

INS' SOUTHWEST BORDER STRATEGY

PHASE 1: TARGET AREAS WITH THE LARGEST NUMBER OF CROSSERS AND THE LEAST AMOUNT OF CONTROL

In February 1994, Attorney General Janet Reno and Immigration and Naturalization Service (INS) Commissioner Doris Meissner announced a bold, innovative, multi-year strategy to strengthen the enforcement of the nation's immigration laws and shut down the traditional corridors for the flow of illegal entrants along the Southwest border, stretching from California to Texas. The strategy was designed to reverse years of neglect that had created a porous, understaffed and ill-equipped border. The need to strengthen the border against illegal traffic was balanced with a desire to facilitate legal crossing at border ports of entry. For the first time, INS put a strategy in place for managing the border in a way that would ensure that those attempting to cross illegally would be thwarted, while those crossing legally would encounter minimal delays at ports of entry.

A key feature of the 1994 strategy was the concentration of new resources and personnel in one or two areas each year, starting with the most vulnerable, in order to bring control to the Southwest border through a well laid out multi-year strategy. Increasing the number of Border Patrol agents, providing additional infrastructure, and deploying new equipment and technology are important elements of the new comprehensive strategy, matched with the implementation of new tactics that utilize these resources to maximize results.

Increasing the physical presence of Border Patrol agents on the Southwest border to deter to illegal crossing has been an integral part of the border strategy; improving the deployment and use of the agents has made the difference.

- The number of Border Patrol agents on the Southwest border has grown dramatically between FY 1993 and the end of FY 1997—increasing from 3,389 to a total of 6,213—an 83 percent increase.
- These new agents are utilizing bold new tactics: Instead of chasing after the closest illegal alien, Border Patrol agents are placed in a deterrent position on the front-line of the border, with additional agents positioned to apprehend those who might get through. As a result, the flow of illegal immigrants has been disrupted and reduced in the targeted areas.
- This strategy establishes a pattern of increased apprehensions immediately following the influx of resources, followed by a drop in apprehensions once a level of deterrence and control has been reached.

By placing personnel and resources strategically on the border in a coordinated effort to regain and maintain control of key points on the border, INS has made significant progress. Logically,

INS initially targeted the border areas with the least amount of law enforcement and the highest number of illegal crossers. San Diego accounted for 45 percent of all apprehensions nationwide, while El Paso accounted for more than 25 percent of apprehensions nationwide. To attack the problem head-on, the Border Patrol selected San Diego and El Paso for the initial infusion of resources and attention.

Operation Hold the Line.

Even before the national plan had been laid out for the entire Southwest border, Border Patrol sector chiefs began to experiment with various deployment patterns. These early operations would work as the testing ground for the national plan that was to unfold. In October 1993, Chief Silvestre Reyes launched Operation Hold the Line in El Paso, which took advantage of specific crossing patterns and El Paso's flat terrain by placing agents in highly visible positions throughout the downtown area.

Agents were placed 100 feet apart across downtown El Paso in an effort to deter illegal crossers. INS detailed 54 agents to the El Paso sector in FY 1994 and an additional 50 agents in FY 1995 to help support the operation.

Since the launch of Operation Hold the Line, the flow of illegal immigrants in the El Paso area has been substantially reduced by nearly 50 percent, from a high in FY 1993 when more than 285,000 apprehensions were made, to approximately 145,000 apprehensions in FY 1996.

Operation Gatekeeper

In the San Diego area, the Southwest border strategy called for focusing immediate attention on one 14-mile stretch that accounted for more than 40 percent of the apprehensions along the entire border and more than 80 percent of the apprehensions for the entire San Diego sector. The numbers coming across the 14-mile stretch starting at the Pacific Ocean translated into more than 10,000 illegal entrants each week. To recapture this key part of the border, INS deployed an unprecedented number of Border Patrol agents, technology enhancements, and other resources to San Diego for Operation Gatekeeper, which it kicked off on October 1, 1994.

The goal of Operation Gatekeeper was to shift traffic away from the 14-mile stretch, which provided easy access to transportation northward, to areas in the mountains that were difficult to cross. Since the launch of Operation Gatekeeper, apprehensions in San Diego have dropped from 45 percent to 30 percent of the total Southwest border. At the Imperial Beach station, which covers the first four miles from the ocean eastward and was the busiest border area, apprehensions dropped from 138,185 in FY 1994 (before the start of Gatekeeper) to 25,029 in FY 1997, an 82 percent reduction.

INS anticipated that as the Border Patrol increased pressure between the ports of entry, more people would attempt to cross illegally through the port. INS increased the number of inspectors

at the San Ysidro port of entry in anticipation of the shift, and in fact, the number of intercepts in November 1994 increased 40 percent over the previous year's November figure.

In addition, before Gatekeeper, most criminal and previously deported aliens who were arrested trying to re-enter the country were either not prosecuted or pleaded guilty to a misdemeanor offense with minimal jail time. Now, previously deported criminal aliens prosecuted in the Southern District of California for illegal reentry face a felony charge that carries a statutory federal prison sentence of 5 to 20 years. Should they unlawfully attempt to enter the United States again, they face another felony prosecution which carries a sentence of 10 to 20 years.

Operation Safeguard

Once border enhancements were made to El Paso and San Diego, INS anticipated that traffic would be pushed eastward, and in 1995 the Border Patrol launched Operation Safeguard in Arizona.

The Border Patrol used its enhanced force to deploy agents almost directly on the line along the four critical miles of the border. This operation redirected illegal border crossings away from urban areas near the Nogales port of entry to more open areas that the Border Patrol could more effectively control. Moving illegal immigrants away from urban areas, where they were able to disappear into local communities, has enabled the Border Patrol to take advantage of the new equipment and technology that has been provided along with increased manpower to make apprehensions in areas where illegal entrants are more visible.

Due to the progress made in San Diego, El Paso and Nogales, there has been a shift in the traditional traffic patterns of illegal immigration on the border. The increased control in these areas has created new challenges for INS as illegal immigrants and alien smugglers find new routes of entry.

PHASE 2: MAINTAIN CONTROL IN SAN DIEGO, NOGALES AND EL PASO; EXPAND TEXAS EFFORTS

While new tactics and agent resources in San Diego, El Paso and Nogales became the necessary focus of INS' FY 1994 and FY 1995 efforts, INS also began to lay the groundwork for a build-up of enforcement resources in Texas. A wide variety of infrastructure enhancements, such as low-light TV monitors, sensors, lights, and a biometric identification system were put in place to ensure that when INS deployed additional Border Patrol agents on the Texas border, they would be well-equipped and prepared to manage the challenges facing them.

Texas presents a different set of challenges for INS. The varying terrain that separates the United States from Mexico includes a major river along the border, backed by stretches varying from scrub brush to dense foliage to urban areas. Border-crossing train routes also present additional control and facilitation challenges in areas such as Laredo and McAllen.

Thus, with infrastructure enhancements well underway, the next step in the Southwest border strategy calls for concentrated efforts in South Texas -- Operation Rio Grande. At the same time, INS will work to continue to maintain the gains made in El Paso, Nogales, and San Diego.

Operation Rio Grande

Operation Rio Grande, announced by Commissioner Meissner in July 1997, is a multi-year plan that builds on the successful implementation of operations Hold the Line, Gatekeeper, and Safeguard. This new phase, designed to improve the quality of life in communities along the Texas and New Mexico border by curbing illegal immigration and facilitating legal traffic into the country, is scheduled to begin August 25 in the Brownsville area.

Operation Rio Grande will expand control along the remainder of the Texas border, starting east in Brownsville and working west. It is a coordinated plan -- developed by top INS field managers in Texas -- designed to best meet the unique challenges along the different areas of the border throughout Texas and New Mexico.

In addition, 133 new agents will be deployed to the Texas/New Mexico border in the coming months, bringing the total number of new agents for the area to 436 by the end of FY 1997. The Border Patrol agent force in Texas and New Mexico will stand at 2,693 agents at the end of FY 1997 -- a 53 percent increase from 1,756 in 1993. INS expects to send the majority of new agents and technical resources to Texas in the next several years if illegal traffic continues to grow in Texas.

INS has also deployed new equipment and technology in Texas since 1993. Low-light television monitors, night vision equipment, night scopes, sensors, and encrypted radios are just some of the assets that INS has deployed in Texas as essential tools in the task of safeguarding the nation's borders.

Operation Rio Grande is designed to gain and maintain control of targeted border areas through a combination of new technology and additional manpower, including an immediate influx of 69 detailed agents and increased overtime that will bolster the Patrol's line agent force. The 69 agents on detail will be replaced by these permanent staff as they return from training at the Academy. In addition, a key element of the plan includes integrating all facets of INS enforcement operations such as Border Patrol agents, inspectors at ports of entry, investigators, intelligence analysts, and officers responsible for detaining and returning illegal aliens.

The operation divides Texas and New Mexico into three main corridors--encompassing five Border Patrol sectors that span the two states --McAllen/Laredo, Del Rio/Marfa and El Paso. It focuses on gaining and maintaining control in the most heavily trafficked areas and communities along the border.

As INS gains control in each of the targeted areas, that control will be maintained through permanently increased staffing, technology and lighting, and enhanced detention and removal

capabilities. INS' primary focus in the initial enforcement phase, slated to begin August 25, will be in the Brownsville area. INS will also lay the groundwork for movement west toward Laredo.

INS will enhance border enforcement operations in downtown Brownsville and the rest of the McAllen sector in numerous ways including:

- Increasing personnel. INS will immediately detail 69 Border Patrol agents to the McAllen sector from stations in the interior and on the northern border. These detailed agents will be replaced by permanent new agents currently in training and assigned to the McAllen sector. In addition, overtime has been budgeted to allow increased patrols for extended periods enabling the Patrol to schedule an additional 168 shifts per week;
- Deploying special response teams to ports of entry to handle an anticipated rise in aliens attempting to enter using fraudulent documents;
- Increasing the amount of bed space available to detain apprehended aliens;
- Installing IDENT systems for rapidly checking the criminal records of illegal aliens at ports of entry;
- Adding electronic sensors, night scopes and day scopes for towers;
- Equipping agents with additional night vision goggles;
- Installing portable lighting along the river levee; and
- Installing low-light television for monitoring activity in identified "hot spots."

The remaining sectors and districts will rely on additional overtime funds and detention, removal, intelligence and anti-smuggling support to strengthen their operations in targeted high crossing areas and ports-of-entry.

Operation Rio Grande builds on the success of INS' comprehensive Southwest border strategy launched in February 1994. For the first time, an integrated strategy was developed that addressed how to fight illegal immigration at and between ports-of-entry. Operations Hold the Line, Gatekeeper, and Safeguard have made great strides in stemming the flow of illegal immigrants and redirecting narcotics trafficking from Mexico and other countries. Operation Rio Grande will continue this initiative, incorporating the best practices established in the other border operations.

Although the initial focus of Operation Rio Grande will be on the McAllen area -- the most heavily trafficked illegal immigration and drug smuggling corridor -- the entire Texas/New Mexico border is included in this multi-year strategy. As INS gains control in this area, emphasis will shift toward Laredo and other parts of the border where the pressure is greatest.

NEW EQUIPMENT AND TECHNOLOGY

The increase in INS' Southwest border infrastructure has been just as dramatic as the increase in the number of agents. Technological devices act as force multipliers—increasing the productivity of agents. The use of technological resources such as low-light TV, infrared night scopes, sensors and encrypted radios has moved the Border Patrol into the 21st century of law enforcement. These devices enable field managers to more effectively apprehend and accurately track the crossing patterns of illegal entrants. The new technology allows them to develop tactics that utilize their personnel more effectively and help the line agents accomplish their mission.

IDENT

IDENT is a biometric identification system that uses an apprehended alien's fingerprint to identify any criminal alien, whether they have a criminal record or have previously been removed from the United States. When armed with this information, the agency can work with U.S. Attorneys to prosecute aliens unlawfully present in the United States after previous immigration violations. It also helps INS in strategy development by tracking the number of aliens attempting to illegally re-enter the country. The usefulness of this system does not stop at the border however; INS district offices use the system to identify repeat offenders using fraudulent documents at ports of entry as well as to identify aliens it encounters in investigative operations.

INS began the installation of the IDENT system in FY 1995, and currently IDENT systems have been installed at 97 sites along the Southwest border. Since installation of IDENT at El Paso's Paso Del Norte bridge this past March, there has been a sharp increase in the apprehension of repeat offenders attempting to re-enter the United States after removal. Since installation on March 26 (through July 24), IDENT has been used to process 2,224 individuals, resulting in the identification of 302 prior offenders of immigration laws—176 of whom were referred for criminal prosecution.

CADRE/ Sensor Deployment

Where INS once relied only on its Border Patrol agents' ability to detect and track groups of illegal crossers, sensors buried along the border at suspected crossing locations allow agents to cover a wider area. When the sensors are set off, the Border Patrol station is alerted and line agents are then notified. The information obtained from the sensors in the detection of migrant crossing groups is enhanced when coupled with the CADRE system. This system is a Windows-based computer network that analyzes sensor data and is connected to a dispatch system. The system also allows Border Patrol sectors to analyze sensor data to see crossing patterns.

In the El Paso sector, where the number of sensors has increased from 788 in 1995 to the current level of 1,328, CADRE increased the response rate to sensor "hits" by tracking the number of agents available and providing information that increases the efficient use of these agents in the

field. INS has increased sensor inventory on the Southwest border by 96 percent in the past four years. By the end of FY 1997, 8,272 sensors will have been sent to the Southwest border (this figure is an update as of 8/8/97).

ENFORCE

The ENFORCE system has allowed INS to automate the preparation of paperwork used by INS agents to process immigration violations. Previously, the paperwork for immigration cases was prepared by hand, often taking more than two hours per case. Automation has reduced the processing time to less than 30 minutes for most cases. Once data from an investigation is collected, the ENFORCE system is used to print the necessary forms for hearings and other actions.

ENFORCE supports a more streamlined and efficient business process and will soon include a biometric interface with the IDENT system, allowing INS to capture photographs and perform fingerprint matching functions during a single procedure. The ENFORCE system is currently in place in El Paso at the port and in the Border Patrol sector and will soon be installed in McAllen and Brownsville. The El Paso sector has been selected as the prototype location for marrying IDENT with ENFORCE, which will increase the proficiency in tracking immigration and criminal records of detainees and facilitating the detention and repatriation of illegal entrants.

Vehicles

Illegal border crossings often take place in difficult and dangerous terrain, requiring that Border Patrol agents be equipped with a variety of vehicles. Although agents most often use four-wheel-drive vehicles to maintain their off-road presence, they also use all-terrain vehicles and motorcycles to cover the varying areas of the border.

INS has dramatically increased the number of new vehicles for use in Border Patrol sectors along the Southwest border, from 1,558 in FY 1994 to 3,986 in FY 1997 (as of 8-6-97) -- a 156 percent increase. Additional new vehicles have been provided at the rate of two vehicles for every three new agents deployed since 1994, as well as to replace vehicles that have worn out from extensive use.

K-9 Inspection

Dogs have been highly successful in detecting concealed aliens and drugs that might otherwise have entered the United States illegally. Since FY 1993, the National Canine Facility, located in El Paso, has trained 109 canine teams. In total, there are 150 K-9s assigned to the Border Patrol— 144 to sectors along the Southwest border.

In May 1997, two incidents in the McAllen sector demonstrated the value of the Border Patrol

dogs: A Border Patrol canine team discovered 4,659 pounds of marijuana, valued at more than \$3.7 million, hidden in a secret compartment in a boxcar. Similarly, a dog detected 5,844 pounds of marijuana, valued at more than \$4.6 million, and four weapons while searching for illegal aliens in Brownsville. In July 1997 at a highway checkpoint in the Laredo sector 15 miles in from the border, a Border Patrol canine team detected 3,332 pounds of cocaine, valued at more than \$100 million, which, if undetected, would likely have made it onto U.S. streets.

INS also uses K-9 units at ports of entry, providing an effective resource to detect both alien and drug smuggling. The dogs and their handlers are also trained in El Paso, which ensures consistency in K-9 operations both at ports of entry and between ports of entry. A total of 16 K-9 units are deployed at six Southwest border ports. These units are available for special operations, working with Border Patrol and the U.S. Customs Service, as needed.

In FY 1996, canine-assisted enforcement actions netted more than 25,000 concealed humans, 229,623 pounds of marijuana, 7,099 pounds of cocaine and 710 pounds of heroin and more than \$2 million in tainted cash nationwide.

Aircraft

Airplanes and helicopters provide an "eye in the sky" for the Border Patrol, enabling them to observe border areas inaccessible by vehicles and provide support for the agents' missions. By following vehicles and individuals illegally crossing the border, Border Patrol aircraft minimize the risks that are present in a vehicle pursuit. Additionally, aircraft pilots can conduct wide-ranging patrol operations and, when equipped with night-vision goggles, are able to spot illegal activities that previously might have gone unnoticed. The Border Patrol's 39 helicopters and 20 fixed-wing aircraft along the Southwest border are critical in the battle against illegal immigration and drug trafficking.

Fences

Placing fences on the border has proven successful in controlling the flow of illegal border crossers, forcing them to make their attempt in other locations that are either more observable or more difficult to cross. Fences also make it more difficult, if not impossible, for vehicles to drive across the border unimpeded. Fencing in downtown El Paso pushed alien traffic from the heart of the city to the ports of entry where it can be better controlled, and to areas outside of the city where it is harder to cross unnoticed.

INS has installed more than 33 miles of fencing along the Southwest border over the past four years. Before Operation Gatekeeper was instituted in 1994, only 19 miles of fencing existed in the San Diego sector, and in FY 1997 INS has increased that to more than 35 miles— an 86 percent increase.

