

**STATEMENT OF**

**GREGORY GIDDENS  
EXECUTIVE DIRECTOR  
SECURE BORDER INITIATIVE  
U.S. CUSTOMS AND BORDER PROTECTION  
DEPARTMENT OF HOMELAND SECURITY**

**BEFORE THE**

**HOUSE COMMITTEE ON HOMELAND SECURITY  
SUBCOMMITTEE ON BORDER, MARITIME AND GLOBAL COUNTERTERRORISM  
SUBCOMMITTEE ON MANAGEMENT, INVESTIGATIONS, AND OVERSIGHT**

**REGARDING**

**THE FUTURE OF BORDER SECURITY: CAN SBINET SUCCEED?  
WEDNESDAY, OCTOBER 24, 2007**

**ROOM 311, CANNON HOUSE OFFICE BUILDING**

**CHAIRWOMAN SANCHEZ, CHAIRMAN CARNEY, RANKING MEMBERS SOUDER AND ROGERS, AND DISTINGUISHED SUBCOMMITTEE MEMBERS,** it is my honor to have the opportunity to appear before you today to discuss updates on *SBI<sub>net</sub>*, which is a key component of the Department of Homeland Security's (DHS) Secure Border Initiative (SBI) that will provide U.S. Customs and Border Protection (CBP) with the tools necessary to gain effective control of the borders. My name is Greg Giddens. I am a 27-year civil servant and I am the Executive Director of SBI. I would like to begin by giving you a brief overview of our agency and our mission.

CBP acts as the guardian of our Nation's borders, safeguarding the homeland against the entry of terrorists and the instruments of terrorism and enforcing the laws of the United States while fostering the Nation's economic security through lawful travel and trade. Our Border Patrol Agents perform traditional and vitally important duties of detecting, apprehending, and deterring illegal aliens, smugglers, drugs, and other contraband between the ports of entry; and CBP officers carry out these interdiction and deterrence missions at our Nation's ports of entry while facilitating legitimate trade and legal immigration. This is done simultaneously and in conjunction with CBP Air and Marine interdiction agents, who protect and control our coastal borders and the air space above our borders and support the CBP mission on the ground.

SBI is the comprehensive multi-year plan established by DHS to secure America's borders and reduce illegal immigration. Within this effort, CBP is the executive agent for *SBI<sub>net</sub>*, the component charged with designing, developing and implementing a solution that incorporates technology and tactical infrastructure to support Border Patrol agents between the ports of entry and CBP officers at the ports of entry to gain effective control of our Nation's borders. Through *SBI<sub>net</sub>*, CBP will field an effective mix of proven technology (radars,

communication devices, cameras, sensors, and other equipment), infrastructure (vehicle and pedestrian fence, lighting, and all-weather roads), staffing, and response platforms, and will integrate existing resources into a single comprehensive and integrated border security solution. This *SBI*net solution will help Border Patrol agents, CBP officers, and Air and Marine interdiction agents more efficiently deter, detect and apprehend illegal entries into the United States.

The initial prototype of the *SBI*net technology solution is taking place along a 28-mile stretch of the border in Sasabe, Arizona, in an effort known as Project 28. Project 28 is the first segment of an integrated system that will supply CBP agents and officers with the ability to detect illegal entries when they occur. The primary components of Project 28 are nine re-deployable mobile integrated sensor towers and cameras, enhanced communications, upgraded patrol vehicles, and Rapid Response Transport vehicles. Project 28 will provide Border Patrol agents with real-time information of both CBP assets and intruder locations.

In September 2006, the Boeing Company was selected by CBP to be the *SBI*net prime contractor. The *SBI*net contract allows CBP to implement the program through task orders, and CBP awarded the Boeing Company the first task order for Project 28 in October 2006. Project 28 is designed to demonstrate the effectiveness of the larger *SBI*net system. Lessons learned from Project 28 will be incorporated into the *SBI*net integrated system, which will provide Border Patrol agents with tools to better assist them in detection of illegal entries, effective and efficient response to such entries, and appropriate law enforcement resolution of those situations.

CBP has made significant progress in implementing Project 28. Boeing has deployed on schedule all 9 re-locatable camera and radar towers in the Project 28 area of operations in Sasabe. Also, all 50 of the Project 28 agent vehicles have been fitted with the Common

Operating Picture (COP) hardware and 24 out of the 50 vehicles have the entire COP system to include computers, modems, and satellite phone connections. Border Patrol agents are receiving familiarization training on the Project 28 system every evening with a live system operating in a limited capacity. On several occasions, illegal alien groups have been detected, identified, and tracked using the Project 28 system.

