN

TO: Elena Kagan (CN=Elena Kagan/OU=OPD/O=EOP@EOP [OPD])
READ:UNKNOWN

TO: Ingrid M. Schroeder (CN=Ingrid M. Schroeder/OU=OMB/O=EOP@EOP [OMB])
READ:UNKNOWN

TO: Julie A. Fernandes (CN=Julie A. Fernandes/OU=OPD/O=EOP@EOP [OPD])
READ:UNKNOWN

TO: Michael Deich (CN=Michael Deich/OU=OMB/O=EOP@EOP [OMB])
READ:UNKNOWN

CC: James J. Jukes (CN=James J. Jukes/OU=OMB/O=EOP@EOP [OMB])
READ:UNKNOWN

CC: Kenneth L. Schwartz (CN=Kenneth L. Schwartz/OU=OMB/O=EOP@EOP [OMB])
READ:UNKNOWN

CC: Debra J. Bond (CN=Debra J. Bond/OU=OMB/O=EOP@EOP [OMB])
READ:UNKNOWN

CC: Patricia E. Romani (CN=Patricia E. Romani/OU=OMB/O=EOP@EOP [OMB])
READ:UNKNOWN

CC: Theodore Wartell (CN=Theodore Wartell/OU=OMB/O=EOP@EOP [OMB])
READ:UNKNOWN

CC: David J. Haun (CN=David J. Haun/OU=OMB/O=EOP@EOP [OMB])
READ:UNKNOWN

CC: Joseph G. Pipan (CN=Joseph G. Pipan/OU=OMB/O=EOP@EOP [OMB])
READ:UNKNOWN

TEXT:

Attached is the "final" version of the Rogers letter reflecting DPC/OMB edits and which has been cleared by the Director. Ingrid will put the letter and side-by-side comparison into interagency clearance this afternoon with comments due tomorrow. Any questions, please contact Julie, Ingrid or me. Thanks.

===== ATTACHMENT 1 =====
ATT CREATION TIME/DATE: 0 00:00:00.00

TEXT:

Unable to convert ARMS_EXT:[ATTACH.D81]MAIL45300638R.026 to ASCII,
The following is a HEX DUMP:

FF575043BA040000010A02010000000205000000BA2A0000000200000D741D6B4F4DEE0CBAAAB
123B84F67AC1A07A84AA1D44062176DB1ECD8EBA919B0C41A81562A527B23BD04B1BBBD1BA6693

March 31, 1998

DRAFT

The Honorable Harold Rogers
Chairman
Subcommittee on Commerce, Justice, State,
the Judiciary and Related Agencies
Appropriations Committee
U.S. House of Representatives
Washington, D.C. 20515

Automated Records Management System
Hex-Dump Conversion

Dear Mr. Chairman,

In the Subcommittee's Report accompanying P.L. 105-119, the Congress directed the Attorney General to review the recommendations of the Commission on Immigration Reform (CIR) and develop a plan that would result in greater effectiveness and efficiency in the performance of the core functions of the federal immigration system. The President, also responding to the report of the CIR, asked the Domestic Policy Council (DPC) to "evaluate carefully the [CIR] proposal and other reform options designed to improve the executive branch's administration of the Nation's immigration laws." In conducting this review, the DPC, working closely with the Office of Management and Budget, consulted with the Departments of Justice, Labor and State, the INS, staff of the CIR, immigration experts and advocacy groups, and other White House offices, including the National Security Council.

The DPC/OMB review concluded that the CIR report correctly diagnosed many of INS' problems -- insufficient accountability between field offices and headquarters, lack of consistency and professionalism, overlapping organizational relationships, and significant management weaknesses. These problems have hampered the ability of the INS to pursue effectively the principle tasks that Congress and the President expect the INS to perform: effective enforcement of our immigration laws both at our borders and in the interior, and the efficient provision of immigration and citizenship benefits and services. Improving the ability of the INS to pursue these critical priorities must be the guiding principle of any reform plan.

After careful consideration and study, we have concluded that the most effective way to adhere to this guiding principle is to implement dramatic and fundamental reforms *within* the INS. The Administration's reform plan will untangle the INS's overlapping and frequently confusing organizational structure and replace it with two clear organizational chains of command -- one to accomplish its enforcement mission and the other to provide immigration-related services. By retaining both of these functions within

a single agency, the Administration's reform plan will ensure that both the enforcement and service operations are appropriately coordinated and supported by Headquarters. The Administration's reform plan will strengthen accountability and improve efficiency and effectiveness by allowing each of the two chains of command to focus on the unique management, knowledge, skills, and abilities of its function.