Deployment of Border Patrol Agents

The deployment of Border Patrol agents along the Southwest border has been steadily increasing since FY 1993, from 3,389 agents to 6,213 agents at the end of FY 1997—an 83 percent increase. The number of Border Patrol agents along the Southwest border has increased dramatically in the last four years, and as the Border Patrol grows to its congressionally mandated strength of 10,000 agents by the year 2001, those numbers will continue to increase.

Port Court: Immediate Action at the Border

The San Diego Port Court was the first immigration court to operate at the border. It was designed to impose real and immediate consequences at the border -- including exclusion and deportation orders -- for those who violate U.S. immigration laws. Implemented in July 1995, this pilot project targeted aliens coming through the ports of entry with fraudulent documents or very small amounts of drugs. In the first year of operation, more than 14,000 aliens were quickly removed through expedited proceedings at the Port Court and had their documents seized. Each received an order making them subject to federal felony prosecution if they return.

With the implementation of the Illegal Immigration Reform and Immigrant Responsibility Act of 1996, cases of fraud encountered at ports of entry are now adjudicated by inspectors instead of immigration judges, as was the case with the Port Court pilot program.

Border Facilitation

The facilitation of legal border crossings, especially since the passage of the North American Free Trade Agreement (NAFTA), has been an integral part of the INS border management strategy for two reasons. First, INS recognizes the significant trade, commerce, and business interests across the border as well as the significant level of integration between border communities. Second, when traditional routes of illegal entry essentially have been shut down, there is increasing pressure on ports of entry as more aliens attempt to enter the United States using fraudulent documents. For example, the number of fraudulent documents seized at El Paso's busy ports of entry has increased from 7,401 in FY 1994 to 11,034 in FY 1996, a number that is certain to be surpassed this year.

Inspectors

In order to respond to these two pressures, INS has greatly increased the number of inspectors at ports of entry along the Southwest border. In FY 1994, there were 1,117 Inspectors assigned to Southwest border locations; in FY 1997, INS increased that number to 1,865 -- a 67 percent increase.

Dedicated Commuter Lanes

In 1995, INS expanded its use of the Dedicated Commuter Lane (DCL) to the southern border at the Otay Mesa (California) port of entry. DCLs allow low-risk, frequent travelers to register for pre-inspected status. Vehicles enrolled in the program are outfitted with transponders that emit radio signals read by an antenna in the roadway once the vehicle approaches the lane. Each transponder has a unique number, which retrieves a specific record in the DCL's database. This record appears on a screen in front of the inspector and features a digitized image of the driver and authorized passengers, along with critical information about those passengers. DCLs substantially reduce waiting times for low-risk, frequent border crossers while enabling inspectors to focus more attention on higher-risk traffic. At the Otay Mesa port of entry, travelers passing in the dedicated lane often have less than a four-minute wait, compared to the average 20-minute wait for travelers in the regular vehicle lanes. Plans are currently being developed to open additional DCLs along the Southwest border, including at the San Ysidro, El Paso, and Hidalgo ports of entry.

Source: Immigration and Naturalization Service.

IMMIGRATION AND NATURALIZATION SERVICE

BUDGET AUTHORITY (\$ THOUSANDS) FISCAL YEARS 1990-1998

FY	TOTAL	TOTAL SOUTHWEST BORDER	TOTAL DRUG-RELATED	SOUTHWEST BORDER DRUG-RELATED/1/2
1990	1,147,423	312,144	120,179	46,398
1991	1,264,215	346,800	130,665	50,190
1992	1,449,808	359,854	141,225	55,149
1993	1,503,807	409,838	146,997	61,624
1994	1,596,882	411,633	157,423	64,812
1995	2,003,499	525,347	177,173	72,170
1996	2,586,747	611,556	225,193	88,262
1997 enacted/3	3,192,669	804,663	317,169	102,145
1998 request/4	3,634,045	877,548	368,837	118,915

PERSONNEL FISCAL YEARS 1990-1998

FY	TOTAL FULL-TIME PERSONNEL (ON BOARD)	TOTAL FULL-TIME PERSONNEL, SOUTHWEST BORDER (ON BOARD)	TOTAL BORDER PATROL AGENTS	BORDER PATROL AGENTS, SOUTHWEST BORDER	INSPECTORS, LAND BORDER PORTS OF ENTRY	INSPECTORS, LAND BORDER PORTS OF ENTRY, SOUTHWEST BORDER
1990	14,620	5,390	3,733	3,160	963	523
1991	15,274	5,322	3,651	3,072	954	530
1992	16,605	5,863	4,076	3,503	1,039	596
1993	17,163	5,836	3,965	3,389	1,117	640
1994	17,486	6,223	4,226	3,670	1,103	660
1995	18,823	7,002	4,881	4,337	1,137	702
1996	22,574	8,960	5,878	5,281	1,641	1,162
1997 enacted/3	26,795	10,746	6,859	6,213	1,865	1,413
1998 request/4	28,365	11,302	7,359	6,698	1,865	1,413

Source: Immigration and Naturalization Service

IMMIGRATION AND NATURALIZATION SERVICE

MAJOR EQUIPMENT FISCAL YEARS 1990-1998

FY	SOUTHWEST BORDER INFORMATION TECHNOLOGY RESOURCES	VEHICLE PURCHASES, SOUTHWEST BORDER	AIRCRAFT (ROTARY WING) SUPPORTING SOUTHWEST BORDER COUNTER-DRUG
1990	19,630	4,862	NA
1991	24,062	7,857	NA
1992	7,749	5,171	4,144
1993	7,476	9,804	923
1994	6,150	12,149	NA
1995	44,861	18,034	923
1996	29,867	19,701	3,596
1997 enacted/3	45,338	33,852	2,700
1998 request/4	24,749	9,063	2,700

1/Includes only Southwest border district and sector obligations (personnel salaries and benefits and general expenses) and general expense items funded on behalf of the Legal Proceedings program. Southwest border districts include El Paso, Harlingen, San Antonio, San Diego and Phoenix and sectors include McAllen, Marfa, Laredo, El Paso, Del Rio, Yuma, Tucson, El Centro and San Diego.

2/ Does not include centrally funded items such as rent, Federal Telecommunications System (the long distance service used by the Department), Accident/Employment Compensation, Payroll Services, major equipment purchases, such as vehicles and computers, etc., because these costs are managed and obligated at Headquarters. Therefore, all of the costs associated with the Southwest border cannot be captured. This also makes it nearly impossible to readily compare #4, which DOES NOT include overhead, to #3 which DOES include overhead.

3/ FY 1997 Enacted includes approved reprogrammings to date. Portions of the INS budget supporting all Southwest border missions is an estimate to date based on actuals through June 30, and projected on a straightline basis.

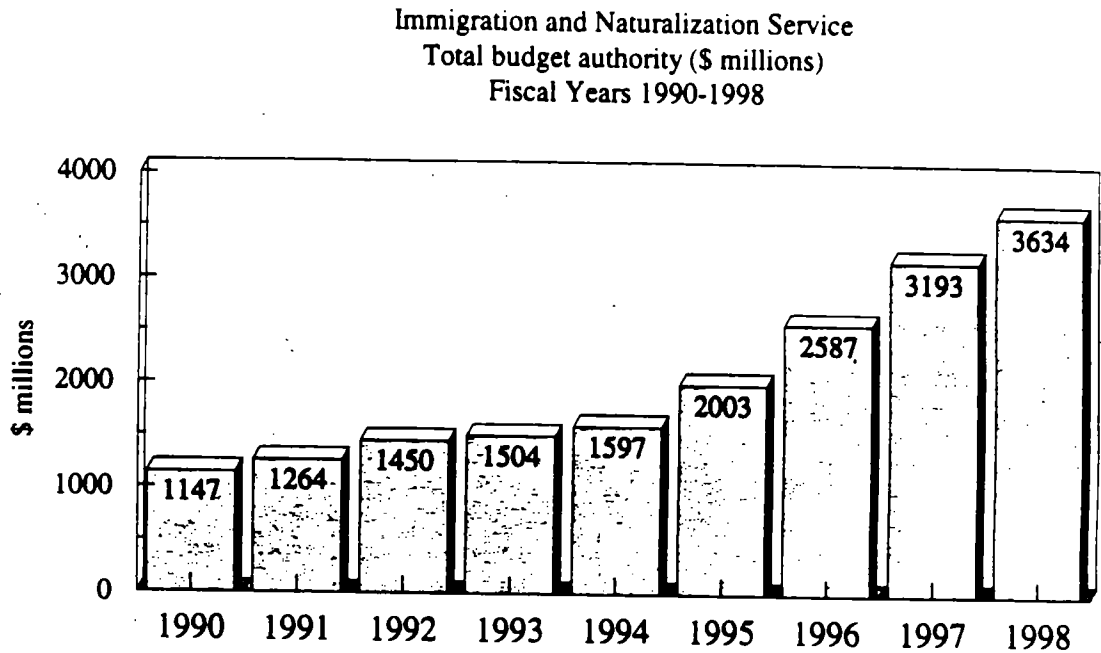
4/ FY 1998 Request for INS budget supporting all Southwest border missions is the FY 1997 Enacted plus inflation and increases requested in FY 1998 that are targeted for the Southwest border. The total Full Time Personnel (FTP) On-Board for FY 1998 is the sum of the FY 1997 Enacted of 26,795, plus the new FTP positions required in the FY 1998 President's request, which is 1,570.

Source: Immigration and Naturalization Service

Immigration and Naturalization Service (INS)

Total budget

- FY 1990-97: INS' budget increased 178 percent (\$1.1 to \$3.2 billion)
- FY 1998: INS' budget will total \$3.6 billion, a 14 percent increase over FY 1997.



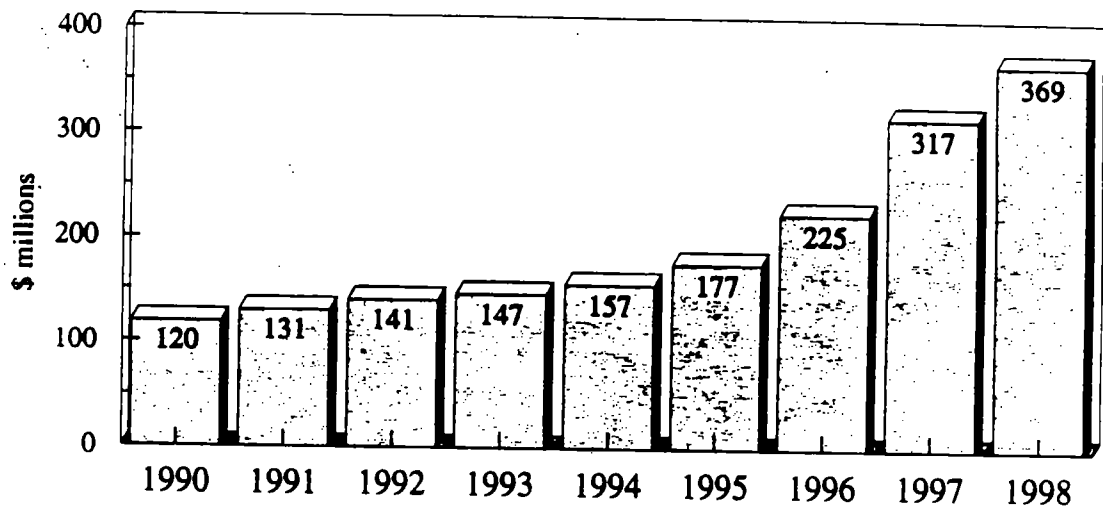
FY98 estimates are based on President's request

Source: Immigration and Naturalization Service

Immigration and Naturalization Service (INS) **Drug control budget**

- **FY 1990-97:** INS' drug control budget increased 164 percent (\$120 to \$317 million)
- **FY 1998:** INS' drug control budget will total \$369 million, a 16 percent increase over FY 1997.

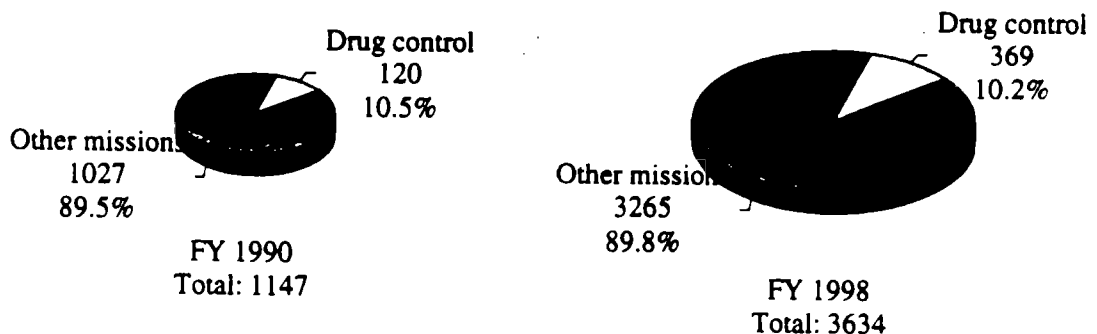
Immigration and Naturalization Service
Drug control budget
Fiscal Years 1990-1998



FY98 estimates are based on President's request

- **FY 1998:** 10 percent of the INS budget will be allocated for drug control.

Immigration and Naturalization Service
Total Budget Authority (\$ millions)



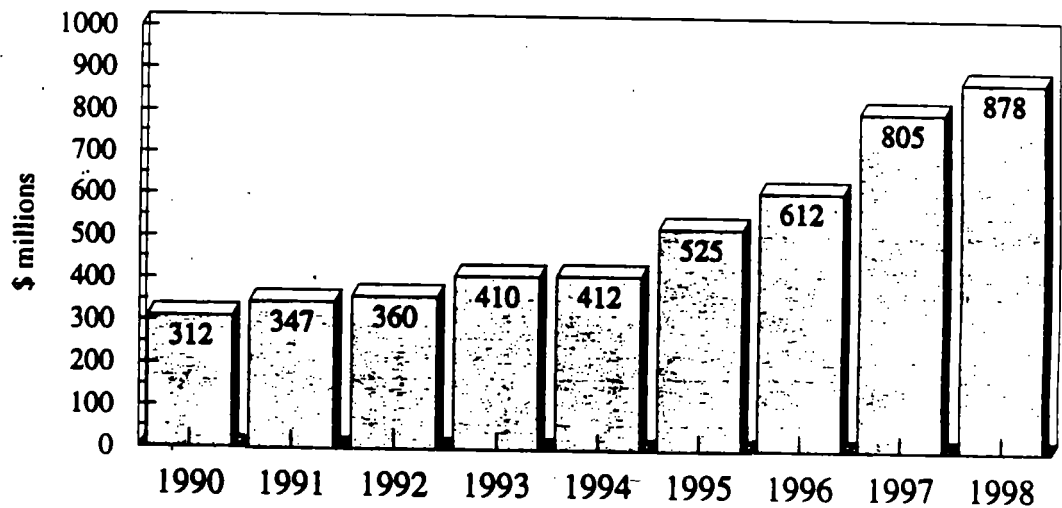
Source: Immigration and Naturalization Service

Immigration and Naturalization Service

Southwest border funding

- **FY 1990-97:** INS funding for the Southwest border increased 158 percent (\$312 to \$805 million)
- **FY 1998:** INS funding for the Southwest border will total \$878 million, a nine percent increase over FY 1997.

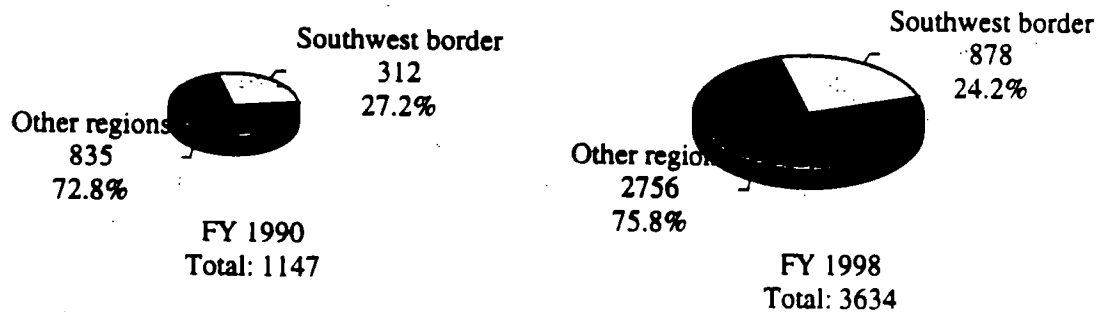
Immigration and Naturalization Service
Southwest border funding (\$ millions)
Fiscal Years 1990-1998



FY98 estimates are based on President's request

- **FY 1998:** 24 percent of the INS budget will be allocated for the Southwest border.

