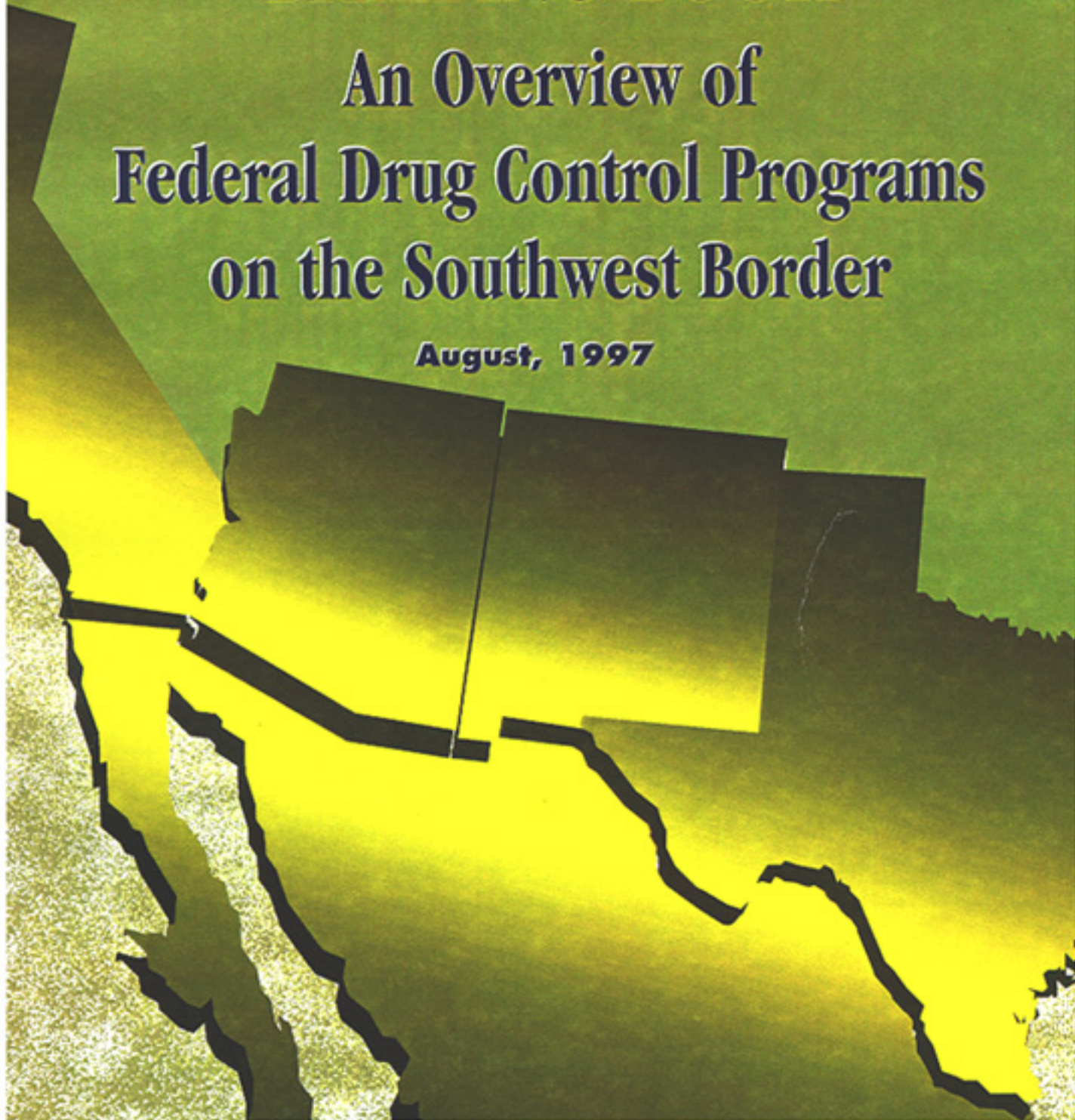




BRIEFING BOOK

An Overview of Federal Drug Control Programs on the Southwest Border

August, 1997



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The Southwest Border Region
in context

Population

Trade

Immigration

Crime

Drug seizures

Office of National Drug Control Policy
Office of Programs, Budget, Research and Evaluation
September, 1997

THE SOUTHWEST BORDER REGION Geography and Population

There are ten states (four U.S. and six Mexican) that adjoin the 2,000 mile border.

- The four U.S. border states (California, Arizona, New Mexico, Texas) include 23 counties that touch the border
- The six Mexican border states (Baja California, Sonora, Chihuahua, Coahuila, Nuevo Leon, Tamaulipas) include 39 municipalities that touch the border.

The total population of the ten border states was 65,222,233 in 1990

- 51,926,828 (79.6 percent) in the U.S; 12,246,991 (20.4 percent) in Mexico.
- An estimated 10 percent of U.S. border state population lives in border counties; 29.4 percent of Mexican border state population lives in border municipalities.

On the U.S. side of the border:

- Approximately 26 percent of the border state population and 37 percent of the border county population is Hispanic.
- In comparison, the U.S. national average Hispanic population is 9.1 percent.

On the U.S. side of the border, the natural, annual rate of increase for all ethnic groups is 1.2/100 (state) and 1.5/100 (county).

- If this rate remains the same, the U.S. border population will double (all ethnic groups) in 57 and 47 years for states and counties, respectively.
- The Hispanic population at the state and county level will double in 25 years.
- In comparison, the United States will double its population as a whole in 90 years.

On the Mexican side of the border, the natural, annual rate of increase is 2.4/100 (state) and 2.5/100 (county).

- Migration movements toward the border, however, increase the overall population growth rate, to an estimated at 5.1 for Mexican border states and 7.8/100 for municipalities.
- At these rates, the Mexican border states and municipalities will double their population in 14 and 9 years, respectively.
- In comparison, Mexico will double its population as a whole in 25 years.

Source: United States-Mexico Border Health Association, *Future Directions: Substance Abuse in the U.S.-Mexico Border Region*

THE SOUTHWEST BORDER REGION
Commerce between the United States and Mexico

U.S.-Mexico trade has more than doubled from 1990 through 1996 (\$73.9 to \$149.5 billion)

- Two-way merchandise trade increased 122 percent (\$58.6 to \$129.8 billion)
- Two-way services trade increased 29 percent (\$15.3 to \$19.7 billion)

Imports from the United States accounted for three quarters of all Mexican imports in 1996

- Total value of Mexican imports increased 127 percent from 1990 through 1996 (\$39.3 to \$89.4 billion).
- U.S. share of imports increased from 75 percent in 1990 to 76 percent in 1996.

Mexico accounted for 9.1 percent (\$56.8 billion) of all U.S. exports in 1996; five states accounted for nearly two-thirds of these exports to Mexico:

- Texas (32.1 percent)
- California (15.6 percent)
- Michigan (10.0 percent)
- Indiana (4.7 percent)
- Illinois (3.6 percent)

Among the four Southwest border states, Texas relies most on exports to Mexico. As a share of total exports in 1996, exports to Mexico were:

- 33.9 percent for Texas
- 16.1 percent for Arizona
- 10.9 percent for New Mexico
- 8.4 percent for California

In 1995, five Southwest border ports of entry were among the 12 busiest ports of entry in the United States (based on the number of formal Customs entries).

- Laredo, Texas (281,881 formal Customs entries)
- El Paso, Texas (248,184 formal Customs entries)
- Otay Mesa, California (191,680 formal Customs entries)
- Nogales, Arizona (150,445 formal Customs entries)
- Calexico, California (63,769 formal Customs entries)

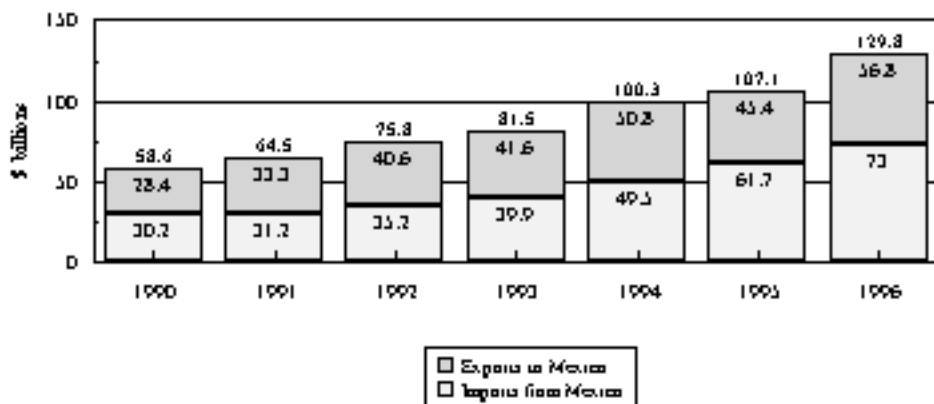
Note: A formal Customs entry is an importation exceeding \$1,250 or any textile importation.

Sources: Office of the United States Trade Representative; U.S. Department of Commerce; U.S. Customs Service; Massachusetts Institute for Social and Economic Research.

U.S. trade with Mexico has increased dramatically

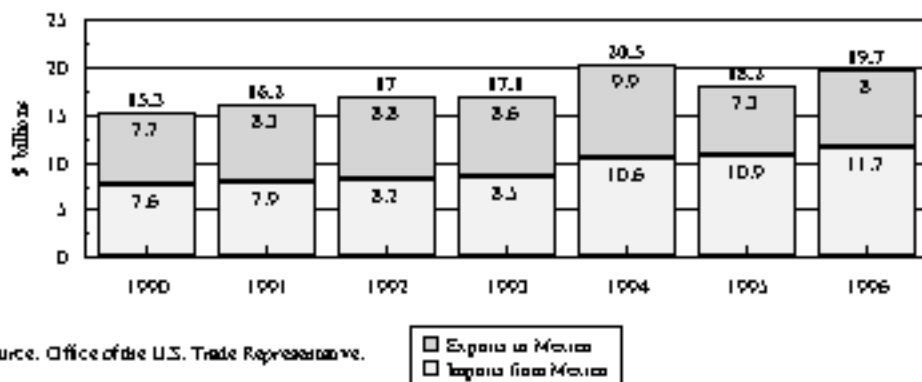
- Two-way merchandise trade between Mexico and the United States has increased 122 percent since 1990.

U.S. Merchandise Trade with Mexico
1990-1996



- Two-way trade in services between Mexico and the United States has increased 29 percent since 1990.

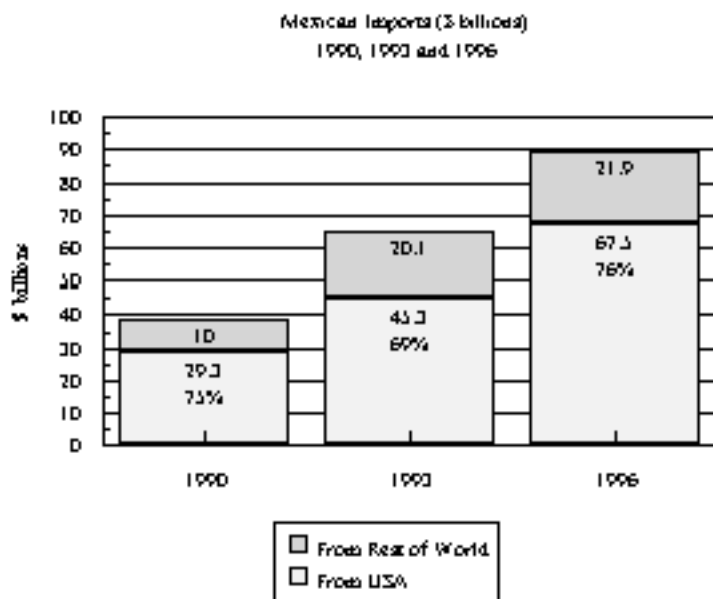
U.S. Services Trade with Mexico
1990-1996



Source: Office of the U.S. Trade Representative.

The United States is Mexico's principal source of imports

- Imports from the United States account for three quarters of all Mexican imports.

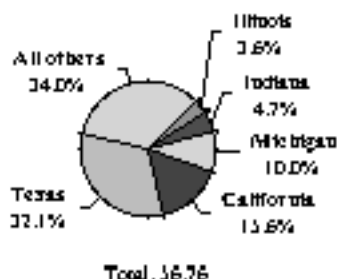


Source: Office of the United States Trade Representative

Mexico is an important export market for U.S. goods and services

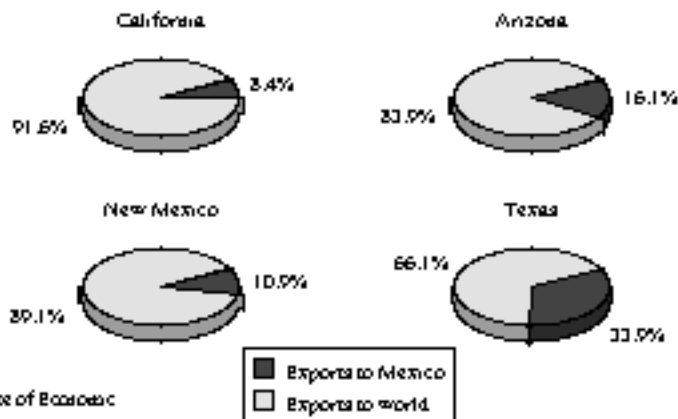
- Exports to Mexico comprise nine percent of all U.S. exports; five states account for 2/3 of this trade: Texas, California, Michigan, Indiana and Illinois.

U.S. exports to Mexico (\$ billions)
1996



- Among the four Southwest border states, Texas relies most on trade with Mexico.

Exports to Mexico as a share of total exports
Southwest border states, 1996



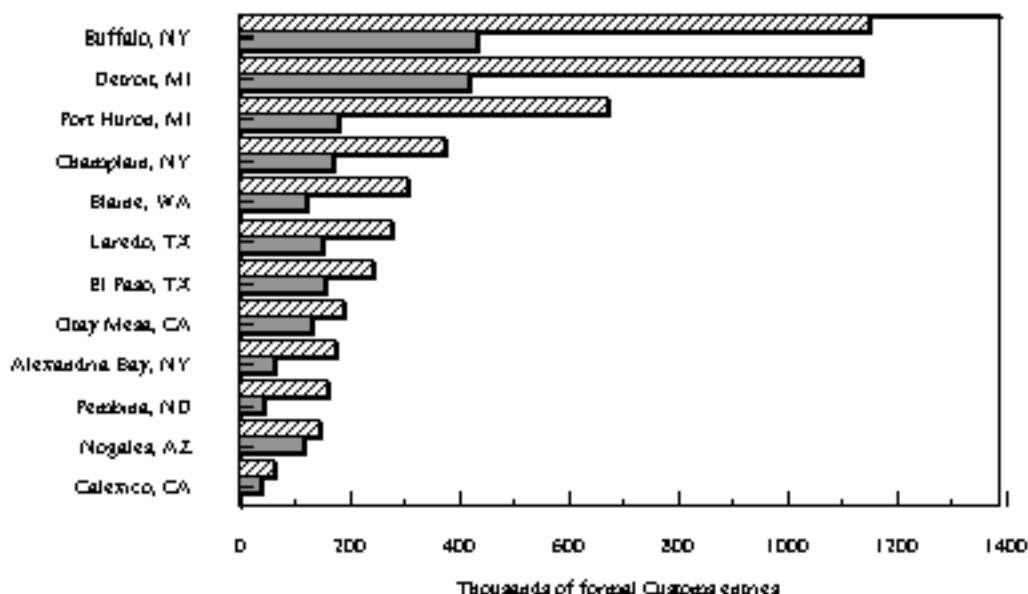
Source: Massachusetts Institute of Economic and Social Research

Twelve busiest ports in the United States

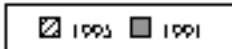
- In 1995, five Southwest border ports of entry were among the 12 busiest ports of entry in the United States:

- Laredo, Texas
- El Paso, Texas
- Otay Mesa, California
- Nogales, Arizona
- Calexico, California

U.S. Ports of Entry
Ranked by trade volume (number of formal Customs entries)
1991 and 1995



Note: A formal Customs entry is a report on or exceeding \$1,750 in value or any taxable reportable.



Source: United States Customs Service

THE SOUTHWEST BORDER REGION
Immigration

From 1980 through 1996, over 14 million people immigrated to the United States; over 3.4 million (24 percent) of the immigrants were from Mexico.

In 1996, the illegal population in the United States was estimated at five million; more than half (54 percent) were estimated to have come from Mexico.

From 1984 through 1996 the number of annual Southwest border crossers increased 59 percent (176 million to 280 million)

- The number of citizens crossing the border annually increased 20 percent (from 70 million in 1984 to 84 million in 1996).
- The number of non-citizens crossing the border annually increased 85 percent (from 106 million in 1984 to 196 million in 1996).

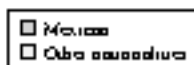
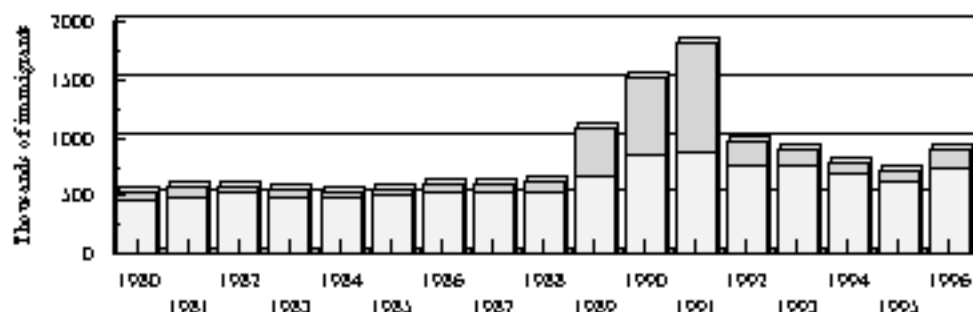
From 1980 through 1996, the number of Southwest border apprehensions increased 117 percent (691,000 to 1.5 million)

Source: Immigration and Naturalization Service

Legal immigration

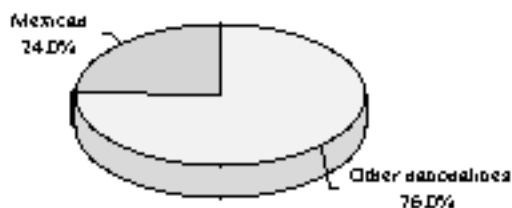
- From 1980 through 1996, 3.4 million Mexican citizens immigrated legally to the United States.

Legal immigration into the United States
Fiscal Years 1980-96



- From 1980 through 1996, Mexican immigrants accounted for nearly one quarter of all legal immigrant admissions into the United States.

Legal immigrant admissions into the United States
Fiscal Years 1980-96

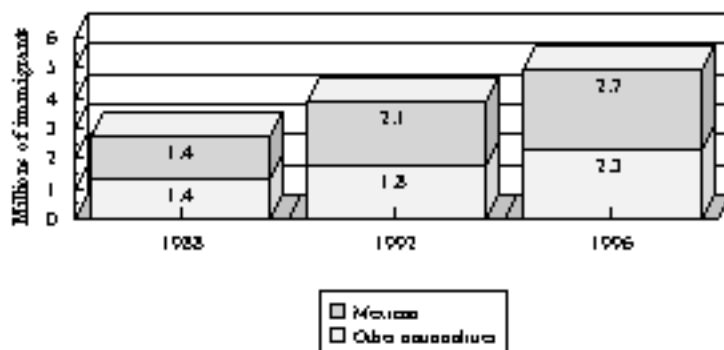


Source: Immigration and Naturalization Service

Illegal immigration

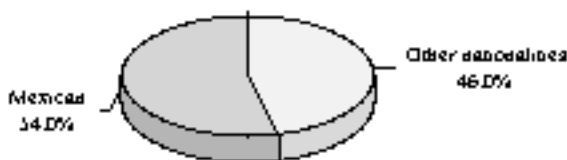
- In 1996, the illegal population in the United States was estimated at five million.

Estimated illegal immigrant population in the United States
Fiscal Years 1988, 1992 and 1996



- In 1996, more than half of the illegal resident population in the United States came from Mexico.

Estimated illegal immigrant population in the United States
Fiscal Year 1996

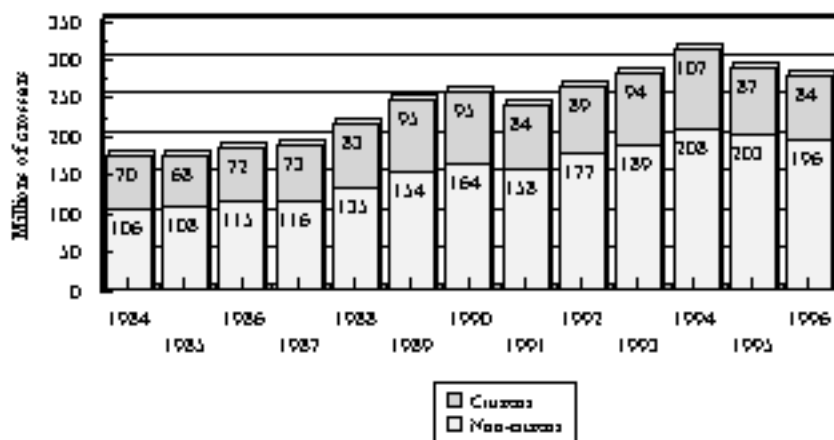


Source: Immigration and Naturalization Service

Increasing border crossings and apprehensions

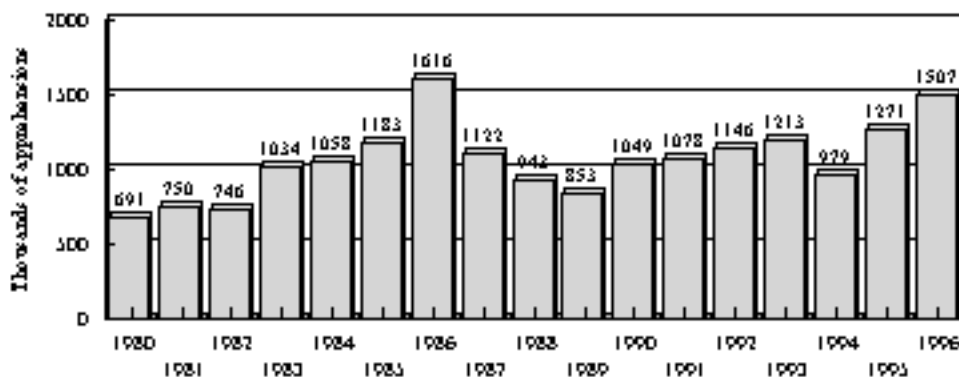
- From 1984 through 1996, the annual number of Southwest border crossers increased 59 percent (176 million to 280 million)

Border crossers at the Southwest border
Fiscal Years 1984-96



- From 1980 through 1996, the annual number of Southwest border apprehensions increased 117 percent (691,000 to 1.5 million)

Southwest border apprehensions
Fiscal Years 1980-96



Source: Immigration and Naturalization Service

THE SOUTHWEST BORDER REGION
Crime

In 1995, the violent crime rate in the United States registered 685 per 100,000 population nationally: 10 percent lower than the 1991 rate (758 per 100,000).

- 966 per 100,000 population in California: 11 percent lower than the 1991 rate (1,090 per 100,000).
- 714 per 100,000 population in Arizona: six percent higher than the 1991 rate (671 per 100,000).
- 819 per 100,000 population in New Mexico: two percent lower than the 1991 rate (835 per 100,000).
- 664 per 100,000 population in Texas: 21 percent lower than the 1991 rate (840 per 100,000).

Note: Violent crime is composed of four offenses: murder and nonnegligent manslaughter, forcible rape, robbery, and aggravated assault. All violent crimes involve force or threat of force.

In 1995, the property crime rate in the United States registered 4,593 per 100,000 population nationally: 12 percent under the 1991 rate (5,140 per 100,000).

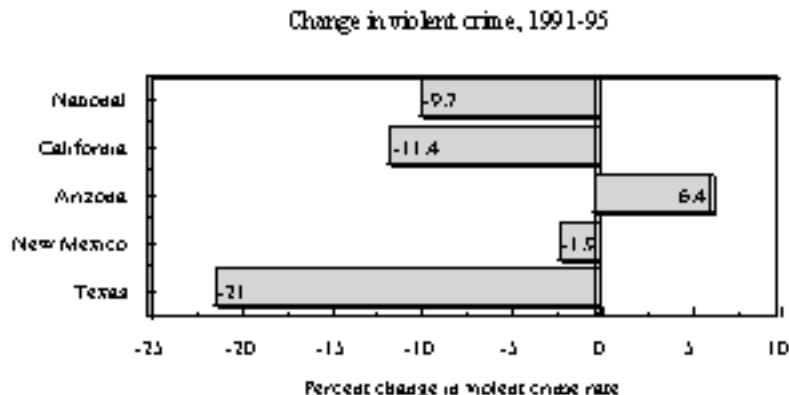
- 4,865 per 100,000 population in California: 14 percent lower than the 1991 rate (5,683 per 100,000).
- 7,500 per 100,000 population in Arizona: 11 percent higher than the 1991 rate (6,735 per 100,000).
- 5,609 per 100,000 population in New Mexico: four percent lower than the 1991 rate (5,845 per 100,000).
- 5,020 per 100,000 population in Texas: 28 percent lower than the 1991 rate (6,979 per 100,000).

Note: Property crime includes the offenses of burglary, larceny-theft, motor vehicle theft, and arson. The object of the theft-type offenses is the taking of money or property, but there is no force or threat of force against the victims. Arson is included since it involves the destruction of property; its victims may be subjected to force.

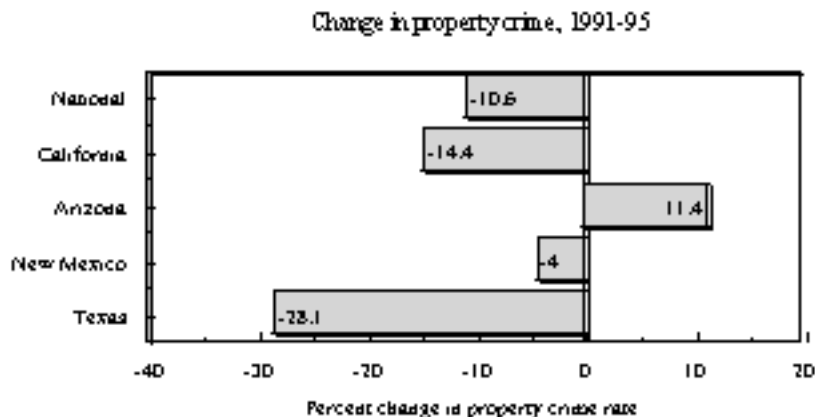
Source: FBI, *Uniform Crime Reports*.

Crime has been decreasing...except in Arizona

- **Between 1991 and 1995, violent crime decreased in all Southwest border states except Arizona.**



- **Between 1991 and 1995, property crime decreased in all Southwest border states except Arizona.**

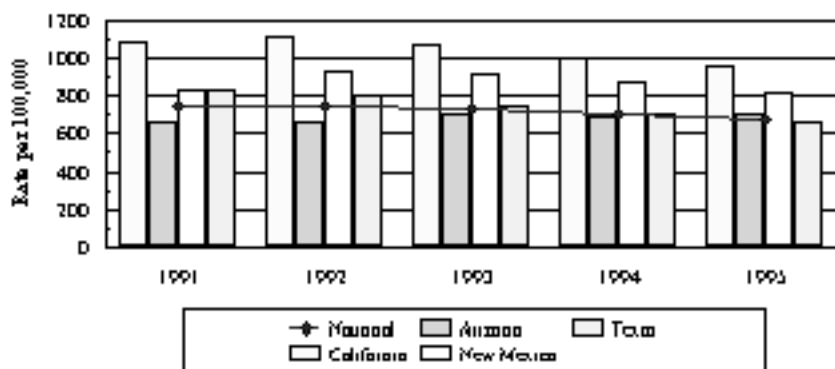


Source: FBI Uniform Crime Reports

Crime rates in the Southwest border region remain high

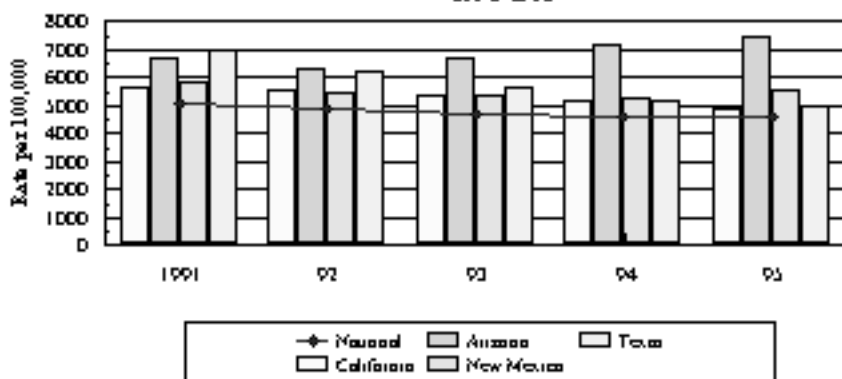
- Between 1991 and 1995, the violent crime rates for California and New Mexico consistently exceeded the national average.

Violent crime, National vs Southwest border states, 1991-1995



- Between 1991 and 1995, the property crime rates for all four Southwest border states exceeded the national average.

Property crime, National vs Southwest border states, 1991-1995



Source: FBI Uniform Crime Reports

THE SOUTHWEST BORDER REGION
Drug Seizure Statistics

From 1987 through 1996 in the Southwest border region:

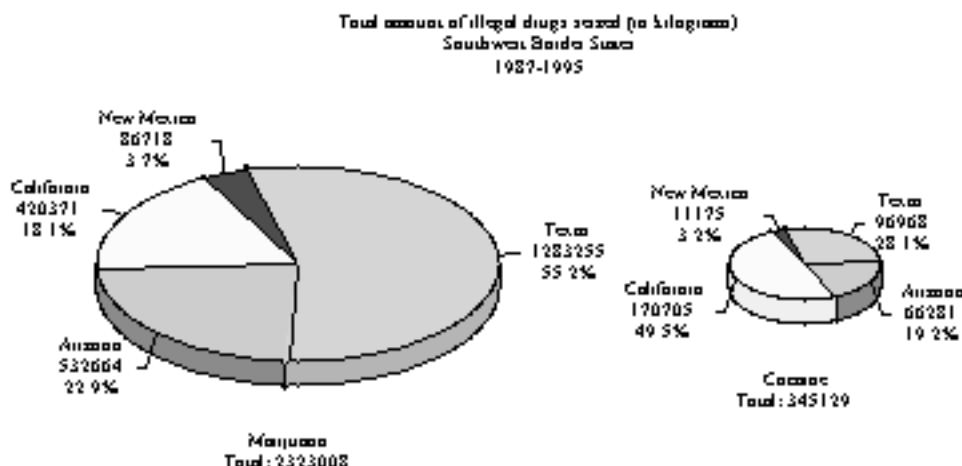
- 2,323 metric tons of marijuana were seized, with seizures in Texas accounting for 55.2 percent of the total.
- 345 metric tons of cocaine were seized, with seizures in California accounting for 49.6 percent of the total.
- 959 kilograms of heroin were seized, with seizures in California accounting for 48.8 percent of the total.
- 2,802 kilograms of methamphetamine were seized, with seizures in California accounting for 67.1 percent of the total.

Source: EPIC.

Illegal drugs seizures in the Southwest border region

Marijuana and cocaine seizures by state

- From 1987 through 1995 in the Southwest border region
 - Over 2,300 metric tons of marijuana were seized.
 - About 345 metric tons of cocaine were seized.
- Texas accounted for over half of all the marijuana seized.
- California accounted for nearly half of all the cocaine seized.



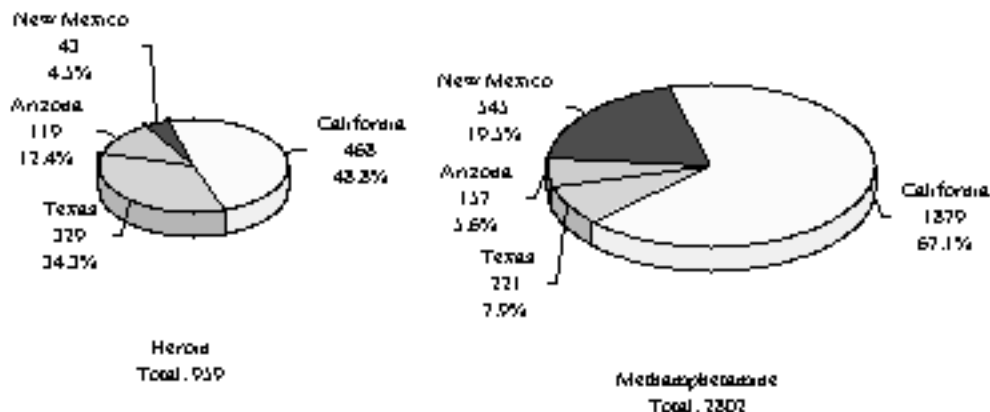
Source: EPIC

Illegal Drug Seizures in the Southwest Border Region

Heroin and methamphetamine seizures by state

- From 1987 through 1995 in the Southwest border region
 - About 960 kilograms of heroin were seized.
 - About 2,800 kilograms of methamphetamine were seized.
- California accounted for
 - Nearly half of all the heroin seized
 - Over half of all the methamphetamine seized.

Total Amount of Illegal Drugs Seized (in kilograms)
Southwest Border States
1987-1995



Source: EPIC

**Overview of
Federal Drug Control Programs
*on the Southwest Border***

**Office of National Drug Control Policy
Office of Programs, Budget, Research and Evaluation
September, 1997**

OVERVIEW OF FEDERAL DRUG CONTROL PROGRAMS ON THE SOUTHWEST BORDER

There are five principal U.S. Government Departments concerned with drug control-related issues in the Southwest border region:

- Department of the Treasury (drug interdiction, anti-money laundering and anti-firearms trafficking)
- Department of Justice (drug and immigration enforcement, prosecutions)
- Department of Transportation (drug interdiction)
- Department of State (cooperation with Mexico)
- Department of Defense (counterdrug support)

This section outlines the drug control programs of these Departments and their component agencies as well as the High Intensity Drug Trafficking Area (HIDTA) program (administered by the Office of National Drug Control Policy).

DEPARTMENT OF THE TREASURY

Drug interdiction initiatives. The United States Customs Service is the lead agency for drug interdiction. Specific Custom's initiatives along the Southwest border include:

- Operation HARDLINE, an investigative and interdiction initiative to increase illegal drug seizures and deter drug smuggling through Southwest border ports of entry.
- Land Border Carrier Initiative Program, under which Customs receives pledges from trucking companies on the Southwest border to better police their trucks and warehouse in order to prevent the exploitation of legitimate carriers by drug trafficking organizations.

Money laundering initiatives. Treasury's Office of Enforcement is working closely with its counterpart in Mexico to promote anti-money laundering and regulatory reforms in the Mexican financial system. In addition to the regulatory context, the Office of Enforcement has encouraged the Government of Mexico (GOM) to enact legislative reforms and to institute operational improvements, including the need for the GOM to secure more prosecutions of accused Mexican money launderers. Experts from Treasury's Financial Crimes Enforcement Network (FinCEN) have assessed the GOM's regulatory and technical requirements. The U.S. Customs Service and the Internal Revenue Service investigate international criminal enterprises involved in money laundering schemes. Progress toward these initiatives is monitored by a special group convened under the High Level Contact Group.

Firearms trafficking. A special working group has been formed under the High Level Contact Group to address firearms trafficking issues. The U.S. Customs Service and the Bureau of Alcohol, Tobacco and Firearms are providing support and training assistance to Mexican law enforcement in order to improve firearms tracing capabilities.

Other Southwest border activities. The Treasury Department's law enforcement agencies are active in the High Intensity Drug Trafficking Area (HIDTA) program, Organized Crime Drug Enforcement Task Force (OCDETF) program, and the Attorney General's Southwest Border Executive Committee. Treasury also works with State and local agencies in asset forfeiture actions as well as outbound and domestic money laundering and stolen property operations.

DEPARTMENT OF JUSTICE

Southwest Border Initiative (SWBI). United States Attorneys, DoJ Criminal Division, FBI, DEA, INS and the U.S. Customs Service focus resources on the major Mexican trafficking organizations. State and local authorities participate in specific investigations and prosecutions. SWBI also involves investigation of public corruption, violent crimes (gang violence, murders, assaults, armed robberies), kidnappings, illegal alien smuggling, property crimes, civil rights violations, financial crimes, fraud (social services, motor vehicle), weapons smuggling and public corruption.

Organized Crime Drug Enforcement Task Force (OCDETF). OCDETF coordinates investigative and prosecutorial planning of nine Federal agencies, the U.S. Attorneys and affected State and local law enforcement. Congress has approved an OCDETF reorganization proposal that creates a new region for the Southwest border and brings the entire border area within one OCDETF jurisdiction.

DEPARTMENT OF TRANSPORTATION

United States Coast Guard: The saving of lives and the protection of property is the common thread that runs through all U.S. Coast Guard missions; drug interdiction is no different. Coast Guard law enforcement operations are a vital component of the supply reduction aspects of the National Drug Control Strategy. The U.S. Coast Guard is the lead U.S. agency for maritime interdiction and co-lead with the U.S. Customs Service for air interdiction. The Coast Guard is the only armed service with law enforcement authority, and thus is uniquely suited to balance the detection and monitoring support capabilities of the Department of Defense with the interdiction and apprehension efforts of other Federal law enforcement agencies.

Working in close cooperation with other federal, state, and local law enforcement agencies, the Coast Guard is *conducting* maritime interdiction operations in the coastal waters along both ends of our border with Mexico:

- Operation Gulf Shield, centered in Brownsville, Texas is designed 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.
- Operation Border Shield, centered in San Diego, California is designed 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 operate, and the US-MX border area (inshore component) in which coordinated, real time end-game interdiction is conducted with multiagency forces.

In addition, the Coast Guard has established communications protocols between the U.S. Coast Guard and the Mexican Navy to facilitate the rapid and accurate exchange of maritime interdiction tactical information during Operation Gulf Shield. This communications regime allows on scene commanders to respond in a timely fashion to the consequences of operational events occurring across the maritime border. Efforts are underway to establish a similar communication regime to support Operation Border Shield.

DEPARTMENT OF STATE

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.

DEPARTMENT OF DEFENSE

Southwest border counterdrug support. DoD provides a wide range of counterdrug support to U.S. Federal, State and local drug law enforcement agencies on the Southwest border, using forces provided by all branches of the active military, reserves and the National Guard. 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.
- Support to State and local law enforcement. DoD develops technology for law enforcement agencies. DoD also provides excess property to law enforcement agencies on the border, including aircraft, vehicles, boats and weapons.
- Construction of border roads and fences.

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.

OFFICE OF NATIONAL DRUG CONTROL POLICY (ONDCP)

ONDCP administers the High Intensity Drug Trafficking Area (HIDTA) program. Three HIDTAs impact the Southwest border:

- The Southwest Border HIDTA encompasses the entire 2,000 mile border one to two counties deep. It is 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.
- 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.

COORDINATION

There are nine principal Federal coordinating mechanisms that are concerned with illegal drug activity in the Southwest border region:

High Level Contact Group (HLCG). Convened by the President in March 1996 and chaired by the Director, ONDCP, the purpose of the HLCG is to coordinate anti-drug efforts between the United States and the Government of Mexico.

The Interdiction Committee (TIC). Founded in 1987, TIC is a multi-agency collegial body of Federal agency leaders chartered by the Office of National Drug Control Policy (ONDCP) to discuss and resolve issues related to the coordination, oversight and integration of international, border and domestic interdiction efforts in support of the National Drug Control Strategy. The membership includes:

- Commissioner of Customs
- Commandant of the Coast Guard
- Commissioner of the Immigration and Naturalization Service
- Administrator of the Drug Enforcement Administration
- Assistant Secretary of State for International Narcotics and Law Enforcement Affairs
- Director of Operations for the Joint Staff
- Department of Defense Coordinator for Drug Enforcement Policy and Support

The Deputy Director for Supply Reduction, ONDCP, serves as an active participant at the meetings.

Attorney General s Executive Committee (AGEC). Convened in November 1996, the AGECE is chaired by the U.S. Attorney for the Southern District of California and composed of representatives from ONDCP, DEA, FBI, INS, DoJ Criminal Division, Treasury and the U.S. Customs Service. It is responsible for coordinating the attack on border crime: illegal drugs, violence, corruption and illegal aliens.

Operation Alliance (Alliance). Established in 1986, Alliance coordinates Federal, State and local law enforcement efforts along the Southwest border. It also coordinates and prioritizes law enforcement requests for military counterdrug assistance through Joint Task Force Six (JTF-6). Alliance leadership rotates among the U.S. Customs Service, the U.S. Border Patrol and the Drug Enforcement Administration on a two-year basis. TIC has oversight responsibility for Operation Alliance.

Southwest Border Council (SBC). Convened in 1994, the SBC is composed of Department of Justice (DoJ) officials. The purpose of the Council is to support the DoJ Southwest Border Initiative.

Bilateral Working Group (BWG). Initiated by the Secretary of Defense in 1995, the BWG established military-to-military counterdrug cooperation developed jointly by senior military representatives of the United States and the Government of Mexico.

Senior Law Enforcement Plenary (Plenary). Formed in February 1995, the Plenary is co-chaired by Deputy Attorneys General for the United States and Mexico and meets quarterly in Washington and Mexico City. Its working groups meet more frequently.

Border Liaison Mechanism (BLM). Through the BLM, U.S. and Mexican Consuls or Consuls General, civic leaders and law enforcement agencies share information and discuss problems on issues including civil rights of U.S. and Mexican citizens, ways of enhancing law enforcement, cooperation in transborder crime, child custody issues and response to emergencies.

RESOURCES

In FY 1997, the total enacted funding for Federal drug control activities in the Southwest border region was approximately \$1.7 billion, supporting over 7,700 agents/inspectors. The Administration's FY 1998 request is for approximately \$1.8 billion and over 8,300 agents/inspectors. A number of enhancements for Southwest border drug control activities are included in the FY 1998 budget request; key among these are:

- DEA's request for 192 positions (96 special agents, 50 intelligence analysts and 46 support personnel) to increase investigative and law enforcement efforts.
- INS' request for 500 additional Border Patrol agents and 50 support personnel to stem the flow of illegal drugs and illegal aliens across the Southwest border.
- FBI's request for 69 additional FBI agents to expand field investigations and address public corruption matters on the Southwest border.
- USCS' request for 119 additional cargo inspectors at ports of entry along the Southwest border and south Florida. Also USCS Land Border Passenger Processing Initiative will enhance interdiction efforts along the Southwest border.

UNITED STATES CUSTOMS SERVICE

PROGRAM SUMMARY

The U.S. Customs Service (USCS) administers a variety of border enforcement programs that prevent contraband from entering or exiting the commerce of the United States. Customs investigates narcotics smuggling organizations, arms trafficking violations, fraud and financial crimes including money laundering and the related movement of criminal funds, services, or merchandise across U.S. borders.

Operation HARDLINE

Specific USCS initiatives along the Southwest border include Operation HARDLINE, an investigative and interdiction initiative to increase illegal drug seizures and deter drug smuggling through Southwest border ports of entry, by disrupting and dismantling drug transportation organizations. As part of HARDLINE:

- Nearly 165 experienced special agents and intelligence analysts have been reassigned to the Southwest border to work narcotics cases.
- The FY 1997 budget provides an additional 657 positions and \$65 million for efforts along the Southwest border and Southern Tier of the United States.
- Port infrastructure has been fortified.
- Customs inspectors have been equipped with better tools to perform more intensive narcotics exams including large-scale fixed-site x-ray systems capable of thoroughly examining commercial conveyances. Customs has fixed site x-ray facilities in Otay Mesa and Calexico, California; and has procured truck x-ray systems for El Paso, Texas (two systems) and Pharr, Texas which scheduled to be operational by March of 1998. In addition to fixed x-ray technology, Customs is also testing mobile x-ray and gamma-ray examination technology.
- Customs has also paid overtime for pre-primary operations; funded integrity training; and bought 126 additional vehicles and purchased radios and other equipment.

Carrier Initiative Program

Established in 1984, the Carrier Initiative Program (CIP) is a joint effort among air and sea carriers and Customs to prevent and deter smugglers from using commercial transportation companies legitimate cargos and conveyances to smuggle narcotics into the United States. Since CIP was started, 105 air and 2,870 sea commercial carriers have signed agreements pledging that they will enhance their security operations both on board their conveyances and at their facilities. In return, Customs provides anti-drug training to the employees of carriers and technical support on security issues.

Land Border Carrier Initiative Program

The Land Border Carrier Initiative Program (LBCIP) was developed in the Spring of 1995 to address the threat of drug smuggling along the Southwest border and to enlist the support of the land border commercial carriers in this endeavor. The same objective associated with the air and sea programs also remains the primary focus of this program. Transportation companies are encouraged to improve their security processes at their facilities and search their conveyances for narcotics when coming into the United States.

Money Laundering Initiatives

Customs undercover money laundering operations target the financial infrastructure of core Colombian and Mexican Drug Trafficking Organizations. Since 1989, Customs most active operations have been centered in Los Angeles, Florida (Miami/Tampa), Houston, and New York. Seizures of drug cash and cocaine have occurred largely away from the border, in the aforementioned cities, as well as Detroit and Chicago, and at the most damaging point in the trafficking chain. Money seized from core cells in the United States represents the full retail value of their sales - an amount that includes both the money and in-kind payment already laid out for operations and expected profits. The same is true for cocaine confiscated, by the time it reaches the US cells, the core groups investments are at their highest point. This dual impact is a key reason why undercover money laundering operations are 35 times more effective, dollar for dollar, than all US Government counter-narcotics and interdiction efforts.¹

In terms of accomplishments, undercover money laundering operations targeting core Colombian Drug Trafficking Organizations have compiled the following statistics (1989 - 1995) in the cities delineated above:

Seizures Cash and Property	\$700,388,450.00
Seizures of Cocaine	81,532 Pounds
Violators Arrested	1,975
Violators Indicted	1,042

To put these statistics in perspective, undercover money laundering operations accounted for 46% of the total of all currency seizures by the Office of Investigations with a modest FTE investment (13% of FTE dedicated to financial investigations).

Firearms Trafficking

The Mexican Government is bringing increasing political pressure to bear on the United States to stem the flow of weapons across the border. The U.S. Customs Service is involved with the following endeavors in addressing firearms trafficking activity across the border.

- A special working group has been formed under the High Level Contact Group to address firearms trafficking issues along the Southwest border.
- U.S. Customs and the Bureau of Alcohol, Tobacco, and Firearms are providing support and training assistance to Mexican law enforcement.

¹ Undercover money laundering impact analysis dated January 1996.

- Current Customs programs include:
 - * Outbound targeting and examination to interdict shipments;
 - * Liaison with the U.S. intelligence communities, other U.S. law enforcement and foreign law enforcement agencies on international firearms trafficking issues;
 - * Designation of Southwest Border Trafficking as an investigative priority; and
 - * Coordination of foreign firearms trace requests by Customs Attaches.

- Operation Double Hook is a joint operation between Special Agents from the U.S. Customs Service (Customs) and Bureau of Alcohol, Tobacco, and Firearms (BATF) in Houston, Texas, and Mexico's Center for Drug Intelligence (CENDRO) and the Center for Intelligence and National Security (CISEN) to exchange intelligence regarding the illegal firearms and ammunition trafficking activities of the Michoacan Firearms Trafficking Group (MFTG). The exchange of intelligence has resulted in several significant arrests and seizures by the Mexican authorities based on information provided by Customs and BATF. This joint operation between Customs and BATF in Houston has led to additional targeting of Mexican firearms trafficking organizations. Joint investigative teams between Customs, BATF and Mexican law enforcement officials have been proposed for border locations.

ACCOMPLISHMENTS

HARDLINE produced a dramatic increase in drug seizure activity during FY1996. Over 57 percent more drug tonnage was seized in FY 1996 compared to FY 1994 baseline amounts.

Overall, in FY 1996, Customs seized a record total of more than 1 million pounds of narcotics. Along the Southwest border, Customs seized 33,308 pounds of cocaine; 545,922 pounds of marijuana; and 459 pounds of heroin. Narcotics seizures from commercial cargo increased over 100 percent. Operation HARDLINE has also resulted in a 56 percent decline in port running incidents along the Southwest border.

In response to the increased smuggling of drugs and related criminal activity within the Southwest Border environment, and the concomitant increase in drugs transiting from those areas to staging points in New York, Chicago, Miami, Houston, and Los Angeles, the Office of Investigations has developed an investigative strategy which will enhance Operation Hard Line, Operation Gateway and other major Southwest Border enforcement initiatives.

This Customs investigative strategy focuses investigative resources in those areas where it is estimated the majority of the illegal drugs enter the United States and on those areas that intelligence and evidence, developed as the result of investigative efforts exploiting seizures during the past two years, indicate that major Drug Smuggling Organization's (DSO) "command and control" structures are centered. These "command and control" locations are the logistic centers for smuggling, transportation and bulk money export operations for the cartels.

Customs investigative strategy is designed to enhance both internal and external cooperation and intelligence sharing, while maximizing the unique investigative and interdiction capabilities of the U.S. Customs Service.

Customs strategy realizes that drug smugglers and their support systems do not recognize jurisdictional boundaries and often operate across multiple geographic areas. For the Customs Service to be successful in stopping the flow of narcotics across our borders, Customs must continue to maximize and exploit the inspection/seizure process and then build an investigative "bridge" between the interdiction of the narcotics and the ultimate recipient.

Indicative of the benefits associated with industry partnerships, over the last two years signatories to the CIP have provided information to Customs which resulted in our seizing 18,437 pounds of narcotics. Half of the total amount seized was cocaine. Associated with this effort, the transportation companies and their foreign stations, using CIP measures, stopped 59,181 pounds of narcotics from being put in cargos and/or their conveyances bound for the United States. Of this amount, 7,900 pounds was cocaine.

As of July 1, 1996, all importers who wish to have their merchandise cleared utilizing line release must have their cargo carried by a LBCIP signatory. There are currently 854 land border transportation companies that have signed agreements with U.S. Customs. During 1996, the signatories gave Customs information resulting in the seizure of 1,500 pounds of marijuana. In July 1997, a LBCIP driver and customshouse broker indicated suspicious circumstances surrounded the shipment coming into the United States from Mexico. U.S. Customs found 288 pounds of cocaine in the shipment.

The Domestic Air Interdiction Coordination Center (DAICC) located at March Air Force Base, California, oversees the coordination of air interdiction activities along the Southwest border. DAICC recently completed equipment upgrades which have enhanced its capabilities to detect and sort suspect aircraft. These upgrades allow the DAICC to receive more radar data and to update that data more quickly than before. In addition, the upgrades expand interface with the Department of Defense (DoD) in its Detection and Monitoring role while significantly increasing communications between DoD and Customs.

BUDGET SUMMARY

Fiscal Years 1993-1997

Total budget authority for Customs in FY 1997 was \$1,479, an increase of 10 percent over FY 1993 (\$1,633 million). From FY 1993 to FY 1997:

- Customs' drug control budget increased nine percent (from \$561 million in FY 1993 to \$609 million in FY 1997).
- Customs' funding for the Southwest border increased 72 percent (from \$134 million in FY 1993 to \$231 million in FY 1997).
- The number of Customs special agents in the Southwest border region 18 percent (from 416 in FY 1993 to 489 in FY 1997).
- The number of Customs inspectors on the Southwest border increased 15 percent (from 1,590 in FY 1993 to 1,822 in FY 1997).
- The number of Customs canine teams on the Southwest border increased 93 percent (from 204 in FY 1993 to 394 in FY 1997).

Fiscal Year 1998

In the FY 1998 budget request the Customs budget totals \$1,685 million, an increase of \$52 million (three percent) over FY 1997 (\$1,633 million). At the FY 1998 level of funding:

- Customs resources for the Southwest border will total \$238 million or 14 percent of the total FY 1998 Customs budget (\$1,685 million). This is an increase of \$7 million (three percent) over FY 1997 Customs funding for the Southwest border (\$231 million).
- The number of Customs special agents in the Southwest border region in FY 1998 will total 489, no increase over FY 1997. (Note: This means that 24 percent of all Customs agents will be on the Southwest border in FY 1998, down from 28 percent in FY 1990).
- The number of Customs inspectors on the Southwest border in FY 1998 will total 2,342; an increase of 520 inspectors (29 percent) over FY 1997 (1,822). (Note: This means that 38 percent of all Customs inspectors will be on the Southwest border in FY 1998, up from 27 percent in FY 1993).

Source: United States Customs Service.

UNITED STATES CUSTOMS SERVICE

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

FY	TOTAL	SOUTHWEST BORDER, TOTAL	DRUG-RELATED, TOTAL
1990	1,240.130	NA	NA
1991	1,245.487	NA	NA
1992	1,425.525	NA	NA
1993	1,479.400	133.727	561.0
1994	1,473.615	143.759	572.9
1995	1,498.200	195.578	543.5
1996	1,488.729	206.535	531.2
1997	1,632.948	230.621	608.8
1998	1,685.196	238.000	641.2

**PERSONNEL (FTE)/1
FISCAL YEARS 1990-1998**

FY	TOTAL	AGENTS, TOTAL	AGENTS, SOUTHWEST BORDER	INSPECTORS, TOTAL	INSPECTORS, SOUTHWEST BORDER	CANINE TEAMS, TOTAL	CANINE TEAMS, SOUTHWEST BORDER
1990	16,506	1,721	487	5,055	NA	NA	NA
1991	16,046	1,714	460	4,961	NA	NA	NA
1992	16,890	2,439	416	5,404	NA	405	204
1993	17,207	2,342	410	5,983	1,590	417	204
1994	16,967	2,206	401	5,668	1,703	444	236
1995	16,441	1,940	415	5,130	1,715	467	256
1996	16,401	1,958	457	5,385	1,736	469	236
1997	16,942	2,005	489	5,934	1,822	614	394
1998	17,143	2,008	489	6,092	2,342	NA	NA

1/FULL-TIME EQUIVALENT (FTE) is a budgetary designation indicating the average, or equivalent, number of personnel on the agency's payroll for the fiscal year.

Source: United States Customs Service

UNITED STATES CUSTOMS SERVICE

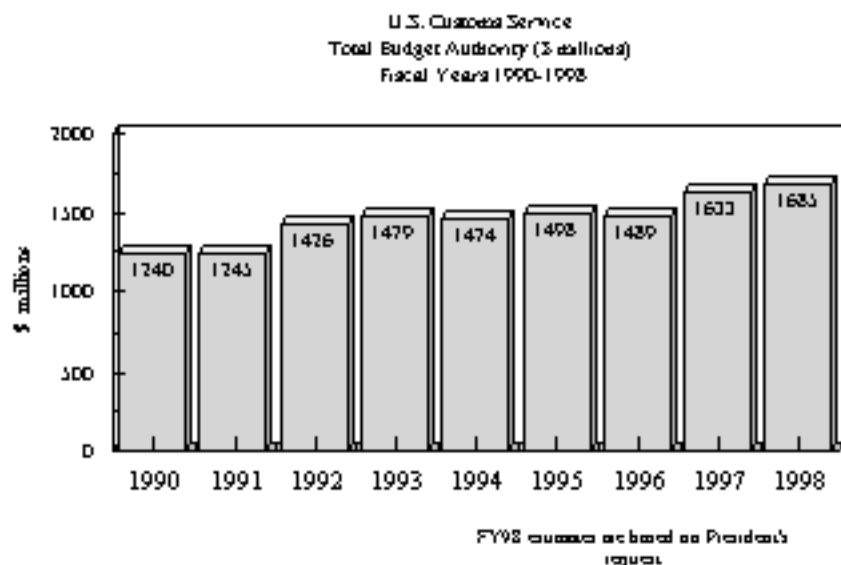
**EQUIPMENT FOR SOUTHWEST BORDER DRUG CONTROL
FISCAL YEARS 1990-1998**

FY	VESSELS	AIRCRAFT (FIXED-WING)	AIRCRAFT (ROTARY WING)	OTHER
1990	26	13	36	0
1991	19	14	36	0
1992	11	14	36	0
1993	6	20	38	0
1994	6	19	38	4
1995	6	23	28	8
1996	6	21	29	13
1997	6	23	30	16
1998	6	23	30	16

Source: United States Customs Service

United States Customs Service Total budget

- **FY 1990-97:** The Customs budget increased 32 percent (\$1.24 to \$1.63 billion)
- **FY 1998:** The Customs budget will total \$1.69 billion, a three percent increase over FY 1997.

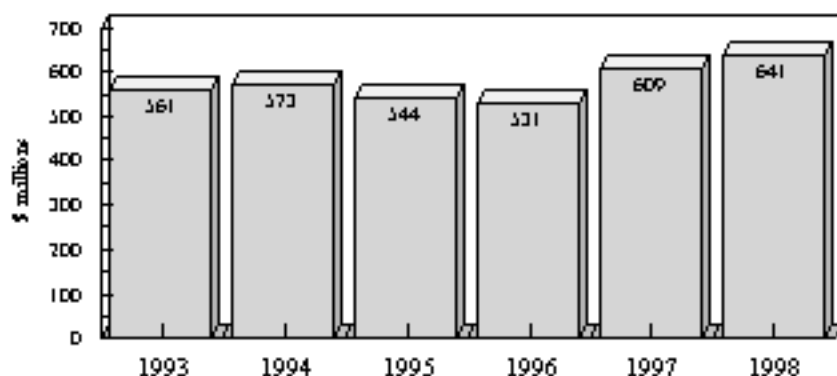


Source: United States Customs Service

United States Customs Service Drug control budget

- **FY 1993-97:** Customs' drug control budget increased nine percent (\$561 to \$609 million)
- **FY 1998:** Customs' drug control budget will total \$641 million, a five percent increase over FY 1997.

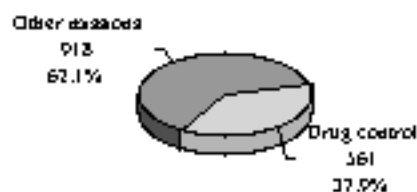
U.S. Customs Service
Drug Control Budget (\$ millions)
Fiscal Years 1993-1998



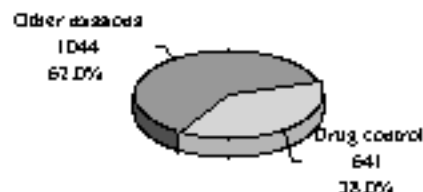
FY98 numbers are based on President's request

- **FY 1998:** 38 percent of Customs' budget will be allocated for drug control

U.S. Customs Service
Drug Control Budget (\$ millions)



FY 1993
Total: 1,479



FY 1998
Total: 1,683

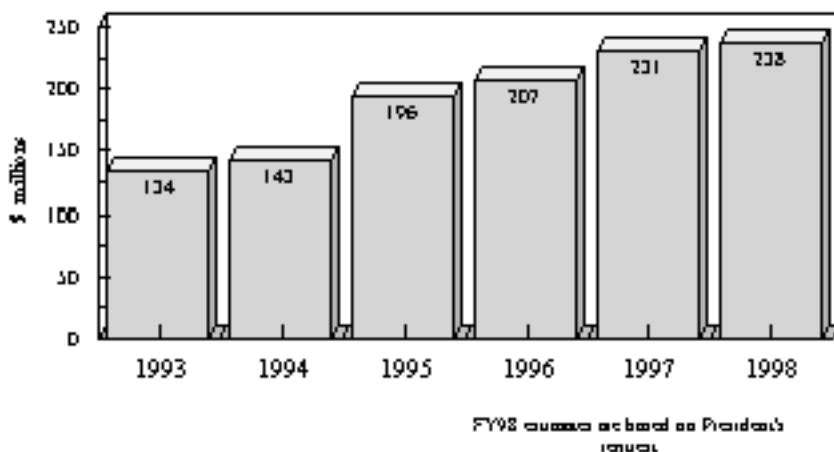
Source: United States Customs Service

United States Customs Service

Southwest border funding

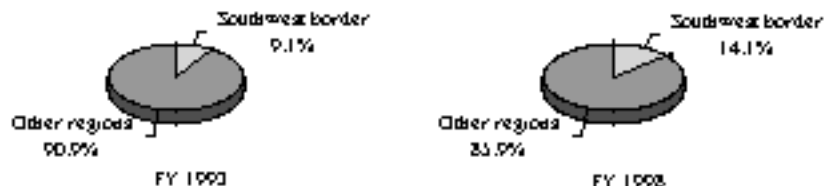
- **FY 1993-97: Customs' funding for the Southwest border increased 72 percent (\$134 to \$231 million)**
- **FY 1998: Customs' funding for the Southwest border will total \$238 million, a three percent increase over FY 1997.**

U. S. Customs Service
Southwest border funding (\$ millions)
Fiscal Years 1993-1998



- **FY 1998: 14 percent of Customs' budget will be allocated for the Southwest border.**

U. S. Customs Service
Total Budget Authority (\$ billions)

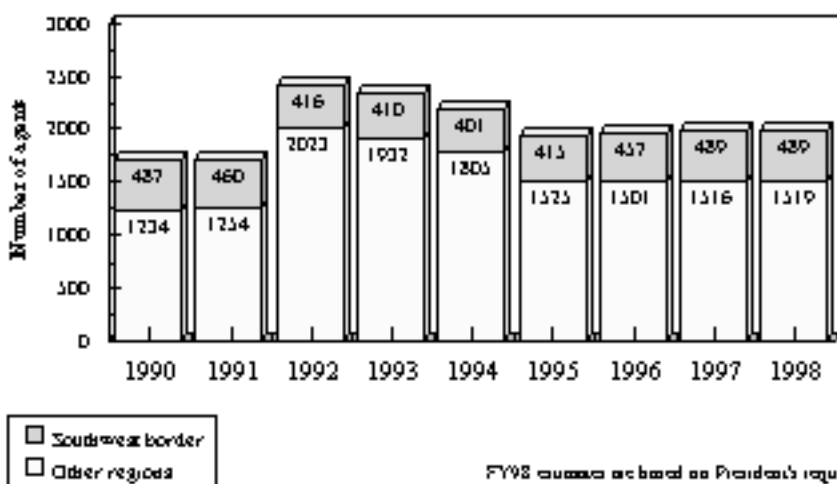


Source: United States Customs Service

United States Customs Service Special Agents in the Southwest border region

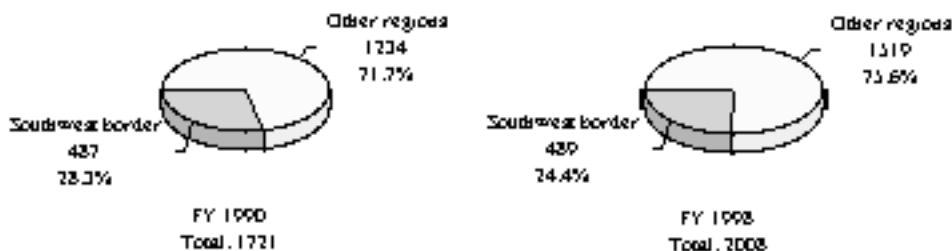
- **FY 1990-97:** The number of Customs agents in the Southwest border region increased by two (487 to 489).
- **FY 1998:** The number of Customs agents in the Southwest border region will total 489; no increase over FY 1997.

U.S. Customs Service
Number of Special Agents
Fiscal Years 1990-1998



- **FY 1998:** 24 percent of all Customs agents will be in the Southwest border region

U.S. Customs Service
Number of Special Agents

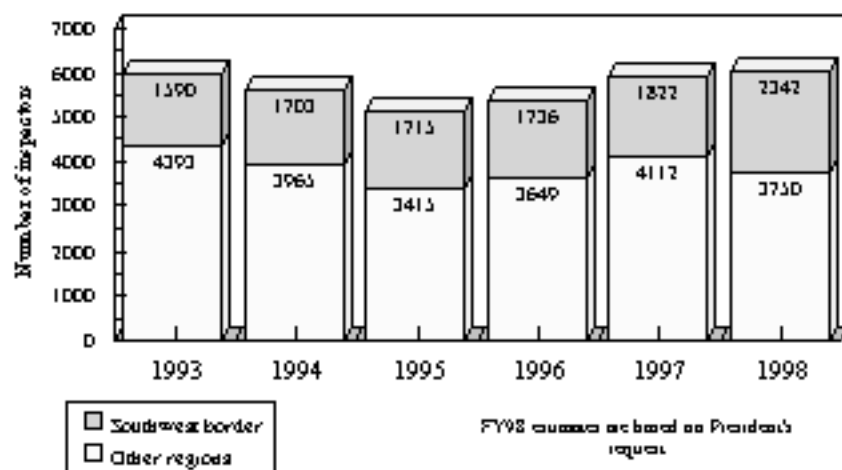


Source: United States Customs Service

United States Customs Service Inspectors on the Southwest border

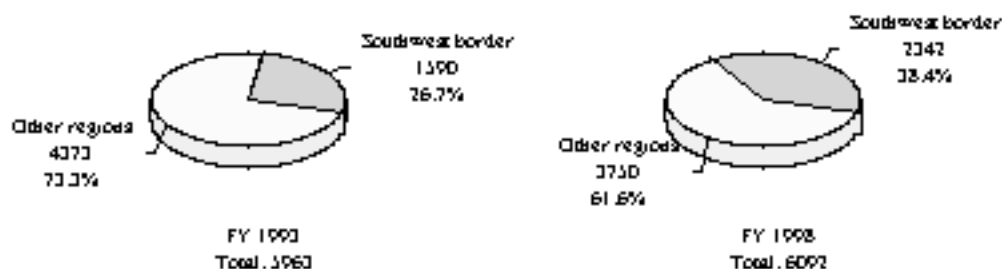
- **FY 1993-97:** The number of Customs inspectors on the Southwest border increased 15 percent (1,590 to 1,822).
- **FY 1998:** The number of Customs inspectors on the Southwest border will total 2,342; a 29 percent increase over FY 1997.

U.S. Customs Service
Number of Inspectors
Fiscal Years 1993-1998



- **FY 1998: 38 percent of all Customs inspectors will be deployed along the Southwest border.**

U.S. Customs Service
Number of Inspectors



Source: United States Customs Service

**INTERNAL REVENUE SERVICE
CRIMINAL INVESTIGATIVE DIVISION**

PROGRAM SUMMARY

The mission of the Internal Revenue Service, Criminal Investigation (IRS-CI) is to enforce the criminal statutes relative to tax administration and related financial crimes. IRS-CI has primary jurisdiction over money laundering offenses that impact the Internal Revenue laws or the Bank Secrecy Act. In that regard, IRS-CI devotes significant resources to the disrupting or dismantling of high-level trafficking and money laundering organizations through the use of the money laundering and asset forfeiture statutes.

IRS-CI has made significant contributions to the nation's anti-drug effort and has fully supported the Organized Crime Drug Enforcement Task Force (OCDETF) and the High Intensity Drug Trafficking Area (HIDTA) Task Force since their inception. To improve the effectiveness of law enforcement counter-drug efforts, IRS-CI has participated in 56 percent of all OCDETF case initiations. Approximately 58 percent of all IRS-CI narcotics case initiations were OCDETF.

Other federal law enforcement agencies rely on the skills of IRS-CI special agents to follow financial trails which lead to assets of the criminal organization. During FY 1996, IRS-CI initiated 1,333 narcotics investigations, of which 1,100 or 82.5 percent were related money laundering investigations; narcotics convictions totaled 887; and 88 percent of those sentenced were sent to prison. Of these, narcotics investigations initiated along the Southwest border totaled 225; convictions were 123; with 87.7 percent of those sentenced committed to prison.

ACCOMPLISHMENTS

The IRS-CI has had successful case activity dealing with narcotics, narcotics-related money laundering and corruption along the Southwest border. Some examples of IRS-CI efforts include the following:

- A major marijuana trafficker, Ramon Dionicio Martinez, and 17 others pled guilty to various narcotics and money laundering offenses. He was also assessed a judgement of \$81 million as part of a RICO settlement. Martinez, nicknamed "lechero" or the "milkman," admitted to distributing over 200,000 pounds of marijuana, which was transported via 18-wheel tractor trailers. His operation grew to where the marijuana was obtained from sources in Mexico and Colombia. Following his plea, he agreed to cooperate.
- Martinez's cooperation lead authorities to the identity of his Mexican-based supplier, Homero Beltran. Beltran maintained an extensive network of bank accounts both in the United States and Mexico, which was used to launder his narcotics proceeds. Beltran and eight other co-defendants were indicted for importing over 100,000 pounds of marijuana and 2.5 tons of cocaine into the United States. Beltran was also indicted on charges of laundering approximately \$12 million in narcotics proceeds; he pled guilty to both narcotics and money laundering charges and was sentenced to 240 months in prison. Following the conviction, Beltran agreed to cooperate with government officials.

- Information developed from Beltran led to the investigation of the Hidalgo County Sheriff, Brigido Marmolejo, who was alleged to have provided high level narcotics traffickers with special treatment while they were incarcerated. After bribing jail employees to provide favors, Beltran was paying Marmolejo a fee of \$5,000 per month and \$1,000 per visit by either his family or girlfriend. Marmolejo also received sports cars, watches, and a flat-bed trailer so that he could transport his re-election posters. Marmolejo was given a total of \$200,000, part of which was used to construct a 5000 square foot pavilion on his cattle ranch. Marmolejo even solicited a \$10,000 interest free loan from Beltran. Marmolejo, and three other persons were indicted on charges of racketeering, bribery, and money laundering. Marmolejo and his chief jailer were found guilty. Marmolejo was sentenced to 84 months in prison and fined \$20,000. Marmolejo was further ordered to pay a judgement of \$151,000 on the racketeering charge.
- On June 30, 1997, Jose Jesus Echeogollen and his girlfriend, Guillermina Chavez, were sentenced for their role in the laundering of over \$11.7 million in drug proceeds through an elaborate scheme involving domestic and foreign bank accounts. Echeogollen received a life sentence, followed by 5 years supervised release, and Chavez received 78 months incarceration with 3 years supervised release. This investigation was a multi-agency investigation worked with U.S. Customs, Immigration and Naturalization Service (INS) and local agencies.
- On May 28, 1997, Jorge L. Mancha was convicted of narcotics and money laundering violations resulting from his involvement in the transportation of cocaine and marijuana worth more than \$7.8 million. At the time of his indictment, Mancha was a U.S. Border Patrol agent assigned to Douglas, Arizona. This was a multi-agency investigation which included U.S. Customs, U.S. Border Patrol, Inspector General, Pima County Sheriff's Office, and the Douglas Police Department.
- Since January 1, 1997 to the present, IRS-CI has initiated asset seizure actions against 23 assets relating to Mexican Drug Organizations which totaled \$1,279,161. During that same period, IRS-CI forfeited eight assets from Mexican Drug Organizations totaling \$275,101.
- Since January 1994, the IRS-CI Attache stationed in Mexico City, and the Mexican government have supported each other in the investigation of 58 separate investigative matters. Approximately 79 percent of the joint investigative matters involved allegations related to narcotics trafficking.

In support of Treasury's Office of Enforcement efforts to promote anti-money laundering reforms in Mexico, IRS-CI has participated in the following training efforts:

- Criminal investigation is committed to providing in-depth, expert training for Mexico's criminal investigators and prosecutors who are responsible for the enforcement of Mexico's new financial crime and money laundering laws. The IRS-CI Attache stationed in Mexico City provided technical input into the money laundering and asset forfeiture laws which were enacted by the Mexican government.
- In November 1996, IRS-CI personnel along with personnel from FinCEN provided training in SAR processing/analysis to investigators and prosecutors from Mexico's Treasury Department (Hacienda), the Justice Department (PGR) and officials from the National Banking and Securities Commission.
- In December 1996, IRS-CI personnel from the Southwest Border states provided a Money Laundering/Financial Investigative Techniques (FITS) course to investigators from Hacienda, PGR, as well as Mexican Customs officials and the National Banking and Securities Commission.
- Mexico participated in an IRS-CI/State Department regional money laundering seminar held in El Salvador the week of February 3-7, 1997. The focus of the seminar was: (a) to establish an awareness of the overall threat of money laundering and its impact on the region; and (b) to foster an atmosphere of cooperation and exchange between the countries involved in the seminar in a joint effort to combat global money laundering.

- IRS-CI is committed to the preparation and presentation of four Additional Financial Investigative Techniques (FITS) courses and 1 CTR/SAR Course to be completed by the end of the year to Mexican officials.
- The Chief of the South Texas District of IRS-CI and the Delegado (Chief Federal Prosecutor for Mexico) in the border state of Nuevo Leon will be conducting money laundering seminars to Mexican federal agents and prosecutors during the week of August 18, 1997 in Monterey, Mexico.

BUDGET SUMMARY

- In support to the Southwest border, IRS-CI has devoted approximately 120 special agent FTEs for narcotics investigations. Since 1994, IRS-CI has spent \$83.6 million in staffing resources for the Southwest border narcotics program. For FY 1997 and FY 1998, we expect to spend \$13.2 and \$13.6 million respectively.
- Since 1991, IRS-CI has spent \$495 million in staffing resources toward the narcotics program.
- For FY 1997, the estimated staffing resources for narcotics-related investigations are approximately \$89.2 million. This represents a 9 percent increase over FY 1996, and a 36 percent increase over FY91.
- For FY 1998, the budget includes \$92.6 million, a \$2.6 million increase over the FY 1997 budget for narcotics-related investigations.
- For FY 1999, the budget includes a \$136.5 million increase over FY 1998, to fund three specific narcotics related initiatives.

Source: Internal Revenue Service

UNITED STATES ATTORNEYS

PROGRAM SUMMARY

U.S. Attorneys are the principal litigators for the U.S. government operating from 94 district offices. They have four major decision units: Civil Litigation, Criminal Litigation, Legal Education, and Management and Administration. Drug-related resources are contained only in the last three decision units. U.S. attorneys investigate, prepare and prosecute all Federal violations of controlled substances, money laundering, drug trafficking, tax evasion, and violent and organized crime.

The U.S. Attorneys primarily supports the Federal drug control priorities under Goal 5 by supporting programs that investigate and prosecute illegal drug manufacturers and traffickers.

In the Southwest border region, U.S. Attorneys contribute to the Justice Department's Southwest Border Initiative, which addresses the problems of drugs being shipped across the border, illegal immigration and corruption.

BUDGET SUMMARY

Fiscal Years 1990-1997

- Total U.S. Attorney budget authority increased 87 percent (from \$563 million in FY 1990 to \$1,062 million in FY 1997).
- The number of Attorney positions increased 14 percent nationwide and 80 percent in the Southwest border region.

The FY 1997 base program includes \$250.4 million, 2,327 FTEs and 2,384 positions in drug-related resources for U.S. Attorneys which supports Goal 5 of the National Drug Control Strategy through prosecution activities. This represents an increase of \$11.8 million over the 1996 level.

Fiscal Year 1998

For FY 1998, the U.S. Attorneys are requesting 60 positions (38 attorneys), 30 FTE and \$4.982 million to support the Southwest Border Initiative. The drug-related resource portion of this request amounts to 37 positions, 19 FTEs and \$2.9 million to address the problem of drugs originating or shipped from Mexico. At the FY 1998 level of funding

- U.S. Attorneys' drug control budget will total \$346 million, a six percent increase over FY 1997.
- U.S. Attorneys' funding for the Southwest border will total \$33 million, a 14 percent increase over FY 1997. (Note: This means that three percent of the U.S. Attorneys' budget will be allocated for the Southwest border region).
- The number of U.S. Attorney positions will total 226, an increase of 20 percent over FY 1997. (Note: This means that about five percent of all U.S. Attorney positions will be located in the Southwest border region).

Source: United States Attorneys.

UNITED STATES ATTORNEYS
BUDGET AUTHORITY (\$ MILLIONS)
FISCAL YEARS 1990-1998

FY	TOTAL BUDGET	TOTAL SOUTHWEST BORDER BUDGET	TOTAL DRUG-RELATED BUDGET	SOUTHWEST BORDER DRUG-RELATED BUDGET
1990	563	12	179	10
1991	788	16	229	13
1992	808	18	263	15
1993	875	20	285	16
1994	897	22	290	17
1995	958	23	288	18
1996	1015	25	314	20
1997	1062	29	325	24
1998	1147	33	346	27

PERSONNEL
FISCAL YEARS 1990-1998

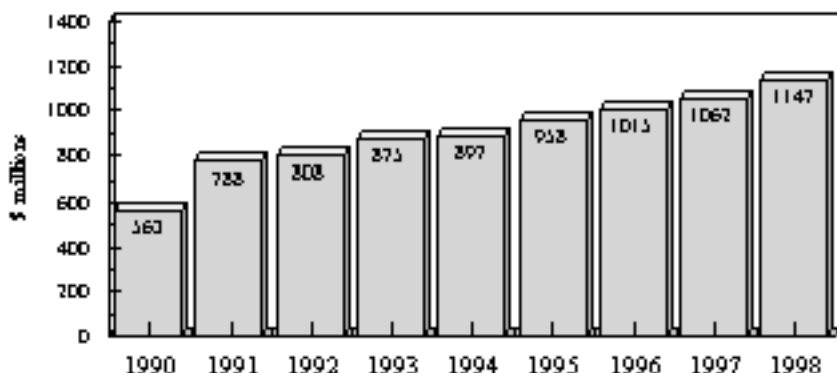
FY	TOTAL (FTE)	TOTAL, SOUTHWEST BORDER	ATTORNEY POSITIONS, TOTAL	SOUTHWEST BORDER DRUG-RELATED	SOUTHWEST BORDER ATTORNEYS	TOTAL POSITIONS
1990	8710	152	4115	126	93	8620
1991	8842	178	4342	143	100	9390
1992	9113	203	4494	169	130	9373
1993	9148	222	4476	175	136	9308
1994	9227	222	4407	174	135	9171
1995	9429	229	4453	176	143	9214
1996	9709	236	4652	186	153	9482
1997	9783	273	4703	212	188	9539
1998	10170	327	4926	238	226	10230

Source: United States Attorneys.

United States Attorneys Total budget

- **FY 1990-97:** The U.S. Attorneys' total budget authority increased 89 percent (\$563 to \$1062 million)
- **FY 1998:** The U.S. Attorneys budget will total \$1.15 billion, an eight percent increase over FY 1997.

United States Attorneys
Total Budget Authority (\$ millions)
Fiscal Years 1990-1998



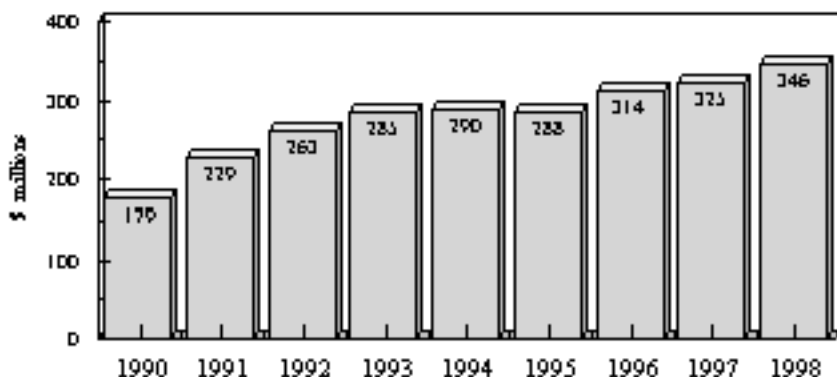
FY98 number is based on President's request

Source: United States Attorneys

United States Attorneys Drug control budget

- **FY 1990-97:** U.S. Attorneys' drug control budget increased 82 percent (\$179 to \$325 million).
- **FY 1998:** U.S. Attorneys' drug control budget will total \$346 million, a six percent increase over FY 1997.

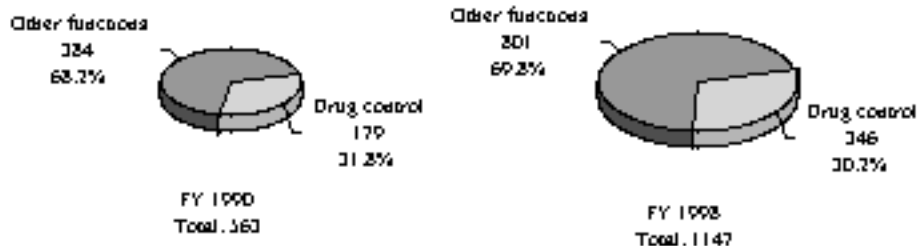
United States Attorneys
Drug Control Budget (\$ millions)
Fiscal Years 1990-1998



FY98 numbers are based on President's request

- **FY 1998:** 30 percent of the U.S. Attorneys' total budget will be drug-related.

United States Attorneys
Total Budget Authority (\$ billions)

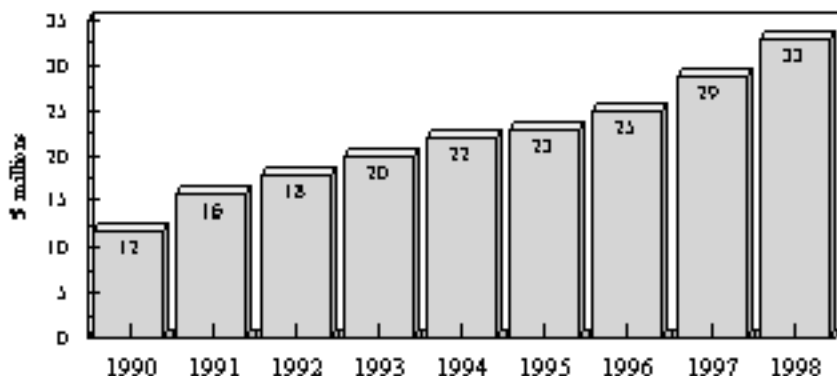


Source: United States Attorneys

United States Attorneys Southwest border funding

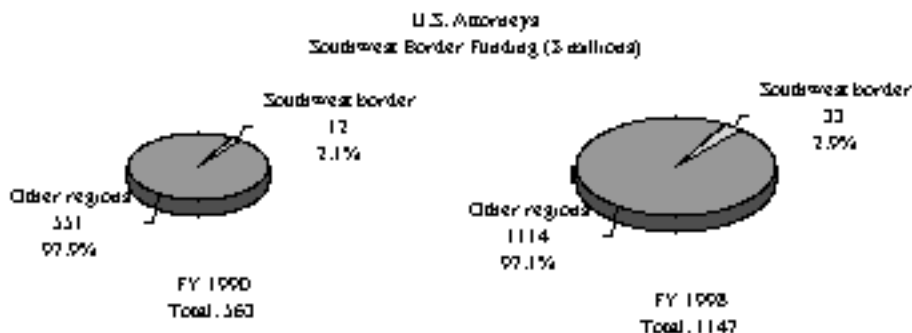
- **FY 1990-97: U.S. Attorneys funding for the Southwest border increased 142 percent (\$12 to \$29 million)**
- **FY 1998: U.S. Attorneys funding for the Southwest border will total \$33 million, a 14 percent increase over FY 1997.**

United States Attorneys
Southwest Border Funding (\$ millions)
Fiscal Years 1990-1998



FY98 amount is based on President's request

- **FY 1998: Three percent of the U.S. Attorneys' budget will be allocated for the Southwest border region.**



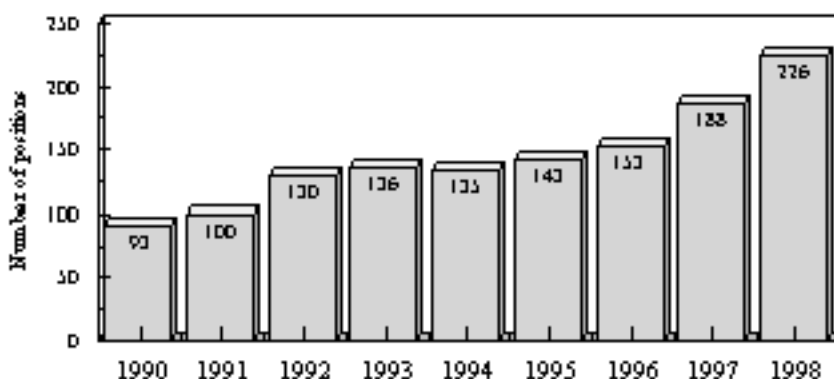
Source: United States Attorneys

United States Attorneys

Attorney positions on the Southwest border

- **FY 1990-97:** The number of U.S. Attorney positions in the Southwest border region increased 102 percent (93 to 188).
- **FY 1998:** The number of U.S. Attorney positions will total 226, a 20 percent increase over FY 1997.

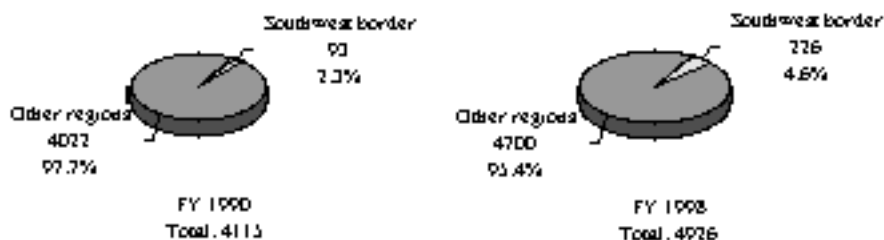
United States Attorneys
Number of Attorney Positions on the Southwest Border
Fiscal Years 1990-1998



FY98 number is based on President's request

- **FY 1998:** Five percent of all U.S. Attorney positions will be located in the Southwest border region.

United States Attorneys
Total Number of Attorney Positions



Source: United States Attorneys

FEDERAL BUREAU OF INVESTIGATION

PROGRAM SUMMARY

The FBI is charged with investigating all violations of Federal laws with the exception of those which have been assigned by legislation to other agencies. In the area of drug enforcement, the FBI supports Goal 2 and Goal 5 of the National Drug Control Strategy by identifying, disrupting and dismantling core trafficking networks, arresting their leadership, and seizing and forfeiting their assets.

The program is structured to enhance the FBI's drug intelligence base, identify trends and make projections, concentrate resources in major centers of drug trafficking activity and provide assistance to other law enforcement agencies.

To improve the effectiveness of law enforcement to stop the flow of drugs into the United States, especially the Southwest Border, the FBI and DEA are currently engaged in a number of coordinated and aggressive investigative efforts, targeting key elements of major drug trafficking organizations.

The FBI continues its commitment to providing support for Goal 5 through efforts to strengthen cooperative law enforcement efforts with Mexico. The FBI is enhancing the level of agent and support resources along the Southwest Border and in support of Resolution Number 6, which established guidelines to improve coordination of criminal overseas investigations, with respect to drug trafficking and related areas, to prevent duplication and maximize investigative efforts conducted in foreign countries.

ACCOMPLISHMENTS

In December of 1995, multiple Title IIIs (court-authorized wiretaps) along the Southwest border were instituted targeting key command and control elements of three of the four target organizations, including the Amado Carrillo Fuentes Organization (ACFO), the Arellano Felix Organization (AFO) and the Juan Garcia Abrego Organization. On May 2, 1996, nationwide arrests of key individuals resulted in the disruption of the operations of the three target organizations. On October 16, 1996, Juan Garcia Abrego, former leader of the Gulf Coast cartel and one of the FBI's Top Ten fugitives, was convicted on 22 counts.

Through the use of cooperating witnesses, confidential informants, undercover operations, electronic surveillance and other traditional and non-traditional investigative techniques, FBI/DEA field offices along the Southwest border continue to aggressively target the four Mexican Drug Trafficking Organizations (MDTOs).

- In Dallas, through Title III coverage, informants and undercover agents, the FBI's investigation has resulted in the successful dismantling of several cells of the Jose Paz Garcia drug trafficking organization, which was directly tied to the ACFO. This enforcement action disrupted transportation and distribution in Denver, El Paso and Dallas.
- The El Paso office arrested several members of the ACFO operating in the Juarez/El Paso area.
- In an investigation targeting AFO-related corruption, several inspectors from the U.S. Immigration and Naturalization Service and the U.S. Customs Service were recently convicted. This deprived AFO from utilizing these well established contacts in key ports of entry.

BUDGET SUMMARY

Fiscal Years 1992-1997

- Total budget authority for the FBI increased 45 percent (from \$2,035 million in FY 1992 to \$2,959 million in FY 1997).
- The FBI drug control budget increased 299 percent (from \$205 million in FY 1992 to \$817 million in FY 1997).
- FBI funding for the Southwest border increased 23 percent (from \$314 million in FY 1992 to \$387 million in FY 1997).
- The number of FBI special agents in the Southwest border region increased 31 percent (from 614 in FY 1992 to 804 in FY 1997).

Fiscal Year 1998

In the FY 1998 budget request the FBI budget totals \$3,167 million, an increase of \$208 million (seven percent) over FY 1997 (\$2,959 million). At the FY 1998 level of funding:

- The total FY 1998 drug control budget request is \$865 million, an increase of \$48.0 million (six percent) over FY 1997 (\$817 million).
- FBI funding for the Southwest border will total \$405 million or 13 percent of the total FBI budget in FY 1998 (\$3,167 million). This is an increase of \$18 million (five percent) over FY 1997 FBI funding for the Southwest border (\$387 million).
- The number of FBI special agents in the Southwest border region in FY 1998 will total 894, an increase of 90 agents (11 percent) over FY 1997 (804 agents). (Note: This means that about nine percent of all FBI agents will be in the Southwest border region).

Source: Federal Bureau of Investigation.

FEDERAL BUREAU OF INVESTIGATION

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

FY	TOTAL	TOTAL, SOUTHWEST BORDER	TOTAL, DRUG-RELATED	SOUTHWEST BORDER DRUG-RELATED
1990	1,735,939	NA	190,000	NA
1991	1,788,562	NA	270,200	NA
1992	2,034,903	314,062	204,700	31,593
1993	2,114,043	319,500	371,700	56,176
1994	2,173,250	343,158	476,500	75,240
1995	2,403,360	333,697	607,300	84,321
1996	2,650,638	376,086	694,600	98,553
1997	2,958,570	387,101	817,400	106,949
1998	3,166,875	404,885	865,400	110,641

**SPECIAL AGENTS
FISCAL YEARS, 1990-1998**

FY	TOTAL DIRECT/1	TOTAL REIMBURSABLE/2	ON-BOARD/3	SOUTHWEST BORDER, FUNDED/4	SOUTHWEST BORDER, UTILIZED/5
1990	9,506	414	9,851	568	NA
1991	9,780	573	10,375	572	NA
1992	9,743	659	10,475	614	NA
1993	9,649	659	10,249	737	NA
1994	9,493	675	9,742	822	NA
1995	9,761	663	10,071	757	NA
1996	9,892	610	10,695	837	NA
1997	10,360	610	11,308	804	748
1998	10,524	610	11,513	894	894

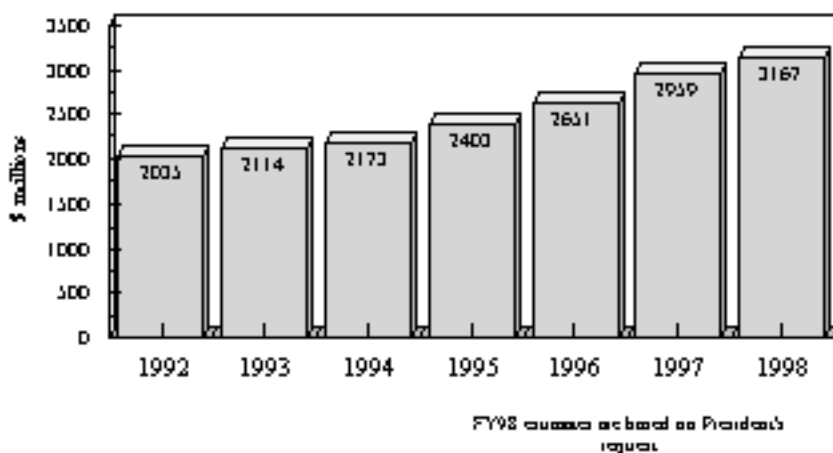
- /1 "Total Direct" positions are funded by appropriations given directly to the agency.
- /2 "Total Reimbursable" positions are funded by another agency.
- /3 "On-Board" positions are those which are filled by the end of the fiscal year; FY 1997 and FY 1998 are projected estimates.
- /4 "Southwest border funded" includes funded and reimbursable positions dedicated to the Southwest border.
- /5 "Southwest border utilized" are projected Southwest border positions to be filled.

Source: Federal Bureau of Investigation

Federal Bureau of Investigation Total budget

- **FY 1992-97:** The FBI budget increased 45 percent (\$2.0 to \$3.0 billion)
- **FY 1998:** The FBI budget will total \$3.2 billion, a seven percent increase over FY 1997.

Federal Bureau of Investigation
Budget Authority (3 salaries)
Fiscal Years 1992-1998

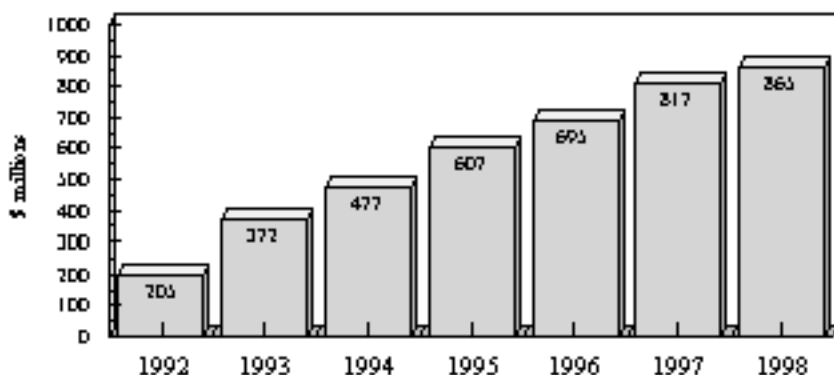


Source: Federal Bureau of Investigation

Federal Bureau of Investigation Drug control budget

- **FY 1992-97:** The FBI drug control budget increased nearly 300 percent (\$205 to \$817 million)
- **FY 1998:** The FBI budget will total \$865 million, a six percent increase over FY 1997.

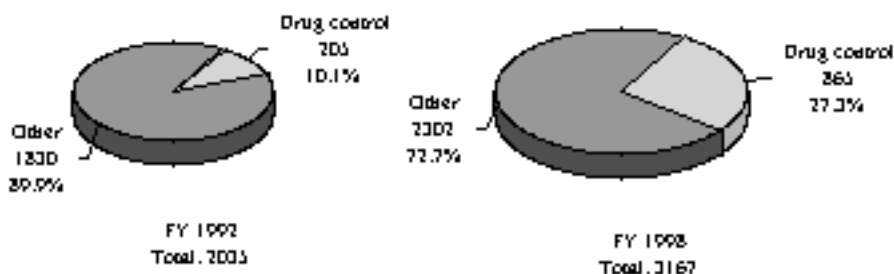
Federal Bureau of Investigation
Drug Control Budget (\$ millions)
Fiscal Years 1992-1998



FY98 number is based on President's request

- **FY 1998:** 27 percent of the FBI budget will be allocated for drug control

Federal Bureau of Investigation
Total Budget Authority (\$ millions)

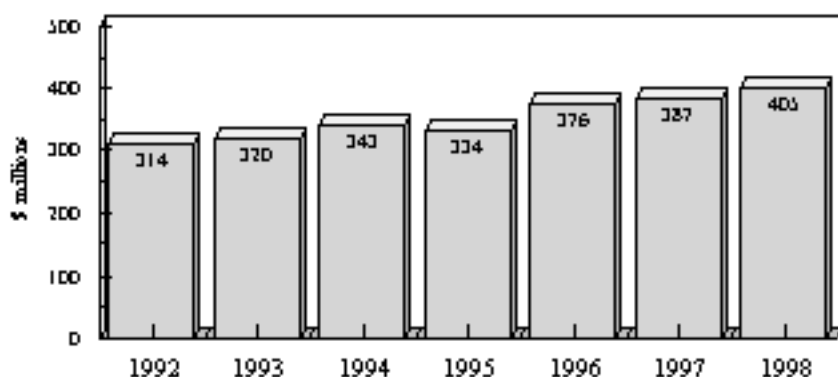


Sources: Federal Bureau of Investigation

Federal Bureau of Investigation Southwest border funding

- **FY 1992-97: FBI funding for the Southwest border increased 23 percent (\$314 to \$387 million)**
- **FY 1998: FBI funding for the Southwest border will total \$405 million, a five percent increase over FY 1997.**

Federal Bureau of Investigation
Southwest Border Funding (\$ millions)
Fiscal Years 1992-1998



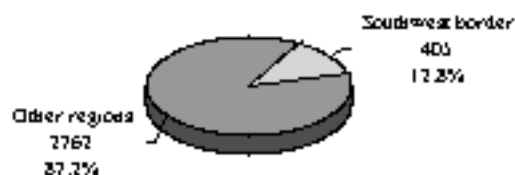
FY98 numbers are based on President's request

- **FY 1998: 13 percent of the FBI budget will be allocated for the Southwest border**

Federal Bureau of Investigation
Total Budget Authority (\$ billions)



FY 1992
Total: 2035



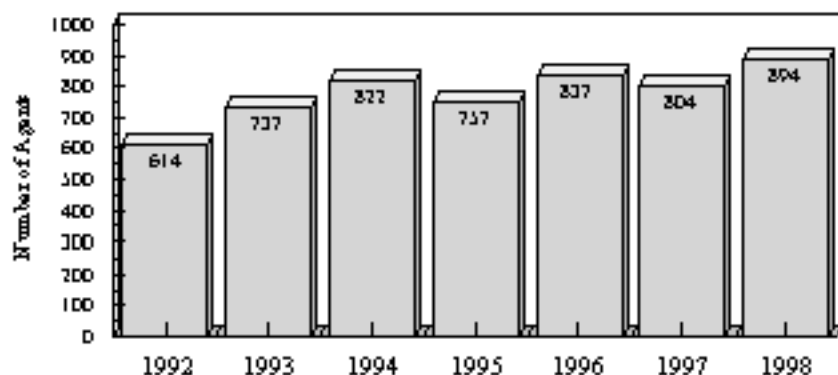
FY 1998
Total: 3167

Sources: Federal Bureau of Investigation

Federal Bureau of Investigation Special Agents in the border region

- **FY 1992-97:** The number of FBI special agents in the Southwest border region increased 31 percent (614 to 804)
- **FY 1998:** The number of FBI special agents in the Southwest border region will total 894, an increase of 11 percent over FY 1997.

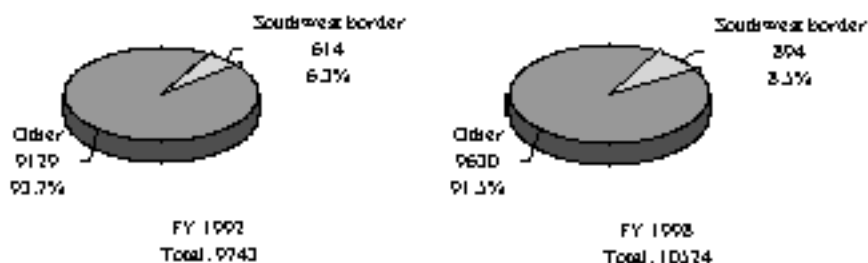
Federal Bureau of Investigation
Number of Special Agents in the Southwest Border Region
Fiscal Years 1992-1998



FY98 number is based on President's request

- **FY 1998:** Nine percent of all FBI special agents will be in the Southwest border region.

Federal Bureau of Investigation
Number of Special Agents



Sources: Federal Bureau of Investigation

DRUG ENFORCEMENT ADMINISTRATION

PROGRAM SUMMARY

DEA is the lead Federal agency for the enforcement of narcotics and controlled substance laws and regulations. The agency's priority mission is the long-term immobilization of major drug trafficking organizations through the apprehension of their leaders, termination of their trafficking networks and seizure of their assets.

DEA supports the Federal drug control priorities through its programs that reduce domestic drug-related crime and violence, reduce the domestic illegal drug production and availability, and continue to target for investigation and prosecution those who illegally manufacture, traffic in, and distribute illegal drugs in the United States.

Southwest Border Initiative

On the Southwest border, DEA contributes to the Department of Justice's comprehensive interagency strategy against drug trafficking in the region: the Southwest Border Initiative. The Initiative is an integrated, coordinated law enforcement effort designed to attack the command and control structure of organized criminal enterprise operations associated with the Mexican Federation. The strategy focuses on intelligence and enforcement efforts targeting distribution systems within the United States and directs resources toward the disruption of those principal drug trafficking organizations operating across the border.

DEA, in cooperation with Federal, State and local law enforcement agencies, is focusing increased intelligence, technical resources and investigative expertise on the major Mexican drug trafficking operations responsible for smuggling vast quantities of cocaine, heroin, marijuana and methamphetamine across the border. Apart from this effort, DEA and the Federal Bureau of Investigation (FBI) also provide operational planning, intelligence and training to the Government of Mexico law enforcement authorities to strengthen their capacity to collect drug intelligence, attack production capability, conduct transshipment interdiction, investigations and asset seizures and prosecute key traffickers.

The Southwest border strategy also targets specific Mexican trafficking organizations operating across the border and attacks their command and control infrastructures wherever they operate. Current targets include the Amado Carrillo-Fuentes organizations, the Arellano-Felix Organization, the Caro Quintero organization and the Juan Garcia-Abrego Organization.

ACCOMPLISHMENTS

DEA efforts along the Southwest border in FY 1996 produced significant results in that region.

- 4,342 cases;
- 5,282 arrests;
- Drug seizures: cocaine (7,711 kg); heroin (51 kg); marijuana (250,433 kg); methamphetamine (264 kg);
- 136 clandestine lab seizures;
- 227 narcotics Title III intercepts.

One major effort yielded particularly important outcomes. On May 2, 1996, DEA, in concert with over 40 Federal, State and local law enforcement agencies, successfully completed a unique operation targeting a major polydrug smuggling and distribution network with ties to Mexican and Colombian drug trafficking organizations. This organization, composed of hundreds of individuals, was smuggling cocaine and other drugs over the Mexican/U.S. border for eventual nationwide distribution and sale. From its bases of operation in cities across the country, this organization spread crime, violence and terror. Through cooperative efforts complemented by state-of-the-art technology, law enforcement personnel were able to dismantle this network--arresting over 150 traffickers and seizing \$17 million; 5,600 kilograms of cocaine and over 1,000 pounds of marijuana. Most importantly, the impact of this case is evidenced by the fact that neither the Mexican nor Colombian organizations have been able to reconstitute these distribution organizations.

Also, largely as a result of the joint efforts of Federal and Mexican law enforcement, Juan Garcia-Abrego was brought to justice in 1996.

Finally, in 1996, DEA began tracking a number of Mexican methamphetamine investigations throughout the United States and Mexico. After the preliminary review of over 60 investigations in 20 U.S. cities, DEA identified a developing organizational structure indicating the distribution of methamphetamine to various cities in the United States. Investigations in 29 U.S. cities have resulted in:

- Drugs seizures: 1,836 pounds of methamphetamine; 162 kilograms of cocaine; 949 pounds of marijuana; 11 pounds of heroin;
- Other seizures: \$1,795,122 in U.S. currency and 12 laboratories;
- 316 arrests.

BUDGET SUMMARY

Fiscal Years 1990-1997

- Total budget authority for DEA increased nearly 90 percent (from \$558 million in FY 1990 to \$1,054 million in FY 1997).
- The number of DEA special agents in the Southwest border region increased 37 percent (from 587 in FY 1990 to 806 in FY 1997).

From FY 1992 through FY 1997, DEA funding for the Southwest border increased 55 percent (from \$82 million in FY 1990 to \$127 million in FY 1997).

Fiscal Year 1998

In the FY 1998 budget request the DEA budget totals \$1,146 million, an increase of \$92 million (nine percent) over FY 1997 (\$1,054 million). At the FY 1998 level of funding:

- The DEA budget will account for seven percent of the National Drug Control Budget request for FY 1998 (\$15.917 billion).
- DEA funding for the Southwest border will total \$157 million or about 14 percent of the total DEA budget in FY 1998 (\$1,146 million).
- The number of DEA special agents in the Southwest border region for FY 1998 will total 902, an increase of 96 special agents (12 percent) over FY 1997 (806 special agents).

Sources: Drug Enforcement Administration

DRUG ENFORCEMENT ADMINISTRATION

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

FY	TOTAL (\$ millions)	SOUTHWEST BORDER (\$ thousands)
1990	558.4	NA
1991	692.4	NA
1992	709.8	81.8
1993	756.6	97.5
1994	768.1	103.6
1995	791.9	114.5
1996	866.7	116.0
1997	1,054.0	127.3
1998/1	1145.8	157.0

**PERSONNEL
FISCAL YEARS 1990-1998**

FY	AGENTS, TOTAL	AGENTS, SOUTHWEST BORDER
1990	3,158	587
1991	3,604	710
1992	3,669	725
1993	3,639	721
1994	3,505	723
1995	3,462	733
1996	3,633	737
1997	3,993	806
1998/1	4,161	902

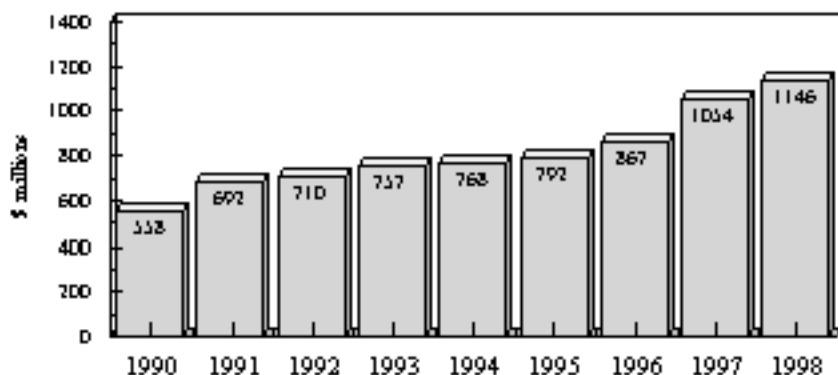
/1 FY 1998 estimates are based on the President's request.

Source: Drug Enforcement Administration

Drug Enforcement Administration Total budget

- **FY 1990-97:** Total funding for DEA increased nearly 90 percent (\$558 million to \$1.054 billion)
- **FY 1998:** DEA budget totals \$1.146 billion, a nine percent increase over FY 1997.

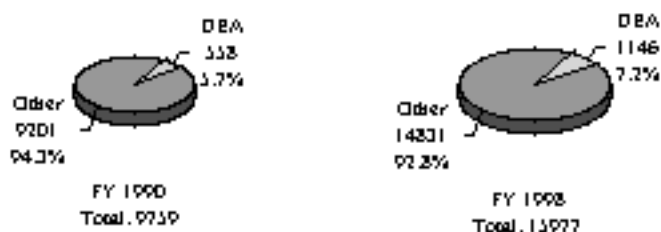
Drug Enforcement Administration
Budget Authority (\$ millions)
Fiscal Years 1990-1998



FY98 numbers are based on President's request

- **FY 1998:** Seven percent of the National Drug Control Budget will be allocated to DEA

National Drug Control Budget (\$ billions)

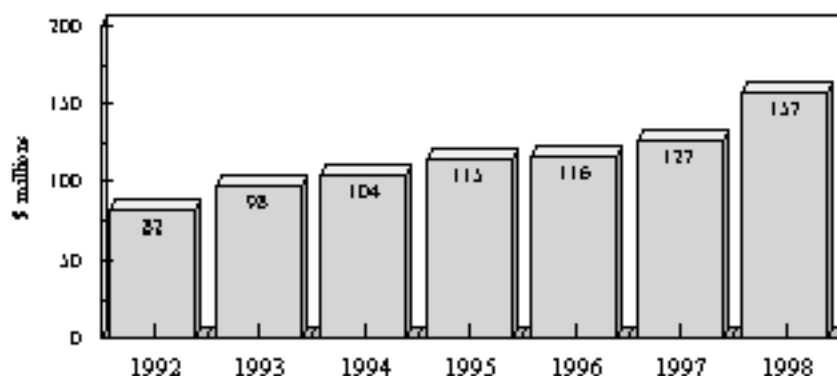


Source: DEA, ONDCP

Drug Enforcement Administration Southwest border funding

- **FY 1992-97:** DEA funding for Southwest border increased 55 percent (\$82 to \$127 million).
- **FY 1998:** DEA funding for Southwest border will total \$157 million, a 24 percent increase over FY 1997.

Drug Enforcement Administration
Southwest border funding (\$ millions)
Fiscal Years 1992-1998



FY98 number is based on President's request

- **FY 1998:** 14 percent of DEA's budget will be allocated to the Southwest border region.

Drug Enforcement Administration
Budget authority (\$ billions)

Other programs
628
33.3%



FY 1992
Total: 710

Southwest Border
82
11.5%

Other programs
989
36.3%



FY 1998
Total: 1146

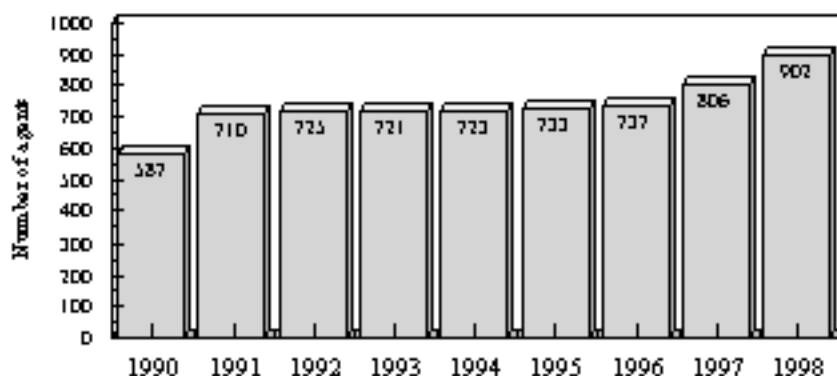
Southwest Border
157
13.7%

Sources: Drug Enforcement Administration

Drug Enforcement Administration Agents in the Southwest border region

- **FY 1992-97:** The number of DEA special agents in the Southwest border regions increased 37 percent (587 to 806).
- **FY 1998:** The number of DEA special agents in the Southwest border region will total 902, a 12 percent increase over FY 1997.

Drug Enforcement Administration
Special agents in the Southwest border region (numbers of agents)
Fiscal Years 1990-1998



FY98 number is based on President's request

- **FY 1998:** About 22 percent of DEA's special agents will be located in Southwest border region

Drug Enforcement Administration
Special agents in the Southwest border region (numbers of agents)

Other programs
2571
31.4%



Southwest Border
387
13.6%

FY 1990
Total: 3158

Other programs
3259
73.2%



Southwest Border
902
21.7%

FY 1998
Total: 4161

Sources: Drug Enforcement Administration

IMMIGRATION AND NATURALIZATION SERVICE

PROGRAM SUMMARY

The Immigration and Naturalization Service (INS) is responsible for:

- Facilitating legal border crossings;
- Ensuring appropriate documentation of aliens at entry and to deny entry to those who are not legally admissible, whether they attempt to enter through ports of entry or surreptitiously across the border;
- Deterring illegal entry and stay, including enforcement of criminal provisions against those who act or conspire to promote such entry and stay; and
- Detecting, apprehending, and removing those noncitizens who entered unlawfully, whether undocumented or fraudulent, and those found to have violated the conditions of their stay.

INS carries out these responsibilities along the Nation's borders and at legal ports of entry, and cooperates with other Federal agencies in locating, apprehending, and removing alien drug traffickers at the border, at ports of entry, and within the interior of the United States. INS also works with these agencies to escort alien witnesses in the United States to testify in drug trials.

ACCOMPLISHMENTS

In FY 1996, the Border Patrol seized more than 650,000 pounds of marijuana along the Southwest border. In FY 1995, the figure was more than 600,000 pounds and in FY 1994 slightly less than 550,000 pounds.

At Southwest border land ports of entry, INS seized more than 75,000 pounds of marijuana in FY 1996; approximately 60,000 pounds in FY 1995; and approximately 50,000 pounds in FY 1994.

BUDGET SUMMARY

Fiscal Years 1990-1997

- INS' total budget authority increased 178 percent (from \$1,147 million in FY 1990 to \$3,193 million in FY 1997).
- INS' drug control budget increased 164 percent (from \$120.2 million in FY 1990 to \$317.2 million in FY 1997).
- INS' funding for Southwest border missions increased 158 percent (from \$312.1 million in FY 1990 to \$804.7 million in FY 1997).
- The number of Border Patrol agents on the Southwest border increased 97 percent (from 3,160 in FY 1990 to 6,213 in FY 1997).
- The number of INS inspectors at land border ports of entry along the Southwest border increased 170 percent (from 523 in FY 1990 to 1,413 in FY 1997).

Fiscal Year 1998

- INS' budget will total \$3,634 million, an increase of \$400 million (14 percent) over FY 1997 (\$3,192 million).
- INS' drug control budget totals \$368.8 million or about 10 percent of the total FY 1998 INS budget (\$3,634 million). This represents an increase of \$51.7 million (16 percent) over the FY 1997 INS drug control budget (\$317.2 million).
- INS' funding for the Southwest border totals \$877.5 million or 24 percent of the total INS FY 1998 budget (\$3,634 million). This represents an increase of \$72.8 million (nine percent) over FY 1997 INS' funding for the Southwest border (\$804.7 million).
- The number of Border Patrol agents on the Southwest border for FY 1998 will total 6,698; an increase of 485 agents (eight percent) over FY 1997 (6,213 agents). (Note: This means that 91 percent of all Border Patrol agents nationwide will be on the Southwest border in FY 1998, up from 85 percent in FY 1990).
- The number of land border POE inspectors on the Southwest border in FY 1998 will total 1,413; no increase over FY 1997. (Note: This means that 78 percent of all INS land border POE inspectors will be on the Southwest border in FY 1997 and FY 1998, up from 54 percent in FY 1990).

Source: Immigration and Naturalization Service.

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

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.

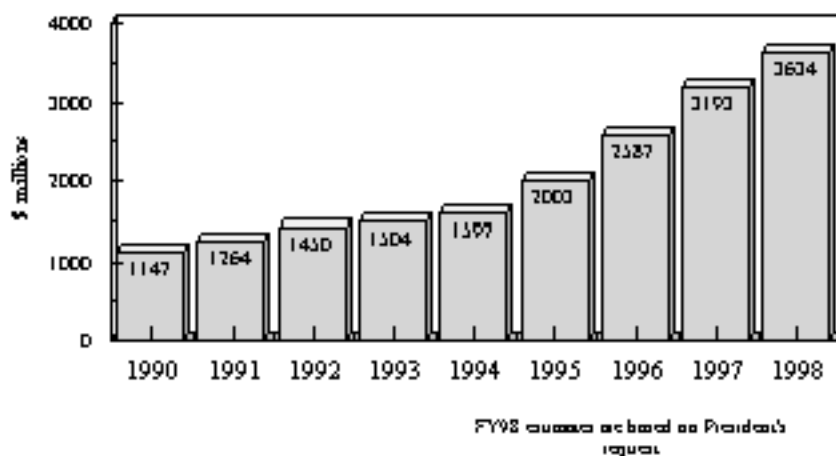
/4 FY 1998 Request for INS budget supporting all Southwest border missions is the FY 1997 Enacted plus inflation and increases requested in FY 1998 that are targeted for the Southwest border. The total Full Time Personnel (FTP) On-Board for FY 1998 is the sum of the FY 1997 Enacted of 26,795, plus the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

Immigration and Naturalization Service
Total budget authority (\$ million)
Fiscal Years 1990-1998

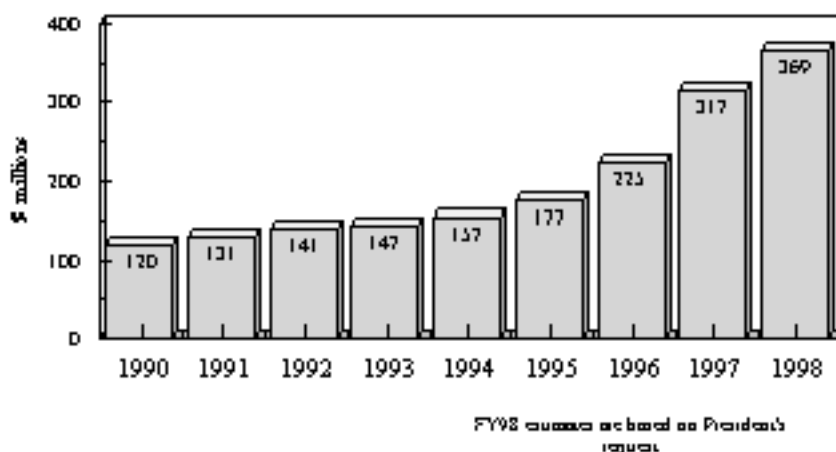


Source: Immigration and Naturalization Service

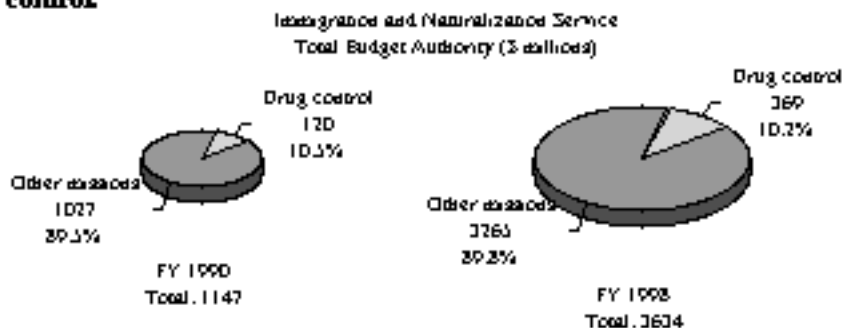
Immigration and Naturalization Service (INS) Drug control budget

- **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



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

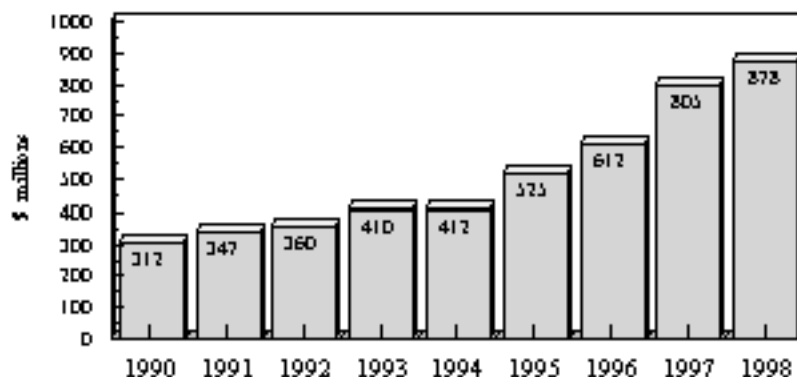


Source: Immigration and Naturalization Service

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.**

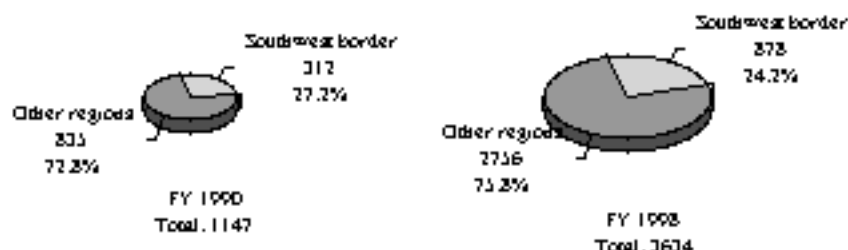
Immigration and Naturalization Service
Southwest border funding (\$ millions)
Fiscal Years 1990-1998



FY98 numbers 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 (\$ billions)

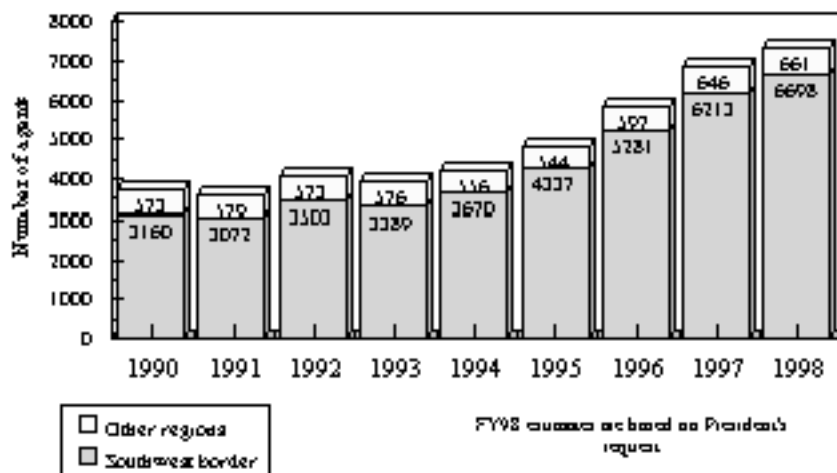


Source: Immigration and Naturalization Service

Immigration and Naturalization Service Border Patrol Agents on the Southwest border

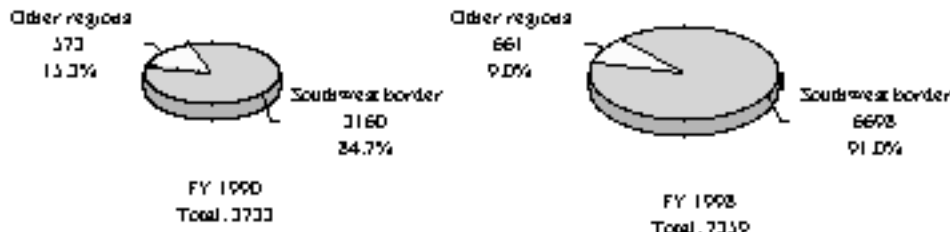
- **FY 1990-97:** The number of Border Patrol agents on the Southwest border increased 97 percent (3,160 to 6,213).
- **FY 1998:** The number of Border Patrol agents on the Southwest border will total 6,698; an eight percent increase over FY 1997.

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



- **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



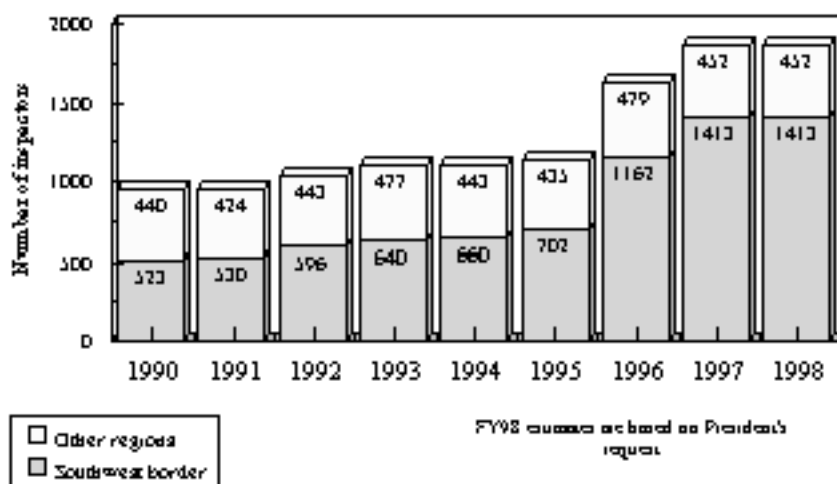
Source: Immigration and Naturalization Service

Immigration and Naturalization Service

INS Inspectors on Southwest border

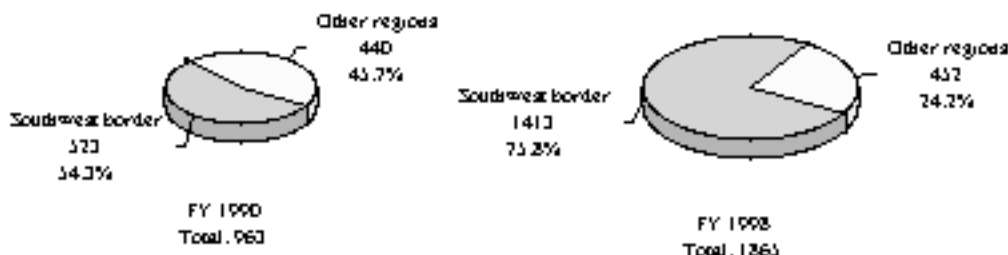
- **FY 1990-97:** The number of INS inspectors on the Southwest border increased 170 percent (523 to 1,413).
- **FY 1998:** The number of INS inspectors on the Southwest border will remain at 1,413.

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



- **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

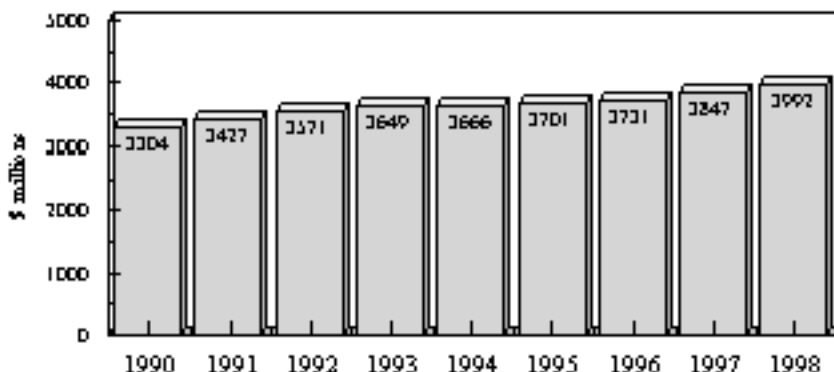
/1 The Coast Guard accounting system does not capture cost allocation by specific region. Abstract of operations reports over a period of years indicate that the Coast Guard expends about 10 percent of its drug-related resources in the Southwest border region. The Southwest border funding estimates represent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

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



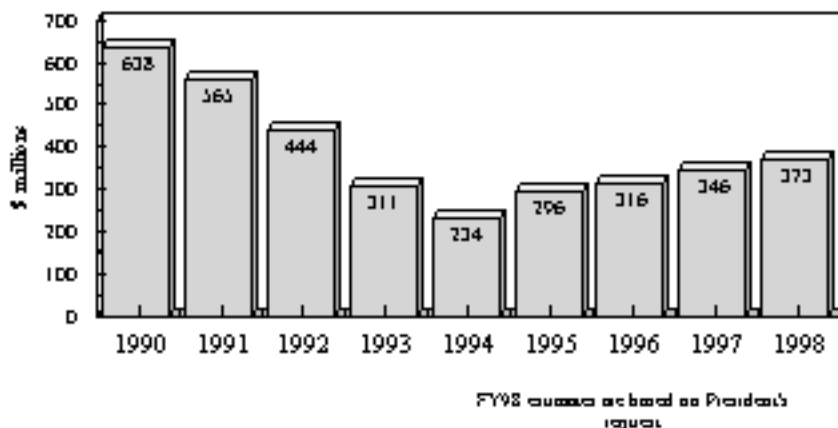
FY98 numbers are based on President's request.

Source: United States Coast Guard.

United States Coast Guard Drug control budget

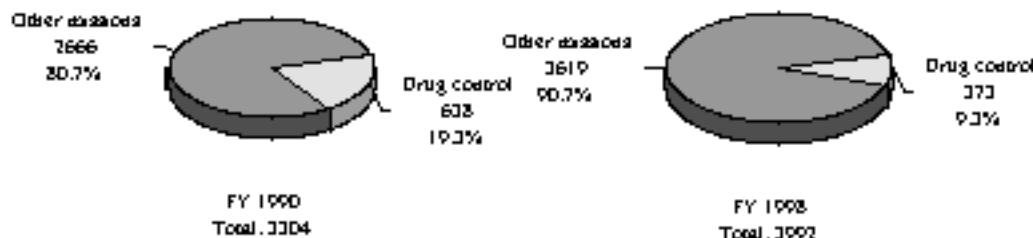
- **FY 1990-97:** Coast Guard drug control budget decreased 46 percent (\$638 to \$346 million).
- **FY 1998 drug control budget will total \$373 million, an eight percent increase over FY 1997.**

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



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

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

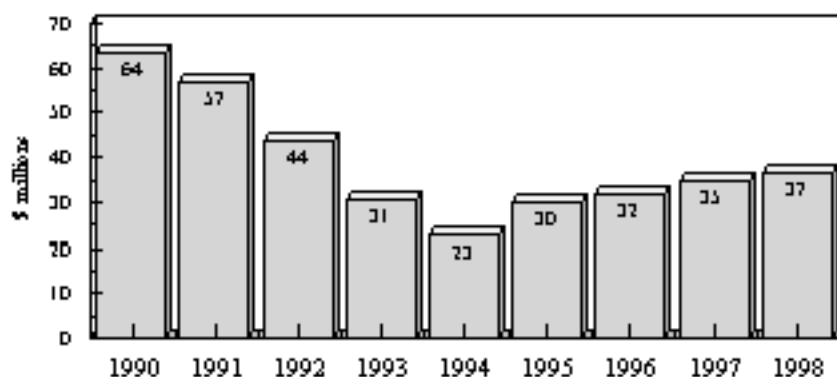


Source: United States Coast Guard.

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.

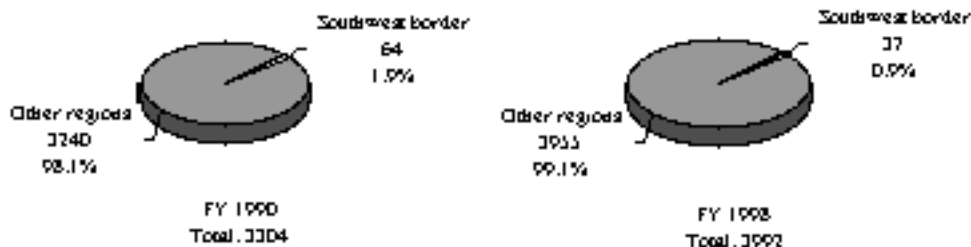
U.S. Coast Guard
Southwest border funding (\$ millions)
Fiscal Years 1990-1998



FY98 amount is 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 (\$ billions)



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 80,0000 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 HIDTAs.
- 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.

Source: Office of National Drug Control Policy

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

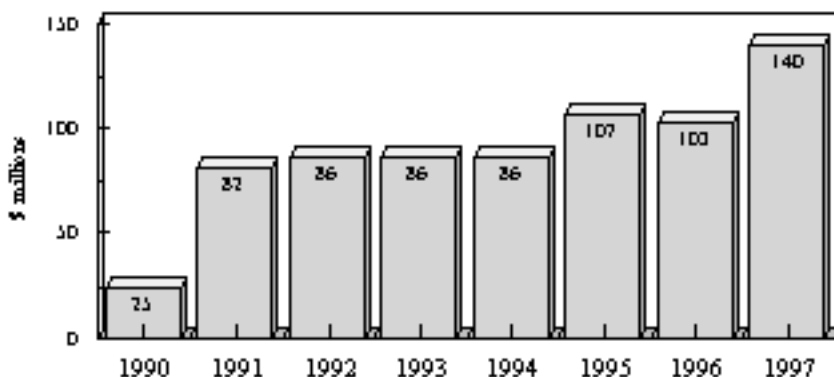
AGENCY	1990	1991	1992	1993	1994	1995	1996	1997
Drug Enforcement Administration	8.5	9.8	14.4	13.1	13.3	15.0	14.6	20.5
Federal Bureau of Investigation	2.9	4.0	4.6	3.9	3.9	3.2	4.3	5.1
INS (Border Patrol)	3.2	6.9	7.0	5.9	4.3	3.0	2.4	2.6
US Attorneys	0.3	2.6	4.3	6.3	5.2	13.5	4.2	9.5
US Marshals	0.3	2.1	2.7	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

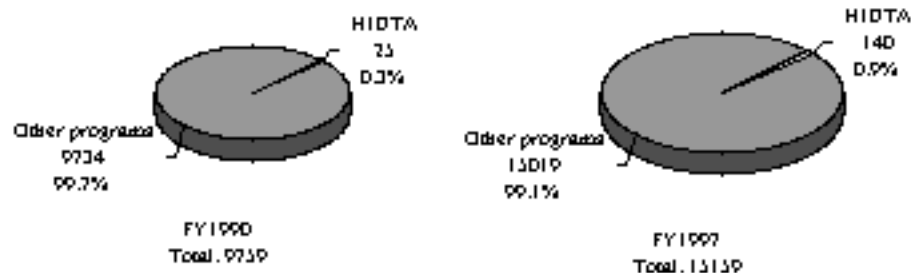
- **FY 1990-97: Total HIDTA funding increased 460 percent (\$25 to \$140 million)**

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 (\$ billions)



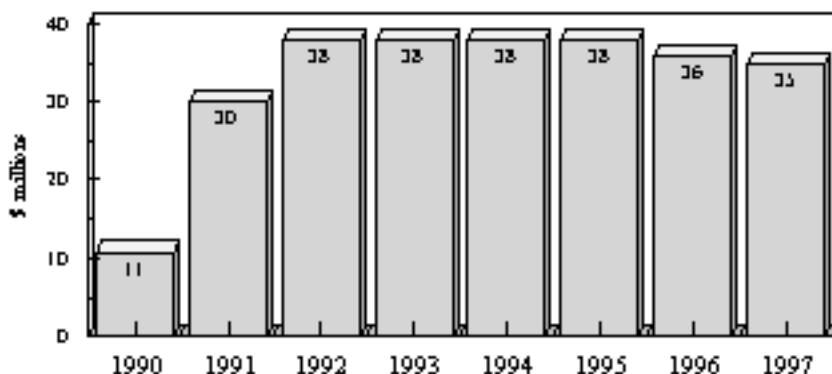
Source: ONDCP

High Intensity Drug Trafficking Area (HIDTA)

Southwest Border HIDTA vs other HIDTAs

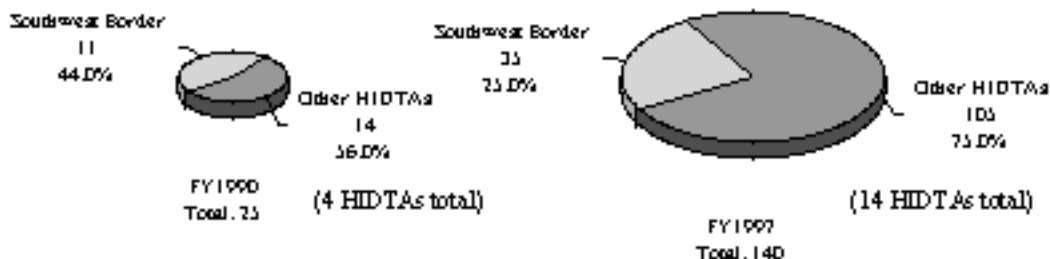
- **FY 1990-97: Funding for the Southwest border HIDTA increased 218 percent (\$11 to \$35 million).**

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)



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**

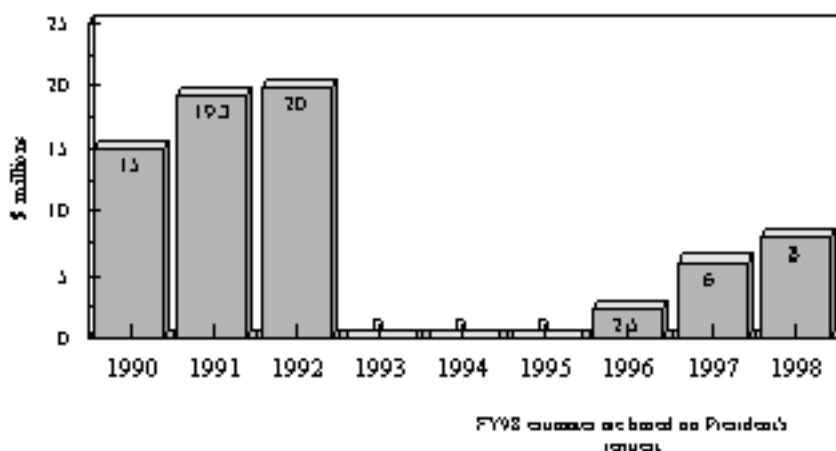
FY	TOTAL	TOTAL, MEXICO
1990	113.0	15.0
1991	150.0	19.3
1992	171.5	20.0
1993	147.8	0.0
1994	100.0	0.0
1995	105.0	0.0
1996	115.0	2.5
1997	213.0	6.0
1998	230.0	8.0

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



- **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 (\$ billions)



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 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 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 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, SOUTHWEST 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

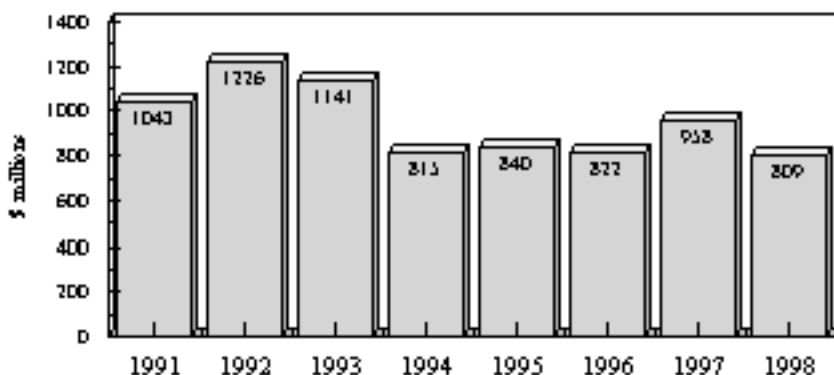
FY	MILITARY WORKYEARS	NATIONAL GUARD HELICOPTERS	NATIONAL GUARD C-26 AIRCRAFT	TETHERED AEROSTATS
1991	1020	3	1	6
1992	1200	6	1	6
1993	1470	12	1	6
1994	1300	12	2	6
1995	1200	12	2	6
1996	1200	12	3	6
1997	1230	16	4	6
1998	1070	17	4	6

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.

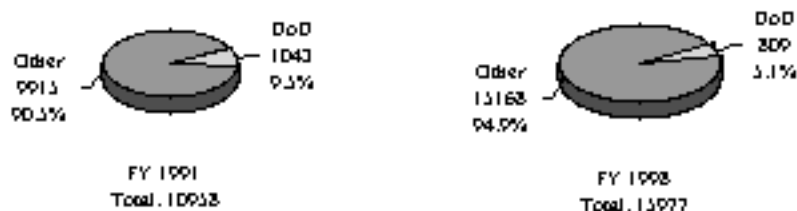
Department of Defense
Counterdrug Support Budget (\$ millions)
Fiscal Years 1991-1998



FY98 amount is 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.

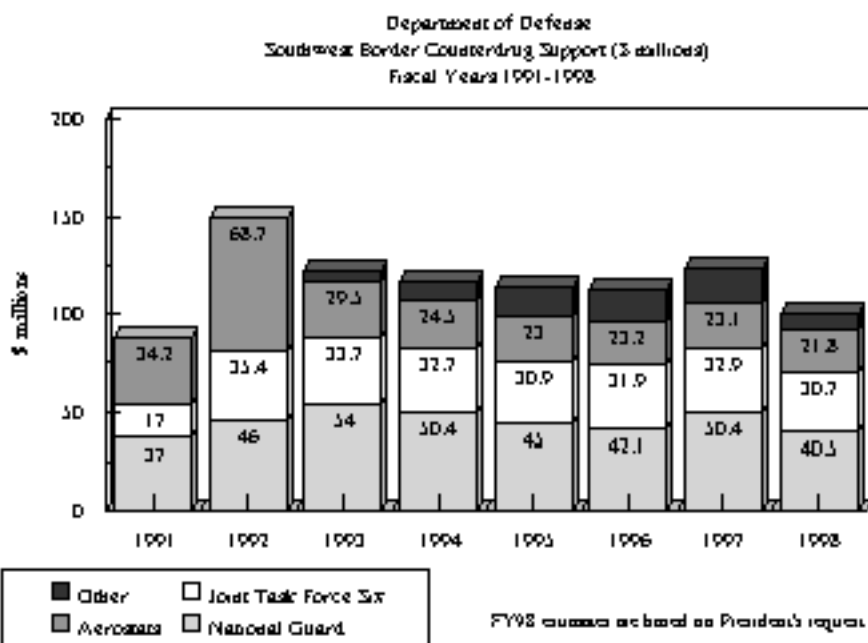
National Drug Control Budget (\$ billions)



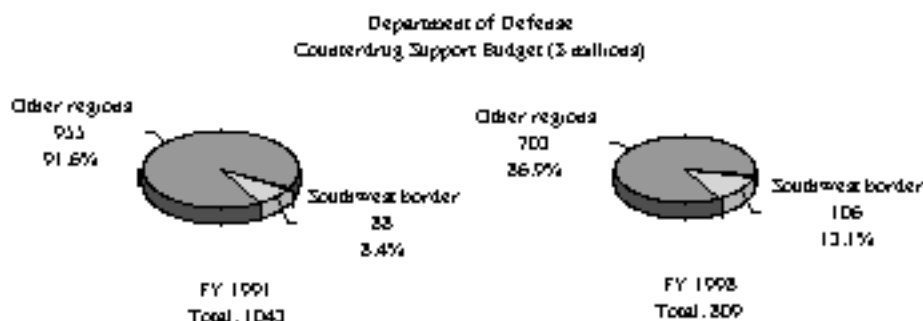
Sources: DoD, ONDCP

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.**

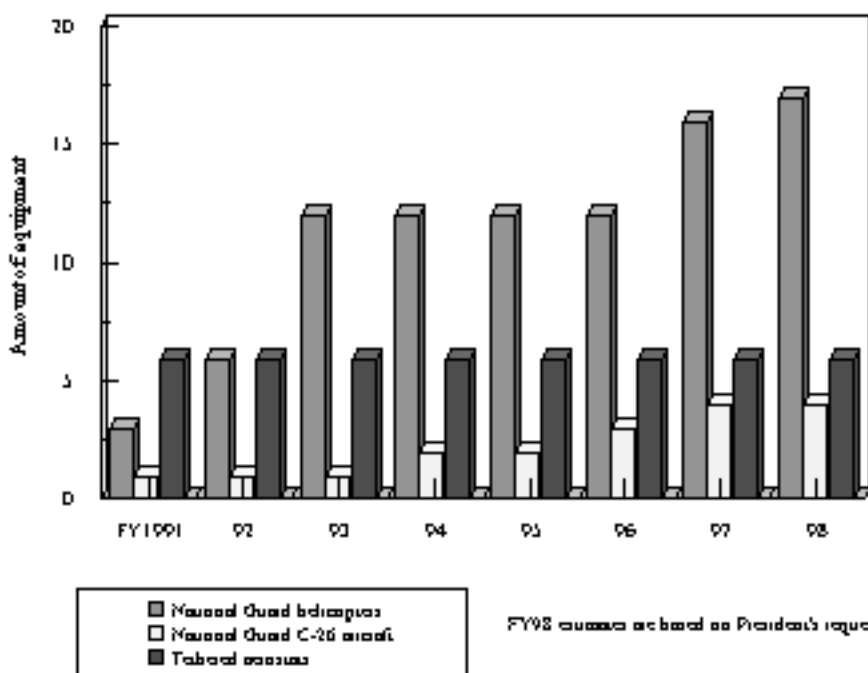


Source: Department of Defense

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