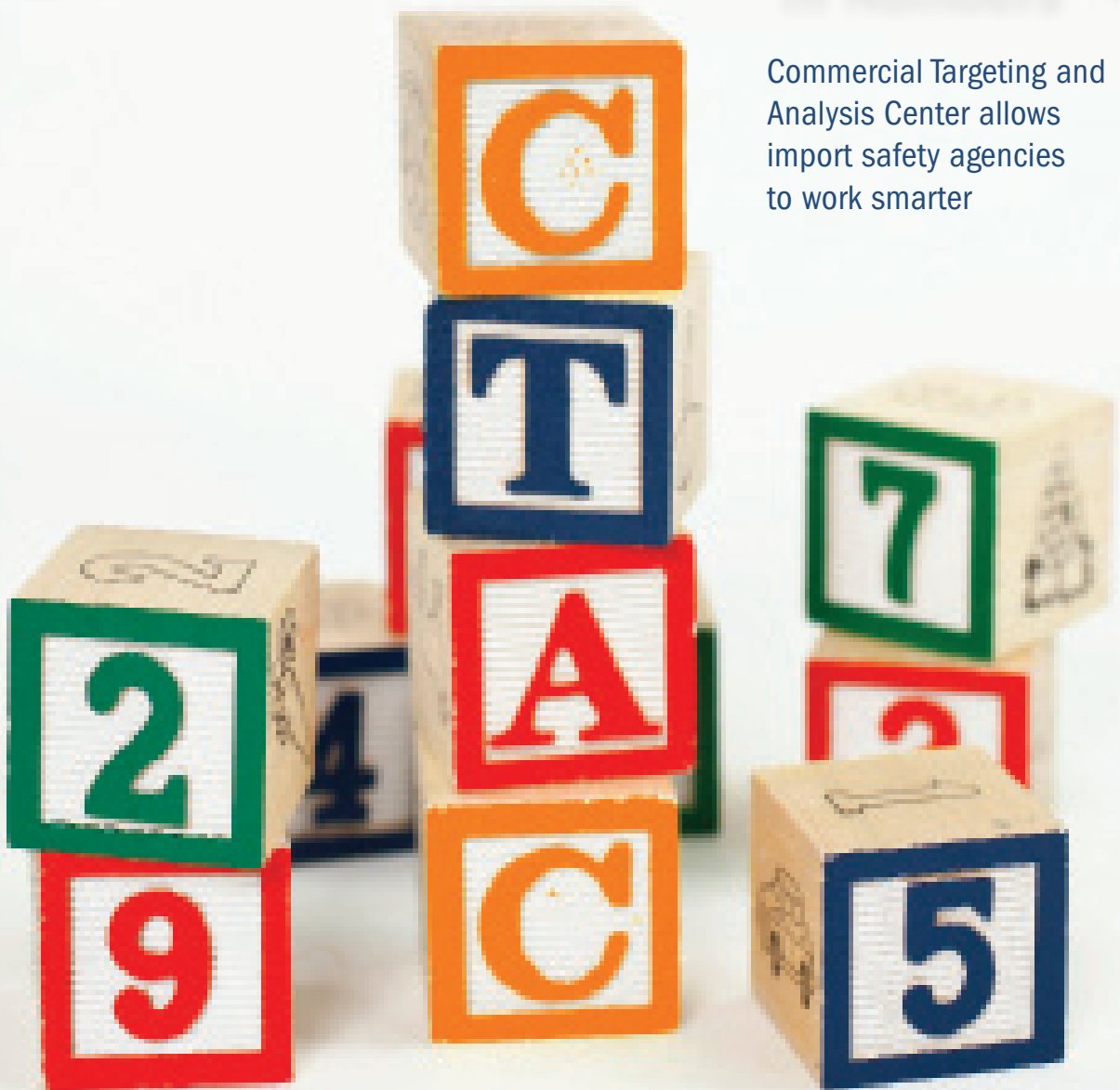


# Frontline

U.S. Customs and Border Protection ★ Vol 4, Issue 4

## Safety in Numbers

Commercial Targeting and  
Analysis Center allows  
import safety agencies  
to work smarter





**NTAS: National Terrorism Advisory System**  
[www.DHS.gov/alerts](http://www.DHS.gov/alerts)

**Report suspicious activity**  
to airport authorities  
or call 9-1-1 in case  
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if you  
**SEE**  
something  
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**NTAS**  
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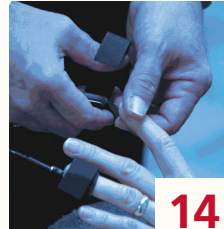
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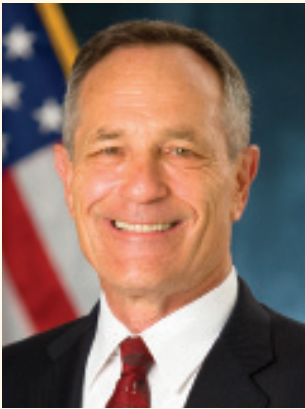
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## ★ ON THE COVER

The Commercial Targeting and Analysis Center, better known as CTAC, is a multi-agency center that focuses on import safety targeting.



# MODERNIZING U.S. TRADE MANAGEMENT:



2011 will prove to have been a critical year in stretching CBP's capacity to secure and facilitate international trade. And I believe 2012 will see trade modernization and partnership efforts advance and add measurable benefits to the U.S. economy and job growth.

CBP has administered international trade at U.S. ports since the days of President George Washington. But today's world is more interconnected—through both commerce and security needs—than ever. Our challenge is to streamline the complex set of trade processes that have grown since Washington's time, while continuing to build our security capability.

Today we are pursuing opportunities to reinvigorate our economy, and it is imperative that CBP explore ways to make America more economically vibrant and competitive in its cross-border transactions. This requires new ways of thinking and collaborating with the global trade industry, so much of 2011 was dedicated to listening, learning and creating processes and programs to build a better border for the 21st century.

