

## A. Introduction

The Task Force is required to develop costs associated with the recommendations put forth in its annual reports. This chapter provides specific information about identifying critical operational shortfalls, developing feasible solutions, and where possible, developing accurate resource requirements to address the needs. Specific cost data cannot be provided at this time in the areas of technology, facilities and infrastructure, and staffing, due to uncertainties in the scope of work to be accomplished by DHS in coordination with appropriate entities, as its restructuring and consolidation efforts progress.

The establishment of DHS and the subsequent merger of 22 various agencies have created a department of some 180,000 employees and an annual operating budget of over \$30 billion. The new organization brings together those agencies responsible for securing the nation's borders and transportation systems, including POEs and waterways, improving immigration services, and preparing for and responding to national emergencies. In addition to combining a wide variety of people and activities, the component agencies brought with them their myriad operating policies and procedures as well as their respective resources (personnel, equipment, property, appropriated funds and fee accounts).

While the Task Force interacts with many of the offices, directorates, and bureaus within DHS, this section of the report will focus primarily on resource issues within BTS, which directs the primary border management activities and operations.

## B. Staffing

The combining of several agencies to provide a comprehensive and consistent national security/border management function has resulted in duplicative and overlapping efforts, particularly at the management and support levels, at both Headquarters and field locations. The Department is making significant advances in its efforts to restructure, identify, and address duplication and overlap and to develop consistent policies and operational practices. It is not surprising at this point in the development of DHS that separate supervisors (although often consolidated via interim managers), budgets, practices, policies, etc., exist. Insufficient staffing, equipment, facilities, etc., still must be addressed. These and other issues directly related to the restructuring effort are being examined, as appropriate.

While the merging of agency functions and resources is, for all intents and purposes complete, there is a need for detailed analysis and informed decision-making in terms of identifying and addressing resource requirements and deficiencies under the new structure. Insufficient staffing at and between land border POEs, airports, and seaports has been a long-standing issue. Each site visit completed by the Task Force revealed staffing deficiencies in varying degrees in all three bureaus with responsibility for border management activities (ICE, CBP, and TSA). Deficient staffing levels exist for three basic reasons:

- A lack of funding to support an appropriate level of staffing;

- Difficulty attracting, hiring, and retaining quality staff, for which there are many contributing factors; and
- Economies and efficiencies have yet to be realized by the merger of 22 organizations into DHS and by the consolidation of certain functions.

### **Staffing Levels, Deficiencies, Funding, and Related Issues**

The following issues regarding staffing have been identified:

- **Staff Levels:** Until 2001, legacy USCS had essentially the same number of inspectors on the northern land border as they had in the 1980s and were processing six times the commercial activity. The southern land border, while short-staffed, has received some additions from legacy USCS prior to the events of September 11, 2001. The level of inspections staff at airports and seaports, while not optimal, is somewhat better in terms of filled and funded positions, due in part to the collection of user fees (both legacy USCS and INS) that support the staffing levels.

While historic gaps in inspection staffing continue to exist, it is anticipated that once the merger of organizations and consolidation of functions are fully implemented and accurate needs identified, the staffing deficiencies will be addressed. Consequently, the FY 04 budget request transmitted to the Congress by DHS does not specifically address these staffing needs. Legacy INS did initiate a successful inspector recruitment campaign, but immigration activities at U.S. international airports are not staffed to levels as prescribed in the legacy INS workforce analysis model (WAM). Although CBP airport officers (comprised of legacy USCS and INS inspectors) are funded from passenger and conveyance user fees, the decline in international travel following the events of September 11, 2001, has resulted in insufficient funding for recruiting and hiring additional inspectors.

During the mid-1990s, and prior to the September 11, 2001, terrorist attacks, legacy INS received staffing increases of some 9,000 positions among its various programs (Border Patrol, Inspections, Investigations, Detention and Removal, support, etc.) The vast majority of these staffing increases were assigned to the southern land border. Legacy INS interior enforcement and immigration services positions remain severely understaffed. While post-2001 northern land border inspection personnel have been increased, the levels remain significantly lower than the needs reflected in the WAM.

- **Deployment of Staff:** Existing commercial and non-commercial vehicle primary booths need to be staffed at most times, especially at peak times to avoid congestion and costly delays. While increases in DHS customs and border protection inspection staff have occurred in the post-September 11, 2001, era, current observations found staffing was not yet deployed at certain POEs to achieve this absolutely essential objective.
- **Support Staff:** Although support positions are requested in each year's budget they typically are not authorized nor is funding provided. Funding for either permanent support positions or contract support would preclude the need for law enforcement staff

(officers/agents) to perform administrative duties, allowing them to devote 100 percent of their time to their primary responsibilities.