The key features of the Administration's plan are:

- **Effect an operational split between enforcement and services, resulting in two distinct, clear lines of authority from the field to headquarters, with an INS Commissioner continuing to be responsible for overall agency operations;**
- **Eliminate the current "district" field structure, and replace it with a functional and geographic-based organization that allows for the creation of service offices in areas convenient to their immigrant "customers" and the creation of enforcement offices focus at border areas, ports of entry and significant interior locations;**
- **Improve the quality of the workforce by creating separate enforcement and service career paths for INS employees, so that the best employees can move up the ladder and be rewarded for high performance;**
- **Restructure management operations to ensure an effective "shared support" operation (e.g., records and data management, technological support, employee relations, and administrative support) that will serve both the enforcement and the service sides of the agency.**
- **Establish a Chief Financial Officer to address deficiencies in financial, accounting and budget execution systems.**

In addition to implementing the restructuring plan noted above, the Administration will continue its efforts to identify and then take appropriate remedial action to eliminate any remaining areas of duplication, overlapping responsibilities, or inadequate coordination between the INS and the Departments of Labor and State.

It should be noted that during its review, DPC and OMB carefully evaluated the recommendations of the CIR. The CIR concluded that the INS's dual responsibility of welcoming legal immigrants and deterring illegal immigration has resulted in "mission overload." To address this issue, the CIR recommended disbanding the INS and reallocating its primary responsibilities to the Department of Justice (DOJ) and the State Department. We believe those recommendations would only compound the current problems with the nation's immigration system.

First, such a substantial reallocation of authority could require a six- or seven-year

transition, exacerbating existing concerns about long delays in immigration activities. Second and even more important, this reallocation would hinder the coordination and communication necessary to maintain the integrity and efficiency of both immigration enforcement and immigration service operations. To be most effective, all immigration policy and management should remain within one agency at the Justice Department.

The Administration's plan is a fundamental change in the way the INS conducts business. This restructuring -- from top to bottom -- will address long-standing concerns about lines of authority and responsibility, consistency of operations, and performance within the INS. It will result in improved enforcement coordination, career paths that support professionalism, and measurable changes in the way INS provides services to the immigration community. Most important, it will greatly improve the ability of the INS to perform their duties effectively and efficiently. We look forward to working with you and other members of Congress to implement this restructuring plan and to ensure successful, long-term improvements in the Nation's immigration system.

Sincerely,

**Franklin Raines
Director
Office of Management and Budget**

**Bruce Reed
Assistant to the President for Domestic Policy**

**Janet Reno
Attorney General**

Enclosures

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Thomas L. Freedman (CN=Thomas L. Freedman/OU=OPD/O=EOP [OPD])

CREATION DATE/TIME:25-MAR-1998 20:08:36.00

SUBJECT: Tobacco Farmers Update

TO: Cynthia A. Rice (CN=Cynthia A. Rice/OU=OPD/O=EOP @ EOP [OPD])

READ:UNKNOWN

TO: Elena Kagan (CN=Elena Kagan/OU=OPD/O=EOP @ EOP [OPD])

READ:UNKNOWN

CC: Mary L. Smith (CN=Mary L. Smith/OU=OPD/O=EOP @ EOP [OPD])

READ:UNKNOWN

CC: Laura Emmett (CN=Laura Emmett/OU=WHO/O=EOP @ EOP [WHO])

READ:UNKNOWN

TEXT:

Ford's staff says Ford, Frist and Hollings are planning on telling McCain on Friday that they have draft language based on the Ford/Robb compromise we have been discussing and asking that it be included in McCain's bill. Of course, we have heard they are close to presenting this before, but this sounds pretty legitimate. The provision would cost \$2.1 billion a year, and include an \$8 buy out for flue cured. Dallas Smith will do a section by section as soon as language is available and work with OMB to do an internal cost projection. Helms came close to signing on to the position this afternoon, but has evidently decided he still is not convinced a comprehensive bill will ultimately move. When he does agree and the measure is tinkered with, it seems likely there will eventually be close to a consensus of the 12 tobacco state senators to sign on. (Senators like Faircloth will wait for Helms). Interestingly, Helms says he surveyed the Caucus and thinks he can't get enough R votes for such a generous package -- so according to Ford it is possible the package could be subject to downsizing pressure with Helms helping to broker that. In addition, we (along with Dallas and an OMB person) met again with the leading flue cured grower groups today who say they are pushing Helms to back the Ford position. The farmers say that when the provision gets included in McCain (and if liability is in) they will ultimately be willing to lobby for the whole comprehensive bill and expect their membership to favor it as well. I've given all this detail to Cynthia and discussed our reaction. If the numbers check out, when we get asked I think we can say that this is one way that satisfies the President's fifth principle on protecting farmers (but not saying it is the only one we'd endorse). Dallas agreed with this line.

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Diana Fortuna (CN=Diana Fortuna/OU=OPD/O=EOP [OPD])

CREATION DATE/TIME:25-MAR-1998 17:42:37.00

SUBJECT: You probably know this, but...

TO: Elena Kagan (CN=Elena Kagan/OU=OPD/O=EOP @ EOP [OPD])

READ:UNKNOWN

CC: Laura Emmett (CN=Laura Emmett/OU=WHO/O=EOP @ EOP [WHO])

READ:UNKNOWN

TEXT:

the House emergency supplemental cuts AmeriCorps very sharply, among other programs. I am working with OMB and the Corp. for Natl Service on whatever statements we issue on this.

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Andrea Kane (CN=Andrea Kane/OU=OPD/O=EOP [OPD])

CREATION DATE/TIME: 25-MAR-1998 10:39:17.00

SUBJECT: W2W Scheduling Request

TO: Elena Kagan (CN=Elena Kagan/OU=OPD/O=EOP @ EOP [OPD])
READ: UNKNOWN

CC: Laura Emmett (CN=Laura Emmett/OU=WHO/O=EOP @ EOP [WHO])
READ: UNKNOWN

TEXT:

Just got your note written on Staff Secretary's 3/7 memo to POTUS re: Welfare to Work event requested by Eli Segal, asking if we've put in a request, and if not, let's do. This must have gotten delayed getting over here. We did submit request on Monday. I believe Laura showed it to you before it went in. Thanks.

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Stephanie S. Streett (CN=Stephanie S. Streett/OU=WHO/O=EOP [WHO])

CREATION DATE/TIME:25-MAR-1998 08:56:42.00

SUBJECT: Chile Answers

TO: John Podesta (CN=John Podesta/OU=WHO/O=EOP @ EOP [WHO])

READ:UNKNOWN

TO: Elena Kagan (CN=Elena Kagan/OU=OPD/O=EOP @ EOP [OPD])

READ:UNKNOWN

TO: Jennifer M. Palmieri (CN=Jennifer M. Palmieri/OU=WHO/O=EOP @ EOP [WHO])

READ:UNKNOWN

TO: Ann F. Lewis (CN=Ann F. Lewis/OU=WHO/O=EOP @ EOP [WHO])

READ:UNKNOWN

TEXT:

fyi

----- Forwarded by Stephanie S. Streett/WHO/EOP on
03/25/98 09:00 AM -----

Laura A. Graham

03/24/98 04:56:49 PM

Record Type: Record

To: Stephanie S. Streett/WHO/EOP

cc: Laura S. Marcus/WHO/EOP

Subject: Chile Answers

The Chileans have come back with some answers:

1) They have agreed to do an interactive via satellite throughout the nations represented at the summit with students. Their idea is to have one student rep from each nation ask their leader a question regarding (what I do not know how or if they will be scripted, which could be problematic on our side given the imagination of a HS student in the current climate) anyway, we would need to seriously think on who this student is asking Potus a question and make sure they are scripted as this will now be open to the press. They would repeat the questioning from other students with their leaders.

2) Valpariso was confirmed as a go from the Chileans. They are pretty sure that the concern will not be present at all.

3) They have agreed to move the Trade/Economics basket to Sunday and swap it with the leaders free lancing.

That is all for now, just wanted to pass along the latest update. Thanks!