Our team has undertaken a determined effort to co-create CBP's new trade processes with members of the trade community. I have held regular "trade days" at CBP headquarters, traveled throughout the nation to meet with trade leaders and advisors, and spoken to chambers of commerce and other organizations about our shared goals and ideas. I have challenged our staff to embrace new ways of thinking.

Perhaps most importantly, I have found the members of the trade community to be eager to work with us, to share ideas, try new concepts and test new processes.

We also are working much more closely with our partners in Mexico and Canada to fine tune our land border relationships to expedite the flow of lawful trade and travel, key economic engines for the U.S. CBP is committed to effective implementation of both President Obama's **21st Century Border Declaration** with President Calderon and his **Beyond the Border: A Shared Vision of Perimeter Security and Economic Competitiveness** with Prime Minister Harper.

This level of focus and collaboration has yielded a number of promising innovations during the last year:

- **The Border Interagency Executive Council** coordinates among the 10 primary governmental agencies responsible for the processing and safety of commercial imports and exports. We heard from the trade community that our level of communication and coordination must improve. We increased data sharing, reduced duplicative data filing, reduced regulatory barriers to efficient cargo release and provided a mechanism to efficiently resolve disputes between member agencies.
- **Increased Trusted Shipper partnerships** by exploring options for a government-wide approach to such programs, analyzing best practices and overcoming obstacles to ensure an effective, consistent government approach to partnerships.
- **Centers of Excellence and Expertise** and **Account Executive** concepts launched as pilots for pharmaceuticals in New York and for electronics in Los Angeles. Each center will incorporate the account executive concept to better implement risk-segmentation strategies and deliver transparency and uniformity of action. Thus far during the pilots, we found that the trade community is willing to share its extensive industry-based knowledge to further enforcement and uniformity. We also learned that multi-disciplinary teams are critical to analyzing information and driving opportunities for increased facilitation and

# Strengthening Our Economic and National Security

enforcement. I expect both these pilots to prove successful and to expand them across all major industry segments as a standard way of doing business with the private sector and our partner government agencies.

- **Simplification and shortening of entry process**, a pilot designed to decrease transaction costs and increase predictability and efficiency by streamlining the way CBP collects data. Over the last four months, CBP has engaged a private-sector working group made up of importers and brokers to co-create a simplified process in the air environment. We shall continue in 2012 to link closely these modernization efforts with our entirely renovated approach to the Automated Commercial Environment, or ACE, project.
- **Commercial Targeting and Analysis Center** to better assess import product safety is fully explored on our story on page 6, *Safety in Numbers: Joint center allows import safety community to work smarter.*

These initiatives stem from a new level of collaboration and urgency, and from a crucial institutional and strategic insight: Security and facilitation do not compete with each other but rather embody fully complementary missions.

During the past decade, largely in response to 9/11, CBP established a new way of securing U.S. interests related to international travel and trade. Our strategy now is to begin the security process at the earliest possible moment, such as when the airline ticket is purchased or products destined for the U.S. leave the factory abroad.

CBP's reach is more extensive than ever, with uniformed personnel positioned around the world, with technology and analysis that allow us to "see" into high-risk containers before they set sail and to precheck passengers before they depart. We have established partnerships and information exchange capacity far beyond what many thought possible. By analyzing incoming (and, increasingly, outbound) flows, we have inserted greater time and space for risk assessment, and international travel and the global supply chains are much safer at the same time that lawful trade and travel is expedited.

It is this process of risk assessment and traffic segmentation that makes the dual mission of border security/facilitation complementary. In fact, it makes them a unitary process that maximizes resources and investment. These intense reinvention efforts to modernize trade management processes are driven by the imperative to strengthen our national and economic security. I have little doubt these efforts will soon yield significant dividends for U.S. businesses and families and believe they will have lasting positive impact for generations to come.

—Alan D. Bersin  
Commissioner  
U.S. Customs and Border Protection

## Frontline

### VOL 4, ISSUE 4

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For more information you may also visit the APHIS Plant Protection and Quarantine website at [www.aphis.usda.gov/ppq](http://www.aphis.usda.gov/ppq).

WE UNDERSTAND WHY YOU MAY WANT TO BRING A BIT OF BEAUTIFUL MEXICO TO THE UNITED STATES, BUT BE AWARE THAT THERE ARE CERTAIN ITEMS YOU CANNOT BRING ACROSS THE BORDER. SO BEFORE YOU TRAVEL, VISIT U.S. CUSTOMS AND BORDER PROTECTION'S WEBSITE FOR MORE INFORMATION ABOUT AGRICULTURAL REQUIREMENTS.

**CAUTION:**

**YOU MUST DECLARE  
ALL MEATS, FRUITS,  
VEGETABLES, PLANTS,  
SOIL OR ANIMAL OR  
PLANT MATERIAL  
PRODUCTS.**



**CBP**

# Microwaves Connect Remote CBP Locations to Data Network

A new technological upgrade at two remote ports of entry outside Houston is allowing them to have a direct link to a critical information system designed to keep harmful radiation out of the country.

The upgrade is a wireless communication system that relies on microwaves – the same ones that cook food in millions of homes and restaurants – to provide a direct connection to U.S. Customs and Border Protection's PRIDE network, a shorter name for CBP's port radiation, inspection, detection and evaluation system. PRIDE links radiation detectors found at ports of entry nationwide with a central computer system.

Located at the Galveston and Jacintoport cargo terminals, the new towers, installed by CBP's Office of Information and Technology, use microwave technology to establish a communication link between the facilities' remote unmanned exit gates and CBP officers working at the main gates. This new link, which provided the most cost-effective and technically viable method of connection in the remote area, allows officers to operate the gates while also managing the radiation detection and decision process.