Immigration and Naturalization Service
Total Budget Authority (\$ millions)



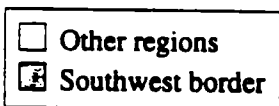
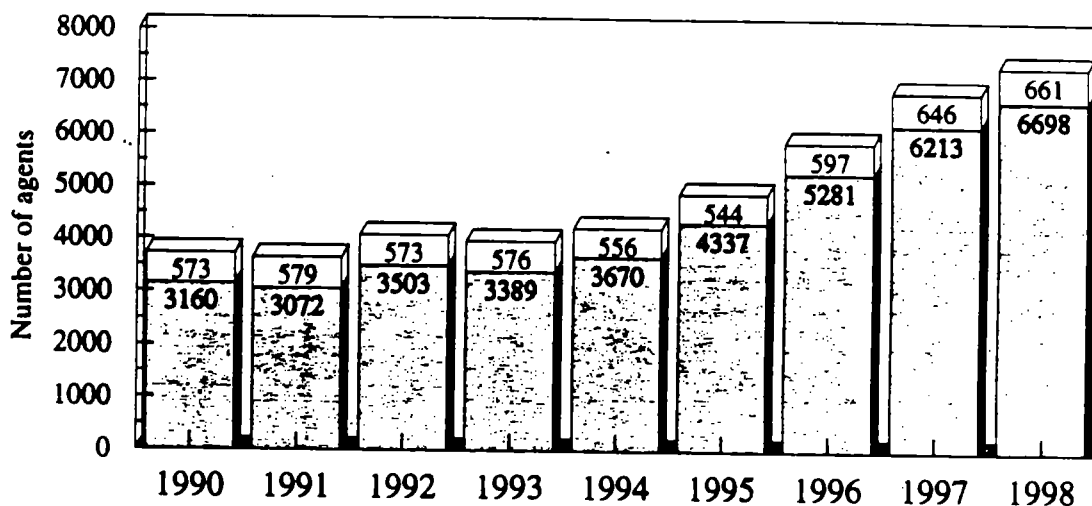
Source: Immigration and Naturalization Service

Immigration and Naturalization Service

Border Patrol Agents on the Southwest border

- **FY 1990-97:** The number of Border Patrol agents on the Southwest border increased 97 percent (3,160 to 6,213).
- **FY 1998:** The number of Border Patrol agents on the Southwest border will total 6,698; an eight percent increase over FY 1997.

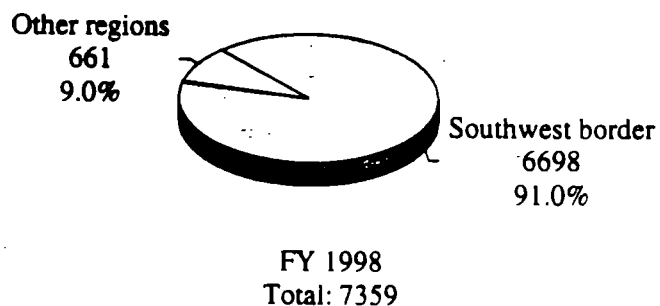
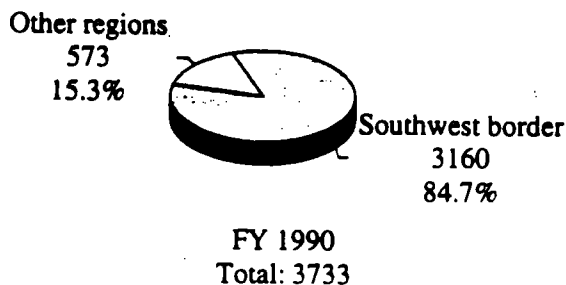
Immigration and Naturalization Service
U.S. Border Patrol Agents (number of agents)
Fiscal Years 1990-98



FY98 estimates are based on President's request

- **FY 1998: 91 percent of all Border Patrol agents will be deployed along the Southwest border.**

Immigration and Naturalization Service
Number of Border Patrol Agents

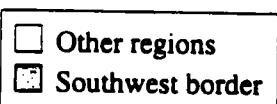
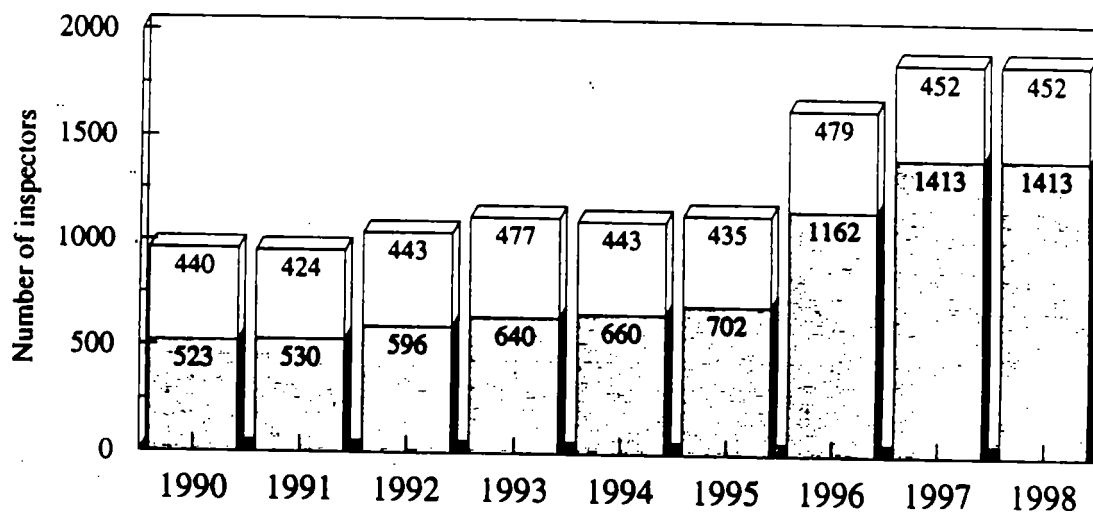


Immigration and Naturalization Service

INS Inspectors on Southwest border

- **FY 1990-97:** The number of INS inspectors on the Southwest border increased 170 percent (523 to 1,413).
- **FY 1998:** The number of INS inspectors on the Southwest border will remain at 1,413.

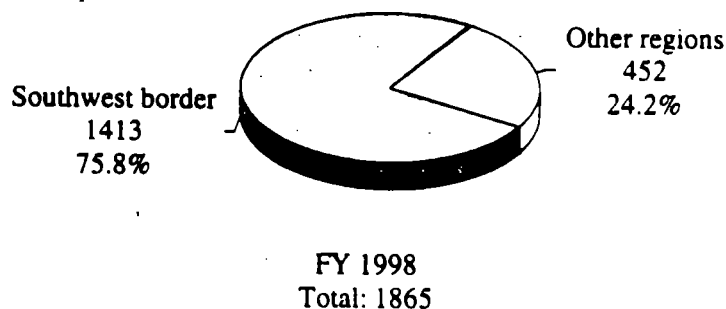
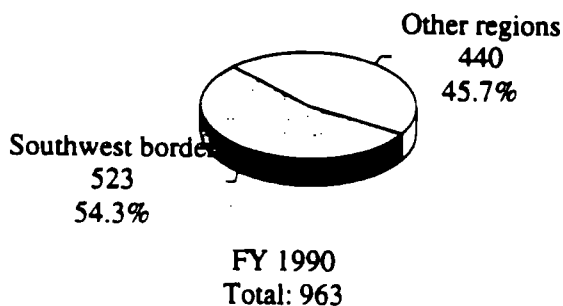
Immigration and Naturalization Service
Inspectors at Land Border Ports of Entry
Fiscal Years 1990-1998



FY98 estimates are based on President's request

- **FY 1998:** 24 percent of all INS inspectors at land border POEs will be deployed along the Southwest border.

Immigration and Naturalization Service
Number of Inspectors at Land Border POEs



Source: Immigration and Naturalization Service

UNITED STATES COAST GUARD

PROGRAM SUMMARY

The Coast Guard enforces Federal drug control law in maritime transit and arrival zones. In this capacity, it remains the Nation's principal maritime law enforcement agency, with jurisdiction on and over the high seas as well as in the territorial waters of the United States. The Coast Guard is the designated lead agency for maritime interdiction and shares co-responsibilities for air interdiction with the U.S. Customs Service.

Two ongoing Coast Guard operations complement existing law enforcement efforts along the land border with Mexico. Operation BORDER SHIELD on the Pacific side and GULF SHIELD on the Atlantic/Gulf of Mexico side logically extend land border efforts into the surrounding maritime region.

Operation BORDER SHIELD

Operation BORDER SHIELD is a bold initiative to shield the coastal borders of Southern California from maritime drug smuggling. The two areas of primary concern are the northern Baja Peninsula (offshore component), where Coast Guard air and surface patrol assets will operate, and the US-MX border area (inshore component) in which coordinated, real time end-game interdiction will be conducted with multiagency forces.

Mission: BORDER SHIELD is a multiphase operation to *deny maritime smuggling routes* around the border between Northern Baja Mexico and Southern California. The phases include:

- In April 1997, the Coast Guard initiated a short-term surge of air and surface interdiction resources in both component areas to detect, monitor, classify, and intercept suspected drug traffickers.
- A long term maintenance operation will follow, consistent with lessons learned and intelligence, to deter additional drug traffic and permit resource surges elsewhere.

Maritime Challenges: Criminal drug smuggling organizations are currently trafficking small loads of contraband along the coast to delivery points in the United States with minor disruption from law enforcement. Small "go-fast" boats and watercraft, including Jet-Ski's, Sea-Doo's, and Zodiacs, operating primarily at night, conduct approximately 4-6 deliveries a week. The speed, short travel distance, and low radar signature of these vessels is a daunting challenge for interdiction forces. Additionally, the frequency of deliveries limits the utility of available intelligence. Like Operation GULF SHIELD, traditional enforcement methods of occasional air flights and random surface patrols have not been effective against this threat.

Concept of Operations: The overall strategy is a combination of surging surface and air surveillance offshore, and real time inshore response using alert aircraft, boats and task forces.

- Resources dedicated to the ongoing first phase of BORDER SHIELD include: a dedicated 210 foot medium endurance cutter, two patrol boats, fixed wing aircraft surveillance, helicopter response assets, numerous utility boat and rigid hull inflatable small boats, one Law Enforcement Detachment (LEDET) and roughly 25 operations personnel.
- Phase I pulse operations feature a Transportable Command Center (TCC), one mobile inshore undersea warfare unit (MIUW) and one listening post/observation post (LP/OP).
- Additional complementary resources to ensure adequate ground, surface and air monitoring, detection, intelligence reporting, and interdiction will be provided by interagency participants including: U.S. Customs Service, Joint Interagency Task Force (JIATF)-West, Drug Enforcement Administration (DEA), Border Patrol, Joint Task Force Six (JTF-6), National Guard, IAC, and California law enforcement agencies.

The Eleventh District Commander Coast Guard will discuss operational issues with Mexican officials and is investigating opportunities for partnering by exchanging intelligence and developing coincidental operations.

Operation GULF SHIELD

Operation GULF SHIELD is a dynamic initiative to shield the coastal borders of the Gulf of Mexico from maritime drug smuggling. The area of primary concern is the coast of Texas, from the border with Mexico northward 100 miles, and seaward as much as 15 miles.

Mission: GULF SHIELD began as a two phase operation to *deny maritime smuggling routes* along the south Texas border. The phases include:

- Phase one was a sixty day *surge* of resources (March-May 1997).
- Phase two is a long term maintenance operation to deter any resurgence of drug traffic and permit resource surges elsewhere.

Maritime Challenges: Extensive violation of U.S. sovereignty and drug smuggling across the U.S./Mexico maritime border by Mexican lanchas is evidenced by observations, beach seizures, and testimony of confidential informants.

- Lanchas are 25 foot open hulled fast boats which can operate at speeds in excess of 30 knots. They routinely operate at night along the surfline in groups of 2 or more. Their small size and speed makes them very difficult to detect and apprehend.

- The known fleet size in the Gulf is between 1,000 and 3,000 hulls. As many as 500 lanchas may be observed at sea on any given surveillance patrol. Some of these vessels are linked to at least 3 smuggling organizations.
- Lanchas accounted for 21% (53 of 247) of known maritime smuggling events that were documented by Coast Guard Atlantic Area in FY 1996. The average load of illicit cargo is 500 to 1,000 pounds of cocaine or marijuana. An estimated 12 metric tons of cocaine and 125 metric tons of marijuana are transported to the U.S. in lanchas. Intelligence suggests these figures understate the real world situation.

Traditional enforcement methods of occasional air flights and random surface patrols have not been effective against this threat. GULF SHIELD is a flexible, responsive, hard hitting effort to combat drug traffic and restore security to the Gulf shorelines.

Concept of Operations: The overall strategy is a combination of enhanced surface and air radar and infrared surveillance, covert tracking, overt beach patrols, and OPBAT-like apprehension efforts using rapid response aircraft, boats and task forces.

- Resources dedicated to the maintenance phase of GULF SHIELD include: a dedicated medium endurance cutter, 110 foot patrol boat, a H-60 helicopter, rigid hull inflatable small boats, and operations personnel.
- Additional complementary resources, such as mobile radar units and listening and observation posts, will be provided by interagency participants including: US Customs, DEA, Border Patrol, JTF-6, and Texas law enforcement agencies.

GULF SHIELD has been coordinated among all participants and complements existing land border efforts such as HARDLINE, being conducted along the land border with Mexico.

The Coast Guard has discussed operational issues with Mexican officials and is investigating opportunities for partnering by exchanging intelligence and developing coincidental operations.

ACCOMPLISHMENTS

Since March 1997, Coast Guard interdiction efforts along the maritime Southwest border have led to six seizures totaling 6,660 lbs. of marijuana and three arrests. Coast Guard patrols have also contributed to six documented aborted deliveries.

In addition to interdiction success, the Coast Guard's work in the Southwest Theater has led to a number of historic "firsts" with the Mexican Navy (MX NAV), including:

- Establishing a formal USCG/MX NAV communication plan.

- Implemented regular high level talks between MX NAV Secretary and USCG flag officers.
- Obtained MX NAV assistance when USCG assets have chased suspect lanchas to the MX/US border.

The Coast Guard maritime initiatives along the Southwest border have blended an effective coalition of law enforcement agencies.; for example:

- BORDER SHIELD interagency participants include: U.S. Customs, JIATF-West, DEA, Border Patrol, JTF-6, National Guard, IAC and California law enforcement agencies.
- GULF SHIELD interagency participants include: U.S. Customs, DEA, Border Patrol, JTF-6 and Texas law enforcement agencies.

BUDGET SUMMARY

Fiscal Years 1990-1997

- Total budget authority for the Coast Guard increased 16 percent (from \$3,304 million in FY 1990 to 3,847 million in FY 1997).
- USCG drug budget decreased 46 percent (from \$638.2 million in FY 1990 to \$346.2 million in FY 1997).
- USCG funding for Southwest border missions decreased 46 percent (from \$63.8 million in FY 1990 to \$34.6 million in FY 1997).

Fiscal Year 1998

In the FY 1998 budget request, the Coast Guard budget totals \$3,992 million, an increase of \$145 million (four percent) over FY 1997 (\$3,847 million). At the FY 1998 level of funding:

- The Coast Guard drug budget will total \$373.1 million, an increase of \$26.9 million (eight percent) over FY 1997 (\$346.2 million). The FY 1998 drug budget (\$373.1 million) represents nine percent of the total FY 1998 USCG budget (\$3,992 million).
- USCG funding for Southwest border missions will total \$37.3 million, an increase of \$2.7 million (eight percent) over FY 1997 (\$34.6 million). The FY 1998 Southwest border funding (\$37.3 million) represents one percent of the total FY 1998 USCG budget (\$4.0 billion).

Source: United States Coast Guard.

UNITED STATES COAST GUARD

**BUDGET AUTHORITY (\$ MILLIONS)
FISCAL YEARS 1990-1998**

FY	TOTAL	DRUG CONTROL	SOUTHWEST BORDER /1
1990	3303.9	638.2	63.8
1991	3426.6	565.2	56.5
1992	3570.8	443.9	44.4
1993	3649.3	310.5	31.1
1994	3665.8	234.1	23.4
1995	3701.2	296.2	29.6
1996	3731.1	316.3	31.6
1997	3846.7	346.2	34.6
1998	3992.1	373.1	37.3

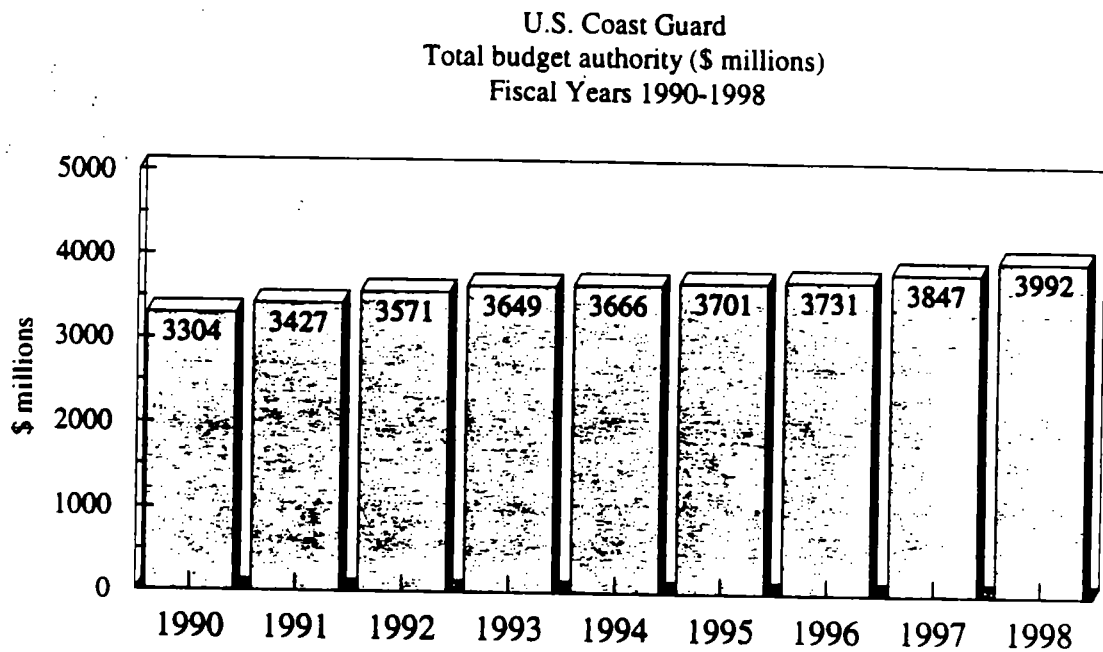
/1 The Coast Guard accounting system does not capture cost allocation by specific region. Abstract of operations reports over a period of years indicate that the Coast Guard expends about 10 percent of its drug-related resources in the Southwest border region. The Southwest border funding estimates represent 10 percent of the Coast Guard drug budget.

