

The enactment of the Immigration and Naturalization Service (INS) Data Management Improvement Act (DMIA) in June of 2000 led to the creation of an Attorney General's Task Force. After being chartered, the DMIA Task Force officially began work with the first meeting on February 20, 2002, and has taken the mandate of the DMIA very seriously. Each member organization of the Task Force was chosen to represent those agencies and organizations with the expertise necessary to find solutions to ensure the continued free flow of goods and people across our borders while addressing increased security concerns.

The DMIA Task Force is comprised of 17 representatives from six Federal agencies, two state and local government groups, and nine private industry trade and travel organizations (see Appendix A, Task Force Components). The Task Force was created to evaluate how the flow of traffic at U.S. airports, seaports and land border Ports-of-Entry (POEs) can be improved while enhancing security, improving coordination among agencies and governments, and implementing systems for data collection and data sharing.

Some of the Task Force activities since the inaugural meeting in February include the following:

- Discussed issues facing the airport, land border, and seaport environments, including the effective implementation of an entry/exit system.
- Conducted fact-finding site visits at different POEs to view facilities and operations, receive briefings and demonstrations of port operations and automated inspections projects, and participate in stakeholder meetings.
- Provided updates and fostered ongoing coordination efforts with Congress, other federal agencies, state and local government representatives, and members of business and private organizations.

The Task Force is required to report to Congress on its findings, conclusions, and recommendations in accordance with statutory mandates of the DMIA 2000. This year's report to Congress focuses primarily on recommendations for an entry/exit system. The Task Force will further address the other areas mandated in the statute (improving the flow of traffic; enhancing systems for data collection/data sharing; better use of technology, resource and personnel issues; facilities and infrastructure issues; and increasing cooperation between public and private sectors, among federal and state and local agencies, and with affected foreign governments). Baseline information on these subjects is provided in this report and will be expanded in 2003/2004 (see Chapter 7).

To address issues of the entry/entry system effectively, the Task Force members divided into four subcommittees to examine the different environments at sea, air, and northern and southern land border POEs. The Task Force subcommittees each examined the processes for entry/exit in their respective environments and prepared reports detailing their findings and proposals.¹ In addition to the government and industry expertise provided by the Task Force members, the Task Force contracted with an independent information technology (IT) consultant group to provide technical expertise. The IT consultants have focused this year primarily on the current IT systems used in the visa issuance and inspection processes and the concept of how an entry/exit system could work (see Appendix G, IT Summary). They will continue their efforts addressing data sharing, interoperability, and related IT issues in 2003/2004.

Many issues and questions arose while the Task Force explored the complex issue of entry/exit. Some of these issues and questions are a continuation of the problems that plagued the original entry/exit mandates of the Section 110 legislation. Other issues gained prominence in the post-September 11, 2001, environment. Many of the same issues are presently confronting the U.S. Government in its effort to implement an entry/exit system.

The Task Force considered such issues as:

- Whether exit should be interpreted as a full mirror image of the current entry process and infrastructure, a simple matching of data in a database, or a point on the continuum between the two;
- What kind of infrastructure can be built in a land border environment where different entities own the land and different countries control the access;
- Infrastructure issues at air and sea ports where, in most instances, the existing space for arrival/entry is inadequate. Airports are also struggling to absorb the newly mandated Transportation Security Administration requirements for security;
- The issue of current documentary requirements for U.S. citizens as well as non-citizens, which presents a myriad of challenges, not only from a technical perspective, but also from security, facilitation, and diplomatic perspectives;
- Integration of multiple diverse IT systems currently in use by government and industry; and finally
- The importance of outreach and a proactive message from government and industry to explain any new procedures so as not to hamper travel and commerce to the U.S.

The development of the entry/exit system requires the coordination and systematic review of the relationships with the other laws recently enacted that impact national security data

¹Chapter 2, Task Force Recommendations, contains the 39 proposals of the subcommittees and the nine recommendations of the Task Force. Chapters 3 through 6 contain the complete subcommittee reports and findings.

systems and functions. Additionally, though not focused on in great detail, the Task Force also recognizes new challenges that a successful entry/exit system would create. These include how enforcement entities will handle overstays once they are identified by the new system, and whether they have the resources to do so; the inter-relationship between entry/exit and stay activities related to benefits while in the U.S.; and the closing of the information loop in providing the Department of State with departure and related information for use in the visa issuance processes.

The Task Force engaged in thoughtful and extensive debate on these and related issues to address entry/exit challenges. The Task Force members dedicated a considerable amount of time and effort to addressing these important national issues at this critical time in order to provide the recommendations to the Congress in a timely manner.