This remote process is integral to CBP's strategy of using non-intrusive inspection to scan and screen deliveries without having to physically open and inspect each container in search of possible radiological material.

CBP's new microwave system links these remote gates to more than just the officers working in a different section of the terminal, though. By creating a reliable connection that previously would not have been possible, the detectors are now able to link into PRIDE.



photo by Steve Yoon

★ Microwave tower next to the CBP radiation portal monitor booth located at Texas terminal in Houston.

The microwave link allows for the transmission of data from the scanners at these remote exits to CBP's National Data Center, where the information is retrieved and analyzed by CBP scientists and other personnel to immediately respond to radiological threats. With the new communication system, notification and alert data is transmitted through PRIDE in seconds, leading to faster analysis of and response to any alerts.

In the long term, the system is expected to be deployed at other CBP locations with similar communication needs. By contributing to better local and national connectivity to support CBP's missions to protect the country and facilitate legitimate trade, the microwave communication system has proven to be a success. ■

# SAFETY

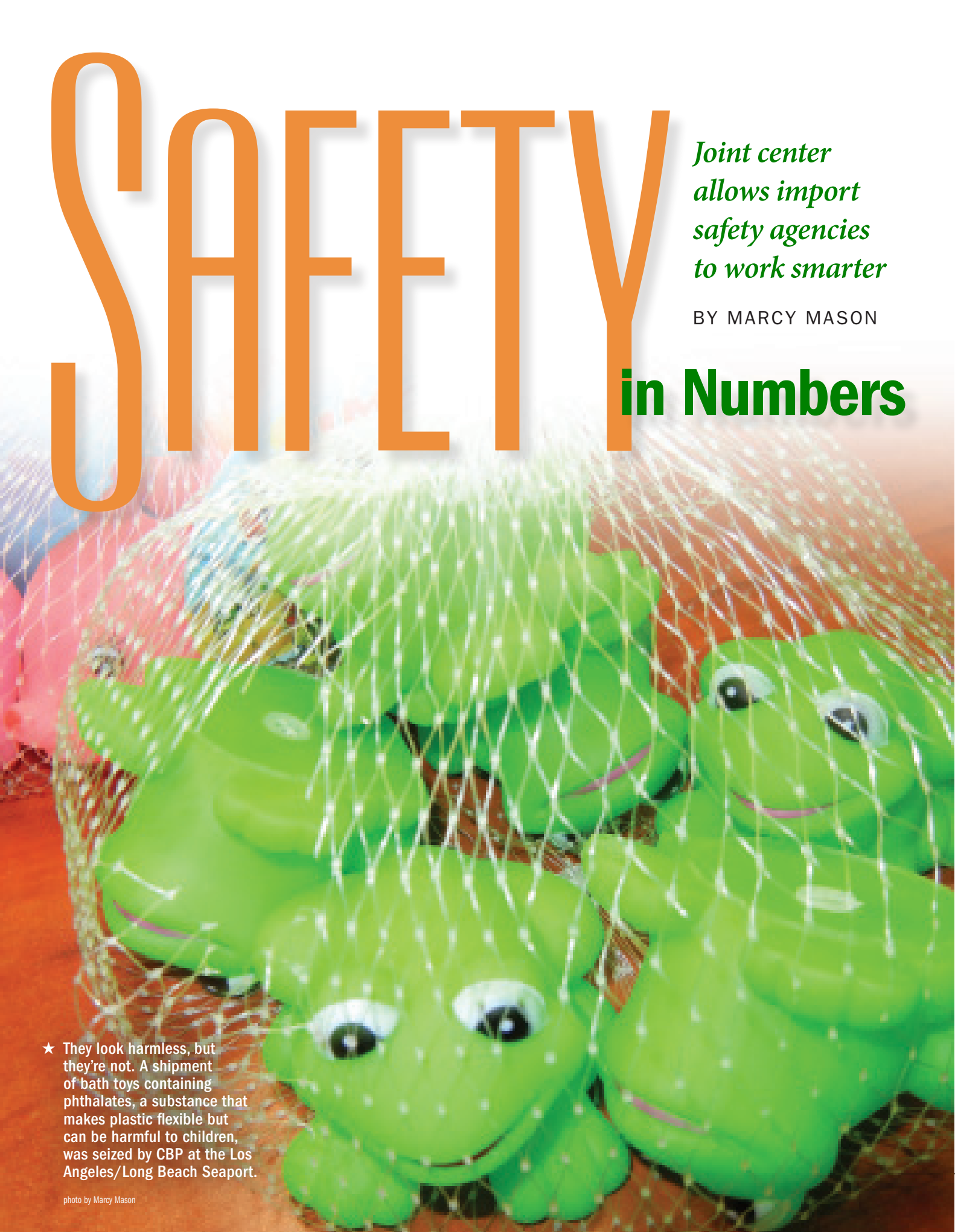
*Joint center  
allows import  
safety agencies  
to work smarter*

BY MARCY MASON

## in Numbers

★ They look harmless, but they're not. A shipment of bath toys containing phthalates, a substance that makes plastic flexible but can be harmful to children, was seized by CBP at the Los Angeles/Long Beach Seaport.

photo by Marcy Mason





# O

n a warm, summer day in mid-August, a shipment of toys fresh off the boat from China is being jointly examined by two federal agencies at one of the sprawling container examination stations near the Los Angeles/ Long Beach Seaport, the nation's largest maritime cargo port.

The shipment, one of 12 toy shipments arriving that day, contains hundreds of cartons that have been neatly stacked and arranged in rows, ready for the examiners to pull open. Inside the cartons are multi-colored, plastic frog and fish squeeze toys and an assortment of toy guns.