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Barry J. Toiv (CN=Barry J. Toiv/OU=WHO/O=EOP [WHO])

CREATION DATE/TIME:25-MAR-1998 18:59:58.00

SUBJECT: Washington Post piece and Carlton letter

TO: Thomas L. Freedman (CN=Thomas L. Freedman/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

TO: John Podesta (CN=John Podesta/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

TO: Elena Kagan (CN=Elena Kagan/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

TO: Cynthia A. Rice (CN=Cynthia A. Rice/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

TO: Rahm I. Emanuel (CN=Rahm I. Emanuel/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

TO: Bruce N. Reed (CN=Bruce N. Reed/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

CC: Dawn L. Smalls (CN=Dawn L. Smalls/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

CC: Laura Emmett (CN=Laura Emmett/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

CC: Melissa M. Murray (CN=Melissa M. Murray/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

CC: Michelle Crisci (CN=Michelle Crisci/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

CC: Cathy R. Mays (CN=Cathy R. Mays/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

TEXT:

1. The long-awaited Ceci Connelly piece on tobacco may begin running this Sunday.

2. Also, Bruce R. has just received a pretty strong letter from Phil Carlton expressing alarm about Administration proposals. The letter essentially accuses us of having changed our position on computation of the \$1.10/\$1.50 a pack price increase and liability, and having an unrealistic proposal on look-back.

It reads, "If these proposals are ultimately incorporated...it will be impossible for the companies to support such legislation or to sign the protocol..."

RECORD TYPE: PRESIDENTIAL (NOTES MAIL)

CREATOR: Thomas L. Freedman (CN=Thomas L. Freedman/OU=OPD/O=EOP [OPD])

CREATION DATE/TIME:25-MAR-1998 10:19:26.00

SUBJECT: Wine labels and treasury

TO: Elena Kagan (CN=Elena Kagan/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

CC: Mary L. Smith (CN=Mary L. Smith/OU=OPD/O=EOP @ EOP [OPD])
READ:UNKNOWN

CC: Laura Emmett (CN=Laura Emmett/OU=WHO/O=EOP @ EOP [WHO])
READ:UNKNOWN

TEXT:

You'd asked me to check on the status of the wine label issue at Treasury. The matter is a regulatory one (the ATF was petitioned by various private parties for the right to use this label) and Rob Weiner is looking into what involvement we can have. I do have a substantive update on the issue -- it is public knowledge via the press that that the decision has been made by Treasury to approve the petition. HHS did write letters to ATF expressing concern about the health effects of this decision. I'm out tomorrow & Fri. but will leave all the relevant info with Mary.

March 31, 1998

DRAFT

Harold Rogers
Chairman
Subcommittee on Commerce, Justice, State,
the Judiciary and Related Agencies
Appropriations Committee
U.S. House of Representatives
Washington, D.C. 20515

Automated Records Management System
Hex-Dump Conversion

Dear Mr. Chairman,

In the Subcommittee's Report accompanying P.L. 105-119, the Congress directed the Attorney General to review the recommendations of the Commission on Immigration Reform (CIR) and develop a plan that would result in greater effectiveness and efficiency in the performance of the core functions of the federal immigration system. The President, also responding to the report of the CIR, asked the Domestic Policy Council (DPC) to "evaluate carefully the [CIR] proposal and other reform options designed to improve the executive branch's administration of the Nation's immigration laws." In conducting this review, the DPC, working closely with the Office of Management and Budget, consulted with the Departments of Justice, Labor and State, the INS, staff of the CIR, immigration experts and advocacy groups, and other White House offices, including the National Security Council.

The DPC/OMB review concluded that the CIR report correctly diagnosed many of INS' problems -- insufficient accountability between field offices and headquarters, lack of consistency and professionalism, overlapping organizational relationships, and significant management weaknesses. These problems have hampered the ability of the INS to pursue effectively the principle tasks that Congress and the President expect the INS to perform: effective enforcement of our immigration laws both at our borders and in the interior, and the efficient provision of immigration and citizenship benefits and services. Improving the ability of the INS to pursue these critical priorities must be the guiding principle of any reform plan.

After careful consideration and study, we have concluded that the most effective way to adhere to this guiding principle is to implement dramatic and fundamental reforms *within* the INS. The Administration's reform plan will untangle the INS's overlapping and frequently confusing organizational structure and replace it with two clear organizational chains of command -- one to accomplish its enforcement mission and the other to provide immigration-related services. By retaining both of these functions within a single agency, the Administration's reform plan would ensure that both the enforcement and the service operations are appropriately coordinated and supported by Headquarters. The Administration's reform plan will strengthen accountability and improve efficiency and effectiveness by allowing each of the two chains of command to focus on the unique

management, knowledge, skills, and abilities of its function.