- **Cost Estimates:** The methodology used to develop costs associated with new hires is inaccurate and inconsistent across the legacy agencies that comprise the new Department. The cost estimates for new hires within legacy INS were routinely low, creating a ripple effect that resulted in shortfalls in many non-personnel areas as well as the need to “balance” the number of funded positions versus the training, tools, and support needed to sustain the additional positions.
- **Canine Teams:** All border management staff have expressed the need for additional canine teams. CBP officers require four dogs per flight to perform customs screening activities properly and in a timely manner, yet often they are working with one. Each dog is trained to detect one specific type of contraband (money, drugs, explosives, etc.); each task requires the appropriately trained dog. Agriculture’s Beagle Brigade is utilized to sniff out food products in baggage that could be carrying pests or other unwanted materials. Legacy INS and USBP canines are trained to detect concealed humans and narcotics.
- **Cost of Living:** There is increasing difficulty hiring and retaining staff at all levels in many areas due to the high cost of living and unavailability of affordable housing.
- **Standards of Living:** There remains a lack of housing in many remote border areas. The Task Force also has identified non-existent or substandard community services to support family needs such as schools, medical care, recreational services, etc., all of which are needed to sustain a healthy lifestyle and attract quality staff.
- **Quality of Staff:** There are inconsistent, incomplete, and lengthy processes utilized among and within the agencies to identify prospective new hires and perform appropriate background/security checks.
- **Pay Parity among Component Agencies of the New Department:** DHS has established a working group to review pay/benefits/overtime and other aspects of compensation to develop a consistent pay and benefits package.

As previously mentioned, insufficient staffing is universally recognized as one of the most critical issues that needs to be addressed. CBP officers from legacy USCS and INS are, for the most part, both present at POEs. They are cross-trained to perform each other’s work. At the land border POEs legacy INS and USCS inspectors have historically worked side-by-side on primary inspections with each having a specialized secondary inspections area. At the larger air- and seaports, separate immigration and customs inspectors inspect the traveler and goods and cargo. DHS, specifically CBP, is developing a training and implementation plan to support the “one face at the border” concept. The new basic training course for CBP officers, which combines legacy INS, legacy USCS, and legacy Agriculture inspector training into a single course (replacing the three legacy courses) is scheduled to begin October 1, 2003, and will be 12 weeks in length. The basic CBP officer course will continue to take place at the CBP academy located at the Federal Law Enforcement Training Center in Glynco, Georgia. The

cost for the 12-week course is approximately \$7,000 per student and includes travel, housing, and meals at the academy and miscellaneous supplies and equipment specific to his or her training. There also are substantial non-training costs incurred to fully equip and prepare a new officer for duty (hiring and recruitment, background investigations, uniforms, body armor, weapons, IT equipment and software, vehicles, etc).

Advanced training is provided throughout an inspecting officer's career as needed to enhance and provide new skills. Advanced training courses vary in length and are delivered nationwide. The cost is based on the travel and per diem costs for the host city. Some advanced courses are conducted at the CBP academies and can be provided for approximately \$1,500 per student for a one-week course. However, most advanced training is conducted elsewhere and provides the officer with hands-on training at high-volume POEs. Costs are dependent upon the length of the course and the costs of travel and per diem. The cost of a two-week course ranges from approximately \$2,500 to \$3,000 per student.

CBP will begin implementing a unified primary inspection for U.S. citizens and lawful permanent residents and consolidated counter-terrorism secondary inspections at airports around the country. Significant cross-training is being provided to ensure effective implementation of both components. Airport primary represents the first step; more cross-training will be provided to address additional modes in the future. A strategic plan is being created to outline all additional cross-training to be provided to meet officer needs.

The Task Force has observed at many of the POEs visited that CBP is aggressively moving toward the one face at the border concept, both in terms of cross-training activities at the academy and at the operational level. Once the one-officer concept is fully implemented, the impact on staffing could be significant and positive, allowing more flexibility in meeting staffing shortages and needs.

Enhancements to and deployment of additional technology, including that being developed for implementation by US-VISIT, could also impact staffing requirements. The identification and deployment to all POEs of more advanced technologies may increase productivity and accuracy; however, changes in other inspection processes could increase inspection times and require additional staffing even with the use of the use of newer technologies. As additional and more modernized equipment is procured, training the users is a critical element to ensure the equipment is used appropriately and that the user is able to comprehend the information provided. All of these factors need to be considered when determining staffing requirements.

Should a decision be made, however, to hire additional staff prior to performing an in-depth analysis of the actual need, the Task Force reiterates its recommendation from the 2002 report of a phased hiring approach to address current, critical staffing shortages. This approach would allow the opportunity for a complete analysis of staffing requirements, while addressing some of the most critical shortfalls identified. A phased approach should also prevent most, if not all, of the issues previously encountered by TSA in terms of identifying and addressing appropriate staffing levels.

The staffing and personnel issues identified in this report do not take the various threat levels into consideration. Clearly, if the threat level is heightened for any period of time, there will be an immediate and adverse impact on resources.

### Task Force Observations on Staffing

- **Increased Staff during Peak Demand:** CBP should institute a policy assigning staffing to operate all available booths during peak demand, especially throughout the summer months. For example, the Pacific Highway POE has three truck booths entering the U.S. Current staffing limits operation to two booths at all times (8 a.m. to midnight) and three booths can be operated only three hours a day, causing substantial backup and serious congestion/delay. Additional staff should be added immediately to allow the third truck booth to operate at all demand times. This is especially important since currently there are no FAST trucks operating at this POE, but there will be in the near future.
- **Consider Dedicated Staffing at Sea POEs:** Dedicated marine units conducting inspections of passengers and cargo exist only at two seaports. Occasionally, resources are exchanged between airports and seaports in those two locations, consistent with peak periods and other work conditions. However, the majority of POE seaport inspections and operations personnel are staffed from airports. Currently, inspectors from nearby locations travel back and forth to the seaports, since there is no dedicated staff, on an as-needed basis to perform the necessary inspections. The Task Force proposes that dedicated marine units may need to be established at other key or high volume seaports to optimize efficiency.
- **Determine Accurate Staffing Requirements under the new DHS Structure:** In order to determine the extent of the staffing problem, an analysis of these newly merged staff must be performed to: determine current staffing levels under the new structure; identify staffing deficiencies by individual location; and, identify the economies and efficiencies realized by the merger of 22 organizations to DHS and the consolidation of certain functions. An accurate, reliable, and accepted methodology to determine appropriate staffing should be developed and utilized consistently. The analysis also should include cost comparisons of permanent support staff versus contract support staff, or use of CBP officers for administrative work.