A cacophony of loud, whirring sounds from forklifts and other machinery fills the air as a team of compliance investigators from the U.S. Consumer Product Safety Commission, or CPSC, and officers from U.S. Customs and Border Protection swiftly conduct their inspections. Working side by side, the agencies check the toys for safety violations and to make sure they comply with regulations such as trademarks and other intellectual property rights protections.

The CPSC investigators use two different screening tools. One measures lead levels in the toys. The other screens for phthalates, a substance that makes plastic softer and more pliable. "Phthalates may disrupt the reproductive system when a child is in the developmental stage," said Vicki Hutson, one of three CPSC compliance investigators assigned to the port of Los Angeles. "Every day we're screening and stopping toys from entering the country that could potentially harm a child."

Thousands of miles away in a high-rise office building in Washington, D.C., at CBP's Office of International Trade headquarters, the two agencies are also working side by side, collaborating on the same shipment of toys. This team is part of the Commercial Targeting and Analysis Center, better known as CTAC, a multi-agency center that focuses on import safety targeting. CTAC planned Operation Toy Town, a national

strategy that targeted toy shipments that pose a health and safety risk to children.

Using CPSC case records, the CTAC team identified metropolitan areas with high concentrations of toy importers who repeatedly ship products into the U.S. that violate safety standards. Going a step further, the team identified high-risk shipments and referred

them to the local ports for examination, targeting a total of 70 shipments at seven ports during the operation. Six of the shipments were seized because they violated CPSC standards involving lead paint, phthalates, and small parts that could cause choking hazards. But that wasn't all that was uncovered. CBP seized another seven shipments because of trademark



★ CBP Officer Florian Tano, left, and CPSC Compliance Investigator Vicki Hutson prepare samples to screen toys for phthalates.

Photo by Nancy Mason



photo by Nancy Messon

★ At the Commercial Targeting Analysis Center in Washington, D.C., CBP's Ed Ryan and CPSC's John Blachere and Jack McDaniel, left to right, discuss high-risk shipments to target at the ports.

*'It only takes one substandard product to result in an injury to a child, an adult, or any consumer.'*

—Jack McDaniel, Consumer Product Safety Commission

infringements or because they violated Department of Commerce safety standards for toy guns.

Since it was created in October 2009, CTAC has been a rare example of how government agencies can work together successfully to accomplish a common goal. The center is responsible for targeting commercial shipments that pose a threat to the health and safety of Americans. To date, thousands of shipments of consumer goods and food products have been targeted at ports throughout the U.S. because of the investigative efforts of the center. As a result, U.S. consumers have been better protected from unsafe imports.

A series of import safety threats prompted the desire to create a national import safety targeting center. As early as 2006, the U.S. Food and Drug Administration was finding shipments of imported Chinese seafood contaminated with chemicals and pathogenic microorganisms such as salmonella. The following year, melamine-tainted pet food and toothpaste containing diethylene glycol, a poisonous chemical used in antifreeze, were also found in Chinese products. Then in 2008, concerns rose again when traces of melamine were found overseas in infant formula and dairy products.

As the country's executive border agent, CBP needed to work with the regulatory

agencies to address these threats and protect the country, but it wasn't easy. "It was always very time-consuming and sometimes challenging to try to coordinate with the appropriate government agency that has the authority over a product or a good. It was always, who do we talk to? Which agency is doing what? And how do we coordinate this?" said Don Yando, the executive director of the Commercial Targeting and Enforcement Division of CBP's Office of International Trade. "We recognized the need to create a specific targeting center for import safety and we knew immediately that we couldn't do it without having the other government agencies there with us."

So the concept of creating an interagency fusion center to target import safety issues was proposed. "The idea was to have subject matter experts from the other government agencies working side by side with us, sharing their expertise and information, so that we're acting as one government to mitigate these risks and address the issues, rather than agency by agency," said Yando.

### Humble beginnings

At first, the CTAC grew slowly. "In the very beginning, it was just a small partnership supported by two full-time CBP employees," said Elizabeth Ferris, one of the first international trade specialists

assigned to CTAC. Ferris invited the various agencies with import safety missions and one by one they came on board.

In April 2010, CPSC was the first agency to become a full-fledged member of the CTAC. The agencies signed an agreement allowing CPSC to access CBP's automated systems for targeting purposes.

A few months later, in October, several other agencies joined the CTAC. This time, the agencies signed an interagency agreement that enabled them to share targeting information with each other as well as have access to CBP's targeting tools. As time progressed, more agencies signed on. Today, eight agencies are represented at the CTAC.

"We're here to facilitate the priorities of these agencies," said Edward Ryan, the CBP supervisory international trade specialist who oversees the CTAC. "These agencies are coming to us as the regulatory authorities of various products and they're telling us what is important to them. We're asking them what's coming in that's of concern to you? We have all the import data needed, and we'll scope out the issue," he said. "We can see how much import is coming in, the port of entry the cargo is being shipped to, the importers, the manufacturers, and then we can establish a risk-based approach to how we're going to tackle the issue and move forward with resolving it."

During the two years of CTAC's operation, the center has proven its value. "For us, it's all about information—what we can find, what we can learn, and that helps us decide what action we're going to take," said John Verbeten, the director of the FDA's import operations and policy branch. "CBP is always going to have more information than FDA. CBP has information about what's coming into the country. We generally don't know about a shipment until it's here. If we know what's coming, it gives us time to plan."

Such was the case last March when Japan underwent a nuclear crisis and there were concerns that radioactive food and other products could reach the U.S. "Suddenly we realized that we needed to know everything we possibly could about imports from Japan," said Verbeten. "We needed to know quickly so that we could make decisions about what to do."

The FDA found the CTAC to be an excellent resource. "CTAC was able to give us a broader, world-view picture of the products coming into the U.S. from Japan, so that we had the best information available to us when we developed a strategy," said Verbeten, who explained that the FDA only has information in its database about products that it regulates. "CTAC was able to help us determine where the products were coming from," he said. "During the last five months, we've conducted close to 25,000 exams and have had no results of any concern."