The key features of the Administration's plan are:

- **Effect an operational split between enforcement and services, resulting in two distinct, clear lines of authority from the field to headquarters, with an INS Commissioner continuing to be responsible for overall agency operations;**
- **Eliminate the current "district" field structure, and replace it with a functional and geographic-based organization that allows for the creation of service offices in areas convenient to their immigrant "customers" and the creation of enforcement offices at border areas and at significant ports of entry;**
- **Improve the quality of the workforce by creating separate enforcement and service career paths for INS employees, so that the best employees can move up the ladder and be rewarded for high performance;**
- **Restructure management operations to ensure an effective "shared support" operation (e.g., records and data management, technological support, employee relations, and administrative support) that will serve both the enforcement and the service sides of the agency.**
- **Establish a Chief Financial Officer to address deficiencies in financial, accounting and budget execution systems.**

In addition to implementing the restructuring plan noted above, the Administration will continue its efforts to identify and then take appropriate remedial action to eliminate any remaining areas of duplication, overlapping responsibilities, or inadequate coordination between the INS and the Departments of Labor and State.

It should be noted that during its review, DPC and OMB carefully evaluated the recommendations of the CIR. The CIR concluded that the INS's dual responsibility of welcoming legal immigrants and deterring illegal immigration has resulted in "mission overload." To address this issue, the CIR recommended disbanding the INS and reallocating its primary responsibilities to the Department of Justice (DOJ) and the State Department. We believe those recommendations would only compound the current problems with the nation's immigration system.

First, such a substantial reallocation of authority could require a six- or seven-year transition, exacerbating existing concerns about long delays in immigration activities. Second and even more important, this reallocation would hinder the coordination and communication necessary to maintain the integrity and efficiency of both immigration enforcement and immigration service operations. To be most effective, all immigration policy and management should remain within one agency at the Justice Department.

The Administration's plan is a fundamental change in the way the INS conducts business. This restructuring -- from top to bottom -- will address long-standing concerns about lines of authority and responsibility, consistency of operations, and performance within the INS. It will result in improved enforcement coordination, career paths that support professionalism, and measurable changes in the way INS provides services to the immigration community. Most important, it will greatly improve the ability of the INS to perform their duties effectively and efficiently. We look forward to working with you and other members of Congress to implement this restructuring plan and to ensure successful, long-term improvements in the Nation's immigration system.

Sincerely,

**Franklin Raines
Director
Office of Management and Budget**

**Bruce Reed
Assistant to the President for Domestic Policy**

**Janet Reno
Attorney General**

Enclosures

***Restructure and Reform of the Immigration and Naturalization Service
Comparison of the Administration and Commission on Immigration Reform (CIR) Proposals***