The analysis could be performed by contactors with expertise in workforce modeling and personnel utilization, similar to the previously used WAM, but more accurate and flexible than the WAM. Once appropriate levels are identified, funds should be made available to meet the requirements.

- **Develop and Utilize Methods to Address Peak Inspections Requirements:** A “maximum wait” staffing formula should be developed that would utilize on-call personnel. Once the maximum acceptable wait time is reached or the number of vehicles or persons waiting in line meets unacceptable levels, another line/booth/queue would be opened.

- **Increase the Number of Canine Teams:** Expanding the use of canines to assist in screening is a concept embraced by various types of CBP officers (legacy INS, USCS, and Agriculture). They perform an invaluable law enforcement function that cannot be duplicated, and are a cost-effective and efficient tool used in the border management arena. All three legacy agencies that have merged into CBP utilize canines to assist in their inspection activities (more information on these programs is included in Chapter 3 and Appendix D of this report). There are many differences among each legacy agency's canine program, from the purchase of the animal to its training and welfare. For instance, Agriculture obtains their canines from shelters and rescue groups, while those used by legacy INS inspectors are purchased from various breeders; both legacy USCS and Agriculture canines are housed in kennels, while those of legacy INS stay with their handler. These are all part of the issues being resolved with the merge of the three legacy agencies into DHS.



The costs associated with deploying one canine team (one dog, one officer) vary widely as well. For example, legacy INS estimates the cost of one canine team to be approximately \$43,000 which includes the purchase of the canine and veterinary care as well as a retrofitted vehicle. It does not include salary and benefits costs for the handler (officer). Additional costs are incurred for training dogs and handlers, instructor costs, and canine training equipment. An estimated \$56,000 is required for each training class of 15-20 students and dogs. Legacy USCS has developed a canine enforcement officer "position model" that includes the officer's salary and benefits, space, communications, equipment, supplies, vehicle, etc., as well as veterinary care, canine supplies, training, and associated equipment. The total amount required for the position is approximately \$185,000, most of which would recur annually. Agriculture inspectors are unable to provide accurate costs associated with their canine teams as the canine functions and expenses are controlled locally and vary widely.



CBP (legacy APHIS) K-9 team “discovers” hidden fruit among some checked baggage, in a demonstration for DMIA Task Force members. Miami International Airport. August 2003.

### C. Equipment/Technology Requirements

The availability and use of current, state-of-the-art equipment and technology throughout all border management activities is paramount to ensuring smooth traffic flow (people and goods) and enhancing security. Resource constraints coupled with the historical need to deploy a given system quickly to address an emerging critical issue, have resulted in equipment inconsistencies and technological incompatibilities within the legacy agencies. These issues now exist in their entirety within the new Department and create an even larger issue in terms of interoperability and data management/sharing among the agencies that comprise the DHS.

The inconsistencies in terms of the types of equipment in use and the extent of their deployment are widespread. For example, and as mentioned in the 2002 report, document readers are not available at each POE, yet they greatly facilitate the inspections process; seaport inspectors have very limited technologies available to them to perform inspections, and what is available to them is usually dated information; and the technologies used to facilitate known travelers/goods are deployed at a limited number of locations but in reality should be more widely deployed.

While the components of DHS have worked together in the past to develop and deploy various systems and technologies to facilitate the flow of traffic at the POEs, these types of efforts typically are funded as pilot programs that in many instances become a part of permanent operations, but rarely receive appropriated or earmarked funding. As a result, funds are often diverted from other projects or functions to maintain or expand such programs.

The following issues in the area of equipment and technology have been identified:

- **Limited Availability of Funds:** Due to limited funds, there are many “make do” pieces of equipment, programs, and systems that will require substantial funds to render them effective, efficient, and interoperable, allowing timely access to all appropriate databases currently “stovepiped” in a number of agencies now needing to operate as one.

Insufficient or discontinued funding streams to maintain, expand, and upgrade various projects or technologies that facilitate inspections processes are an ongoing problem. These processes include, but are not limited to, known traveler/goods programs. Other examples include continued funding to maintain and/or upgrade systems as well as operational funding to support basic information technology needs (computers, software, upgrades, etc.) While funds were made available for the development, procurement, and implementation of projects, resources to maintain, expand, and enhance the projects are not provided. The initial investment for these projects was significant, but without continued funding, these once-valuable tools become ineffective or obsolete and the investment a waste. The continued lack of funding has resulted in increased resource requirements in other areas (staffing, overtime, and maintenance costs).

- **U.S. Border Patrol Equipment:** USBP has been quite successful in its efforts to increase staff. Having the proper equipment would greatly enhance their efforts to secure the border, provide a safer working environment, and possibly reduce the number of additional staff needed as a result of the force multiplier technologies that are available. Additional funding should be secured for the purchase and maintenance of various types of equipment. The Task Force has identified additional equipment and technology requirements to support USBP operations, including helicopters, VACIS systems, vehicles, Integrated Surveillance Intelligence Systems (ISIS) expansion, infrared cameras, and mobile Fingerprint Storage and Identification System/Integrated Automated Fingerprint Identification System (IDENT/IAFIS) machines.
- **Biometrics Capture:** While the type and extent of use of biometric information continues to be a contentious issue, whatever the outcome, the cost to develop the technology and capture and access the information will be significant. Currently, biometric data (specifically fingerprints and photographs) are captured, stored, and accessed under only a few circumstances—most of which are enforcement related.