### Greater visibility

The resources of the CTAC have made a critical difference to CPSC, a small agency with a staff of approximately 500. "Prior to CTAC, most of our coordination with CBP and other government agencies was done

on the local level," said Jack McDaniel, one of two CPSC international trade specialists who works at the CTAC. "Now that we have access to the automated tools that CBP uses for cargo processing, we can use those tools to nationally target CPSC-regulated products of interest such as toys, cribs, household chemicals, or cigarette lighters," he said.

"It opens up our visibility on merchandise that's coming into the country. So we can use the data that the system provides to analyze and determine if a shipment meets our criteria for what would be considered high-risk. We're also able to use the same system to stop the shipment at the port of entry," he said.

For example, in spring 2011, the CTAC initiated a national operation involving unsafe cigarette lighters. As a result of the data analyzed and targeted by McDaniel and his partner, John Blachere, a shipment of 261,000



★ CBP Officers Antonio Chu and Florian Tano, left to right, examine a shipment of toy guns with CPSC Compliance Investigator Vicki Hutson at a container examination station near the Los Angeles/ Long Beach Seaport.

photo by Mary Mason

cigarette lighters valued at approximately \$135,000 was seized at the port of Newark in March. The cigarette lighters, which were shipped from France, did not have child resistant safety mechanisms.

“Every year about 15 children under the age of five die from lighter-related injuries,” said Blachere. “The reason the mandatory standard is in place is to prevent deaths and injuries from happening. It’s our job to make sure that those lighters are not getting into the country, and we were able to do that because of our arrangement with CTAC.”

Another example of the CTAC’s success involved an operation with imported children’s jewelry. Children’s jewelry has a number of risks associated with it including small parts, which are choking hazards, and lead poisoning, which can result in learning disabilities, neurological damage, delays in mental and physical development, or if the lead content is high enough, even death.

“It’s so easy when a child is wearing a bracelet or a ring to put it in his or her mouth and suck on it,” said Blachere. “That’s where the danger comes in. I find myself telling my six-year old daughter over and over to take things out of her mouth.”

From looking at national data, Blachere and McDaniel targeted certain shipments, sent word to the ports, and in April, CBP seized a shipment of children’s jewelry from China containing hazardous levels of lead at the port of Chicago. The manufacturer’s suggested retail price of the shipment was approximately \$340,000.

“Without the tools that we’re able to use here, CBP’s automated systems and targeting tools, we would not have been able to find these shipments or make a risk management determination,” said McDaniel. “We simply would not have been able to do this.”

But, as McDaniel points out, the CTAC has helped CPSC achieve many more successes than the shipments that are high in dollar value or quantity. “In my mind, it only takes one substandard product to result in an injury to a child, an adult, or any consumer. Even if it’s just one box of toys or one box of cigarette lighters, it’s still a success because we prevented an unsafe product from entering the marketplace,” he said.

### Improved collaboration

True to its founding goal, the CTAC has resulted in better collaboration among the agencies, which ultimately has benefited the public. “Interagency cooperation is critical to protecting public health and the environment, and the CTAC is helping to break down barriers between agencies,” said Yolaanda Walker, an environmental engineer

from the Environmental Protection Agency, one of the newer members of the CTAC unit. “This is an opportunity to see people face to face. We generate ideas. We feed off of each other. It’s good to be in close contact on a daily basis.”

This was the case for the Food Safety and Inspection Service, or FSIS, a public health agency within the U.S. Department of

*‘It’s all about information—what we can find, what we can learn, and that helps us decide what action we’re going to take.’*

—John Verbeten, Food and Drug Administration



photo by Marcy Misson

★ CBP Officer Brooke Bell, foreground, and CPSC Compliance Investigators Jay Satterfield and Vicki Hutson conduct a joint examination of holiday lights to check for proper fuses, substandard wiring, and trademark violations.

Agriculture that regulates meat, poultry and egg products. By working with other agencies at the CTAC, FSIS was able to put a safeguard in place that identifies shipments from unapproved countries or manufacturing sources to prevent them from entering the country.

Although FSIS has an elaborate inspection system to ensure that imported food products and overseas manufacturing facilities meet the rigors of U.S. standards, the agency relies on importers to deliver their shipments to FSIS inspection facilities after they have met the requirements of CBP and the Animal and Plant Health Inspection Service, known as APHIS, another USDA agency.

“It’s quite possible that a shipment could meet the other agencies’ requirements and be allowed into the country,” said Barry Rhodes, an FSIS program analyst who is part of the CTAC team. “But if the shipment is not from an approved source, the importer probably isn’t going to come to us for an inspection because the shipment won’t meet our requirements.”

Rhodes found a way to close the loophole. First, he worked with APHIS to make sure that his agency could review shipments before they were allowed to enter the country. Next, he created a complicated set of criteria using FDA coding information to identify countries that are not approved sources of importation. He then ran that information in the CBP targeting system so that he could pinpoint products to do a more fine-tuned search.

“Just by being here at CTAC and working with the different agencies, we were able to come up with a strategy to identify shipments and stop them before they entered the commerce,” said Rhodes.

In July 2011, Rhodes tested the new strategy. He targeted a soup shipment that he suspected contained chicken ingredients from an unapproved source. The shipment was headed to the port of Newark, so Rhodes put in a formal request for CBP to hold the cargo. “We forwarded information about the shipment to our experts in the field and they were able to gather documentation and view the product when it came in,” said Rhodes.

The documents showed that the shipment contained soup cubes that were, in fact, made with chicken from an unapproved country, and it was seized. In



photo by Nancy Mason

★ After examining a suspicious shipment at an international mail facility in Los Angeles, CBP officers seized this dangerous, high-intensity laser disguised as a fountain pen.

total, five shipments with approximately 45,000 pounds of product were stopped at the port because they did not meet U.S. safety requirements.