Source: United States Coast Guard

United States Coast Guard

Total budget

- FY 1990-97: Coast Guard budget increased 16 percent (\$3.3 to \$3.8 billion).
- FY 1998 budget is \$4.0 billion, a four percent increase over FY 1997.



FY98 estimates are based on President's request

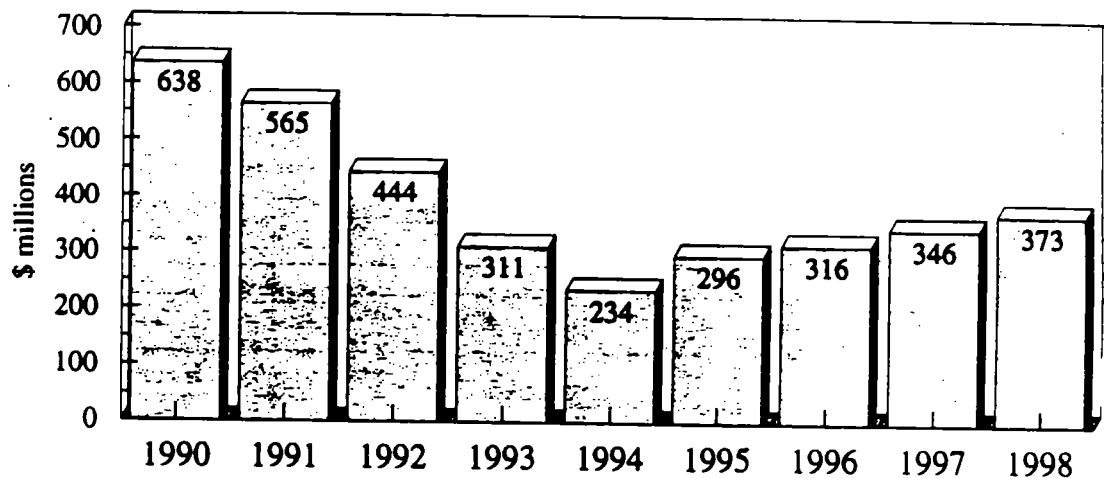
Source: United States Coast Guard

United States Coast Guard

Drug control budget

- **FY 1990-97:** Coast Guard drug control budget decreased 46 percent (\$638 to \$346 million).
- **FY 1998** drug control budget will total \$373 million, an eight percent increase over FY 1997.

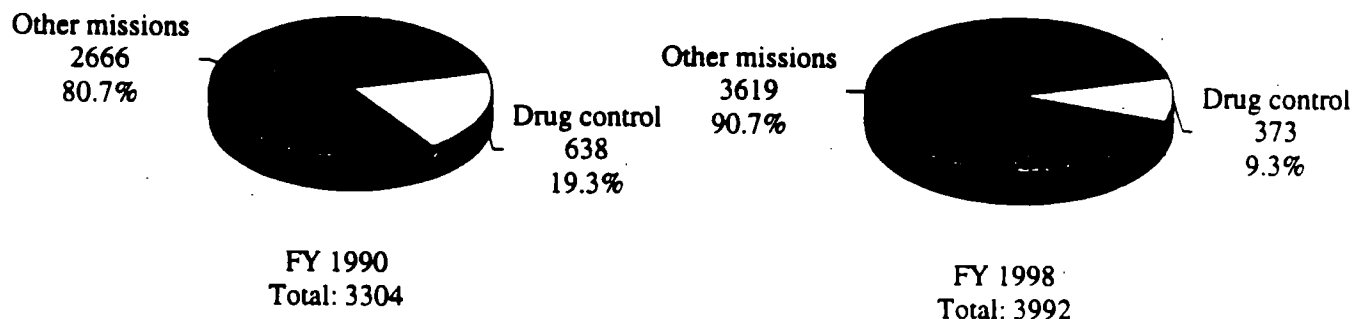
U.S. Coast Guard
Drug control budget (\$ millions)
Fiscal Years 1990-1998



FY98 estimates are based on President's request

- **FY 1998:** Nine percent of the total Coast Guard budget will be allocated for drug control.

U.S. Coast Guard
Total Budget Authority (\$ millions)



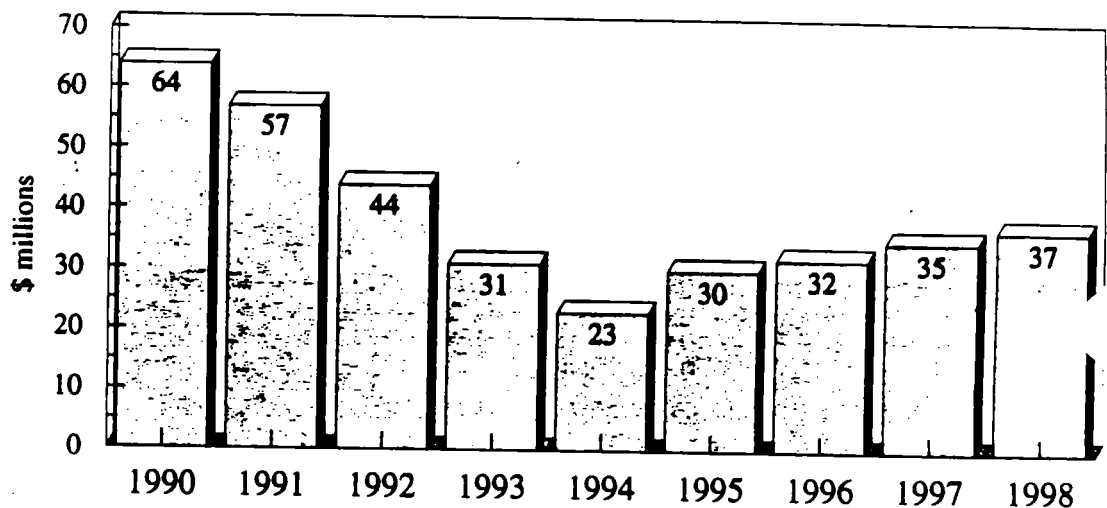
Source: United States Coast Guard

United States Coast Guard

Southwest border funding

- **FY 1990-97: Coast Guard funding for Southwest border missions decreased 46 percent (\$63.8 to \$34.6 million)**
- **FY 1998 Southwest border funding is \$37.3 million, an eight percent increase over FY 1997.**

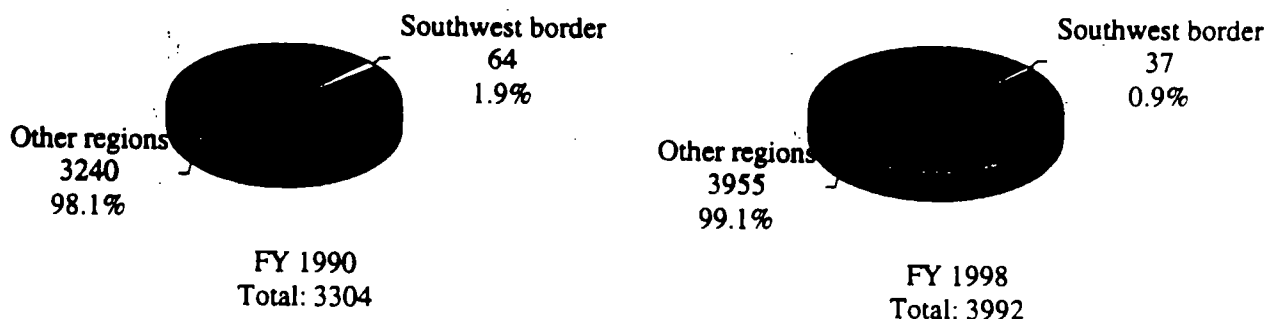
U.S. Coast Guard
Southwest border funding (\$ millions)
Fiscal Years 1990-1998



FY98 estimates are based on President's request

- **FY 1998: One percent of the Coast Guard budget will be allocated to the Southwest border region.**

U.S. Coast Guard
Total Budget Authority (\$ millions)



Source: United States Coast Guard

HIGH INTENSITY DRUG TRAFFICKING AREA (HIDTA) PROGRAM

PROGRAM SUMMARY

The High Intensity Drug Trafficking Areas (HIDTAs) are areas identified as having the most critical drug trafficking problems that adversely impact the United States. These areas are designated as HIDTAs by the Director of the Office of National Drug Control Policy pursuant to the Anti-Drug Abuse Act of 1988, as amended.

The HIDTA Program is a joint venture of local, State, and Federal law enforcement agencies which develop and implement joint, regional threat assessments and strategies to reduce drug trafficking. The Program:

- Institutionalizes teamwork through continuous joint planning and implementation.
- Promotes equal partnership of local, State, and Federal front-line decision makers;
- Invests in developing joint process and systems to integrate and synchronize efforts; and
- Has begun measuring collective outputs and outcomes.

The following areas have been designated as HIDTAs: (1990) Houston, Los Angeles, New York/New Jersey, South Florida, and Southwest Border; (1994) Puerto Rico/U.S. Virgin Islands and Washington/Baltimore; (1995) Atlanta, Chicago, and Philadelphia/Camden; and (1996) Rocky Mountain (Colorado, Utah, and Wyoming); Gulf Coast (Alabama, Louisiana, and Mississippi); Lake County, Indiana; Midwest (Iowa, Kansas, Missouri, Nebraska, and South Dakota); and Northwest (Washington State).

In Fiscal Year 1997, the HIDTA Program received \$140 million in Federal resources. The program will support over 150 collocated officer/agent task forces; strengthen mutually supporting local, State, and Federal drug trafficking and money laundering task forces; bolster information analysis and sharing networks; and improve integration of law enforcement efforts to reduce drug trafficking.

Three HIDTAs impact the Southwest border:

- The Southwest Border HIDTA encompasses the entire 2,000 mile border one to two counties deep. Divided into five regional partnerships of Federal, State and local enforcement agencies. Each partnership has an Executive Committee which oversees joint drug and money laundering task forces, regional intelligence centers and joint interdiction operations. Some have and others are developing regional coordination centers.

- The Los Angeles HIDTA oversees five major drug task forces in four counties in southern California. Efforts of this HIDTA include drug task forces that dismantle and disrupt regional, national and international trafficking and money laundering organizations.
- The Houston HIDTA efforts include major drug squads to dismantle and disrupt drug traffickers and task forces that focus on money laundering and violent gangs.

ACCOMPLISHMENTS

The **Metropolitan Area Narcotics Trafficking Interdiction Squads (MANTIS)** dismantled one of the most significant drug trafficking organizations in Pima County. This effort yielded 248 arrests; and seizures of 43 vehicles, 97 weapons, and illegal drugs and other assets valued at close to 500 million dollars. MANTIS also executed the largest cocaine seizure in Arizona -- 1,431 pounds of cocaine.

The **El Centro HIDTA Narcotics Task Force** successfully indicted one member and four associates of the Arrellano Felix organization using estimates of seizures from the U.S. Border Patrol. Seizures in the first half of 1997 are estimated at 19,671 kilograms. Notable arrests include: eight members of a cocaine trafficking organization operating in Colombia, Mexico, New York, Los Angeles, San Diego and Miami; 30 arrests stemming from seizures of marijuana, methamphetamine and cocaine; 10 members of a regional drug trafficking organization, and at least 111 other drug-related arrests.

The **Imperial Valley Drug Coalition (IVDC)** has planned and managed seven multi-jurisdictional combined air-ground operations utilizing Federal, State, and local law enforcement assets supported by the California National Guard and JTF-6. This highly coordinated regional campaign approach to counter-narcotics efforts has resulted in a verifiable and dramatic disruption of trafficking methods and routes through the Imperial Valley. Smuggling of high value contraband such as cocaine has been reduced throughout the Valley by as much as 97 percent from the FY 1995-96 baseline. Through aggressive interdiction efforts, agencies participating in the IVDC have seized over 80,000 pounds of marijuana and 500 pounds of cocaine.

The **McAllen, Texas Multi-Agency HIDTA Investigative Task Force** successfully dismantled a multi-pound methamphetamine distribution organization by arresting its leader and seizing over 25 pounds of meth. Other accomplishments include: dismantling of a multi-ton marijuana distribution organization; dismantling a cell of the Gulf cartel with the arrest of a manager and seizures of 337 kg of cocaine; investigation of a cell of a cocaine transportation organization; and investigation of a multi-ton international cocaine organization in conjunction with regional DEA offices in New York, Chicago, and Los Angeles. In FY1997, seven major drug organizations in the South Texas HIDTA region were dismantled, with 129 arrests, 50 convictions, and forfeitures worth almost \$600,000.

The Los Angeles HIDTA reported that of the 280 major drug distribution organizations that were targeted, 79 were dismantled and 65 were severely disrupted. Led by the Southern California Drug Task Force, the Los Angeles HIDTA drug task forces, in coordination with DEA headquarters and field offices throughout the country, completed Operation Zorro II. This effort dismantled two major sophisticated cocaine trafficking organizations--the Alapizco and the Gutierrez organizations--that distributed multi-ton shipments of cocaine throughout the United States.

BUDGET SUMMARY

Fiscal Years 1990-1997

Total HIDTA funding increased 460 percent (\$25 million in FY 1990 to \$140 million in FY 1997).

- In FY 1997, about one percent of the National Drug Control Budget was allocated for the HIDTA program.
- The FY 1997 base program includes \$140.2 million for drug-related activities which support all five goals of the National Drug Control Strategy. Included in this funding is \$23 million to establish five new HDTAs.
- One quarter of the FY 1997 HIDTA budget has been allocated to the Southwest border HIDTA.

Fiscal Year 1998

The total FY 1998 HIDTA request is \$140.2 million. No program enhancements are being requested.

HIGH INTENSITY DRUG TRAFFICKING AREA (HIDTA) PROGRAM

FUNDING BY HIDTA (\$ MILLIONS) **FISCAL YEARS 1990-1997**

HIDTA AREA	1990	1991	1992	1993	1994	1995	1996	1997
HOUSTON	3.3	10.6	11.9	11.6	11.5	10	9.6	9.5
LOS ANGELES	3.2	10.6	11.9	11.8	12.1	11.5	11.5	11.7
MIAMI	3.8	10.6	11.9	12.2	11.8	11.6	12.7	13.2
NEW YORK	4.0	10.6	11.9	12.4	12.5	11.6	9.9	11.0
SOUTHWEST BORDER	10.7	30.0	38.0	38.0	38.0	37.7	35.7	36.8
WASHINGTON/ BALTIMORE					0.1	12.6	12.2	11.9
PUERTO-RICO/ U.S. VIRGIN ISLANDS						9.0	9.0	9.1
CHICAGO						1.0	0.9	3.8
ATLANTA						1.0	0.9	4.2
PHILADELPHIA / CAMDEN						1.0	0.6	3.6
NORTHWEST								3.0
GULF COAST								6.0
LAKE COUNTY								3.0
MIDWEST								8.0
ROCKY MOUNTAIN								3.0
SAN FRANCISCO (PENDING)								1.0
DETROIT (PENDING)								1.0
OTHER								0.4
TOTAL	25.0	82.0	86.0	86.0	86.0	107.0	103.0	140.2

Source: Office of National Drug Control Policy

HIGH INTENSITY DRUG TRAFFICKING AREA (HIDTA) PROGRAM

FUNDING BY AGENCY (\$ MILLIONS)

FISCAL YEARS 1990-1997

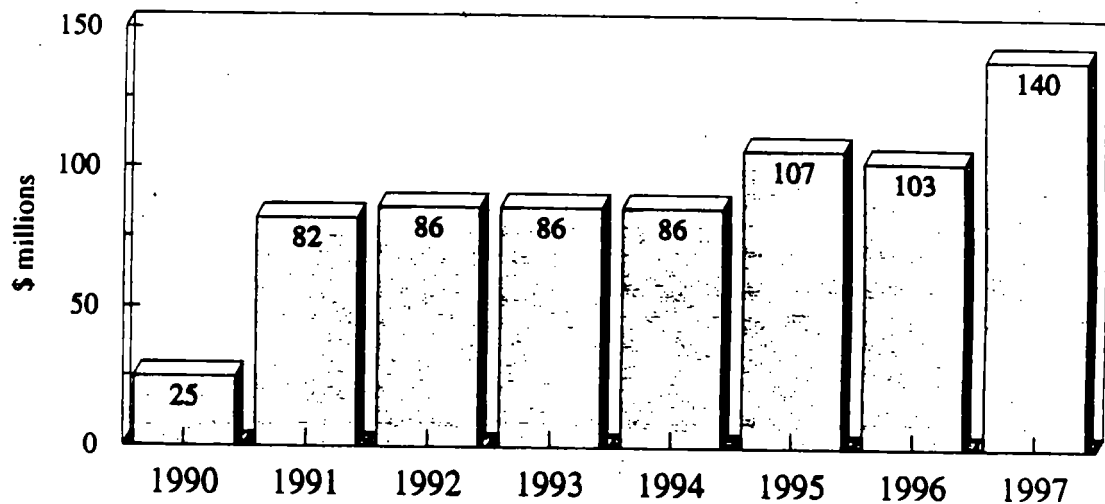
AGENCY	1990	1991	1992	1993	1994	1995	1996	1997
Drug Enforcement Administration	8.5	9.8	14.4	13.1	13.3	15.0	14.6	20.5
Federal Bureau of Investigation	2.9	4.0	4.6	3.9	3.9	3.2	4.3	5.1
INS (Border Patrol)	3.2	6.9	7.0	5.9	4.3	3.0	2.4	2.6
US Attorneys	0.3	2.6	4.3	6.3	5.2	13.5	4.2	9.5
US Marshals	0.3	2.1	2.7	0.7	0.9	1.1	0.9	0.7
DEPT. OF JUSTICE-OTHER		1.4	0.2					0.0
TOTAL DEPT. OF JUSTICE	15.2	26.8	33.2	29.9	27.6	35.8	26.4	38.4
Bureau of Alcohol, Tobacco and Firearms	1.1	1.4	1.9	1.7	1.3	1.3	1.4	1.7
US Customs	6.9	15.2	9.4	12.8	10	7.0	6.8	5.8
IRS	1.3	4.2	3.0	4.4	2.9	1.6	2.0	1.3
Secret Service	0.3	1.2	0.3		0.1	0.2	0.3	0.3
Financial Crimes Enforcement Network	0.2		0.2	0.1	0.2		0.1	0.1
TOTAL DEPT. OF TREASURY	9.8	22.0	14.8	19.0	14.5	10.1	10.6	9.2
Coast Guard		0.2	0.1	0.1				0.1
National Park Service			0.4	0.1	0.1	0.1	0.1	0.1
US Probation					0.2		0.2	0.1
Other Federal Agencies			0.5	0.2	0.1	0.0	3.1	3.4
TOTAL OTHER		0.2	0.9	0.4	0.4	0.1	3.4	3.7
TOTAL FEDERAL	25.0	49.0	48.9	49.3	42.5	46.0	40.4	51.3
STATE AND LOCAL		33.0	37.1	36.7	43.6	61.0	62.6	86.8
TBD								2.1
TOTAL	25.0	82.0	86.0	86.0	86.1	107.0	103.0	140.2

Source: Office of National Drug Control Policy.