Once the decision as to who will capture the biometric is made, resources will be required for equipment and also for the space needed to support the activity. Additional funding should be made available to support additional staff – either permanent or

contract – to assist with this activity. Funding also should be made available for both initial and ongoing training for users of all technology related to the biometric.

- **Communications Devices:** There is a critical need for portable electronic communication and information devices, particularly in light of the merging of separate agencies that previously had no means of inter-communication. In some instances, communications within each of the legacy agencies, even prior to the merger, were inconsistent and used incompatible equipment. Various types of communications equipment have been deployed across the board, resulting in issues regarding the use and availability of radio frequencies and mixed communications technologies. Consistent, compatible, and fully deployed communications devices would assist all CBP officers in performing their requisite duties. This requirement exists in all three POE environments (air, land, sea).

### Task Force Observations of Equipment/Technology

- **Determine an Appropriate Mix of Equipment/Technology and Staffing:** The impacts of new technology, streamlined processes, known traveler/goods programs, improved training, etc., need to be examined to determine the most efficient and effective mix of tools (equipment/technology) and staffing. The result of this analysis may impact on staffing levels as well.

If personnel are properly outfitted with the tools needed to perform their work, and proper, periodic training is mandatory, productivity should increase while the need for additional staff may decrease.

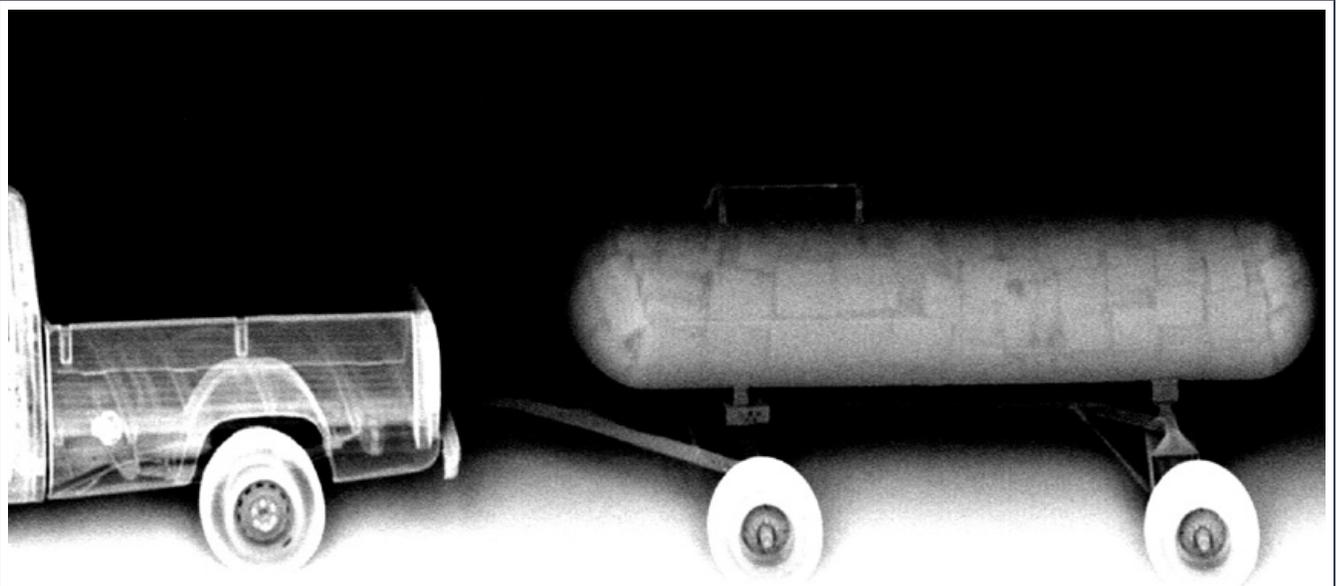
- **Equip all POEs with Compatible Technologies and Equipment:** It is critical that funds be appropriated for the purchase of equipment and technology for use at all POEs. There currently is no consistency in terms of what equipment is available and utilized for inspection and other border activities.
- **Provide Additional Funding for Border Patrol Equipment and Technology Requirements:** Until recently, USBP equipment and technologies consisted of old, ineffective systems and assets requiring extensive maintenance. The deployment was totally inconsistent among sectors and offices. The very nature of USBP activities requires a strong, modern vehicle fleet (watercraft, vehicles, aircraft) and consistently deployed and current technologies and systems. Additional funding should be secured for the purchase and maintenance of various types of equipment. The estimated purchase price of each item identified is as follows:

Vehicles (SUV)	\$60,000 to \$80,000
VACIS Machines	\$1.9 million; annual maintenance: \$230,000
RVS	\$220,000-\$400,000
Infrared Cameras	\$18,000
Mobile IDENT/IAFIS	\$ 4,000
Helicopters	\$2 to \$5 million