### Scientific cooperation

CTAC has also fostered collaboration among the agencies’ laboratories. “If the CBP labs are analyzing an imported food product or consumer good for a trade-related issue and they see something of concern, we’ll reach out to the other agencies at the CTAC. We’ll let them know that this laundry soap has something that could be a potential irritant or this food product has an industrial chemical in it that shouldn’t be there,” said Stephen Cassata, a senior science officer at CBP’s Laboratories and Scientific Services. “We’ll give the other agencies our findings and let them investigate it further.”

The laboratories are also working on ways to speed up testing processes and eliminate redundancies. “We’re working with CPSC to potentially test lead in children’s products in our laboratories,” said Cassata. “Their port personnel would have the option to send samples to our laboratories for us to do the regulatory testing. The results will then go to CPSC’s Office of Compliance for them to do the enforcement action,” he said. “Right now, we’re doing cross-training and finding out what their methodology is. We want to ensure that the information that we

collect and record will be enough for CPSC to take regulatory action if it comes to that.”

For the ports, the CTAC has also proven to be an effective means of communication. In July 2010, the FDA and CBP started noticing a steady stream of laser shipments arriving at an express consignment courier hub at the port of Ontario in California. The lasers, manufactured by a company in Shanghai, China, were high powered and dangerous.

“Our medical device laboratory in Massachusetts tested the lasers and found that they were able to burn a hole through a plaster wall and start a fire,” said Dan Solis, the import branch director of the FDA’s Los Angeles district office. “In fact, they are up to 250 times more powerful than our regulatory limit.”

“These lasers could cause flash blindness, skin burns, and severe eye damage,” explained Richard Chiang, the FDA’s compliance manager of imports at the Los Angeles district office, who is part of Solis’ team. “They’re intense enough to distract helicopter and commercial airline pilots, which makes them even more dangerous.”

In July 2011, Clark Gable’s 22-year-old grandson was arrested while using a high-intensity laser. According to news reports, Gable was accused of pointing the laser inside the cockpit of a Los Angeles police helicopter as it was flying over Hollywood.



photo by Marcy Mason

★ Danny Johnson, a CBP senior import specialist, holds an illegal xenon gas automotive headlamp.

***‘They’re dangerous. Aside from the blinding effects, the ballast that ignites the headlamp can set cars on fire.’***

—Danny Johnson,  
CBP senior import specialist

To prevent these kinds of dangers, the FDA sent out an agency bulletin and contacted the CTAC. “This is not a toy and we needed to get these lasers off the market,” said Solis. “We realized that the lasers might not be coming just through L.A. and thought that CTAC was a good way for us to funnel the information. That’s when we found out that San Francisco, JFK, and some of the other airports were beginning to see these shipments.”

Some of the laser shipments were highly suspicious. One shipment was manifested as a \$12 fountain pen. Another was listed as a \$125 flashlight. “Why would someone express courier a \$12 pen from China? Or pay \$125 for a flashlight that you could buy for a few dollars at a local hardware store?” asked Uchenna Agada, a supervisory CBP officer at the Los Angeles International Airport where many of the lasers were intercepted at nearby international mail centers and express consignment facilities. “Our officers ask these questions when they’re inspecting cargo.”

As of October 2011, 818 of the high-intensity lasers were seized and destroyed nationwide. In June, CBP and FDA were jointly awarded by the FDA for their collaborative efforts in the operation. “We felt it was a great collaboration between our agencies,” said Verbeten, who supervised the CTAC’s participation.

### **A broader impact**

The CTAC has also been used as a vehicle to communicate public concerns. One notable example resulted after CBP received a complaint about xenon gas, high-intensity discharge headlamps for passenger vehicles through the agency’s e-Allegations public reporting system for suspected trade violations. The complaint was sent to the CTAC, and then forwarded to Danny Johnson, a senior import specialist at the Los Angeles/Long Beach Seaport. Johnson, an automotive expert and former semi-professional race car driver, had experienced the blinding effects of the headlamps himself.

“It’s like somebody is coming at you with their high-beams on,” said Johnson. “They’re an extremely bright blue-white light. If you’re driving on the road, you will recognize them immediately.”

Johnson did some digging and discovered that the auto headlamps were illegal. “They’re dangerous,” said Johnson. “Aside from the blinding effects, the ballast that ignites the headlamp can set cars on fire.”

Johnson alerted the other ports with a news brief on CBP’s automated targeting system. As a result, hundreds of shipments were identified at ports of entry across the U.S. Since October 2009, CBP has seized more than 400,000 illegal headlamps because

of Department of Transportation regulation violations. The estimated total domestic value of the seizures is approximately \$5 million.

The CTAC also is a resource for possible criminal investigations. “If the CTAC receives a lead or identifies a trend that’s happening, we’re interested in looking at that information to see if it can evolve into a criminal investigation,” said Misty Price, a national program manager at the National Intellectual Property Rights Coordination Center, which is managed by U.S. Immigration and Customs Enforcement. “For example, some importers might have violations on the books and decide to start port shopping. Instead of importing on the West Coast, they redirect their shipments to the East Coast. That’s the kind of information that CTAC can identify for us so that we can start to build a case.”

Although the CTAC has had many significant accomplishments, the center still has a lot of growth potential. “As more agencies come on board, we’ll be able to coordinate on more products that have cross-jurisdiction,” said Blachere. “EPA recently joined and they’re interested in engine emissions, and we have a lot of products that have engines associated with them,” he said. “When we coordinate this way, CTAC allows us to work smarter and be smarter in our approaches toward import safety.” ■



Photo by Kay Diamond, U.S. Department of State

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# to tell the Truth

*CBP employs polygraph to prevent, detect corruption*

BY SUSAN HOLLIDAY

Every workday, Customs and Border Protection job applicants enter CBP polygraph examination suites with sweaty palms and nervous smiles, uneasy about what's to come. The prospect of taking a polygraph—commonly known as a lie detector test—naturally ratchets up the apprehension level in most people, including applicants for CBP's law enforcement officer and agent positions.