<i>CIR Recommendation</i>	<i>Administration Restructuring Proposal</i>	<i>Rationale</i>
<p><u>Immigration Enforcement</u></p> <p>Consolidate immigration enforcement at the border and in the interior in a new Bureau for Immigration Enforcement at the Department of Justice.</p>	<p>Establishes an Executive Associate Commissioner (EAC) for Enforcement Operations with responsibilities for all enforcement functions (border patrol, inspections, investigations, detention and intelligence) reporting directly to the INS Deputy Commissioner/ Commissioner. This functional split between enforcement and service operations extends from the field to headquarters.</p>	<p>Consolidates border and interior enforcement within one entity but preserves necessary integration between enforcement and service functions. Establishes clear lines of authority and divisions of responsibility between these two operations. Maintains a single immigration focal point within the Department of Justice (DOJ).</p>
<p>Bureau Director appointed for a set term (5-years).</p>	<p>INS Commissioner remains a Presidential appointee with no set term.</p>	<p>Ensures agency-head has the confidence of the Attorney General and President.</p>
<p>Upgrade all enforcement personnel to receive law enforcement pay and benefits commensurate with those of other DOJ law enforcement components.</p>	<p>The Administration is reviewing pay comparability options to ensure law enforcement officers with similar duties receive comparable pay and benefits.</p>	<p>Eliminating pay disparities between enforcement agents performing similar tasks promotes increased professionalism and positive morale.</p>
<p>Establish a Uniformed Service Enforcement Branch that merges INS inspectors, border patrol and detention officers into one uniform service. Investigations would constitute a "white-collar" division with this new bureau.</p>	<p>Consolidates all enforcement operations under an area enforcement director. Within this structure, border patrol, inspectors and detention officers will each continue to operate separately within their defined area of expertise.</p>	<p>Provides a single point of responsibility and accountability for all enforcement and allows the agency to focus on integrated enforcement on a national or global scale.</p>
<p>All uniformed officers (border patrol, inspectors and detention officers) within a particular geographic area would be under the authority of a single integrated enforcement manager.</p>	<p>Consolidates all enforcement operations under an area enforcement director. The enforcement area director will report directly to the EAC for Enforcement Operations.</p>	<p>Provides a single point of responsibility and accountability for all enforcement and allows the agency to focus on integrated enforcement on a national or global scale. This approach is similar to a traditional law enforcement model.</p>
<p>Establish a "removal officer" position that integrates the functions of investigations and deportation.</p>	<p>Investigators and deportation officers will be merged into an investigation and removal unit within the enforcement area.</p>	<p>Close coordination, oversight and management will ensure optimum use of staff to expedite the removal of illegal aliens. The merits of merging the two occupational series is still under consideration.</p>
<p>Field offices structured to address comprehensively the immigration enforcement</p>	<p>In place of the current district office structure, consolidates all enforcement operations under an</p>	<p>Creates an unambiguous enforcement chain of command with clear reporting relationships and a</p>

<i>CIR Recommendation</i>	<i>Administration Restructuring Proposal</i>	<i>Rationale</i>
challenges within that locality.	area enforcement director. The enforcement area director will report directly to the EAC for Enforcement Operations. Border patrol officers will report to the border patrol chief; inspectors will report to port-of-entry directors. These enforcement officers, along with investigation and removal personnel, will report to the area enforcement director who coordinates enforcement activities within a geographic area.	manageable span of control.
Retain regional offices.	Regional offices will be restructured as operational rather than administrative. Instead of three regional offices, the plan envisions between 6 and 12 enforcement areas. Each enforcement area director will report directly to the EAC for Enforcement Operations.	Provides operational oversight of field operations, to achieve better coordination and execution of enforcement priorities.
<u>Immigration Services</u> Adjudication of eligibility for immigration-related applications (immigrant, limited duration admissions, asylum, refugee, and naturalization) in the Department of State under the jurisdiction of a new Undersecretary for Citizenship, Immigration, and Refugee Admissions.	Establishes an Executive Associate Commissioner for Immigrant Services consisting of all immigrant service functions reporting directly to the INS Deputy Commissioner/ Commissioner.	Establishes a singular immigration service organization but preserves necessary integration between enforcement and service functions. Establishes clear lines of authority and divisions of responsibility between these two missions. Maintains a single immigration focal point within the DOJ.
Establish a Bureau of Immigration Affairs at the State Department to manage the immigration process including domestic adjudication/examination (work authorization/adjustment of status) and employment verification.	Functions included within a restructured EAC for Immigration Services.	Immigration enforcement responsibilities are integral to the benefit review and adjudication process. Neither mission can be conducted effectively if separated.
Establish a Bureau of Refugee Admissions and Asylum Affairs at the State Department responsible for overseas refugee admissions and refugee and asylum functions conducted by the INS.	Functions included within a restructured EAC for Immigration Services.	Same as above. INS and State will initiate an operational review to minimize overlap and duplication within INS and State-run visa, refugee and asylum programs.
Establish a Bureau of Citizenship and Passport	Functions included within a restructured EAC for	The State Department is not equipped to conduct