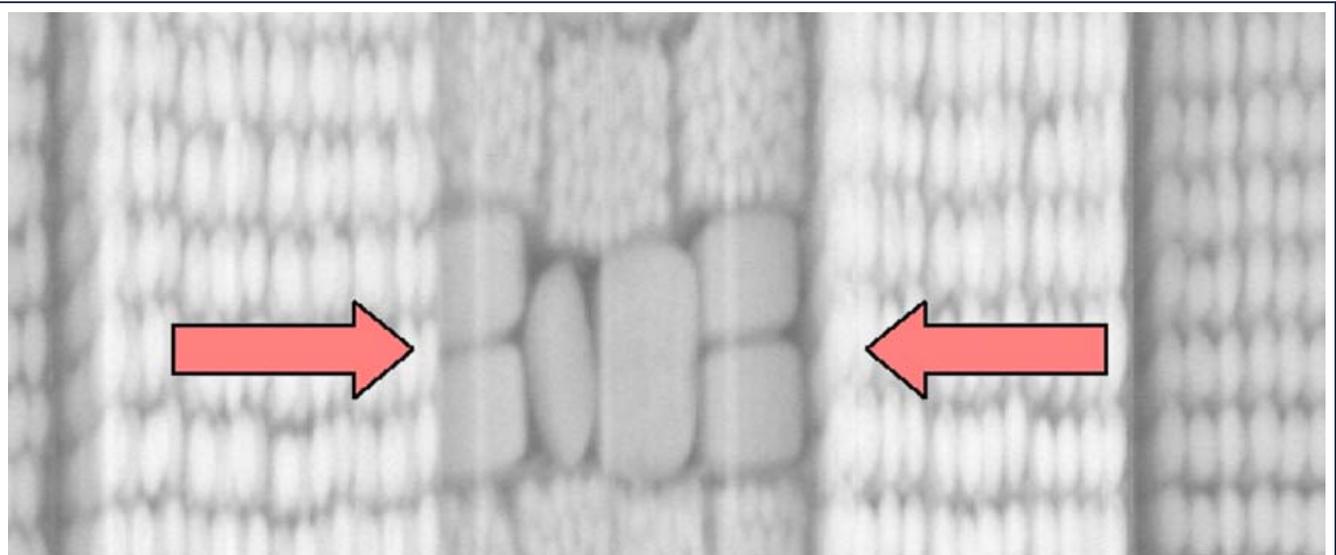
Maintenance costs and periodic replacement costs, based on GSA standards, must be addressed as well. Otherwise, a one-time infusion of funding for these purchases will be for naught if the equipment cannot be properly maintained and/or replaced on a regular schedule.



Sarita Border Patrol checkpoint alien apprehension: CBP mobile VACIS unit revealed one subject hidden in the sleeper area of the cab after the driver gave consent for secondary x-ray inspection. Courtesy of the U.S. Border Patrol.



Fort Hancock Border Patrol Station Narcotic Seizure: Sensor activation, driver nervousness, and Border Patrol K-9 alert sent the truck and the ammonium nitrate gas tank to the Fabens Border POE for secondary inspection. With the consent of the driver, a VACIS x-ray inspection was done and located 3,320 pounds of marijuana in the ammonium nitrate gas tank. Courtesy of the U.S. Border Patrol.



Sarita Border Patrol checkpoint drug seizure: Driver nervousness and U.S Border Patrol K-9 unit alerted and indicated to the trailer portion of the rig, sending the commercial vehicle to the secondary area. With the driver's consent, a CBP mobile VACIS unit did an unobtrusive inspection that revealed large rectangular objects in the load that was not consistent with the other cargo. 364 pounds of marijuana was found concealed in the center of a pallet of limes. Courtesy U.S. Border Patrol.



Remote cameras are placed high above the terrain in order to give the Border Patrol the ability to visually monitor sections of the border 24 hours a day. El Paso Sector. U.S. Border Patrol.



U.S. Border Patrol Command Center where Border Patrol agents monitor the border via strategically placed remote cameras 24 hours a day. El Paso Sector, U.S. Border Patrol.

- **Full Deployment of Consistent Portable Communications and Information Devices:** Funding should be made available for the purchase and full deployment of portable communication/information devices. This includes live access to current

databases and direct communications capabilities and technologies. The equipment would support direct, unhampered communications among all CBP officers, and their state/local partners as appropriate. This is especially critical for effective responses to security and emergency situations and would prove invaluable in addressing officer safety issues.

- **Full Completion of Automated Commercial Environment (ACE) Project:** The legacy USCS ACE project (now a CBP project) estimated at approximately \$1.4 billion, began to receive annual appropriations of \$300 million (now in its third year) in FY 03. This critical project must be funded to completion in order to reap the full benefits (another \$600 million over the next two years). In addition the International Trade Data System (ITDS) development is underway as part of ACE.
- **Expand and Enhance Known Traveler/Goods Technologies and Systems:** Government and industry worked together to develop and deploy the technology and infrastructure needed to facilitate and enhance the inspection of known travelers/goods. These technologies have proved to be reliable and secure and have been most successful in facilitating traffic flow where they are deployed. It is critical that funding be appropriated to purchase the necessary equipment and technology to expand these joint initiatives.
- **Maximize the Use of Space:** Enlisting the assistance of private industries that have experienced – and resolved – similar issues should be considered.
- **Prioritization:** Prioritize projects, develop accurate cost estimates for each, including maintenance costs, upgrades and replacements if needed. Finish one project at a time, based on the prioritization and funding provided rather than funding bits and pieces of various projects, which usually results in the completion of none.
- **Funding for State and Local Governments:** Since the September 11, 2001, terrorist attacks, local governments have expended well over \$7 billion in security costs for critical infrastructure, including POEs and airports. These expenditures often create funding shortfalls in other state and local programs. DHS has been working to provide grants and other funding to cover these security and first responder costs.
- **Communications Interoperability:** In the area of communications interoperability, the Department of Justice's National Task Force on Interoperability estimated that the currently unfunded cost of nationwide interoperability ranged from \$18 to \$60 billion. In September 2003, DHS announced that over \$79 million is being made available to help communities develop interoperable communications systems. The funds would support the development of pilot projects that will use equipment technology to increase communications interoperability among the federal, state, and local agencies; fire service; law enforcement; and emergency medical service providers. At the site visits to the Ports of Los Angeles and Long Beach, the USCG briefed the Task Force that virtually all of the landside port security was provided by the County of Los Angeles' Sheriff's Department and/or the City of Los Angeles police department. At the Miami site visit, Task Force members were briefed that all law enforcement and perimeter

security at the airport and seaport is provided by the Miami-Dade Sheriff's Department. Communications between the federal agencies and any incident "first responders" is critical.

#### **D. Facilities and Infrastructure Requirements**

The current state of existing facilities and infrastructure, or the lack thereof, has been a long-standing issue, existing long before the initial concept of entry/exit activities. The inability or failure to address these issues results in out-dated and unsafe facilities, poor, sometimes hazardous, working conditions, and a growing inability to support or facilitate traffic flow (people, cargo, goods, vehicles) and ensure appropriate levels of security.

Issues such as who owns a particular facility, space limitations within existing facilities, and limits on available land create significant complications when attempting to develop viable solutions. Increased security measures at airports have created issues in terms of space requirements for explosive detection systems and space for additional staff required for baggage screening and other activities. The prospect of adding additional inspections staff, regardless of the type of POE, only exacerbates the issue.

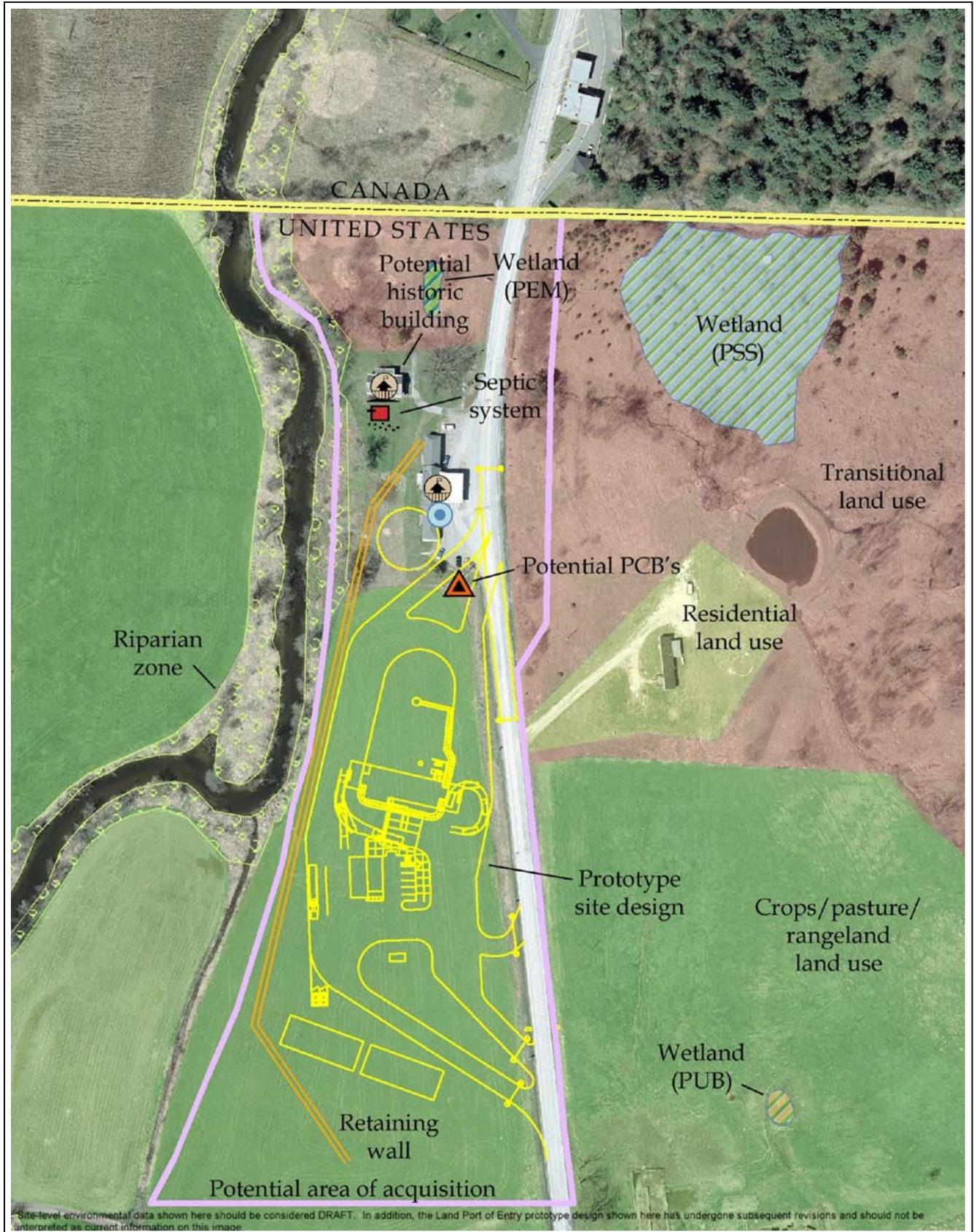
Legacy INS, along with various federal inspection services and the GSA, has completed the first phase (data-collection and creation) of the Geographic Information System (GIS) for land POEs. This phase involved obtaining high-resolution aerial photography of all sites and creating GIS-compatible data directly from the imagery. The next phase of the work involves quality assurance/quality control of the data, and tying data to the spatial locations. Collection of data to add to the GIS has been ongoing since the project began, and will be a constant feature in the future.

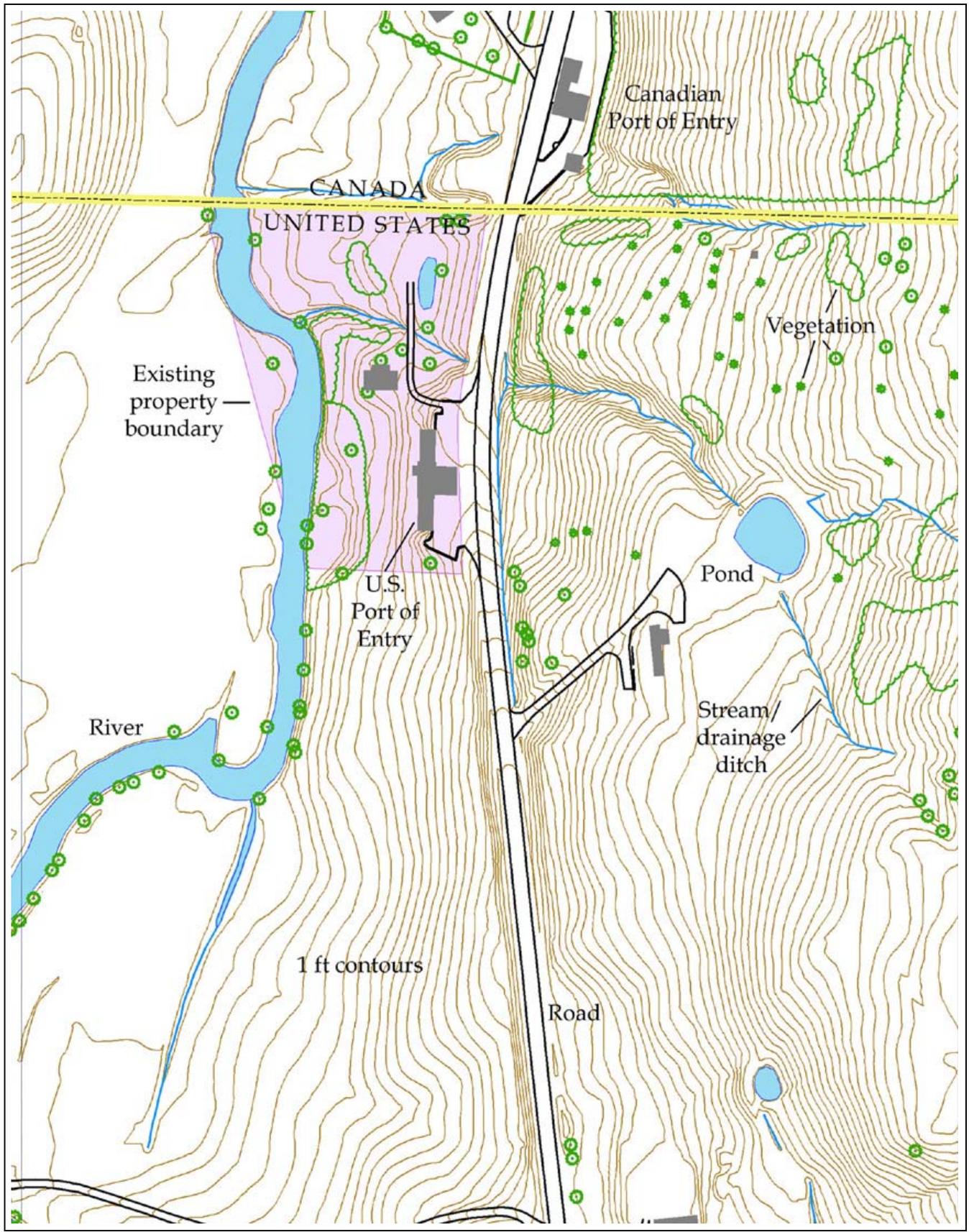
Thus far, the GIS data collected have been used to aid in the development of new prototype port designs, as well as for many informational requests. Environmental data collected and added to the GIS have allowed for better, more informed decisions about the placement and orientation of prototypes so as to avoid or minimize the impact to natural and cultural resources. The data created have allowed Computer Aided Design and Development (CADD) designers and traffic modelers to design and model port modifications. Parcel ownership information collected has allowed users to identify adjacent property holders.

A great deal of work and analysis has been completed in an effort to address land border crossings (roads, bridges, access lanes, and other infrastructure); however, the physical and financial constraints, unless resolved, preclude much in the way of significant positive change. The GIS work performed thus far provides invaluable information on the POEs that will be needed to make decisions on changes to current port configurations or to make port expansions. The costs will vary widely and the period of time needed to make any substantial changes would be phenomenal under current processes. While no comprehensive evaluation of the cost of an exit infrastructure has yet been made, it is likely to be significant. The Department of Homeland Security Appropriations Bill, 2004 (House Report No. 108-169) indicates that "the final price tag may reach \$10 billion" to fully implement US-VISIT. The exact costs are unknown at this time, since many factors will influence the final implementation.

The following three aerial photos depict some of the GIS technology and capabilities that have been employed in the land border infrastructure analysis. The first photo shows an aerial view of the West Berkshire, Vermont POE and the surrounding terrain. The second photo includes overlays of environmental areas, the border line, and other infrastructure notations. The third photo depicts the topography and relevant notations of the same area.







Facilities space for all three modes of travel is an issue that probably will not be resolved. Even if the financial constraints are removed, the physical and some cooperative issues remain. We must maximize the use of technology, known traveler/goods programs and advanced, accurate risk-management practices and techniques. Government and industry must coordinate efforts to maximize existing facilities. More detailed information on facilities issues and requirements is included in Chapter 2 of this report. It is assumed that changes to current entry (and any exit) activities will require some facility modification.

**Miami Synergy Program:** Expansion of a joint TSA/private industry effort, the Miami Synergy Program, to address facility and space issues is being explored at the Miami seaport. This program, which began as pilot and has since been extended indefinitely, enables the participating passengers to clear the baggage screening process in an average 12 minutes as compared to the hour-plus average for the same process at the airport. Miami TSA has allocated 20 screening personnel and six screening machines to the Royal Caribbean Cruise Lines terminal for American Airlines passengers. The cost of the TSA personnel and additional consumable expenses is approximately \$3,500 per weekend. In addition, American Airlines pays \$10,000 for the bonded trucks used to transport the baggage. During its initial 29 weeks of operation, the program has managed to relieve 5 to 8 percent of the 15,000 cruise ship passenger overload that Miami International Airport experiences each weekend.

The benefits of expanding the two additional terminals on weekends would well exceed the costs of such an expansion. This would require an additional 16 screening personnel and the redeployment of six screening machines. The total cost of such an expansion, not including the price of redeploying the machines, would increase by approximately \$4,000 dollars per weekend in personnel and consumables. However, with additional airlines waiting to participate, this program can be extended to include many new customers who would otherwise be ineligible. It is expected that with the expansion to three terminals and the inclusion of additional airlines, up to 40 percent of the weekend cruise ship passenger overload could participate in the seaport-screening program.

Appropriations to address facility issues have been a minimal percentage of that needed at seaports, airports, and southern and northern land border POEs, although facilities for some new crossings have been constructed on the southern land border. There is a multi-agency Border Station Partnership Council that has a five-year land border station facilities plan (prioritized by year) which is presented to Congress for funding. Legacy USCS completed a POE Infrastructure Assessment Study needs analysis in June of 2000, for the northern and southern land borders, specifically identifying \$784.3 million for entry and working conditions project needs by location with an unfunded gap of \$558 million.<sup>53</sup>

Highway connections to POEs, especially at land border POEs and airports, are often on local roads that are not designed or maintained to handle heavy traffic. The Federal Highway Administration (FHWA) conducted a study of these intermodal connectors for freight, and estimated that the backlog of investment needs just to maintain intermodal freight connectors was over \$2.5 billion. The investment needs to accommodate expected increases in freight volumes were estimated at more than \$4.2 billion. Legislation pending in Congress to

<sup>53</sup> USCS Ports of Entry Infrastructure Assessment Study Report, June 2000.

reauthorize the highway program includes provisions to increase funding of intermodal freight connectors.<sup>54</sup>

Six years ago the U.S. DOT created the first ever specified funding for trade corridors and border gateways, including it in the Transportation Equity Act for the 21<sup>st</sup> Century (TEA 21) legislation. It was comprised of approx. \$700 million over six years (approximately \$120 million a year). Funds were to be awarded to specific project proposals submitted to the U.S. DOT. Projects submitted for the annual \$120 million available exceeded \$2.2 billion (appropriated funds to requested needs equaled 5 percent).<sup>55</sup>

In addition to funding infrastructure, DOT supports research on the application of intelligent transportation systems (ITS) technology. DOT's ITS Joint Program Office has funded over \$1 million per year for intermodal freight research and field operations since 2000.

## **E. Conclusion**

The Task Force considered all of these issues and has the following specific recommendations:

### **Recommendation 2**

**The Task Force proposes that a panel be established to develop feasible solutions to address the issues of recruitment and retention within border management agencies, in a holistic manner incorporating issues such as cost of living, housing availability, and other factors in certain geographical areas. The panel should include a variety of members from public and private industry and government organizations to attain a wide range of concepts and possible solutions that would be offered from various perspectives.**

### **Recommendation 11**

**Fund an analysis to optimize the best mix of relevant technology and properly trained staff in order to maximize resources and use of facilities.**

- **Develop a staffing “maximum wait” formula and fund personnel to meet optimum inspections staffing requirements.**
- **Provide flexibility into the design of FIS processing to allow for future implementation of the latest advances in security technology and electronic information capture, including biometrics, that will speed up processing time and re-evaluate the size of FIS areas within POEs.**

In addition, components of the resource issues discussed in this chapter are included in the other recommendations throughout this report.

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<sup>54</sup> 2002 Status of the Nation's Highways, Bridges, and Transit: Conditions and Performance, Report to Congress, USDOT, 2003, chapter 25.

<sup>55</sup> FHWA/USDOT Presentation, September 2002.