The Task Force as a whole discussed the 39 proposals put forth by the subcommittees and synthesized them into nine general recommendations for an entry/exit system. The Task Force members agreed in principle and reached consensus on all nine general recommendations, although there are some areas in the 39 supporting subcommittee proposals where there are differing opinions.

The nine general recommendations on which the Task Force reached consensus follow:

- 1. Appropriate funding levels should be established and adequate funding provided for the facilities and infrastructure necessary for development of an entry/exit system and to address increased growth in traffic across the nation's borders.**

Where applicable, the use of existing space and infrastructure both domestic and foreign, should be maximized, including the sharing of facilities among agencies. All possible Port-of-Entry (POE) scenarios and configurations should be employed.

- 2. Provide adequate staffing to effectively operate POEs and efficiently implement and manage entry/exit systems and processes.**
- 3. The entry/exit system should be developed and implemented in cooperation and coordination with foreign governments and other stakeholders.**

The U.S. government must uniformly apply inspection policy such that inspection procedures are consistent in their respective POE environment.

- 4. The U.S. Government should expand the use of initiatives to facilitate the entry/exit of known low-risk traffic.**
- 5. The U.S. government must identify information technology, including biometrics, to enhance border security systems and facilitate cross border traffic. The technology should be interoperable with all federal, state, and local law enforcement agencies.**

- 6. The development and the implementation of the entry/exit system should enhance the quality of life in affected communities in such areas as the environment, trade and tourism.**
- 7. The entry/exit system should include and enhance current inspection processes so that required arrival and departure data is collected only once by the U.S. government and disseminated to appropriate users.**

As part of the entry/exit development process the U.S. government, in coordination with stakeholders, must conduct pilot programs prior to full deployment to determine their impacts measured against pre-established benchmarks.

- 8. If changes to documentary requirements are proposed, the U.S. government must consult with affected stakeholders, in particular local communities, state and local governments and the private sector, concerning the impact of such changes on the environment; security; legitimate trade, commerce, travel; and foreign relations.**

The U.S. government should continue to work in conjunction with industry and other governments to develop more secure documents which facilitate travel, particularly as technology evolves and biometrics play a larger role.

- 9. As the entry/exit requirements develop into an electronic collection format, it is imperative to ensure compliance with current data collection requirements and continue to provide necessary travel statistics.**

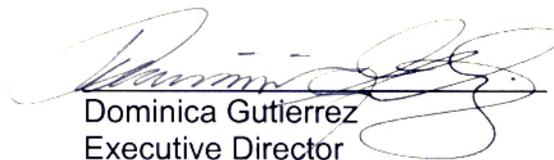
As the entry/exit requirements change for the U.S., it is imperative that an effective coordinated communications outreach program be developed to ensure not only the compliance of the traveler but also a proactive message from government and industry to explain any new procedures so as not to hamper travel and commerce to the U.S.

Several government agencies received additional appropriations through the fiscal year 2002 Emergency Supplemental Appropriations Act that was passed shortly after the events of September 11. Both INS and the U.S. Customs Service received an influx of positions and funding to support and strengthen northern border operations. These resources provided an immediate but interim response to the much larger issue of improving traffic flow and strengthening border security at all POEs. The recommendations presented by the Task Force provide a comprehensive overview of the enormity of these issues and begin to identify the resources needed for their implementation.

The Task Force has identified the remaining issues that will need to be explored in order to fulfill the statutory mandates. These include facilities and infrastructure, resources, coordination and cooperation, additional port processes/operations, interoperability and related IT issues, and how the U.S. can improve the flow of traffic at airports, seaports, and land border ports. The Task Force anticipates that it can complete this work in 2003/2004.



Michael D. Cronin
Chairperson
DMIA Task Force



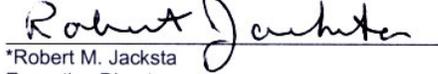
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Executive Summary

The DMIA Task Force members agreed in principle and reached consensus on all nine general recommendations although there are some areas in the 39 supporting subcommittee proposals where there are differing opinions.


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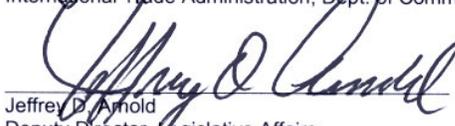

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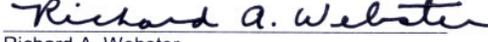

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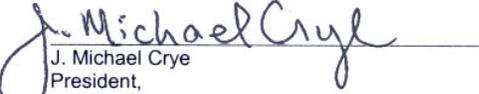

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