Employees in CBP's Office of Internal Affairs, which administers the polygraph, understand feeling anxious about undergoing a polygraph test. "So do I," said John Schwartz, director of CBP's Credibility Assessment Division, "even though I've taken polygraph examinations before. It's kind of like going to the dentist. Nobody wants to go; it's not something anyone looks forward to, but it's a necessary procedure in any agency that wants to accomplish certain things."

Those "certain things" translate into a law enforcement organization "in which all employees have the strength of character and support to reject all opportunities for corruption, in whatever form they may take, and to reveal them when discovered," said CBP Commissioner Alan D. Bersin in Senate testimony early in 2011.

The moral fiber of the CBP workforce has been severely tested in recent years as the Mexican drug and smuggling cartels have ramped up their efforts

to corrupt federal law enforcement to boost their criminal businesses. Mexico's confrontations with "the transnational criminal organizations that previously operated with impunity and trafficked drugs and aliens from Mexico, combined with CBP's increased hiring of agents and officers, amplified the incentives and opportunities for corruption of the CBP workforce through bribery, infiltration or other means," Bersin testified.



photo by Donna Burton

★ Above, the equipment used in a polygraph exam. Below, the examinee wears a blood pressure cuff throughout the monitoring.

“Our commitment begins at the time of application for employment with CBP and continues throughout the careers of our officers, agents, and mission support personnel,” he said.

Bersin’s assessment was in sync with that of Congress, which had passed the Anti-Border Corruption Act of 2010. The law states that “all job applicants for law enforcement positions at U.S. Customs and Border Protection [are] to receive a polygraph examination and a background investigation before being offered employment.” The law becomes effective in January 2013. Approximately 20 percent of CBP job applicants now undergo polygraph.

With so much of an employee’s future career depending on this procedure, how can the government and its employees be sure of its reliability? How can this assessment tool improve CBP workforce integrity? And what can prospective CBP law enforcement agents and officers expect when they show up for their polygraph exam?

‘The overwhelming majority of CBP officers and agents demonstrate the **highest levels of integrity** every day.’

—CBP Commissioner Alan D. Bersin

photo by Donna Burton



## Scenes from a Polygraph Exam

Before the CBP job applicant arrives, Senior Special Agent Harrison Wright prepares what he'll need for the polygraph examination. Forms ready? Check. Recording equipment set? Check.

Wright ushers in the applicant, a 27-year-old CBP officer candidate. They get acquainted, Wright points out the restrooms, offers the fellow some water. As Wright described before the meeting, "It's an informal setting, but a very formal procedure."

For the next three-and-a-half hours, Wright and the would-be officer chat about a wide scope of security topics. That's the typical minimum time needed for a job-entry polygraph, according to Wright. For the first half, the examinee isn't hooked up to any of the polygraph components. The two just talk. Wright's tone is friendly, encouraging.

A sampling of Wright's counsel before the monitoring begins: "There aren't any surprise questions."

"I'll let you know how you did before you leave, pending quality control final review."

"This is a credibility assessment. If people try to beat a polygraph they are not showing themselves to be very credible."

"I need 100 percent of the truth. I don't need part of it, I need it all."

"We recognize that our job applicants aren't perfect people."

"We expect internal fortitude—the strength to show what you've got going on inside by saying it."

"Any questions so far?"

True to his word, Wright discusses with the applicant all the areas of questioning that they will cover before the polygraph charts are conducted. He defines all the terms he'll use and confirms that the examinee understands them. He explains what the equipment will do and offers periodic breaks throughout the session.

After it's all over, Wright reports to the applicant that he cleared the examination, which means that the indicators showed that the examinee was truthful in his responses to the questions. Wright explains that after the Credibility Assessment Division quality review, the results will go to CBP's Personnel Security Division for further consideration.

Wright smiles. The examinee takes a deep breath and grins. They shake hands. The job applicant departs, awaiting the next step in the process. Wright prepares his report.

photo by Donna Burton



★ CBP Senior Special Agent Harrison Wright in position to conduct a polygraph examination.

### High standards, rigorous training

Anyone who shows up for a federal polygraph exam, whether with the FBI, CIA, CBP or other federal law enforcement agency, faces a polygraph examination professional who follows a standardized, scientific protocol. "It's a very structured process—from 'Hello, my name is Bill,' to 'Have a nice day,' everything in between has a purpose," said William Norris, chief of the National Center for Credibility Assessment, or NCCA.

NCCA is a federal institution that provides research, analysis and graduate and continuing education in psychophysiological detection of deception. While NCCA offers wider ranging credibility assessment development and education, polygraph examination training is its largest component and the basis of CBP's involvement.

Those chosen by CBP to train in NCCA's basic polygraph examination program go through three and a half months of intense, full-time academic training at the NCCA campus, located at Fort Jackson in Columbia, S.C. They study physiology and psychology among other specialized subjects, such as test question construction. "Poor test question construction is the

## On the Pulse of Polygraphy for CBP

For many of CBP's skilled polygraph examiners, Bill Gary is the go-to guy. A trusted teacher, mentor and colleague, the CBP senior special agent is highly regarded by polygraph professionals in and outside of federal law enforcement.

Gary is "at the epicenter of the federal polygraph community," said Mike Surratt, CBP assistant special agent in charge of the Credibility Assessment Division and Gary's immediate CBP supervisor. Gary has served as an instructor since 1995 in master's-level forensic psychophysiology at the National Center for Credibility Assessment, or NCCA. He informs the CBP Credibility Assessment Division when NCCA is "even contemplating a change to the way federal agencies are doing business," said Surratt. He keeps CBP's polygraph and credibility assessment programs "at a high, high standard, from an ethical point of view, from a research point of view, from a how-we-do-business point of view," Surratt added.