High Intensity Drug Trafficking Area (HIDTA) Total budget

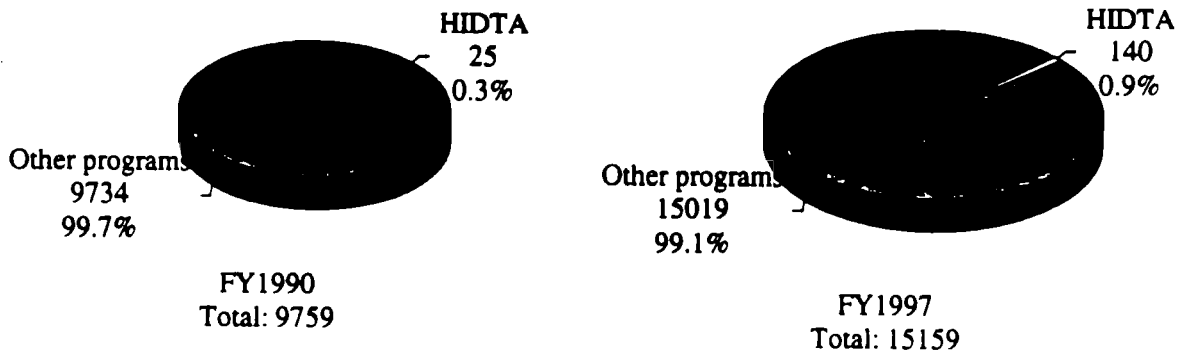
- **FY 1990-97: Total HIDTA funding increased 460 percent (\$25 to \$140 million)**

Total High Intensity Drug Trafficking Area (HIDTA) Funding (\$ millions)
Fiscal Years 1990-1997



- **FY 1997: About one percent of the National Drug Control Budget is allocated to the HIDTA program.**

National Drug Control Budget (\$ millions)

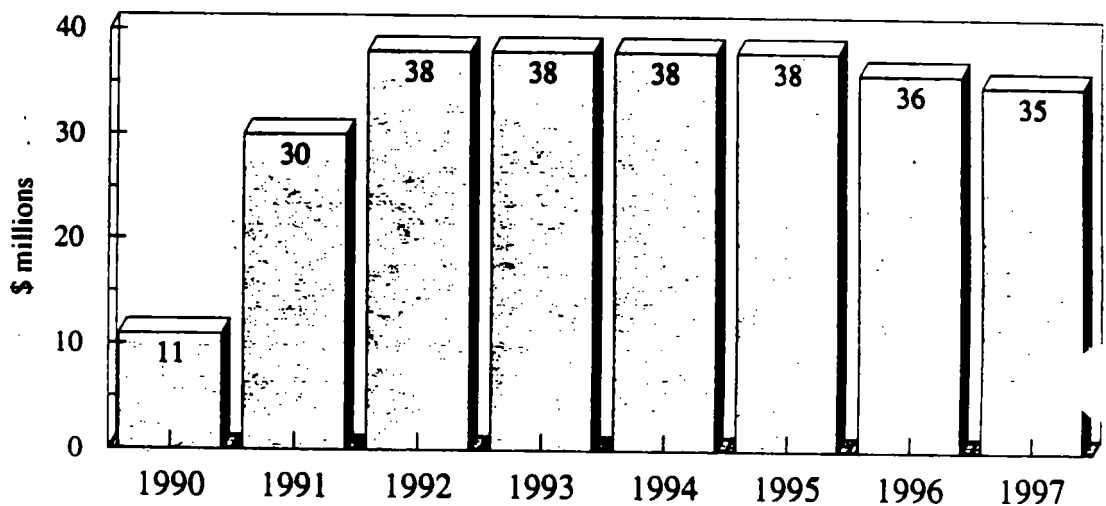


High Intensity Drug Trafficking Area (HIDTA)

Southwest Border HIDTA vs other HDTAs

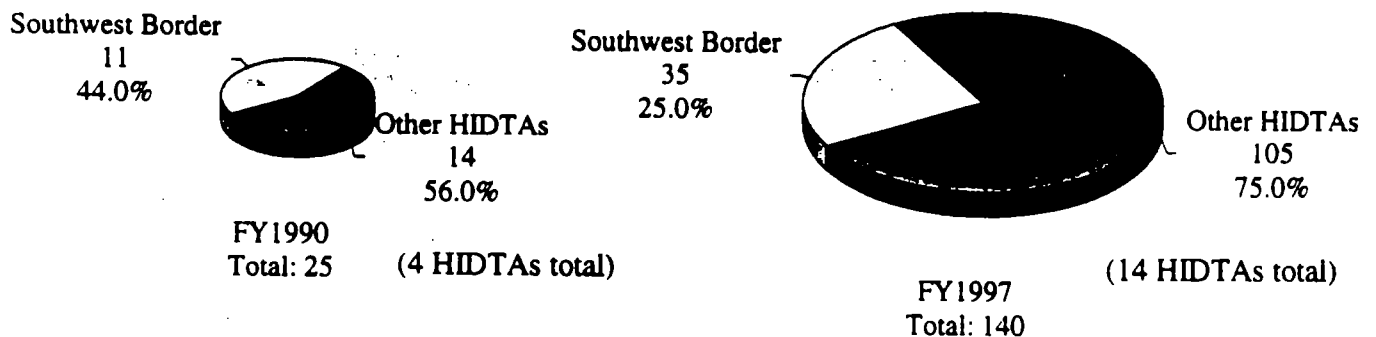
- **FY 1990-97: Funding for the Southwest border HIDTA increased 218 percent (\$11 to \$35 million).**

Southwest Border HIDTA Funding (\$ millions)
Fiscal Years 1990-1997



- **FY 1997: One quarter of total HIDTA funding has been allocated to the Southwest Border HIDTA.**

High Intensity Drug Trafficking Area (HIDTA)
Total Funding (\$ millions)

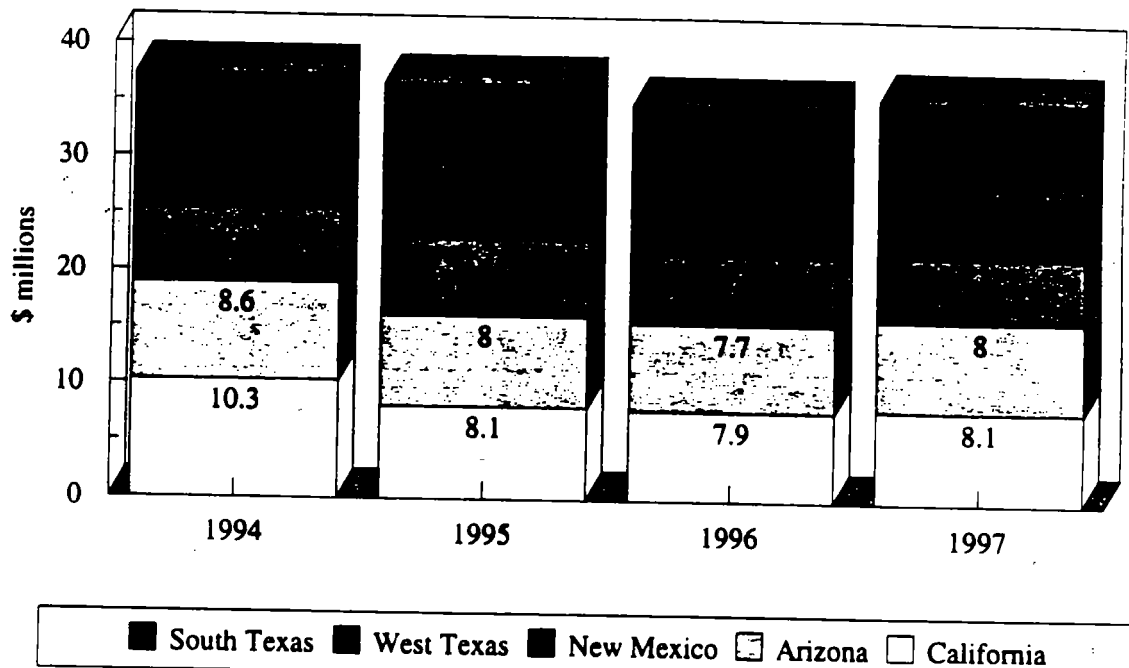


High Intensity Drug Trafficking Area (HIDTA)

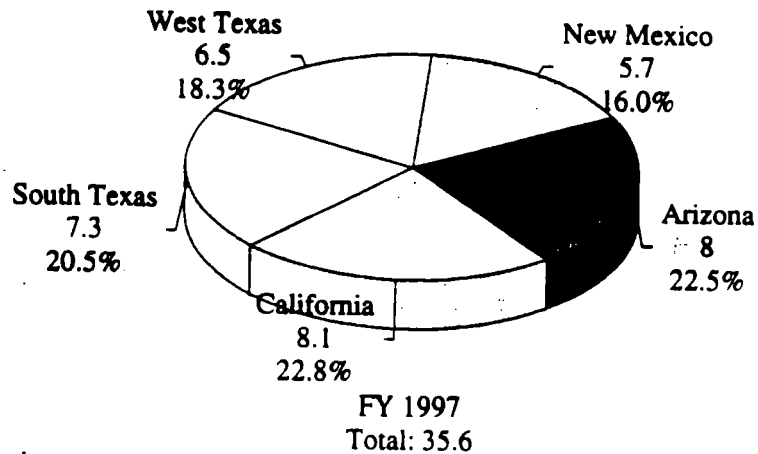
Apportionment of Southwest Border HIDTA resources

- Southwest border HIDTA funding is about evenly divided among the partnerships

Southwest Border HIDTA Funding (\$ millions)
Fiscal Years 1994-1997



Southwest Border HIDTA Funding for FY 1997 (\$ millions)



Source: ONDCP

DEPARTMENT OF STATE

PROGRAM SUMMARY

The State Department, as lead foreign affairs agency, is responsible for the overall execution and coordination of U.S. policy toward Mexico, including law enforcement and counternarcotics cooperation. While the Department operates exclusively in the foreign arena, it seeks to complement and reinforce U.S. law enforcement efforts along the U.S. southwest border through its diplomatic and program activities in Mexico.

Diplomatic Efforts

The Department promotes bi-national cooperation with Mexico through an array of diplomatic activities. The Border Liaison Mechanism (BLM), in particular, provides a valuable forum for local administrative and law enforcement officials on both sides of the border to use to improve border liaison and cooperation. The BLM was developed in response to a growing need for institutionalized border cooperation. It includes U.S. and Mexican Consuls, civic leaders, inspection agency representatives and law enforcement contacts who meet to share information and discuss problems. The mechanism exists at present in Tijuana/San Diego, Tijuana/Calexico, Nogales/Hermosillo, Ciudad Juarez/El Paso, Laredo/Nuevo Laredo, Matamoros/McAllen, and Matamoros/Brownsville. Additional BLMs are now being planned. They include both regularly-scheduled meetings and emergency meetings in the event of any border incident. The meetings address a wide array of topics, from the civil rights of U.S. and Mexican citizens, ways of enhancing law enforcement cooperation in cases of auto theft and other transborder crime, and child custody issues. Emergency meetings have dealt with problems arising from bridge blockades and incidences of violence.

Counternarcotics Programs

The Department of State's Bureau for International Narcotics and Law Enforcement Affairs (INL) has supported the Mexican anti-drug effort for over two decades. This initially focused on eradication support, but expanded in the late 1980's to include technical and material support for the development of an air interdiction program (Northern Border Response Force) and efforts to combat organized crime. INL organizes and funds counter-drug training for Mexican investigators, police and Navy personnel, ranging from pilot and mechanic training to highly-specialized money laundering investigations. From late 1992 to 1996, as a result of the GOM policy of "Mexicanization" (GOM decision to decline further U.S. Foreign Assistance funding), INL assistance was limited largely to training and completing a number of aviation support projects begun in the early 1990's. However, President Zedillo approved the renewal of INL-provided technical and material

support. The specific objectives of the INL-supported program in Mexico include:

- Preventing use of Mexican territory and territorial waters by international drug trafficking organizations.
- Dismantling drug organizations and disrupting trafficking and money laundering activities.
- Controlling money laundering and chemical diversion.
- Promoting administration of justice and legal reform.
- Reducing and ultimately eliminating illicit drug crop production.
- Reducing demand for illicit drugs as well as promoting community mobilization against drug trafficking and abuse in Mexico.

ACCOMPLISHMENTS

INL-provided equipment and training, which engages most of the federal law enforcement agencies, have been important in successful Mexican government programs aimed at:

- Combatting organized crime. INL has provided material support and training to a number of specialized anti-crime units. The Bilateral Border Task Forces, for example, played a key role in dismantling the Gulf Cartel and are continuing these efforts against the major drug cartels in northern Mexico;
- Interdicting drug shipments from South America via air, maritime and land routes, aiding Mexico in increasing its cocaine seizures in 1997;
- Reducing illicit drug crop production; as of mid-1997, Mexico had eradicated 43 percent more opium poppy than during the same period in 1996;
- Implementing stronger money laundering and chemical diversion controls (implementing the new money laundering and chemical legislation) - State and Treasury have worked together on a project to help Mexico to develop a computerized system for tracking suspicious and large-scale currency transactions to combat money laundering; and
- Reforming and modernizing its criminal justice system - State and Justice are working with Mexican authorities to design a U.S. training and technical assistance program to assist in strengthening judicial and law enforcement institutions and practices, training and professionalization, anti-corruption efforts and other reforms.

BUDGET SUMMARY

INL provided Mexico \$2.5 million in FY 1996 International Narcotics Control (INC) funding, including \$250,000 directed at the Mexican treasury ministry's anti-money laundering program. It has budgeted \$6 million for Mexico in FY 1997 and \$8 million in FY 1998. INL also funds law enforcement training through centrally-funded training programs with DEA, Customs and Coast Guard. INL's International Criminal Justice Office has also funded training relating to combatting arms trafficking via Treasury/Customs/ATF. Future funding levels will depend largely on how rapidly some of the pilot projects come on line, including bilateral law enforcement activities such as the Border Task Forces, and the scope of the Administration of Justice/Law Enforcement Training and Technical Assistance program currently being designed by the two governments.

Fiscal Years 1990-1997

From FY 1990 through FY 1997:

- Total budget authority for INL increased 88 percent (from \$113 million in FY 1990 to \$213 million in FY 1997).
- Following three years of no assistance to Mexico (FY 1993-1995) INL funding in FY 1997 is \$6 million or about 30 percent of the FY 1992 level (\$20 million).

The FY 1997 budget components for the Mexico program are:

- Eradication (700,000 dollars)
- Interdiction (1.0 million dollars)
- Law enforcement (750,000 dollars)
- Justice sector reform/training (2.5 million dollars)
- Demand reduction (50,000 dollars)
- Program development and support (1.0 million dollars)

Fiscal Year 1998

In the FY 1998 budget request the INL budget totals \$230 million, an increase of \$17 million (eight percent) over FY 1997 (\$213 million). At the FY 1998 level of funding:

- The INL budget will account for a little more than one percent of the National Drug

Control Budget request for FY 1998 (\$15,917 million).

- INL assistance to Mexico will total \$8.0 million or about four percent of the total INL budget in FY 1998 (\$230 million). By comparison, the final year prior to the halt in INL assistance to Mexico (FY 1992), the Mexico program accounted for nearly 12 percent of the total INL budget.