However, integrating complex, off-the-shelf technology that has never before been integrated has proven to be a challenge and has resulted in technological difficulties which have delayed CBP's acceptance of the system. As of this date, Project 28 has not been accepted by the government, and will not be accepted until Boeing resolves a number of integration and software issues.

Boeing conducted system acceptance testing the week of July 30, 2007, at which time the system did not fulfill the performance work statement requirements. On August 3, 2007, CBP notified Boeing that it would not accept the system. CBP has provided Boeing with a list of deficiencies and direction on the path forward, and Boeing has expressed its commitment to fixing the system and delivering an operational capability to CBP. Integration and testing of the system is ongoing, and CBP is working with Boeing to resolve technical challenges. CBP is also working closely with Boeing to ensure DHS issues and concerns are expeditiously addressed and resolved in a collaborative, consistent manner. Project 28 has been baselined and a Change Control Board (CCB) has been established consistent with Boeing's Corrective Action Plan (CAP) to prevent further schedule slippages.

CBP is committed to fully testing the Project 28 system to ensure the technology works, identifying any problems, and ensuring that deficiencies are corrected before accepting the system. Additionally, once CBP accepts the system, we will further evaluate the system's

operational performance through field testing. CBP will use this information to develop and refine operations concepts and doctrine and inform future technology applications.

At this time, the vast majority of the technical issues with Project 28 have been resolved, with only two major issues open. CBP has begun certification and accreditation testing and anticipates starting the System Verification Test in late October and completing testing in November.

Because of the *SBI*net program plans and contracting structure, this delay will not have a contractual cost impact on CBP. This situation illustrates the utility and value of the Indefinite-Delivery-Indefinite-Quantity contracting approach of *SBI*net; by issuing individual task orders for specific sections of the border, CBP can assess contractor performance at each step without committing future funding. Near-term *SBI*net projects beyond Project 28 – such as Tucson, Yuma and others – are focused on design work so that later technology production and deployment to specific sections of the border can incorporate any lessons learned from the current project. Already, the government and Boeing have learned significant lessons from Project 28 that have been incorporated into the follow-on Tucson and Yuma designs and the follow-on Common Operating Picture software designs.

While technology remains a critical element of our strategy, it is not the only element of our layered defense plan. Securing our Nation's diverse border terrain is an important and complex task that cannot be resolved by a single solution alone. To secure each unique mile of the border requires a balance of technology, tactical infrastructure, and personnel that is tailored to each specific environment. Tactical infrastructure consists of roads (patrol, drag and access), fence (primary, secondary, and tertiary), vehicle fences, and lights. The installation of fencing has proven to be an effective tool to slow, redirect, and deter illegal entries, especially in certain

areas where personnel and technology alone cannot sufficiently secure the border. For example, in an urban environment, an illegal entrant can be across the border and into the community in a matter of minutes, sometimes seconds. In this environment, fencing provides a critical barrier.

CBP recently exceeded our commitment to construct 70 miles of new fence by the end of fiscal year 2007 by constructing 76.27 miles of new fence. This effort was comprised of 13 separate legacy and new projects, brought together under SBI. The majority of construction was completed in Arizona, with the remaining mileage in California and New Mexico, covering the San Diego, El Centro, Yuma, Tucson, and El Paso Border Patrol Sectors. The construction was carried out through multiple projects by the U.S. National Guard (Operation Jump Start), Joint Task Force North, private contractors through the U.S. Army Corps of Engineers, and the Boeing Company. The type of infrastructure used varied by location depending on operational requirements, the type of environment (urban, rural, remote) and its geographic and climatic characteristics (hills, rivers, mountains, forest, desert, etc.). As of 16 October, we now have a total of 157.28 miles of fence on the southwest border.

In a little over a year since the *SBI*net program began, CBP has made great strides toward securing our nation's borders, but we also recognize the challenges that lie ahead. By utilizing the latest technology and infrastructure, as part of a comprehensive solution that also includes additional well-trained personnel, and by maintaining a vigilant interior enforcement of our nation's immigration laws, we will continue to help DHS fulfill its mission of protecting our country and its citizens. I would like to thank Chairwoman Sanchez, Chairman Carney, Ranking Member Souder, and Ranking Member Rogers, and the members of the Committee, for the opportunity to present this testimony today, and for your continued support of DHS, CBP, and SBI. I would be pleased to respond to any questions that you may have at this time.