<i>CIR Recommendation</i>	<i>Administration Restructuring Proposal</i>	<i>Rationale</i>
Affairs at the State Department responsible for naturalization and determinations of citizenship and passport issuance.	Immigration Services.	the service and enforcement processes required in the naturalization program. Moreover, this reallocation of functions to State may conflict with their foreign policy mission. The naturalization redesign has addressed the concerns raised by the CIR while retaining this responsibility within the INS.
Establish Quality Assurance Officers to oversee records management, procedure monitoring, fraud investigations and internal review.	INS has expanded its INSpect program to assist in internal review and audits.	The naturalization redesign has established integrity quality assurance checks throughout the process. The redesign incorporates sweeping changes in processes, records management, data flow and retention, and customer service as measures of quality and integrity.
Establish a field structure that uses existing INS Regional Service Centers and State's National Visa Center and create a local office structure that is separate from immigration enforcement offices.	The EAC for Immigration Services will rely heavily on direct mail to existing INS service centers. Local service offices will move from the current district office configuration to a community-based operation. Service offices will not necessarily be located in the same location as enforcement areas.	The naturalization redesign study has recommended direct-mail to service centers for benefit processing and INS is implementing these recommendations. Beginning April 15, 1998, all naturalization processing will be direct-mail and phased implementation of direct mail processing for all other benefit applications in planned for completion over the next two years.
<u>Immigration-related functions</u>		
Consolidate enforcement of immigration-related employment standards in the Department of Labor.	DOL and INS will develop an MOU that will improve coordination with the INS and more effective DOL involvement in worksite enforcement.	Will provide a mechanism for the more effective enforcement of immigration-related labor laws.
All worksite investigations to ascertain employers' compliance with employment eligibility verification requirements should be conducted by the Department of Labor.	DOL and INS will develop an MOU that will improve coordination with the INS and more effective DOL involvement in worksite enforcement.	Will provide a mechanism for the more effective enforcement of immigration-related labor laws.
<u>Administrative Review</u>		
Administrative review of all immigration-related	Maintains the current review and appeals	It is important to maintain the Attorney General's

<i>CIR Recommendation</i>	<i>Administration Restructuring Proposal</i>	<i>Rationale</i>
decisions should be consolidated and considered by a newly-created independent agency, the Agency for Immigration Review. This agency would be headed by a Presidentially-appointed Director.	mechanism. The Administration is studying options to consolidate certain review and appeals functions currently in the INS and DOL into the Executive Office of Immigration Review under the Attorney General.	ability to oversee the administrative appeals process within the Department of Justice. Also important to maintain each agency's role in the review of decisions reached by an division or component of that agency.
<u>Agency-wide reforms</u> Set more manageable and fully-funded priorities (realistically-achievable short and long-term goals and greater specificity on expected annual outcomes to which agencies should be held accountable).	The INS has developed strategic performance plans and measures in both enforcement and service operations. These plans and measures are manageable and will accurately capture agency performance. As measures are refined, annual outcomes can help judge performance and highlight strengths and weakness that require management attention.	The goal is result-oriented performance measures that allow management to judge performance in the aggregate and provide line-managers with the data necessary to do their job effectively.
Improve systems of accountability and measures of performance.	The key feature of this restructuring plan is to build clear lines of responsibility and accountability within the INS. The restructuring will ensure that line managers have the necessary tools to do the job effectively and performance can be measured. Current confusing and overlapping organizational relationships will be eliminated and replaced with clear lines of command in enforcement, services and within the administrative support functions -- vital to INS' operational effectiveness.	Much of the work INS performs requires close coordination between enforcement and services. Under this restructuring, coordination is maintained while reporting relationship remain clear so that policy can be developed, coordinated and applied consistently.
Strengthen the customer service orientation. Establish a separate career track for service operation employees.	This restructuring will establish separate career paths for enforcement and service personnel.	Lack of clear career path for enforcement and service personnel often means INS losses its best employees. This restructuring, by creating a separate career path for enforcement and service operations will increase retention and, therefore, improve overall morale.
Use fees for immigration services more effectively.	This restructuring, combined with the naturalization redesign, should address this concern. INS recently completed a activity-based-costing (ABC) review of its benefit fee structure that accurately estimates the cost of	Fees should reflect true costs, cover the costs of services provided, result in timely and courteous service and provide flexibility in their use to meet changing service requirements and demands. The base-funding review of its fee structure and the

<i>CIR Recommendation</i>	<i>Administration Restructuring Proposal</i>	<i>Rationale</i>
	providing benefits. INS will conduct a "base" funding examination of its fee structure in FY 1998 to ensure benefit and service fee receipts support service-related operations.	ABC review should help assure the immigrant community that fees reflect true costs and that they support fee services.

C:\WORK\WP\IMMIGRAT\99\INSCIR.JF
April 2, 2010
2:30pm