Source: Department of State, Bureau of International Narcotics and Law Enforcement Affairs

**DEPARTMENT OF STATE
BUREAU OF INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT
AFFAIRS (INL)**

**BUDGET AUTHORITY (\$ MILLIONS)
FISCAL YEARS 1990-1998**

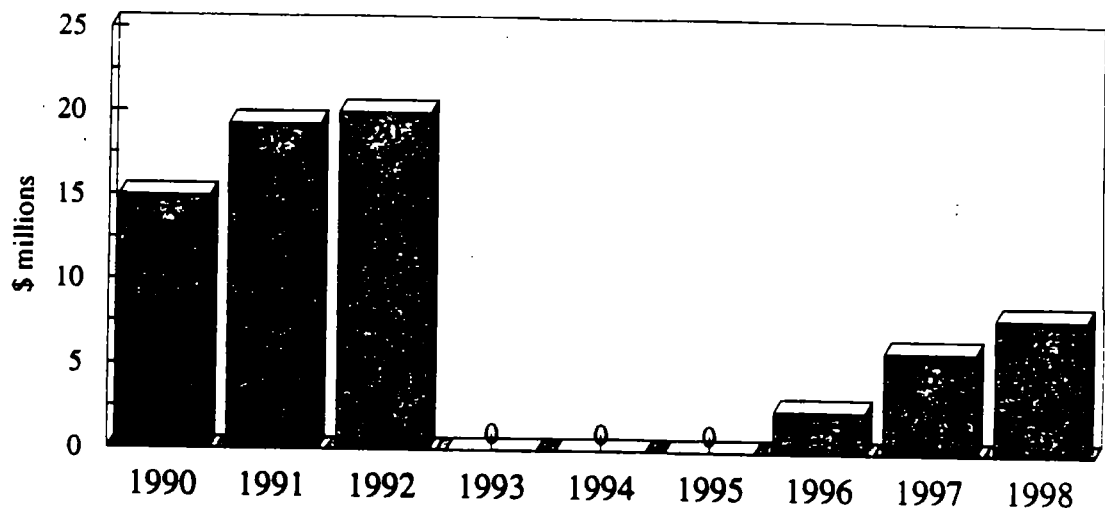
FY	TOTAL	TOTAL, MEXICO
1990	113.0	15.0
1991	150.0	19.3
1992	171.5	20.0
1993	147.8	0.0
1994	100.0	0.0
1995	105.0	0.0
1996	115.0	2.5
1997	213.0	6.0
1998	230.0	8.0

Source: Department of State, Bureau of International Narcotics and Law Enforcement Affairs

Department of State (INL) Mexico narcotics program funding

- **FY 1996-97:** Mexico program funding restored to \$6 million; 30 percent of its FY 1992 level (\$20 million).
- **FY 1998:** Mexico program funding will total \$8 million, a 33 percent increase over FY 1997.

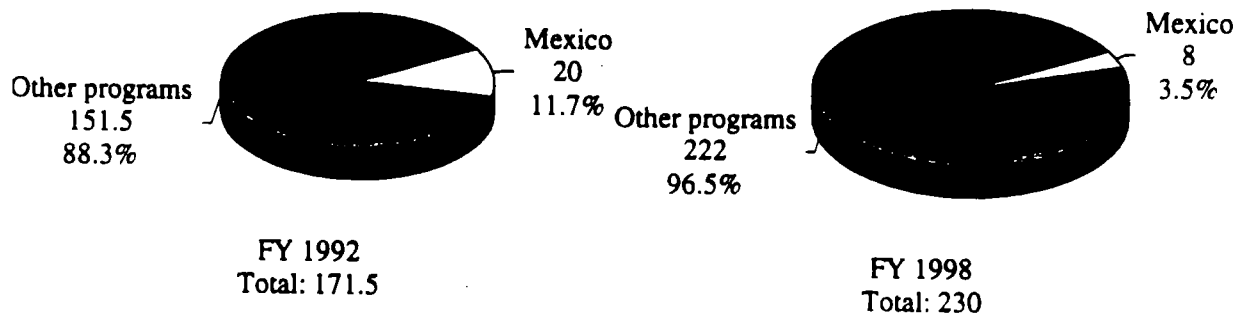
Department of State
Bureau of International Narcotics and Law Enforcement Affairs
Mexico Funding (\$ millions), Fiscal Years 1990-1998



FY98 estimates are based on President's request

- **FY 1998:** Mexico program funding will account for four percent of the total INL budget, down from nearly 12 percent in FY 1992.

Department of State (INL)
Total Budget Authority (\$ millions)



Source: Department of State (INL)

DEPARTMENT OF DEFENSE

PROGRAM SUMMARY

The Department of Defense administers programs that support domestic and foreign law enforcement agencies that have counterdrug responsibilities. DoD active duty military and reserve components continue to provide significant, direct support to Drug Law Enforcement Agencies (DLEA) in the form of transportation, equipment, intelligence support, training and services. Requests for support from DLEAs within the High Intensity Drug Trafficking Areas (HIDTAs) receive highest priority.

Pursuant to its statutory role as the lead agency of the Federal Government for the detection and monitoring of the aerial and maritime transit of illegal drugs to the United States, DoD maintains a maritime air surveillance tracking system in the transit zone (the northern coast of South America to the U.S. border) and air surveillance aerostats along the U.S. Southwest border and Gulf Coast.

The average number of DoD personnel providing support on the border varies from an average of 1,500 to peaks of approximately 2,500. Requests for military counterdrug support are coordinated and prioritized by law enforcement through Operation Alliance, which is collocated with Joint Task Force Six (JTF-6).

Key aspects of the DoD program on the Southwest border include:

- **National Guard.** DoD reviews and funds plans submitted by the Governors of the Southwest border states for use of the National Guard in support of drug law enforcement agencies. The four Southwest border states receive approximately 30 percent of the total funding for National Guard State Plans. National Guard cargo inspection support on the border has increased by more than 100 percent from 150 personnel to approximately 350.
- **Technology.** DoD is developing technology to support counterdrug missions. Its program includes non-intrusive inspection, tactical operations support and intelligence collection.
- **Support to State and local law enforcement.** DoD has spent approximately \$35 million to develop and provide a State and local law enforcement information sharing system. The Southwest Border States Anti-Drug Information System links Arizona, California, New Mexico, Texas, the El Paso Intelligence Center (EPIC) and participating regional information sharing activities.
- **Excess property.** DoD provides excess personal property to law enforcement agencies on the border, including aircraft, vehicles, boats and weapons. Nationwide, law enforcement has received over \$1 billion in excess property from DoD. Law enforcement

agencies in Texas alone have received over \$54 million in property to support counterdrug operations.

- **Construction of border roads and fences.** During FY 1997, DoD (through JTF-6) will continue making significant improvements to the Otay Mountain Road in addition to the 30 miles of landing mat fence, barbed wire fence and post obstacles already constructed in the San Diego area.

Cooperative efforts with Mexico

While not specifically designed for counterdrug support in the border region, DoD's program provides training, logistics, air mobility and information sharing to Mexican military counterdrug forces.

- During FY 1996-97, DoD provided 12 UH-1H helicopters and \$2.5 million in parts and training.
- DoD has trained approximately 171 Mexican military personnel in counterdrug operations.
- DoD currently has approximately 100 Mexican military personnel in training and 184 scheduled for training.
- Through the Intelligence Analysis Center in the U.S. Embassy in Mexico City, DoD provides intelligence that supports the Northern Border Response Force and other Mexican agencies.

ACCOMPLISHMENTS

California

- Conducted training for over 1,750 law enforcement personnel since FY 1995.
- Constructed over 15 miles of border fence within the past three years.
- Constructed over 27 miles of roads in the past three years.
- National Guard assisted seizure of assets (motor vehicles, etc.) totaling more than \$1.4 billion.
- National Guard constructed 5.1 miles of fence on the border.
- National Guard maintained over 150 miles of road along the border.

Arizona

- Within the past three years, constructed over 5 ½ miles of border fence.
- Within the past three years, built over 90 miles of roads.
- National Guard assisted seizure of assets (motor vehicles, etc.) totaling \$372.7 million.
- National Guard intelligence analyst key in the seizure of five tons of cocaine.

New Mexico

- Conducted training for over 450 law enforcement personnel in the past three years.
- National Guard assisted in the seizure of assets (motor vehicles, etc.) totaling \$241 million.
- National Guard training for over 800 students in criminal intelligence analysis courses.

Texas

- Conducted training for over 1,900 law enforcement personnel since FY 1995.
- National Guard assisted seizure of assets (motor vehicles, etc.) totaling more than \$1.2 billion.
- National Guard personnel assisted in the single seizure of cocaine valued at over \$115 million.

BUDGET SUMMARY

Fiscal Years 1991-97

- The total DoD counterdrug budget decreased eight percent (from \$1,043 million in FY 1991 to \$957 million in FY 1997)..
- The DoD counterdrug support for the Southwest border increased 53 percent (from \$88 million in 1991 to 135 million in FY 1997).
- National Guard helicopters providing counterdrug support on the Southwest border increased from 3 to 16.

Fiscal Year 1998

The total FY 1998 drug control budget request is \$809 million, a decrease of \$149 million (16 percent) from the FY 1997 enacted level of \$958 million. However, this decrease includes \$165 million in one-time increases provided in FY 1997. The FY 1998 budget request is an increase of \$27 million (about four percent) over the FY 1997 base program level request of \$782 million. At the FY 1998 level of funding:

- DoD will account for five percent of the Federal drug control budget.
- 13 percent of the DoD counterdrug budget will be allocated to the Southwest border.

Source: Department of Defense.

DEPARTMENT OF DEFENSE

COUNTERDRUG SUPPORT (\$ MILLIONS) FISCAL YEARS 1991-1998

FY	TOTAL	NATIONAL GUARD STATE PLANS SOUTHWEST BORDER	SOUTHWEST AEROSTATS	JTF-6	INSPECTION SYSTEMS	SOUTHWEST BORDER INFORMATION SYSTEMS	SIGINT	TOTAL, SOUTH- WEST BORDER
1991	1042.5	37.0	34.2	17.0	0.0	0.0	0	88.2
1992	1226.0	46.0	68.7	35.4	36.6	0.0	0	186.7
1993	1140.7	54.0	29.5	33.7	34.1	4.9	0	156.2
1994	814.9	50.4	24.5	32.7	20.9	9.2	0	137.7
1995	840.2	45.0	23.0	30.9	18.1	13.3	2	132.3
1996	822.1	42.1	23.2	31.9	15.9	7.5	8	128.6
1997	957.5	50.4	23.1	32.9	11.5	9.5	8	135.4
1998	808.6	40.5	21.8	30.7	4.6	0.0	8	105.6

SOUTHWEST BORDER SUPPORT MILITARY WORKYEARS AND MAJOR EQUIPMENT FISCAL YEARS 1991-1998

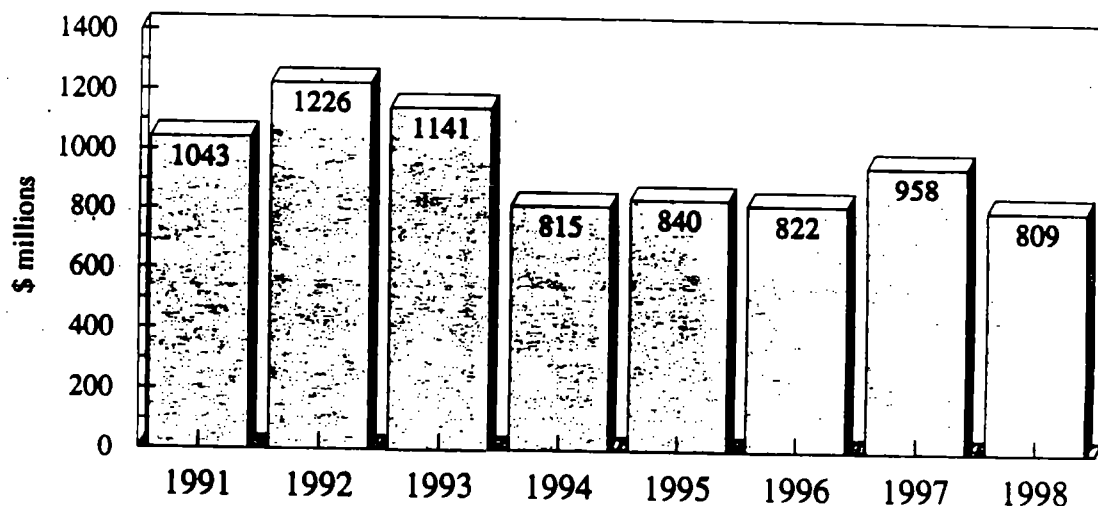
FY	MILITARY WORKYEARS	NATIONAL GUARD HELICOPTERS	NATIONAL GUARD C-26 AIRCRAFT	TETHERED AEROSTATS
1991	1020	3	1	6
1992	1200	6	1	6
1993	1470	12	1	6
1994	1300	12	2	6
1995	1200	12	2	6
1996	1200	12	3	6
1997	1230	16	4	6
1998	1070	17	4	6

Source: Department of Defense

Department of Defense Counterdrug Support Budget

- **FY 1991-97:** The DoD counterdrug budget decreased eight percent (\$1.04 billion to \$957 million)
- **FY 1998:** The DoD counterdrug budget will total \$809 million, a 16 percent decrease from FY 1997.

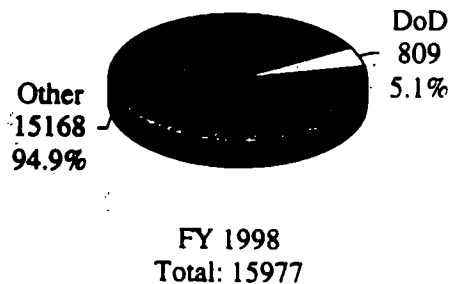
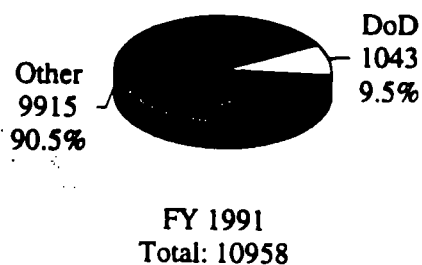
Department of Defense
Counterdrug Support Budget (\$ millions)
Fiscal Years 1991-1998



FY98 estimates are based on President's request

- **FY 1998:** Five percent of the National Drug Control Budget will be allocated to DoD, down from nearly 10 percent in FY 1991.

National Drug Control Budget (\$ millions)

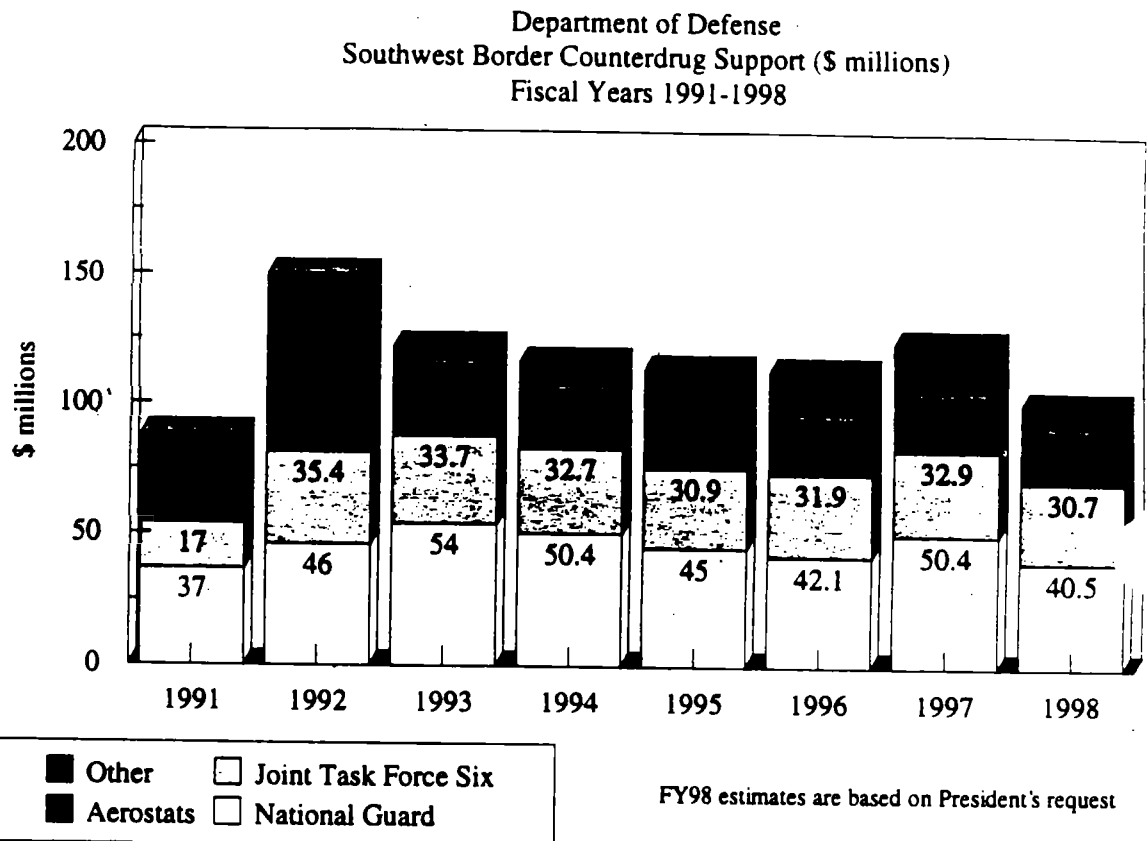


Sources: DoD; ONDCP

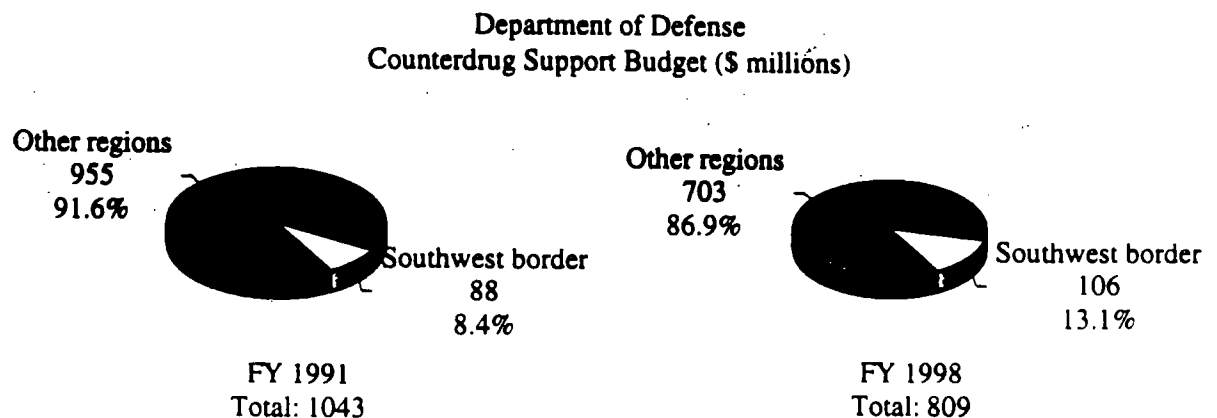
Department of Defense

Counterdrug support for Southwest border

- **FY 1997: The National Guard and JTF-6 account for over two-thirds of all DoD counterdrug support for the Southwest border.**