In addition to conducting polygraph examinations for CBP and his NCCA teaching duties, Gary is a team leader for the federal Quality Assurance Program and inspects more than two dozen other federal agencies, including the FBI, Secret Service, and CIA, to ensure that their polygraph programs comply with federal standards. He is the national coordinator for the Polygraph Information Network, established by the FBI to collect, analyze, and distribute polygraph information among federal, state, and local law enforcement agencies. Gary also is the vice president-government for the American Polygraph Association.

"He is the consummate professional and the ultimate gentleman at the same time," said William Norris, chief of the NCCA.

Gary was an All-American wide receiver in high school in Montgomery, Ala., when Paul "Bear" Bryant recruited him to play football at the University of Alabama. "I'd tried to map out my life early on," said Gary. "Either I was going to be a football player or I was going to go into the Marine Corps and serve my country."

After getting hurt in a car accident at age 16, "those dreams were done," said Gary. "So I say now, polygraph is a challenge. I like it, and the reason I like it is that I'm still able to make a difference in this country and protect this country. It's rewarding for me. Quitting has never been a part of my vocabulary."

"I've heard from a number of students about how Bill's taken his time out in the evening to help them, work with them," said CBP Senior Special Agent Ned Whiting, an experienced polygraph examiner. "He's very passionate about his work, which is critical to polygraph. He wants to help these young examiners succeed in this profession."

The federal government employs approximately 700 polygraph examiners total. "We're such a small community, it doesn't take but one polygraph examiner to paint all of us with the same bad brush," said Norris, NCCA chief.

"Bill's role is to make them the best that they can be," Norris added. "Yes, he works for CBP and yes, he's going to focus on CBP, but he's not going to let someone else fail if he can help it. Don't limit his contribution."



photo by Susan Hilliday

★ CBP Senior Special Agent William Gary at the National Center for Credibility Assessment.

**'Nothing is more satisfying than clearing an individual who has been falsely accused by a cartel member.'**

—CBP Special Agent Rodolfo DeLuna

easiest way to invalidate a test,” said William Gary, an NCCA senior faculty member and a senior special agent/polygraph examiner for CBP. “Ask a wrong question, you get a wrong answer. It’s a critical part of study here.”

When students complete the coursework and pass all the rigorous tests, they are certified in forensic psychophysiology and receive 15 hours of credit toward a master’s degree, said Norris. “The intensity is such that people who come here are type A personalities,” he said. “They don’t just want to make an A; they want to make 100 percent.”

CBP employees who were training in NCCA’s basic polygraph examiner program in early 2011 agreed that the training was not a walk in the park. Classes start at 7:30 a.m. and end at 4:30 p.m., but their studies don’t end till late at night. When they were interviewed about their experience, they were midway through the 14-week course.

“There are no gimmes here. It’s all about you, what you put into it,” said Fred Ball, one of the students and now a CBP special agent in Houston. “You truly get the grade that you deserve, that you’ve earned.”

Every week after learning a new polygraph technology, the students must pass a hands-on lab exam and a written test. “It’s a top-gun school,” said Gary. “Polygraph is considered the top rung as far as law enforcement because you are the best of the best as far as interrogation and interviews.”

And, he added, “It’s an intense course.”

Rodolfo DeLuna, another student and a CBP special agent in Laredo, Texas, agreed. “It is challenging,” he said. “Rewarding, but challenging. It’s probably one of the hardest things I’ve ever done.”

Throughout the training, the CBP students kept their eyes on the prize. “I want to make sure my fellow Border Patrol agents and CBP officers are working alongside the best possible people with integrity and character,” said Robert Myers, a CBP polygraph student and now a special agent in Miami.

The students know that polygraph can deter inappropriate job applicants and help in investigating wrongdoing, but they see the flip side. “Nothing is more satisfying than clearing an individual who has been falsely accused by a cartel member who got jammed up and is trying to take someone down with him,” said DeLuna. A CBP employee’s “life

and career can all come down if someone’s not there to do the right thing,” he added, “and polygraph is the tool that’s going to allow me to do that.”

After CBP polygraph examiners receive their federal certification, they fulfill the public’s trust with every polygraph exam they administer. “Someone’s trying to get a job, trying to get a clearance, trying to stay out of jail,” said Norris. “Those things aren’t decided by the polygraph, but the direction of an investigation or the hiring process is based on what takes place in that room.”

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“There’s something important riding on every test,” said Norris. He added some guidance for federal polygraph examiners. “If you get to the point where you think this is just a job, call me—I’ll help you get another one,” he said, very matter-of-factly. “Because you don’t need to be part of our profession.”



photo by Susan Holliday

★ CBP Special Agent Steven Perez, left, demonstrates taking a polygraph exam with Senior Special Agent William Gary.

**‘Polygraph is still the number one tool  
for credibility assessment being used.’**  
—CBP Senior Special Agent William Gary

### Quality assured

Any simple Internet search on polygraph reveals an abundance of opinions pro and con on the procedure’s reliability in verifying truth. CBP’s Credibility Assessment Division works hard “to demystify the procedure,” said Schwartz, the division director. “Fear of the unknown for any person is usually much worse than what actually is going to occur. Very few people in CBP or the general civilian community have any knowledge of polygraph, but most of them have heard rumors.”

Virtually all branches of federal law enforcement have moved beyond any controversy, focusing instead on sound polygraph science and quality standards. “Polygraph is still the number one tool for credibility assessment being used,” said Gary.

All federal polygraph programs must meet standards mandated by the NCCA Quality Assurance Program. In addition to the demanding certification process, every federal polygraph examiner must fulfill 80 hours of continuing education every two years. