

welcome in the United States can be processed more quickly and more efficiently without jeopardizing an individual's privacy. The increased efficiencies brought to the process mean that national security can be enhanced without sacrificing legitimate travel and trade. US-VISIT is a critical component of the Department's strategy for achieving its goals of preventing terrorist attacks on the United States and facilitating the movement of legitimate people and cargo. By accomplishing these goals while protecting privacy rights, and achieving efficiencies in governmental operations, US-VISIT continues to contribute to the overarching goal of achieving organizational excellence.

**Question:** How does US-VISIT represent an effective deployment of limited taxpayer resources in the war on terror if no terrorists have been apprehended through the program?

**Answer:** Interdiction of terrorist travel is a key recommendation of the 9/11 Commission. The successful nationwide deployment of US-VISIT biometric entry capabilities in such a short time earned a grade of "B" from the Commission.

Through biometrics, US-VISIT has already identified a number of known threats to the United States and continues to provide a strong deterrent for the known and unknown threat, which is difficult to quantify. Additionally, biometrics increases the ability of DHS to identify legitimate travelers and immigration benefit applicants, which make up the vast majority of individuals DHS encounters. Differentiating between those who are legitimate and those who are not or unknown allows the Department to focus on individuals who may pose a threat.

Biometrics are unique physical characteristics. Unlike names and dates of birth, they cannot be changed. Therefore, they help deprive known and unknown terrorists, as well as criminals and immigration law violators, of two of their most valuable tools for international travel: fraudulent documents and identity theft.

The fear of detection from biometric matching not only deters a criminal or terrorist from entering the United States through our ports of entry, but also from procuring a visa to travel to our country in the first place. In this way, US-VISIT meets the 9-11 Commission's recommendation of making travel for terrorists more difficult.

TUESDAY, FEBRUARY 27, 2007.

## SECURE BORDER INITIATIVE

### WITNESSES

W. RALPH BASHAM, COMMISSIONER, CUSTOMS AND BORDER PATROL  
GREGORY GIDDENS, SBINET PROGRAM MANAGER  
DAVID AGUILAR, CHIEF OF THE U.S. BORDER PATROL  
JAYSON AHERN, ASSISTANT COMMISSIONER FOR FIELD OPERATIONS  
RICHARD STANA, GAO  
RANDOLPH HITE, GAO

### OPENING STATEMENT OF SUBCOMMITTEE CHAIRMAN DAVID PRICE

Mr. PRICE. The hearing will come to order. Good afternoon, everyone. We will start this hearing focusing on U.S. Customs and Border Protection. We will be discussing the fiscal year 2008 budget for CBP with particular emphasis on its efforts under the Secure Border Initiative.

We welcome Commissioner Ralph Basham in his first appearance before this subcommittee since assuming his position last year. With the Commissioner is Mr. Gregory Giddens, the Executive Director of the Secure Border Initiative, border Patrol Chief David Aguilar and Assistant Commissioner for Field Operations Jayson Ahern. Testifying for the Government Accountability Office, which has been looking at SBI plans closely for us, is Richard Stana, Director for Homeland Security and Justice Issues. Randolph Hite, GAO Director for Information Technology Architecture and Systems Issues, joins him at the witness table. We welcome all of you for a vigorous examination of what we are doing and what we have yet to do to improve border security.

This is a particularly timely hearing, as members of this subcommittee recently viewed border patrol efforts from Arizona to California. And I want to thank the Commissioner and Mr. Giddens for joining us for parts of our visit which help to provide us all with common ground for today's hearing. We observed border areas where significant funding is being directed to increase staffing, fencing and other security infrastructure and where the terrain and the vulnerability and the community interests vary a great deal. We were impressed by the dedication and the efforts of the CBP personnel we met and we were also impressed by the technology that is helping make them more effective. But I have to say we also gained an appreciation of the true scope of the challenges they still face.

In his poem, Mending Wall, Robert Frost remarked, "Before I build a wall I'd ask to know what I was walling in or walling out, and to whom I was like to give offence." Many have shared this sentiment about walls that divide people from ancient China to World War II Berlin. Sometimes though we hear the contrary

sentiment when it comes to securing our borders. The same poem, remember, says "Good fences make good neighbors."

Customs and Border Protection have grown dramatically since its first appropriation in fiscal 2004 from \$4.9 billion in discretionary funding to \$8.8 billion in the fiscal 2008 request. That is an 80 percent increase. Within this agency, much of the increased funding has been directed to the Border Patrol, which has grown from 10,500 officers at the beginning of fiscal 2004 to more than 12,300 at the end of fiscal 2006. By January of 2009 the total number of agents is expected to rise to 18,319, a 75 percent increase overall. We will discuss other growing programs, especially those dealing with trade, during our Container Security hearing next week.

Many people would argue that these new investments in border security are long overdue. Others would question the current investment strategy, arguing that border security cannot be viewed in isolation from the economic pressures that continue to encourage illegal immigration. At the end of the day, however, our goal must be to control who enters the country, and our means of achieving this goal must be to do what works.

The Department and some of us in the Congress have stressed the need for a comprehensive solution that includes a foreign worker program, that includes other ways of reducing the disparity between our labor market needs and official immigration policy, as well as the improvement of interior enforcement and enhanced enforcement capability at the borders. The focus of today's hearing is on the latter, particularly in the form of the Secure Border Initiative.

The border security fencing and infrastructure technology account has received \$1.55 billion to date with the request for \$1 billion more, representing 11 percent of the agency's fiscal 2008 budget. There are a number of questions associated with SBI that have yet to be answered before we invest additional resources in it, and in addition \$950 million in fiscal 2007 funding remains unavailable for obligation pending approval of the SBI expenditure plan. We will discuss the management and use of SBI funds in today's hearing.

Our subcommittee is responsible for ensuring the large contract that you awarded is overseen closely and that we know up front what we are buying. We are keenly aware of the mixed results sometimes produced by other so-called integrator contracts. We must be sure that SBI has and follows a clear strategic plan, that it is transparent, that it has definite measures of performance and that it is managed in segments, the benefits of which exceed their cost.

Commissioner, while the country wants and needs secure borders, I know you understand we can't just throw money at the problem, declare victory or be lulled into thinking there can be quick fixes to problems that have been decades in the making.

In our travels last week, we encountered many of the thousands of the dedicated CBP personnel who put their lives on the line every day as they strive to protect the integrity of our borders and keep us safe. It is precisely to ensure that their work is fruitful and to keep them safe that we must proceed carefully and deliberately.

So I look forward to your testimony this afternoon and a good discussion about the future of this critical program. Now let me turn to my colleague, Mr. Rogers, for his comments.

#### STATEMENT OF RANKING MEMBER HAROLD ROGERS

Mr. ROGERS. Well, thank you, Mr. Chairman, and welcome, Commissioner Basham and the other distinguished guests. Today, we are here to discuss the progress of the Secure Border Initiative, a program that probably best demonstrates the very reason that we created the Department. The program is integrating what was once stovepiped, fragmented agencies into a functional system aimed at addressing one of the most persistent and challenging issues confronting the country, and that is the issue of border security. Launched in November 2005, the SBI is starting to show us how the robust combination of funding and oversight provided by this subcommittee is yielding real results. In fiscal 2006, the Department, one, ended the practice of catch and release, a signal achievement; two, reduced non-Mexican illegal alien apprehensions by 35 percent; three, seized more than 1½ million pounds of marijuana between the ports of entry, a 13 percent increase compared with fiscal 2005; and, four, set records by arresting over 4,300 worksite violators, arresting over 1,700 overstays and status violators, and removing almost 190,000 illegal aliens. Impressive statistics, to say the least, but results that are long overdue, and results that remind us how much further we need to go.

We have insisted all along that there be a plan. I believe that you have got to plan your work and work your plan, always mindful that a vision without funding is just a hallucination, and we have tried to provide the funding so that your hallucinations have become real workable plans. I am jesting somewhat.

For years, as the chairman has said, we have thrown hundreds of millions of dollars at our border security problems. In fact, this subcommittee has provided over \$40 billion in the last 2 years towards border security and immigration enforcement. What is different today is the robust oversight and planning requirements of Congress and the innovative SBI approach, an approach that for the first time in our history has looked at border security and immigration enforcement as one system, opposed to a disjointed organization where roles and responsibility simply fall through the cracks. And as a result, DHS has changed the way the Federal Government approaches this complex issue, removed bottlenecks, realized greater efficiency at the detection, interdiction, apprehension, and removal of illegal aliens.

What we have learned is that this problem is as much about resources as it is about process improvement and strategic planning. And today I want to congratulate the Department on making progress. But I also want to caution, those of us sitting here at the dais and at the table, to caution us on the continued challenges of border security that lie ahead and ask one simple question: How that you have achieved some initial good results, what are you prepared to do now? And today I would like to hear an answer to that question. I want to hear about how we can build upon this progress and take the next steps towards DHS's stated goal of actually securing the entire border in 5 years.

Now I realize the enormity of that challenge, but to Commissioner Basham and those of you from CBP, I say the time is now. There are no more excuses. This is a man-made problem, so there has got to be a man-made solution. You have the backing of the American people and the Congress to do what it takes to overcome the obstacles, succeed where others have failed, and provide the border security that our great Nation both needs and deserves.

On a final note, I want to stress that we are reviewing a system with multiple moving parts and are looking at just one of those parts, physical border security. The SBI is, in fact, three components designed to work together, enhanced border security, strong immigration enforcement and real immigration reform. And DHS's initial progress on these issues that I highlighted at the beginning of my statement is a result of team effort among CBP, ICE, CIS and other departmental components. So I look forward to our hearings on immigration enforcement and reform in late March as well as today's discussion on CBP.

Thank you, Mr. Chairman.  
Mr. PRICE. Thank you very much. We will now proceed with your statements. Commissioner, and Mr. Stena, if you could summarize your statement and in 5 or 6 minutes, we will be happy to include the full statement in the record, but that would help us get on to the questions and to have a full exchange. Commissioner, welcome.

#### STATEMENT OF COMMISSIONER W. RALPH BASHAM

Mr. BASHAM. Thank you, Mr. Chairman, Ranking Member Rogers, and the committee members. It is an honor to appear before you today to discuss U.S. Customs and Border Protection's border enforcement mission and resources. I am pleased to have three members of CBP senior leadership here with me today to answer your questions. As you point out, Mr. Chairman, with me are David Aguilar, Chief of the Office of the Border Patrol; Jay Ahern, Assistant Commissioner of Field Operations; and Greg Giddens, the Executive Director of the SBI Program Management Office.

First of all, let me begin by thanking the subcommittee for the strong support you have provided for CBP's important enforcement initiatives. The more than \$1.4 billion increase in resources from 2007 appropriations has enabled CBP to make the significant progress in securing our borders and protecting our homeland. Our shoulders enormous responsibilities. Our job is securing our country against the entry of terrorists and terrorist weapons while still carrying out our traditional missions, which include stopping the flow of illegal aliens, illegal drugs and illegal merchandise into our country. We must do so without stifling the flow of legitimate trade and travel by balancing security and facilitation.

Every day as members of America's frontline border agency, our CBP officers, border patrol agents, agricultural specialists, air and marine officers and support staff perform one of the most important and difficult missions of any Federal agency. I will focus my remarks on our agency's efforts under Secretary Chertoff's Secure Border Initiative to bring control to the border and particularly CBP's component of that initiative, SBInet.

SBInet is a comprehensive, multi-year, cross-agency approach designed to secure America's borders and reduce illegal immigration.

SBInet is a major component of the overall SBI strategy designed to ensure that we are deploying the proper mix of personnel, technology, and infrastructure that will allow us to gain control of our borders. Last September we selected Boeing as the contractor that would work with and for the agency to put SBInet into place. I realize that Congress has a number of questions about SBI, so I will address two criticisms at the outset that have been expressed to me regarding this initiative.

#### OVERSIGHT AND MANAGEMENT OF SBINET

First, on the issue of oversight and management, the U.S. Government is in control and making decisions about how to secure our Nation's borders. SBInet is managed in-house by CBP's SBI Program Office, headed by Greg Giddens. Greg Giddens and his staff are accountable to me. More importantly, the SBI office is accountable to our operators in the field for delivering capabilities and technologies that work. To ensure this accountability, an executive steering committee of CBP senior leadership meets weekly with Greg to discuss the progress and direction of SBInet. To ensure that SBInet Program Office doesn't exist in a vacuum at CBP, we have drawn some of its staff from our other offices to link it with our field operators, our IT organization and other CBP entities. To cement this at the highest level of the SBInet office, I am happy to report to you, Mr. Chairman, that the Yuma Border Patrol Sector Chief Ron Coburn, whom you met recently at Camp Riprap recently, is coming to CBP, the headquarters, to serve as Greg's deputy. Ron knows firsthand what our field operators need to do their job and he is tasked with making sure that his knowledge and perspective help guide the SBInet program on a day-to-day basis.

The CBP leaders at this table and others not present are committed to investing the time and energy to ensure that SBInet is accountable to the government, that it is built and deployed in line with our operational needs, is consistent with the administration's objectives, is consistent with the guidance and direction of you and Congress and always with the American taxpayer in mind.

#### PROGRESS OF SBINET AT THE NORTHERN BORDER

The second point I want to make is all that although the initial focus of SBInet will be on the southwest border, CBP is not turning its back on our northern border. We are making steady progress on the northern border. We will triple the number of border patrol agents by the end of 2007 and we will continue to build on that number. We have expanded our air operations with a new air station in Great Falls, Montana in 2006 and one scheduled to open in Grand Forks, North Dakota later this year and another scheduled to open in Detroit, Michigan by the end of 2008. We are also planning for the expanded use of CBP and other unmanned aerial systems on the northern border to give us even more robust awareness and capabilities. We are hardening our northern border ports of entry with additional technology and manpower and we are working even closer with our Canadian counterparts and with state and local law enforcement.

## BENEFITS OF SBI AND SBINET

When asked what we are gaining and stand to gain with SBI and SBInet, I would like to cite an example you are familiar with, Mr. Chairman, because you witnessed this firsthand during your trip to the border last week. At an extremely remote area in the Arizona desert, we deployed a mobile ground-based radar system developed by the military. With that technology, the border patrol agent operator can detect and classify movement over a huge expanse of this remote area. Along the border and in a nearby area we have also deployed some vehicle barriers. Before this technology and infrastructure was deployed our border patrol agents were observing over 800 illegal aliens a week crossing our border. Vehicle drive-throughs in nearby accessible areas were common and the agents' technology consisted of field binoculars and radios. Since we have deployed this particular mix of technology and infrastructure in that area, illegal entries have dramatically dropped. And as you will recall, Mr. Chairman, when we visited that area, there had not been an attempted entry in that area for over 36 hours.

In conclusion, the vision of SBInet is to use the right mix of 21st century technology, personnel and tactical infrastructure to gain control of our borders. I am convinced that with the continued support of SBInet and Congress, a sustained commitment of the administration to a comprehensive approach and the hard work of the men and women of Customs and Border Protection, we can and will secure our Nation's borders. Thank you for this opportunity to appear here today.

We will be happy to answer any questions you may have. Thank you.

[The statement of Mr. Basham follows:]

## TESTIMONY OF

**W. RALPH BASHAM  
COMMISSIONER**

**U.S. CUSTOMS AND BORDER PROTECTION  
DEPARTMENT OF HOMELAND SECURITY**

**BEFORE**

**HOUSE APPROPRIATIONS COMMITTEE**

**SUBCOMMITTEE ON HOMELAND SECURITY**

**February 27, 2007**

going to be a need for new processing, it will go before the General Service Administration, as well as Border Protection, to make a recommendation.

But one of the other points, I would suggest, is that currently some of the ports in the areas you are talking about are not operating at full capacity to begin with. We always stand ready to expand our current hours of service, if they are not 24 hours at the ports if the need is there. And we do our assessments by the workload.

Mr. RODRIGUEZ. But the Class B crossings?

Mr. AHERN. Class B crossings?

Mr. RODRIGUEZ. The small—I have three, and my understanding is that that is how you define them.

Mr. AHERN. I am not familiar with Class B.

Mr. RODRIGUEZ. Can you please look into that, because we have already devastated some of those towns, you know? And we lost—whatever positive relationships we had with them is almost gone. And we have created now a situation, you have a ghost town down there where drugs could—you know, they have been coming, and they could stay there; and we don't know that there are anymore, because they don't communicate with them anymore and we don't communicate with them anymore.

Mr. AHERN. So these would be legitimate ports of entry?

Mr. RODRIGUEZ. They were crossings until 9/11, and they used to come across; and they have family on this side, just like the Canadian side does. It is very discriminatory in terms of what we have done in those areas. So please look into it.

#### THE NEED FOR FENCING ALONG THE BORDER

Let me ask you about the fence. On the fencing, and I see where there is a need for—as I went through Arizona and some of those areas for barriers against cars, and I can understand where there is a real need in some areas.

But, you know, Mexico is our number one trading partner. And some areas there, I know that and I know the rationale for it, it gives you a little more time to catch them and all of that kind of thing. But in some cases, I don't see the need in some of those areas that you have indicated. I have only seen the map in terms of where you are proposing some of that. And next to some of our communities—in Del Rio, you know.

Mr. AGUILAR. There are two maps. One is a secure fence map which delineates mile by mile, point to point what the Congress has asked us to take a look at. Then there is a map that delineates, that we have used for operational purposes and where the fence makes operational sense. Those are areas where there is a buildup of criminal infrastructure on the south side, and they use it as a jumping-off point to the United States where a fence is absolutely critical in order to defend that area, along with other infrastructure and other technology and personnel.

Now, does the fence make sense in every part, every model of the 2,000 miles of the southwest border or the northern border? No, absolutely not. What we are working towards and what we are evolving towards, is what we call the virtual fence which is a combina-

the technology that will give us the capability to literally take, track, and make—the enforcement information to classify, resolve and make the appropriate actions.

Do we need a fence along the entire southwest border? No. There will be certain pieces of the border that need the fence.

We have, Congressman, sat with everyone of the board of mayors, myself, the secretary. We have discussed this with them, and we have explained that we have no intent of fencing off their cities. We have an intent of placing fence where it makes operational sense to protect their cities, protect the States and protect the country.

Mr. PRICE. Thank you. Let us continue along this vein to make sure we are clear about your plans and what components of this effective control you are anticipating is in—in your planning is dependent on fencing.

The report that you have recently made says that 345 miles of the Southwest Border, 12 miles of the Northern Border, are under effective control. Now, Commissioner, I understood you to say that you anticipate that 345 will be 970 miles under effective control after the 2008 expenditures. Is that the southwest border alone? Right?

Mr. BASHAM. Yes.

Mr. PRICE. What would the figure be for the northern border? What would the 12 become?

Mr. BASHAM. Let me ask—do we have any current plans on—

Mr. GIDDENS. We don't. The appropriations from 2007 to 2008 has applicability to the Northern Border in terms of deploying tech—

Mr. PRICE. I didn't understand your answer. I am asking what the 12 miles of effective control would be 2 years hence, given your 2007 and 2008 expenditure plans.

Mr. GIDDENS. The expenditure plans for the SBInet did not include efforts on the northern border, so it would not have an impact on that 12 miles.

Mr. AHERN. I would like to clarify, sir, that, specific to SBInet, funding is not going to the north yet, but what is going to the north are the additional 150 Border Patrol agents out of 2008—the 150 from 2007 up to 500 for 2008.

In addition to that, we will be moving upwards of 1,000 sensors from the southern border onto the northern border. Because of the deployment of the SBInet, we will no longer have that kind of utility, so we will have added personnel and added technology, albeit older technology, that we will be moving up there.

Mr. PRICE. So you are not prepared to say that X-number of miles will not be under control, given that activity?

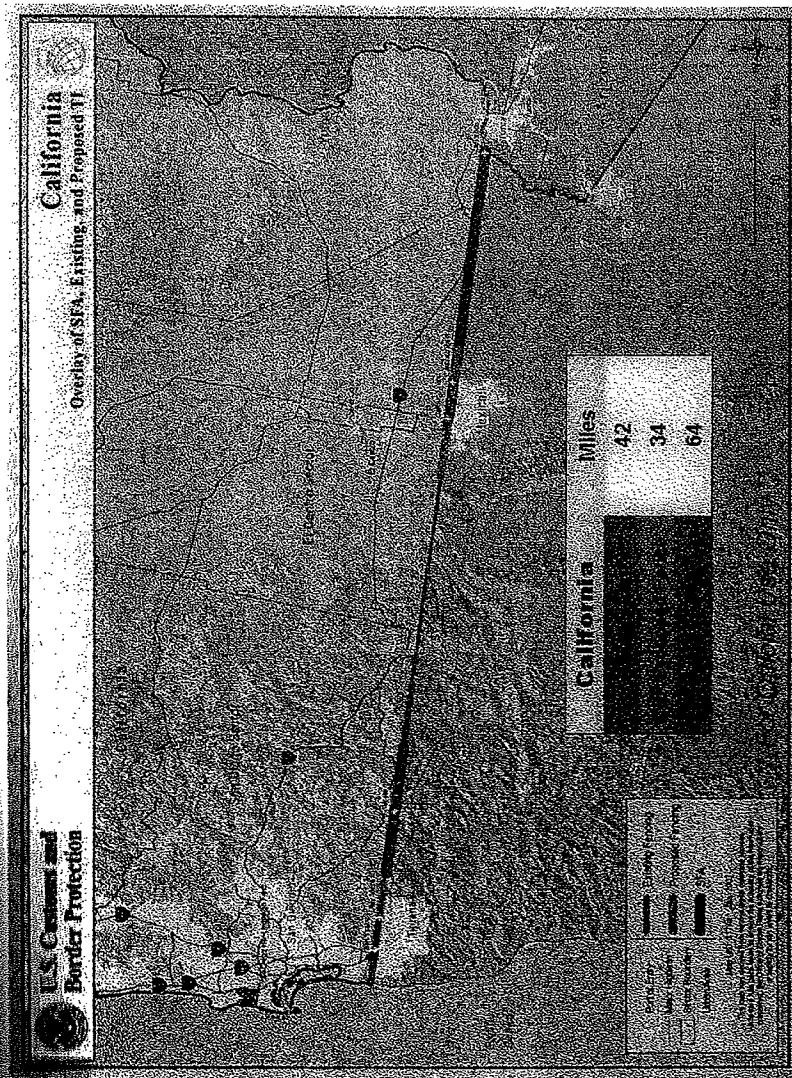
Mr. AGUILAR. I will go as far as to say we will have that control. But how soon we can bring that technology up there, I cannot give you a figure, no, sir.

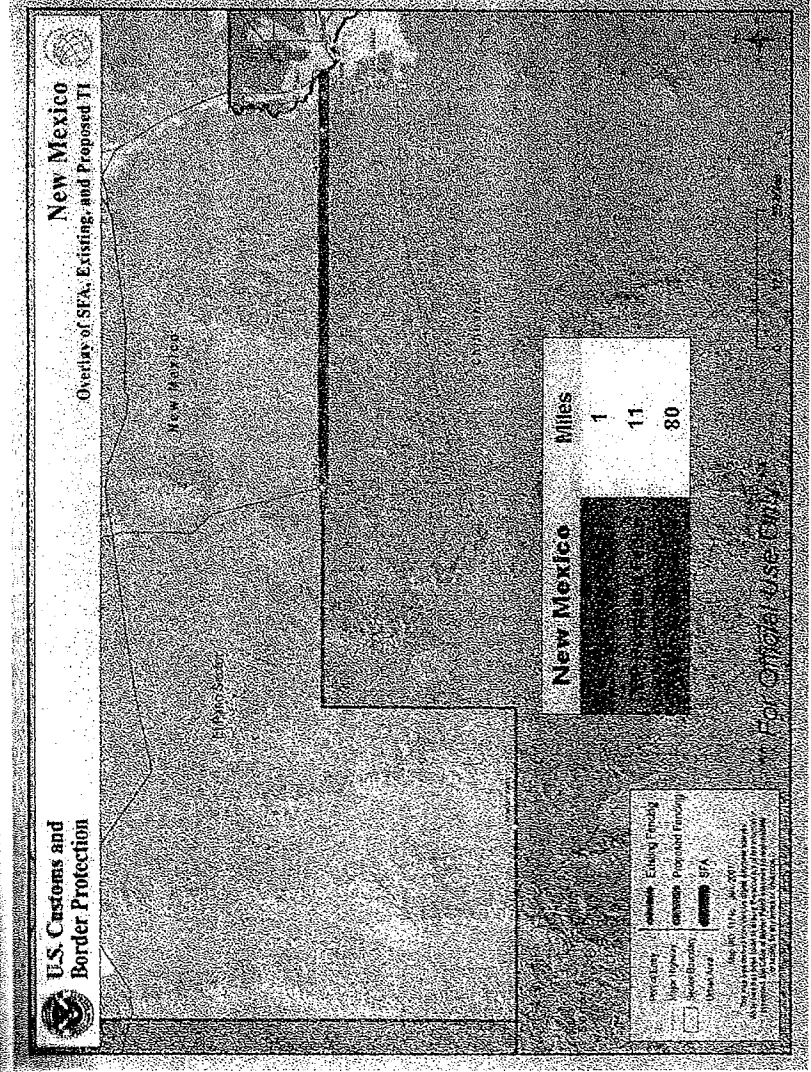
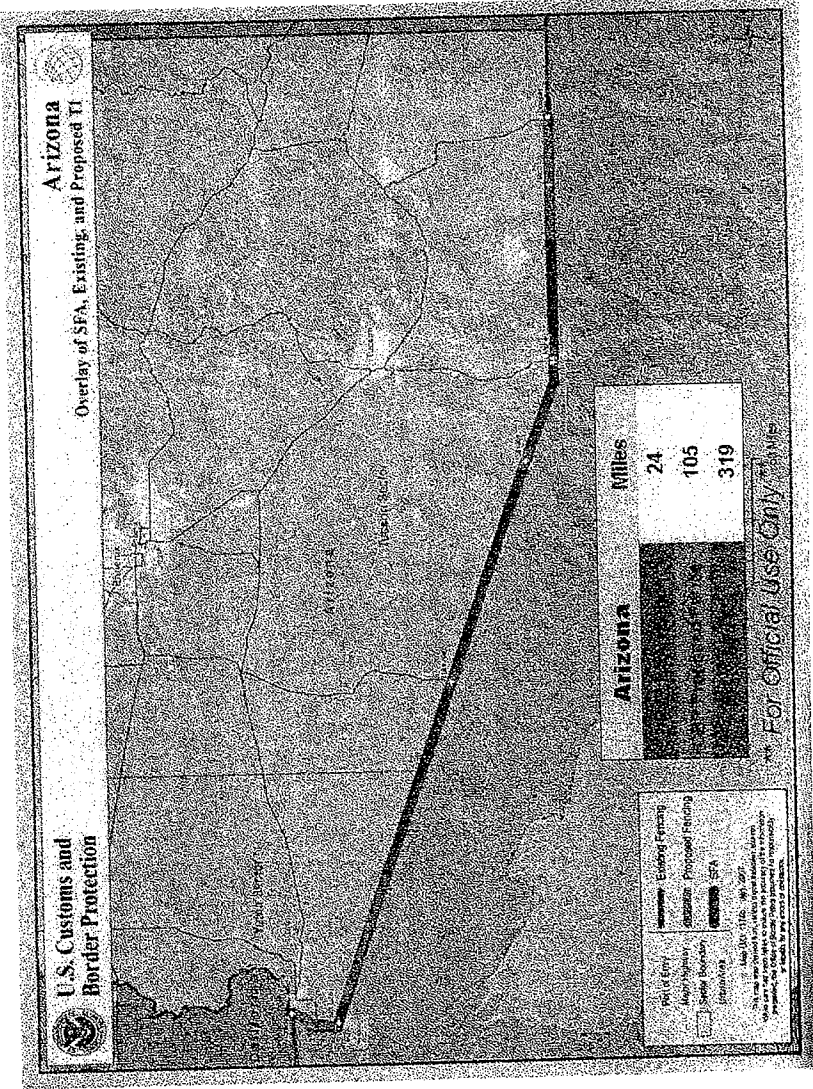
Mr. PRICE. Let us concentrate on the Southwest. We are talking about 970 miles of effective control. Now, that would include presumably a total of 370 miles of pedestrian fence, 75 that exists now plus 295 miles additional. It would include the 200 miles of vehicle fence, and then some 400 miles secured by virtual fence or other

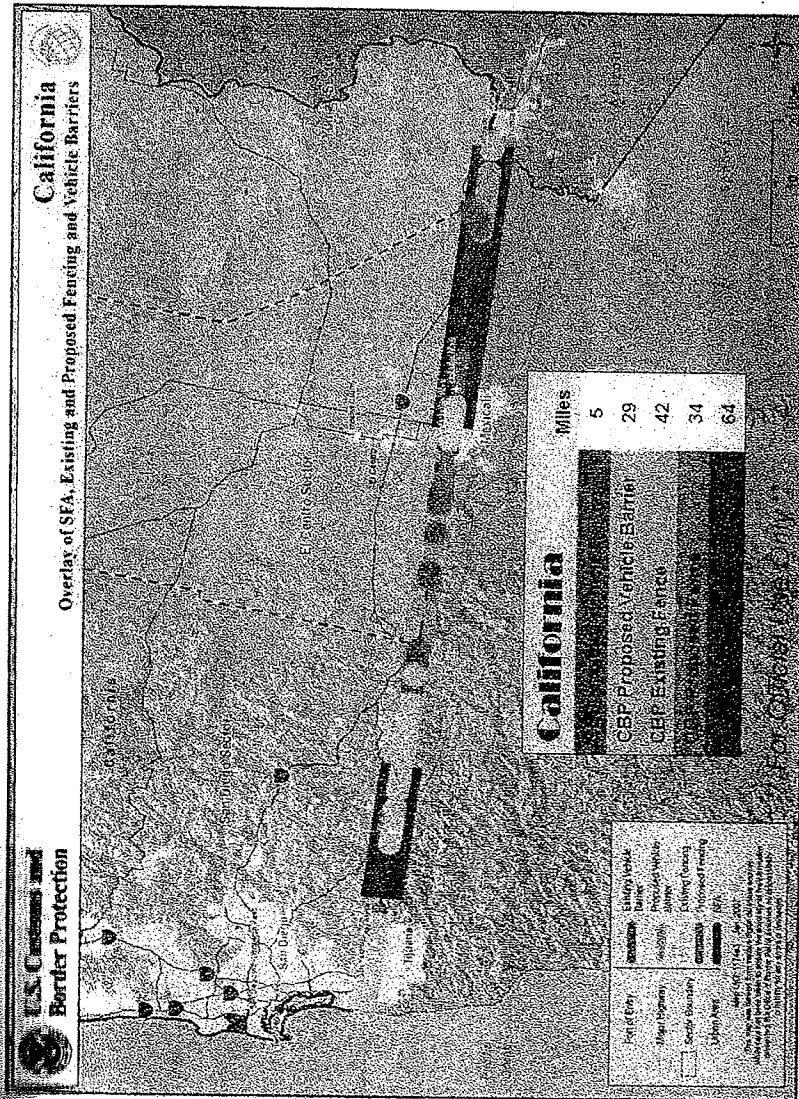
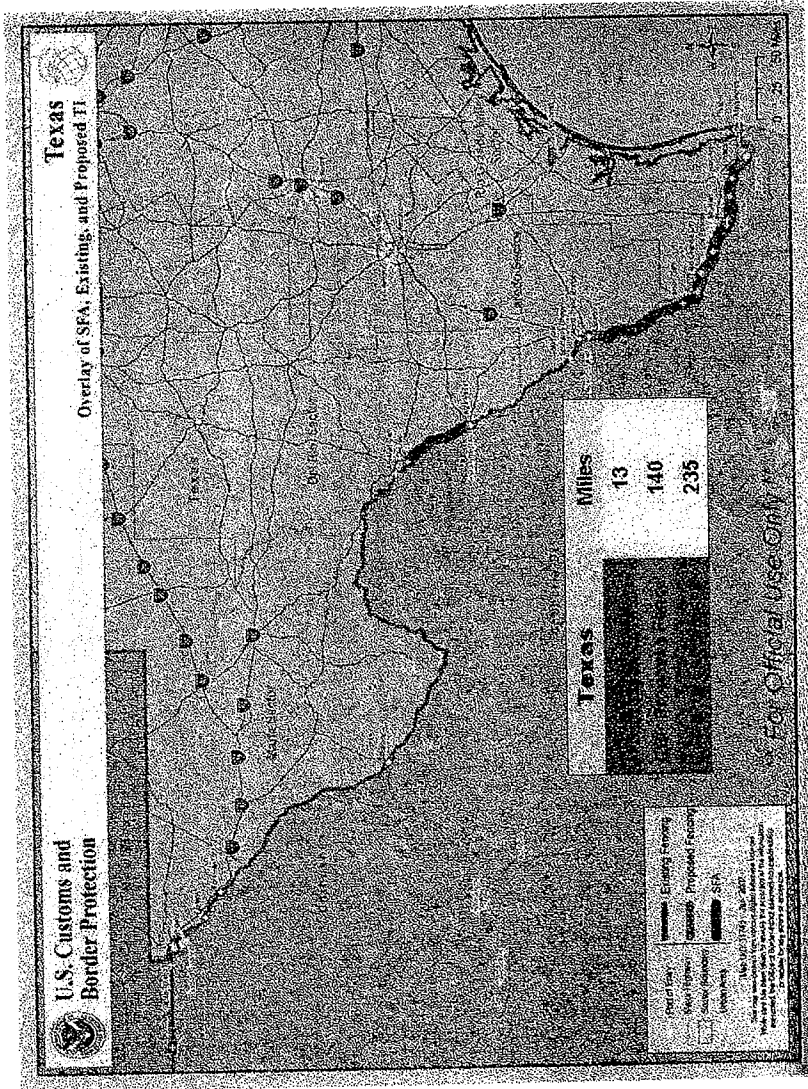
I want to—I want to get you to comment on the degree to which your plans rely on fencing, as opposed to these other ways of surveilling and apprehending, and also the cost of it. And I eventually want to get to Mr. Stana and the question of life-cycle costs.

But I do want to include in the record at this point, if you can furnish it for us, where you anticipate the pedestrian fence will be and the vehicular fence will be at the end of the 2008 cycle.

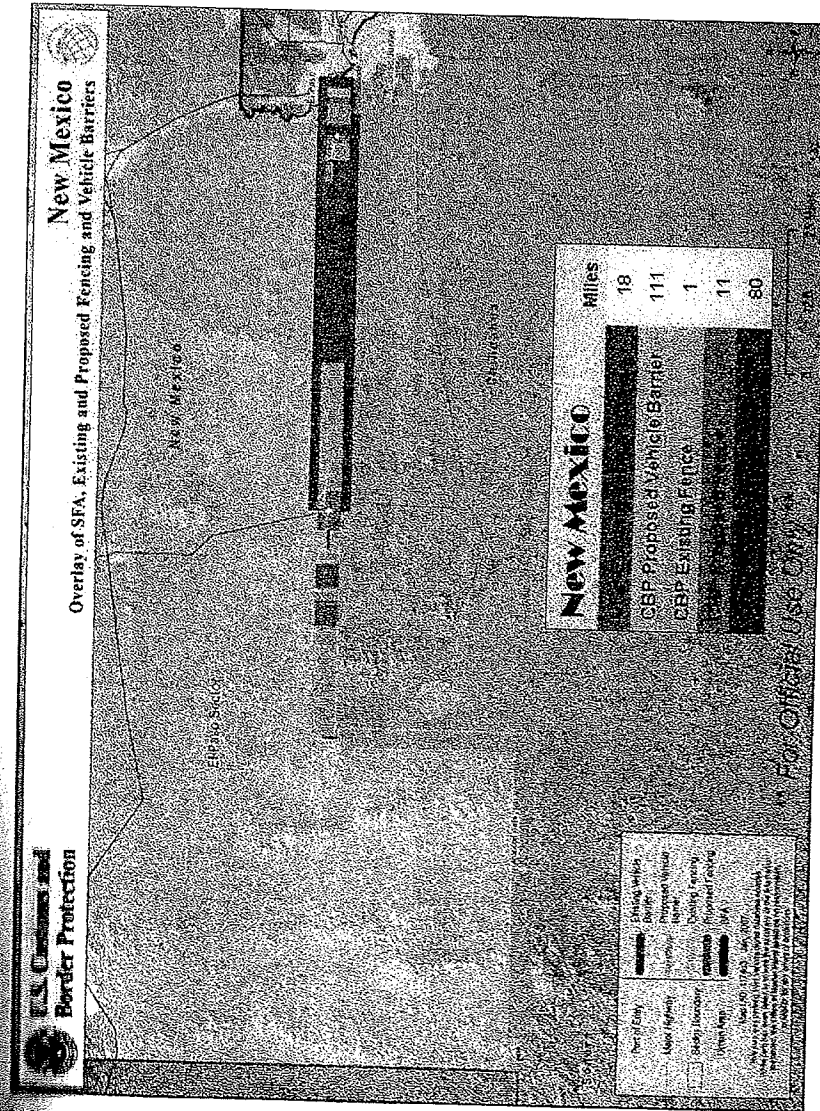
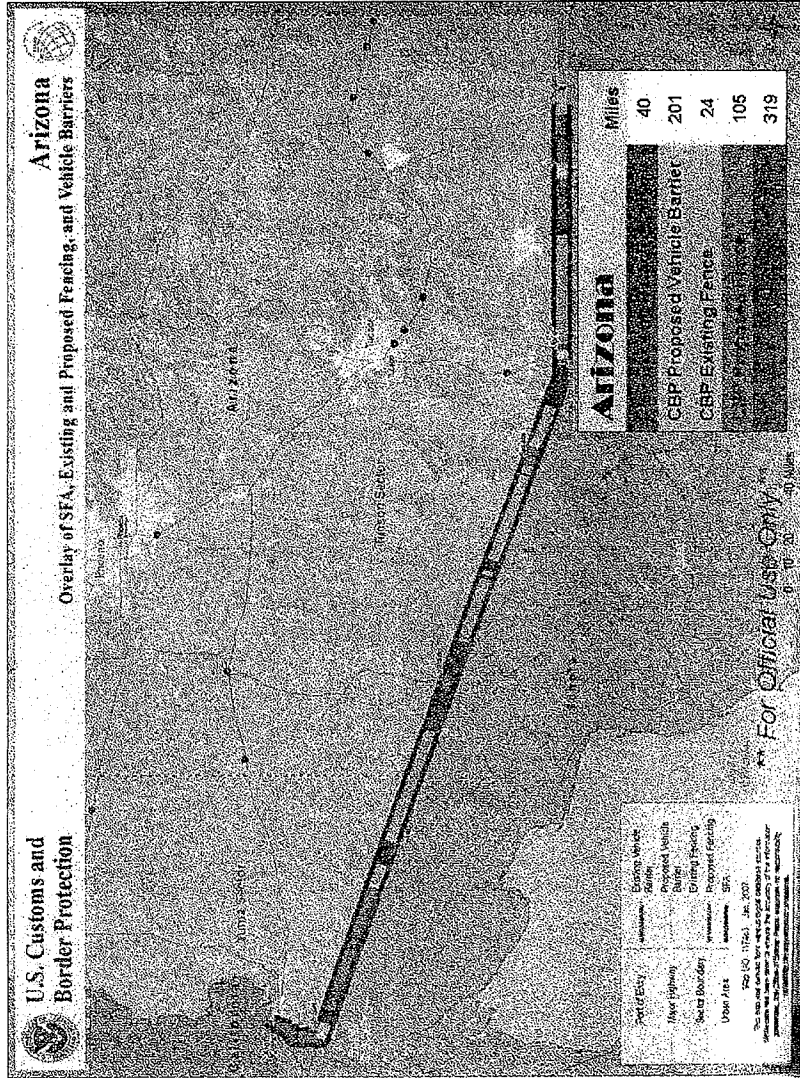
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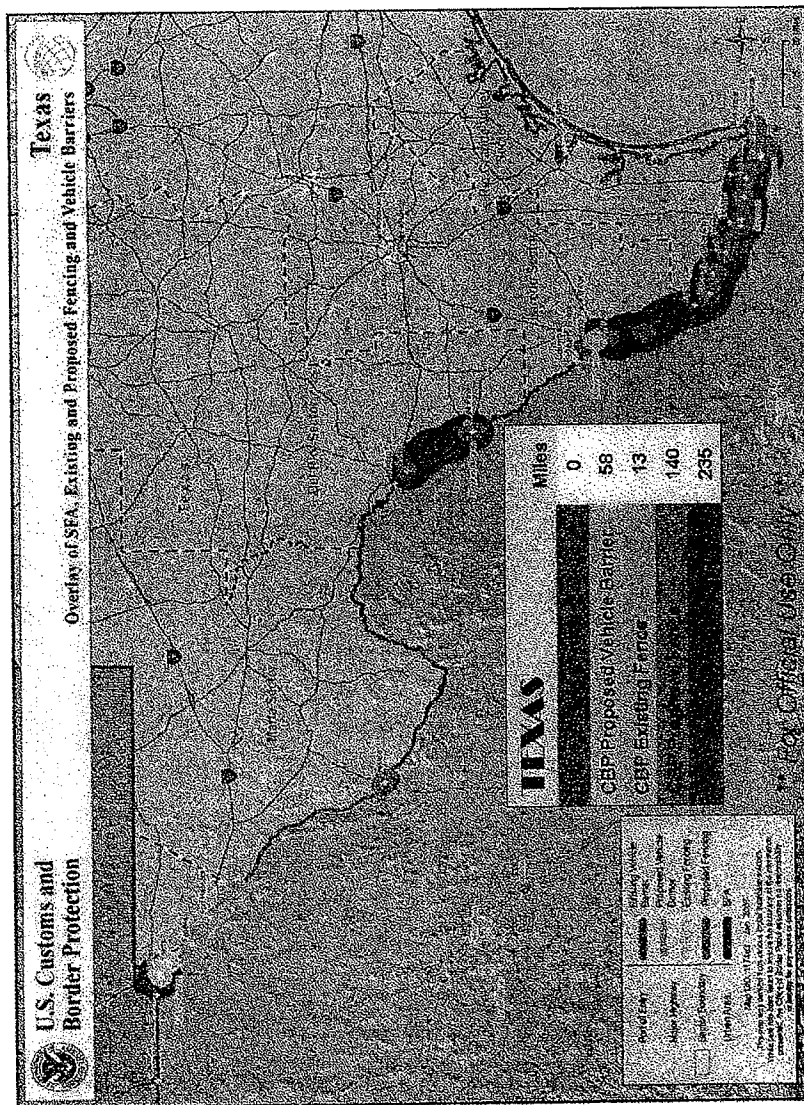












## OPTIMAL USE OF RESOURCES IN FENCING THE BORDER

Mr. PRICE. I would like for you now, if you will, to express, is this the best possible use of these funds—that is the bottom line—compared to other ways we might secure the border even? And you are obviously going way beyond the urban strategy, which we are often told is the place where the fence is. The optimal way of the border, you are going way, way beyond that. Why is that? Why is that?

This 295 miles of pedestrian fence worked out to something like \$3 million a mile, but they vary a whole lot. The cost varies a whole lot depending on location. We saw areas near San Diego, such as this Smugglers Gulch where it is tens of millions, of course.

So what is the rationale, and is that amount of pedestrian fence the best conceivable use of these funds, you know, assuming limited resources and competing priorities?

Mr. AGUILAR. Let me begin with, this year we are going to build 70 miles of fence in addition to what is already on the ground, which was about 72 when we started the year.

[CLERK'S NOTE.—The agency clarified that this number should be 75.]

We are committed to building 225 in the calendar year 2008. That will give us up to 370.

The vast majority of that fence will be built in our urban, or immediate areas to urban, areas of operation. There will be some that will be out, for example, in the Barry M. Goldwater area of operation. The Barry M. Goldwater area of operation is very critical because, as this committee has heard in the past, any entry into that area will actually impact upon the last remaining, as we understand it, active military firing range that our troops have in order to practice before the deployment forum. So it is going to be in critical areas of operation.

Those 370 miles will then be supported by the technology and the virtual technology fence that SBInet will bring to the table as we continue expanding. We will actually have fence on the ground before we get the virtual fence built throughout. So it is an immediate fix for an immediate problem that would then evolve to the virtual fence, for the SBInet, for the remainder of the southwest border.

Mr. PRICE. What are you saying, though? That some portions of this fence are a short time expedient? Certainly sinking a lot of investment into these structures.

Mr. AGUILAR. In some cases yes, sir. It is short-term. It is immediate. It is being built today, as we speak, in areas that will absolutely require that kind of infrastructure to support the agents that are on the ground.

Mr. PRICE. Well, what is the time frame for what you are implying is a more satisfactory long-term solution? After all, you are anticipating that at the end of fiscal year 2008 we will have something like 400 miles of the border under effective control by other means, without fencing.

Mr. AGUILAR. It will be a combination. There will be some fence—I don't want to leave this committee with the idea that SBInet will not include pedestrian fence or vehicle barrier.

Mr. PRICE. We understand that. The question is, how much and how soon. And also what kind of time frame we are looking at for the virtual fence technologies that you are talking about.

Mr. GIDDENS. Sir, if I might, as you indicated, by the end of calendar year 2008 we will have a cumulative total of 370 miles along the fence.

Mr. PRICE. Pedestrian fence.

Mr. GIDDENS. Yes, sir. We will also have 200 miles of vehicle barrier. In addition to that, by the end of calendar year 2006, we will have 642 miles of the technology solution along the southwest border. I am sorry, I mean 2008; by the end of 2008, 642 miles of deployed SBInet technology solutions to accompany the fence and the vehicle barriers in those areas that will give us, along with the Border Patrol, agent staffings with that three-legged approach of staffing technology and tactical infrastructure.

We will have at that time some miles of fence and vehicle barriers that will not yet be covered by the SBInet technology; and we, at this time, aren't ready to declare those miles, we believe under Federal control, because they would only have one or two of the elements that we believe are necessary for Federal effective control. And what we would do is continue throughout the calendar year 2009 to deploy the SBInet technology so we can gain all three of the leverage points in order to gain control of the border.

Mr. PRICE. Well, there has been a lot of political emphasis on the fence, as we are all well aware; and what I am trying to get at is whether there is an optimal solution for the areas that we are talking about. The Chief seems to suggest that it is not in some areas, but yet it is being put down because the technology is some years away. The technology seems to be quite well developed in many instances; it is a matter of delayed deployment.

I still don't understand the number of miles of pedestrian fence we are talking about here when so much of this territory—I have a map here, and as I say, we are going to put this in the record. So much of this territory doesn't seem to fit this specification for where a fence is the optimal solution.

Mr. AGUILAR. Yes, sir. Let me see if I can clarify.

The 370 miles of fence that are going to be built by the end of calendar year 2008 are not linear in the sense that—linear, continuous miles. They are going to be built specific to areas of operation along the entire southwest border. There will be some areas, urban areas, absolute necessity, where we need pedestrian fence. There will be some areas where we will build in the immediate for expediency, for protecting the border because we will have agents on the ground before we have the virtual fence deployed to those areas.

Now, as the virtual fence is applied, the technology is applied, we will then maximize the utility of our officers that are on the ground. Will the fence become obsolete? No. Will it become a part of the SBInet technology solution? Yes, it will be. In some senses, we are building a fence immediately to be worked by Border Patrol agents because SBInet will not get there soon enough.

As an example, Congressman Rodriguez, we have heavy carrizo cane in Texas and Boeing is still looking for a solution to look through that carrizo cane. There are going to be some areas that require us to raise a fence or vehicle barrier in order to protect that

part of the border, yes, that will support agents. What we are looking for Boeing to do is to develop the solution to see through that carrizo cane or get that carrizo cane out of the way if we can do that.

That is the kind of approach we are taking instead of leaving it without a solution in the immediate.

Mr. BASHAM. I would like to follow up, Mr. Chairman.

The fence is not the single strategy. It is going to be a layered strategy. Even if we build the fence, it will be backed up by the infrastructure, the roads. It will be backed up by agents and other types of technology.

The committee, when you provided us with the funding, the 1.4 billion gave us flexibility in where we apply the virtual fence versus the—obviously, the physical structure of a fence. But where we are putting in fence does not mean that we are going to plant the flag in the ground and say, we built the fence and now we have the solution for gaining effective control of that particular area. So I am not under the impression that we are putting fence anywhere just for the sole purpose of having the fence there without having anything to back that up, either from technology or from the resource—human resource piece of it.

Mr. PRICE. All right. We need to turn to other members, but I would appreciate your furnishing for the record a more—not only a map, but a more detailed accounting of the choices you have made in terms of the pedestrian fence over these next—through fiscal year 2008, a justification of why these areas and why this technology and not others.

But the main thing I am looking for is, why these 295 additional miles in these locations? And I will leave for the record if—I think I will leave for the record the question about life-cycle costs. But I would also appreciate your estimates of the life-cycle costs of the fencing that you are proposing for 2007 and 2008.

And, Mr. Stana, if you could, for the record, elaborate the kind of life-cycle cost methodology you expect to see CBP using to make such an analysis.