- **FY 1998: 13 percent of the DoD counterdrug support budget will be allocated for the Southwest border.**



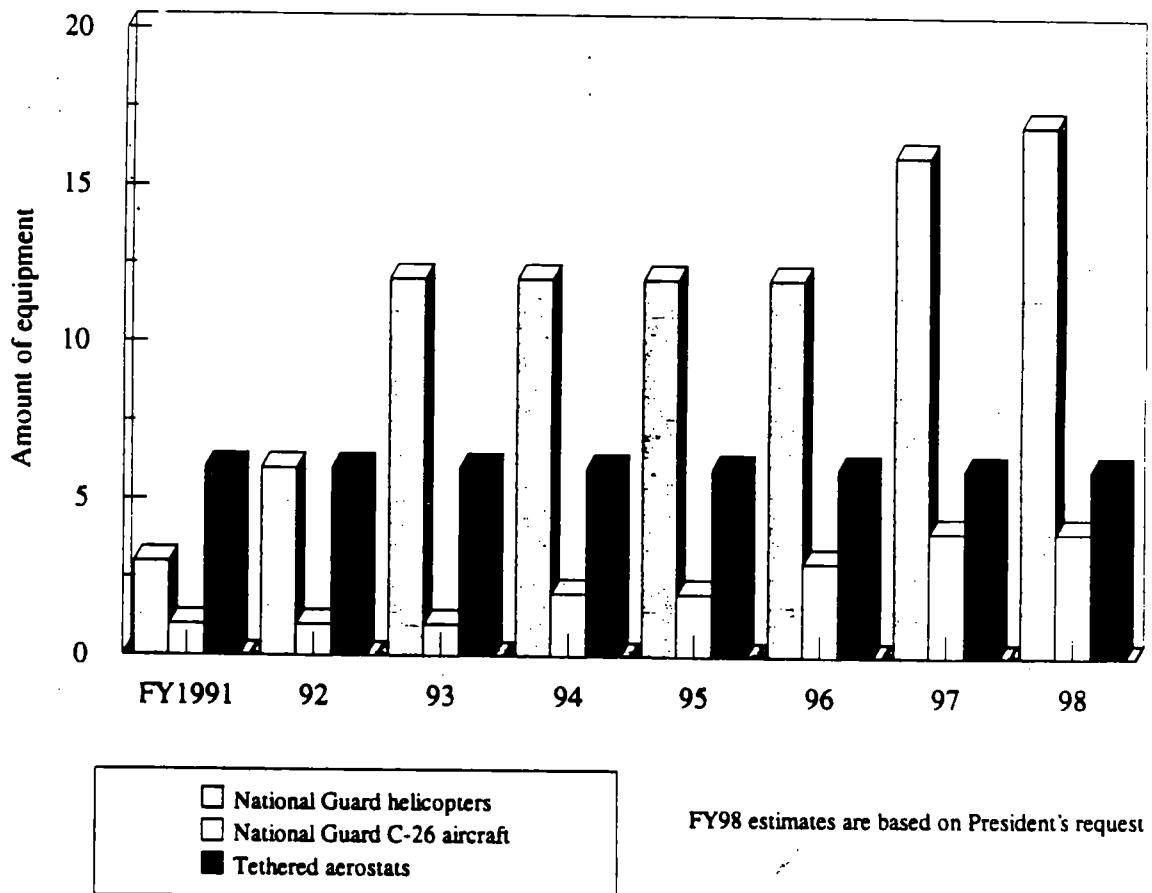
Source: Department of Defense

Department of Defense

Counterdrug equipment on the Southwest border

- FY 1991-97: National Guard helicopters providing counterdrug support on the Southwest border increased from 3 to 16.

Department of Defense
Major capital equipment on the Southwest Border
Fiscal Years 1991-1998



Source: Department of Defense

DECLARATION OF THE MEXICAN/U.S. ALLIANCE AGAINST DRUGS

(Mexico City, May 6, 1997)

Drug abuse and drug trafficking are a danger to our societies, an affront to our sovereignty and a threat to our national security. We declare our nations united in an alliance to combat this menace.

With trust in one another and in our commitment as Chiefs of State, our collaboration will go forward based on the following fundamental principles: a) absolute respect for the sovereignty and territorial jurisdiction of Mexico and the United States; b) shared responsibility for confronting the problem of illegal drugs and related crimes, such as illegal arms trafficking and money laundering; c) adoption of an integrated approach against illegal drugs, which will confront the problem from the demand and supply side simultaneously; d) balance and reciprocity in the actions, programs and rules developed to confront the drug threat in both countries; and e) effective application of the laws in both countries.

Our governments have issued a joint threat assessment detailing the nature of illegal drug use in both our societies, and the extent of drug trafficking and related crimes as they threaten both our peoples. Mexico and the United States are fully agreed on the magnitude of the problem in both countries, and are determined to combat it with all resources at our disposal.

Accordingly, we have instructed our responsible Cabinet Officers, acting through the U.S./Mexico High Level Contact Group for Drug Control, to work out a common counterdrug strategy, and to develop mutually reinforcing implementation plans for this common strategy, consistent with each other's National Drug Control Programs.

Acting together in accordance with this political commitment, and working to enhance trust, mutual support and confidence, Mexico and the United States will:

- Reduce the demand for illicit drugs through the intensification of anti-drug information and educational efforts, particularly those directed at young people, and through rehabilitative programs.
- Reduce the production and distribution of illegal drugs in both countries, particularly marijuana, methamphetamine, cocaine and heroin.
- Focus law enforcement efforts against criminal organizations and those who facilitate their operations in both countries.
- Strengthen U.S./Mexican law enforcement cooperation and policy coordination, and assure the safety of law enforcement officers.
- Ensure that fugitives are expeditiously and with due legal process, brought to justice and are unable to evade justice in one of our countries by fleeing to or remaining in the other. To this end, we agree to negotiate a protocol to the extradition treaty that, consistent with the legal system in each country, will allow, under appropriate circumstances and conditions, individuals to be tried in both countries prior to the completion of their sentence in either country.
- Identify the sources of, and deter the illegal traffic in firearms.
- Work together to conclude a hemispheric agreement outlawing illegal traffic in firearms.
- Work together for the success of the Special Session of the U. N. General Assembly on Illicit Drugs in June 1998.
- Increase the abilities of our democratic institutions to attack and root out the corrupting influence of the illegal drug trade in both countries.
- Enhance cooperation along both sides of our common border to increase security.
- Control essential and precursor chemicals to prevent chemical diversion and illicit use, and improve information exchange on this subject.
- Implement more effectively the laws and regulations to detect and penalize money laundering in both countries, and enhance bilateral and multilateral exchanges of information and expertise to combat money laundering.
- Seize and forfeit the proceeds and instrumentalities of drug trafficking, and direct these to the use of drug prevention and law enforcement, in accordance with legal procedures in force in and between our countries.
- Improve our capacity to interrupt drug shipments by air, land, and sea.
- Implement training and technical cooperation programs to ensure that anti-drug personnel acquire needed capabilities and perform with the highest level of professionalism and integrity.

- Enhance and facilitate exchange of information and evidence to prosecute and convict criminals and deter drug trafficking, and ensure the security and appropriate use of the information and evidence provided.¹

Our Alliance's counterdrug strategy, along with respective plans of operations for its implementation shall be completed by the end of the year. Prior to that we will meet again with our respective responsible Cabinet Officers to resolve any outstanding issues, and review the progress in our cooperation.

In pursuance of this Alliance Against Drugs, we hereby pledge the fullest support of ourselves and of our governments to construct drug free societies for the twenty-first century.

ERNESTO ZEDILLO PONCE DE LEÓN

WILLIAM JEFFERSON CLINTON

“U.S.-Mexican Cooperation to Reduce the Drug Threat”



**A paper prepared for the
Inter-American Dialogue's U.S.-Mexican Forum**

**Barry R. McCaffrey
Director
Office of National Drug Control Policy**

U.S.-Mexican Cooperation to Reduce the Drug Threat
Issue Paper for the Inter-American Dialogue's
U.S.-Mexican Forum, July 21, 1997
Barry McCaffrey, Director

- **Binational cooperation - essential to success.**

Both the United States and Mexico consider illicit drug use, and the trafficking and production of illegal drug a danger to our societies, and affront to our sovereignty, and a threat to our national security. Our two governments are convinced that only through broad cooperation that respects the sovereignty of each nation can we address this shared threat. We share a belief that we must work together to simultaneously attack all aspects of the drug problem -- demand, consumption, production and trafficking -- as well as related criminal activities such as money laundering, illegal drug trafficking, and diversion of essential precursor chemicals.

For reasons of geographic proximity and because of the international nature of drug trafficking, cooperation between the United States and Mexico is of primary importance in the struggle against drugs. Our bilateral cooperation is based on the principles of shared responsibility and full respect for the sovereignty and jurisdiction of both countries. Over the past year, our two governments have taken significant steps to broaden our anti-drug partnership. In March 1996, Presidents Clinton and Zedillo formed the U.S./Mexico High Level Contact Group on Drug Control (HLCG). The HLCG has become the principal forum for increasing across-the-board cooperation on drug control issues. It is co-chaired by Mexican Foreign Secretary Angel Gurría, Mexican Attorney General Madrazo, and the ONDCP Director. During the President's recent visit to Mexico, the HLCG released a binational assessment of the drug threat -- the first time our two governments are fully agreed on the magnitude of the problem in both countries. We believe we have set the stage for increased effectiveness in our combined counterdrug efforts.

- **A shared commitment to address the drug problem.**

During President Clinton's visit, Presidents Clinton and Zedillo also issued a declaration of Mexican/U.S. alliance against drugs -- the first such alliance ever signed by the U.S.. The fundamental principles of our alliance include:

- **Absolute respect for the sovereignty and territorial jurisdiction of Mexico and the United States.**

- Shared responsibility for confronting the problem of illegal drugs and related crimes such as arms trafficking and money laundering.
- Adoption of an integrated approach against illegal drugs, which will confront the problem from the demand and supply side simultaneously.
- Balance and reciprocity in the actions, programs, and rules developed to confront the drug threat in both countries.

Accordingly, our two governments are currently developing a common counterdrug strategy with measurable objectives. The strategy will be released this December and will provide a long-term plan of action for our joint counterdrug effort.

- **A track record on which to build.**

The President's decision in March to certify Mexico's counterdrug efforts was based upon Mexico's accomplishments last year. Under President Zedillo's leadership, Mexican drug seizures increased notably. No other nation in the world eradicated as many hectares of illegal drugs as did Mexico. Mexico is clearly serious about responding effectively to the massive threats of violence and corruption generated by the approximately 50 billion dollars of U.S. expenditures on illegal drugs. Specific Mexican accomplishments last year included:

- ✓ The seizure of 30 percent more marijuana (1015 metric tons) than in 1995, which, in turn, was up 40 percent over 1994.
- ✓ An increase in cocaine seizures by Mexican police and the Armed Forces from 22.2 to 23.8 metric tons, continuing a trend of gradual increase since 1994.
- ✓ A 78 percent increase in heroin seizures by Mexican police over 1995.
- ✓ Eradication, both manual and aerial, continued at a global record level. 20,000 Mexican soldiers were deployed on this dangerous and backbreaking work. More than 12,200 hectares of marijuana were eradicated. A near-record global level of 7,900 hectares of opium poppy were eradicated. Cultivation levels of both crops were held level.
- ✓ The destruction of more than twice the number of clandestine drug labs destroyed in 1995 or 1994.

- ✓ A significant increase in drug-related arrests by the Mexican police and Armed Forces, up to 11,283 from 1995's 9,901. Several high-level narco-traffickers and their henchmen were among those captured.
- ✓ The restriction of the entry of precursor chemicals to specified ports to better prevent their diversion to illicit drug manufacturing.
- The challenges we must face up to.

Reducing demand.

There is no doubt that U.S. demand for illegal drugs and the fifty billion dollars our citizens spend on drugs each year are a major engine in the international drug trade. That being said, it is important to underscore that Americans consume only about a third of the cocaine produced each year, and just two percent of the opium cultivated each year. The more we succeed in driving down U.S. demand for illegal drugs, the more successful we will be in curtailing drug trafficking destined for the United States.

As a nation, we have made enormous progress in our efforts to reduce drug use. While America's illegal drug problem remains serious, it does not approach the emergency situation of the late 1970s or the cocaine epidemic in the 1980s. Just 6 percent of our population was using drugs in 1995 on a past month basis, down from 14.1 percent in 1979. Recreational cocaine use has also plunged. In 1995, 1.5 million Americans were current cocaine users, a 74 percent decline from 5.7 million a decade earlier. The *1997 National Drug Control Strategy* outlines a broad plan for substantial reduction of demand over the coming decade.

Eliminating corruption.

In the United States, drug-related corruption is a serious problem. Americans spend about fifty billion dollars a year on illegal drugs. The retail value of the 300 metric tons of cocaine smuggled into the United States every year is thirty billion dollars. These enormous sums are the reason criminal organizations target our institutions using violence and corruption as their principal tools. Every U.S. agency must be vigilant for signs that its officers or agents have fallen prey to the influence of narco-criminals.

Mexico is facing an emergency situation of violence and corruption. Much more needs to be done. We shared the dismay of Mexican authorities at the revelation that Mexico's top anti-drug official, General Gutierrez Rebollo, was closely associated with the Carrillo Fuentes drug-trafficking organization. This high level betrayal underscores

the enormous corrupting influence and violence of the illegal drug trade. There is no doubt that Mexican democratic institutions are under brutal internal attack by international drug criminals. We are encouraged by President Zedillo's dedication to rooting out corruption no matter where it is found. We also believe that the recent death of the notorious drug trafficker Carrillo Fuentes as a result of surgery-related complications reflects the tenacity of Mexico's law enforcement agencies. This deceased drug king pin elected to undergo radical appearance altering surgery because he had concluded that he could not evade capture.

Preventing drug trafficking across the Southwest border

If a single geographic region were to be identified as a microcosm of America's drug problem, it would be the two thousand mile-long U.S. - Mexican border. Cocaine, heroin, methamphetamine, and marijuana all cross into the United States here, hidden among the 84 million cars, 232 million people, and 2.8 million trucks that the Customs Service estimates cross the 38 ports along the border. American and Mexican ranchers are continually threatened and often harmed by violent bands of drug runners openly crossing their property.

Significant reinforcements have been committed to the substantial resources already focused on the Southwest border. Our challenge is to design and implement an overarching operational strategy that better organizes our interdiction operations. We must focus resources, provide timely and accurate intelligence on the activities of drug traffickers, develop evidence for prosecutions, and respond to shifting drug-trafficking patterns. We will also continue to work with our Mexican counterparts to bring drug criminals to justice no matter where they are.

Improving intelligence.

Our drug control efforts must be supported by a drug intelligence system that provides intelligence and information at all levels -- strategic, operational, and tactical. While we have already made a substantial investment in counterdrug intelligence capabilities, there are some areas where our information base can be significantly improved. We must also continue to build confidence between the law enforcement agencies of our two nations so that information and intelligence can be freely exchanged. The international drug trafficking organizations that operate on both sides of our common border are sophisticated and non-cooperative adversaries. We can only destroy them through informed operations.

- **Conclusion.**

Our bilateral relation with Mexico has remarkable depth and breadth. No two countries are working together on more important issues, with a more direct effect on the lives of their people than Mexico and the United States. For the most part, we agree on the opportunities and the problems before us. Our two governments also agree on solutions and are prepared to carry forward our cooperation to higher levels. We share more than a 2,000 mile border, and a vision of what the border should be in the coming century – a model of prosperity and cooperation that joins our two people, not a barrier that separates us.

We believe that our two governments have developed a framework that will, over the long run, substantially reduce drug use and its consequences in our two nations. Cooperation rather than recrimination will be the hallmark of our counterdrug alliance.

Clinton Presidential Records Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

Divider Title: 4



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20503

December 10, 1997

National Drug Control Program Budget Guidance to Agencies:
FY 1999 - FY2003

Extract from ONDCP's budget guidance of November 1997.

Port & Border Security Initiative

Drug-Related Incremental Funding

(\$ in millions)

	FY 1999	FY 2000	FY 2001	FY 2002	FY 2003
Total Funding	213.8	329.3	417.1	497.4	585.1
Justice	69.4	131.5	199.7	290.5	369.6
Treasury	129.6	166.4	174.6	181.2	191.3
Transportation	9.8	26.5	37.8	20.6	19.2
HIDTA	5.0	5.0	5.0	5.0	5.0

Note: Figures in this table represent funding levels needed to support program initiatives above the FY 1998 baseline level (e.g. FY 98 enacted level, inflated in the outyears to maintain current FY 98 operations.)

Basis for Requirement: A key challenge for the NDCS is limiting the availability of illegal drugs. As noted in the NDCS "... a heavy incidence of illegal drugs flow across the southwest border, in contiguous waters, and from Puerto Rico and the Virgin Islands." Even with stepped up law enforcement activities (over 2,800 additional border patrol agents were deployed to the southwest border area during FY 93 to FY 97) and expanded coordination with state and local agencies, illegal drugs are still being transported across the southwest border. During the period from January 1997 to June 1997, an estimated 60 percent of cocaine destined for the United States was transported across the southwest border. Colombian organizations largely rely on Mexican trafficking organizations for smuggling cocaine across the southwest border into the United States. Mexican trafficking groups have established themselves as land transportation specialists for smuggling drugs across the southwest border. Another primary entry point for illegal drugs is the Caribbean area. During the same time period (January 1997 to June 1997) an estimated 30 percent of cocaine was transported through this area destined for the United States. This initiative seeks to address limiting the availability of illegal drugs by substantially reducing the flow at our nation's borders.

Description of Initiative: The Port and Border Security Initiative improves security and enhance drug interdiction along all U.S. air, land, and sea frontiers and at all ports-of-entry. The initiative will incorporate all existing and planned Federal drug interdiction and investigative initiatives along all U.S. borders and at all U.S. Ports-of-Entry. It will build upon existing manpower, equipment, and infrastructure that has been deployed since FY 93.

Specifically, this initiative includes: 1) substantial increases for INS inspectors, investigators, and border patrol agents over the next five years; 2) substantial increases in Customs' agents and cargo inspection staff; 3) substantial increases for Coast Guard's drug-related maritime law enforcement in the Western Caribbean and Eastern Pacific; 4) expand DEA's and FBI's

southwest border initiative (a separate initiative funded in FY 1997 with follow-on funding for FY 1998, now incorporated within this initiative); 5) the acquisition and fielding of drug detection technologies; and 6) necessary infrastructure and support functions commensurate with all programs under this initiative.

Relationship to Performance Targets: This initiative directly supports the Impact Target for Goal 4 (Shield America's Air, Land, and Sea Frontiers from the Drug Threat) of the NDCS which calls for reducing the entry of illicit drugs and precursor chemicals into the United States by 25% by 2002 from the 1996 base year, and 50% by 2007. This initiative relates to the following objective targets under Goal 4: transit zone seizures, cooperative relationships, intelligence gaps, communications, drug flow through key transportation areas, anti-smuggling technology, southwest border sensor laydown, and high-risk technologies.

Funding by Department:

Justice - INS: The current INS border patrol plan calls for an end-strength level of 10,800 agents by FY 2001. It should be noted that INS is presently developing a staffing model for the Border Patrol's southwest border area that will address agent manpower requirements. INS expects the model to be completed by mid FY 1998. ONDCP anticipates this model will provide a better estimate of the manpower requirements for the area.

INS plans to field the Integrated Surveillance Information System/Remote Video Surveillance (ISIS/RVS) which will provide increased surveillance primarily in non-metropolitan areas along the border. Given the size of the border area, and the critical nature of the Border Patrol mission, it is anticipated that some additional agents above the Congressional authorization of 10,800 will be required. The ISIS/RVS system once deployed will enable the Border Patrol to more efficiently allocate agents in a more tactical manner. As detailed below, ONDCP has estimated the metropolitan manpower requirements based on the Operation Hold the Line model. ONDCP's total manpower requirements total 12,500, or 1,700 agents above the 10,800 end-strength level as authorized by Congress. These 1,700 agents will be added to the force structure during FY 2002 and FY 2003. The total new agents being requested over the five-year period totals 4,700 agents and \$2.2 billion (705 agents and \$326 million drug-related.) To reach the 12,500 end-strength level, ONDCP assumes Congress will add 1,000 new agents in FY 1998, instead of the 500 requested by the Administration.

ONDCP's border patrol agent requirement is based on Operation Hold the Line, and applies the concept to all 190 miles of urban area along the southwest border. The original operational concept for Operation Hold the Line called for 400 agents to be deployed for line watch operations along the border in the El Paso metropolitan area. The operation was to run from September 19, 1993 through October 2, 1993, twenty-four hours a day, seven days a week. By growing the border patrol's overall end-strength level to 12,500 agents, INS will be able to deploy a similar number of border patrol agents (as deployed during the initial stages of Operation Hold the Line) to all 190 miles of urban areas along the southwest border. Also,

included in ONDCP's border patrol agent requirement are 100 agents to replace existing DOD personnel that conduct surveillance missions. Also, to accommodate the planned increases in border patrol agents \$398 million (\$59.8 million drug-related) is included for southwest border facilities construction and modernization, fencing, and equipment over the five-year period. In addition \$2.2 million in drug-related funding is requested for Data and Communications support.

ONDCP's five-year budget plan fully funds INS's ISIS/RVS system for deployment primarily in non-metropolitan areas along the U.S. border. ISIS/RVS is an interlocking system of video surveillance platforms, each about 1 to 1.5 miles apart which will have the capability to provide 24 hour real-time video monitoring and surveillance of the border. The system will be comprised of uncooled infrared (for nighttime) and color cameras (for daytime) with an over-the-air remote control unit and communications link to Border Patrol stations and Sector headquarters. It will provide evidentiary recording of intrusions, lend its output readily to intelligence analysis, and will be able to send these "real time" signals to all levels of management. Once deployed this system will serve as an effective "force multiplier" allowing accurate allocation of manpower and resources where they are needed. Approximately 530 sites have been identified for deployment. To date approximately 72 of the 530 sites have been funded. The remaining 458 sites will be funded over the five-year period at a total cost of \$96.6 million (\$14.5 million drug-related). This component of the initiative will directly support Goal 4's subordinate target of developing and deploying an integrated capability (sensors, C3I, fences, etc.) to detect and monitor at least 80% of drug movements across the entire southwest border between POEs by 2007.

In order to ensure proper interdiction capabilities at the ports-of-entry ONDCP estimates that an additional \$400.8 million and 1,330 new inspectors (\$60.1 million and 333 inspectors drug-related) will be needed over the five-year period. To support the increased workload associated with the planned border agent and inspector increases an additional \$357.1 million and 320 special agents (\$85.7 million and 78 drug-related agents), and \$500.4 million and 430 detention and deportation personnel (\$125 million and 138 personnel drug-related) are being requested over the five-year period.

Justice - DEA & FBI: Beginning in FY 2000, this expands upon DEA's and FBI's FY 1998 Southwest Border Initiative by adding 940 agents by FY 2003. DEA's FY 99 budget request contained outyear estimates which included large increases in domestic law enforcement to address this initiative and other domestic law enforcement requirements. DEA's outyear estimates did not break out requirements specifically by program. The resource requirements outlined in the above table identify ONDCP's estimate of that portion of the DEA domestic component that would apply to Port and Border Security. Additional agent strength will identify, penetrate, disrupt, and dismantle major Mexican and other major trafficking organizations operating throughout the southwest border region. The workload associated with this initiative will largely respond to intelligence and leads provided by other Federal port and border management agencies and international law enforcement sources.

Treasury: In FY 1999 expand Customs' interdiction capabilities by adding 440 FTE to reduce the drug flow through key transportation areas by 10 percent (as measured against the 1996 base year) by 2002, and by 25% by 2007. In addition, develop and deploy technology (including X-ray equipment) to deny cocaine entry through the southwest border, maritime POEs, and other designated entry points.

Transportation: Increase Coast Guard's surface fleet and aircraft surveillance capabilities to expand operations for the critical choke points located in the following areas of operations: Western Caribbean and Eastern Caribbean.

ONDCP - HIDTA: Provides coordination systems and joint platforms to synchronize and maximize the increased Federal law enforcement efforts along the border -- along with state and local efforts.

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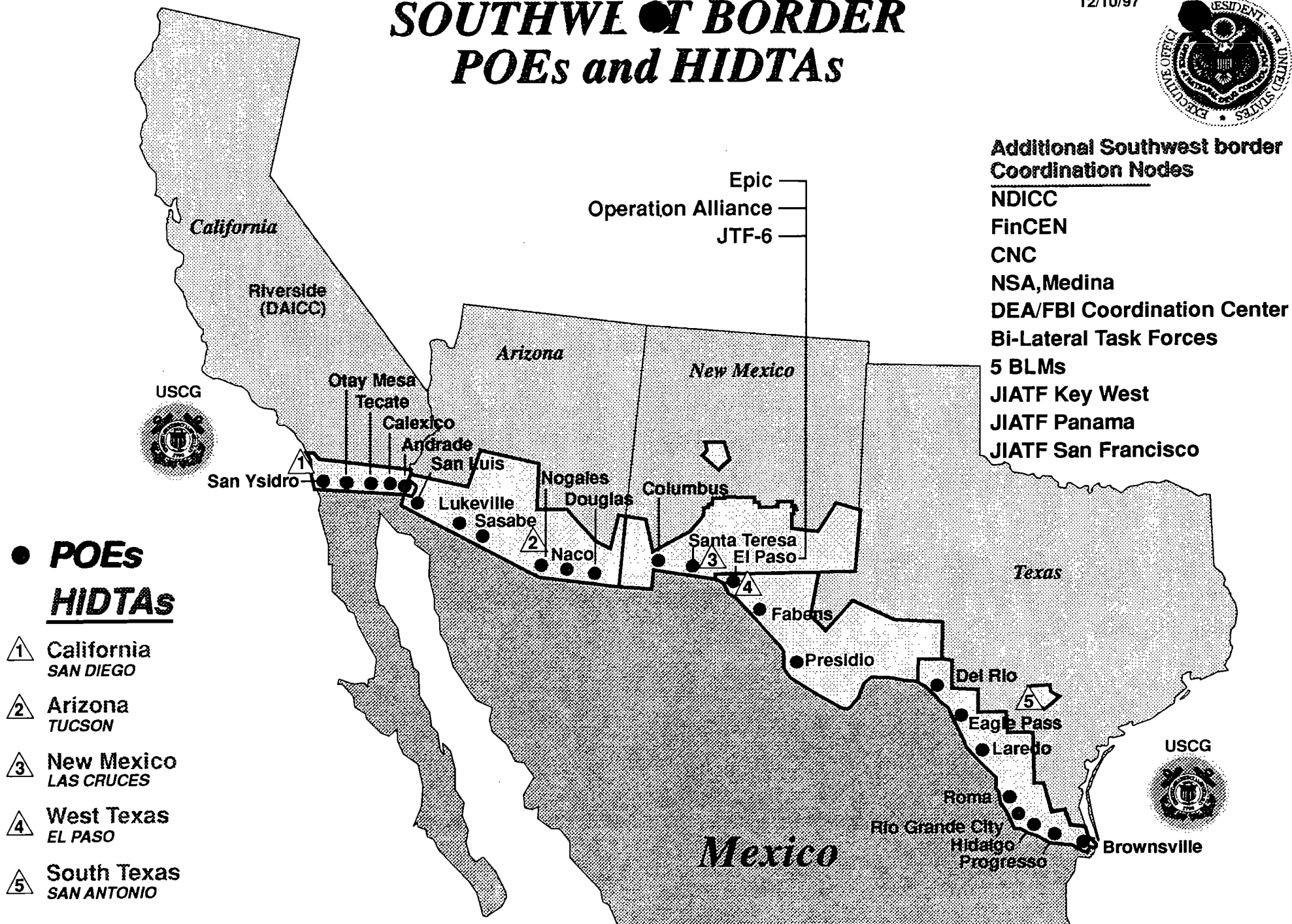
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Divider Title: 5



SOUTHWEST BORDER POEs and HIDTAs



Total federal law enforcement personnel on Southwest border approximately 11,000

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Divider Title: 6

ONDCP Technology Development Roadmap - Nonintrusive Inspection

Non-Intrusive Inspection Technology Plan	KEY (years)	0-3	Off-the-Shelf Technologies (Technology Transition)		7-10	Emerging Technologies (Technology Demonstrators)	
		4-6	Mature Technologies (System Prototypes)				
Intelligent Screening		Automated Targeting Systems (12 systems over 5 years)					\$ 6M
		Canine (32 systems over 5 years)					\$ 7M
Technology Assisted Inspections		1 MeV Pallet X-Ray	1 MeV Pallet X-Ray	1 MeV Pallet X-Ray (26 systems over 3 years)		\$38 M	
		2 MeV Sea Container X-Ray	2 MeV Sea Container X-Ray	2 MeV Sea Container X-Ray (7 systems over 3 years)		\$30 M	
		1-5 MeV Rail Car	1-5 MeV Rail Car	1-5 MeV Rail Car(8 systems over 3 years)		\$30 M	
		1-2 MeV Truck X-Ray	1-2 MeV Truck X-Ray	1-2 MeV Truck X-Ray(8 systems over 3 years)		\$9 M	
		Miscellaneous Drug Test	Miscellaneous Drug Test	Miscellaneous Drug Test(5 systems over 3 years)		\$10 M	
		NQR	NQR	NQR(20 systems over 3 years)		\$12 M	
		Neutron/Container	Neutron/Container	Neutron/Container(10 systems over 3 years)		\$24 M	
		Pulsed Fast Neutron Analysis	PFNA or similar	PFNA (1 system)		\$12 M	
		Special Cargo	Special Cargo	Special Cargo(20 systems over 3 years)		\$12 M	
		New Requirements	New Requirements	New Requirements(20 systems over 3 years)		\$18 M	
		Trace Detectors	Trace Detectors(100 systems over 4 years)				\$5 M
		Acoustics(20 systems over 5 years)					\$4 M
		450 kev Truck X-Ray(8 systems over 5 years)					\$10 M
		450 kev Mobile TXR(42 systems over 5 years)					\$116 M
Physical Examination		Gamma-Tanker(32 systems over 5 years)					\$29 M
		Hand tools (20 systems over 5 years)					\$ 1M
		FY 98	FY 99	FY 00	FY 01	FY 02	



EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF NATIONAL DRUG CONTROL POLICY

Washington, D.C. 20503

December 10, 1997

FACT SHEET

SUBJECT: Southwest Border Technology Issues

Purpose: To describe technology initiatives which will help prevent the trafficking of drugs across the SWB.

Current Situation.

- About five percent of commercial trucks and no rail cars entering the U.S. from Mexico are subjected to a technological inspection.
- Just four of 39 POEs (Otay Mesa, (CA), Calexico (CA), El Paso (TX), and Pharr (TX)) have full-sized truck X-ray systems.
- X-ray technology employed along SWB does not detect drugs. Instead, it illustrates internal density and shape variations.
- ONDCP's CTAC is coordinating the development of an interagency SWB technological support plan. Highlights follow:

Suggested Goals.

1. Deploy a family of complementary systems within the next five years that can inspect 20 percent of in-bound containers, shipments, and conveyances for drugs.
2. Provide each POE the capability to subject every in-bound shipment to non-intrusive inspections by complementary systems.

Technology in the pipe-line: an example.

- Pulse Fast Neutron Analysis (PFNA) System. Can identify the presence of drugs by measuring its chemical make-up (i.e. presence of carbon and oxygen atoms).
 - Could optimistically be initially deployed within five years (will cost at least \$20M).

Other requirements.

- Improve automated screening and targeting systems. Provide USCS capability to analyze data for indicators of smuggling activity.



EXECUTIVE OFFICE OF THE PRESIDENT

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Washington, D.C. 20503

December 10, 1997

FACT SHEET

SUBJECT: Achieving unity of Effort Across the 2000-Mile Southwest Border

Purpose. To describe challenges that must be overcome to achieve greater coherence in the federal response to the drug trafficking challenge along the Southwest Border.

Facts.

- Seven governmental departments with overlapping responsibilities: Justice, Treasury, State, Transportation, Defense, Interior, Agriculture.
- Twenty-two agencies and programs with overlapping responsibilities: ATF, Border Patrol, Border Research Technology Center (NIJ), Coast Guard, Customs, DEA, EPIC, FBI, FORSCOM, HIDTAs, INS, IRS, INL (State), JIATFs, JTF-Six, Marshals Service, National Guard, ONDCP, OCDETFs, Operation Alliance, USACOM, U.S. Attorneys. More than 11,000 federal agents, inspectors, and officials committed to the SWB.
- Federal departments, agencies, and programs spend approximately \$2B each fiscal year to address the drug problem along the SWB.
- On the U.S. side, four states and twenty-three counties create overlapping jurisdictional challenges.
- Retail value of drugs entering the U.S. across the SWB is approximately \$30B. These drugs kill about 10,000 Americans a year and cause some \$35B in damages to our society.
- Major plus-ups are underway:
 1. Customs' budget for Southwest border programs has increased 72 percent since FY93.
 2. The number of assigned DEA special agents has increased 37 percent since FY90.
 3. The number of assigned INS agents has almost doubled since FY90.
 4. DOD's drug control budget for the Southwest border has increased 53 percent since FY91.
 5. The number of U.S. Attorneys handling cases in the Southwest border region has increased by 80 percent since FY90.

CONCLUSION: We need a better coordinated and coherent response to the problem.