[The information follows:]

*Question by Mr. Price:* "And, Mr. Stana, if you could, for the record, elaborate on the kind of life-cycle cost methodology you expect to see CBP using to make such an analysis."

*Response:* Though we are not in a position to recommend any particular life-cycle cost methodology, we have studied the use of life-cycle costing, also known as total ownership costs, at the Department of Defense (DOD) and at leading commercial companies. In a report we issued in 2003, we compared the approach used by DOD with the best practices in life-cycle costing used by companies that also develop and deploy complex systems. We identified a number of key best practices used by those companies. Our report, which is summarized below, is *BEST PRACTICES: Setting Requirements Differently Could Reduce Weapon Systems' Total Ownership Costs*, OAO-03-57, Feb. 2003.

In summary, we found that in contrast to the practices used by DOD, commercial companies consider reasonable operating and support costs and the readiness or availability of their equipment as requirements equal in importance to other performance characteristics, thereby ensuring that the developer places proper emphasis on achieving reliability and operating and support cost goals during product development. Commercial companies have a collaborative process for setting requirements, developing the product, and collecting and sharing data on maintaining and supporting the product once it is delivered. Both the customer and the developer have a voice in the process. During product development, especially during the design process, the maintainer has an active voice and is armed with information

about operating and support cost drivers in the previous product. Commercial product developers maintain high standards for reliability, using proven technologies to achieve critical performance requirements. They find an evolutionary development process is critical to reducing operating and support costs and achieving high readiness. Emphasis is placed on reducing the number of parts in a design so there is less to maintain, using standardized parts that are readily available in the industrial base and using open systems to maintain competition. Once the product is delivered to the customer, maintainers keep detailed records on its reliability and the cost of its maintenance and support. Importantly, information on the products' performance is communicated back to the developer to be used to improve the product.

Mr. PRICE. Mr. Rogers.

Mr. ROGERS. Well, Mr. Chairman, the expenditure plan that has been submitted, I don't know whether it has been made a part of the record or not. Maybe it should be. In fact, I would move that we incorporate it.

Mr. PRICE. Without objection, we will.

[The information follows:]

| WBS    | Name                                       | Effort | DEC 4th<br>EXP PLAN<br>TOTALS | FEB 4th<br>EXP PLAN<br>TOTALS | PY 2008<br>Budget<br>Request |
|--------|--|--------|-------------------------------|-------------------------------|------------------------------|
| 1      | Mission Engineering                        |        | \$ 77,866                     | \$ 77,400                     | \$ 46,000                    |
|        | Management Task Order                      |        | \$ 49,866                     | \$ 60,000                     | \$ 30,000                    |
|        | Mission Engineering                        |        |                               | \$ 1,400                      | \$ 2,000                     |
| 1.2    | Advanced Technology Development            |        | \$ 10,000                     | \$ 10,000                     | \$ 10,000                    |
|        | Advanced Technology                        |        | \$ 5,000                      | \$ 5,000                      | \$ 10,000                    |
|        | FenceLab                                   |        | \$ 5,000                      | \$ 5,000                      |                              |
| 1.3    | Systems Engineering                        |        | \$ 12,000                     | \$ 8,000                      | \$ 4,000                     |
|        | Systems Engineering Support                |        | \$ 12,000                     | \$ 6,000                      | \$ 4,000                     |
| 2      | Prime Mission Product - Technology         |        | \$ 354,000                    | \$ 304,800                    | \$ 564,100                   |
|        | TUCSON                                     |        | \$ 150,000                    | \$ 110,000                    | \$ 45,000                    |
|        | Project 28                                 |        | \$ 20,000                     | \$ 20,000                     |                              |
|        | YUMA                                       |        | \$ 64,000                     | \$ 45,000                     | \$ 25,000                    |
|        | EL PASO                                    |        | \$ -                          | \$ 20,000                     | \$ 210,000                   |
|        | RIO GRANDE VALLEY                          |        | \$ -                          | \$ 20,000                     | \$ 132,000                   |
|        | FOLLOW-ON SECTOR DESIGNS                   |        | \$ -                          | \$ -                          | \$ 41,900                    |
|        | TEXAS Mobile System                        |        | \$ 20,000                     | \$ 20,000                     |                              |
|        | Common Operating Picture Phase 1 (Design)  |        | \$ 12,000                     | \$ 12,000                     |                              |
|        | Common Operating Picture Spiral 1          |        | \$ 88,000                     | \$ 57,800                     | \$ 30,200                    |
|        | Communication Upgrades/Interfaces          |        | \$ -                          | \$ -                          | \$ 70,000                    |
| 3      | Infrastructure and Facilities              |        | \$ 947,767                    | \$ 897,223                    | \$ 204,400                   |
| 3.1    | Tactical Infrastructure                    |        | \$ 947,767                    | \$ 997,223                    | \$ 204,400                   |
|        | TUCSON                                     |        | \$ 639,359                    | \$ -                          |                              |
|        | YUMA                                       |        | \$ 195,684                    | \$ -                          |                              |
|        | TUCSON & YUMA TI                           |        | \$ 24,391                     | \$ -                          |                              |
|        | Tactical Infrastructure - Fence            |        | \$ -                          | \$ 662,900                    | \$ 166,400                   |
|        | Tactical Infrastructure - Vehicle Barriers |        | \$ -                          | \$ 246,000                    | \$ 8,000                     |
|        | TIWAZ                                      |        | \$ 57,823                     | \$ 57,823                     |                              |
|        | San Diego                                  |        | \$ 30,500                     | \$ 30,500                     |                              |
| 3.2    | Facilities                                 |        | \$ 30,500                     | \$ 30,500                     |                              |
| 4      | Test and Evaluation                        |        | \$ 10,000                     | \$ 10,000                     | \$ 10,000                    |
|        | Independent OT&E                           |        | \$ 10,000                     | \$ 10,000                     | \$ 10,000                    |
| 5      | Integrated Logistics Support               |        | \$ 31,742                     | \$ 31,742                     | \$ 62,500                    |
|        | CBP ILS Support                            |        | \$ 29,542                     | \$ 29,542                     | \$ 60,000                    |
| 5.1    | Training                                   |        | \$ 2,200                      | \$ 2,200                      | \$ 2,500                     |
|        | CBP Training Implementation                |        | \$ 2,200                      | \$ 2,200                      | \$ 2,500                     |
| 6      | Deployment and Installation                |        | \$ 18,000                     | \$ 12,200                     | \$ 9,000                     |
|        | Installation & Check-out Support           |        | \$ 18,000                     | \$ 8,200                      | \$ 5,000                     |
|        | IV&V Contract                              |        | \$ -                          | \$ 4,000                      | \$ 4,000                     |
| 7      | Program Management                         |        | \$ 116,000                    | \$ 116,000                    | \$ 114,000                   |
|        | PMO Operations and Support                 |        | \$ 55,000                     | \$ 55,000                     | \$ 64,000                    |
| 8.6    | Regulatory & Environmental Requirements    |        | \$ 81,000                     | \$ 81,000                     | \$ 50,000                    |
| TOTALS |  |        | \$ 1,649,365                  | \$ 1,649,365                  | \$ 1,000,000                 |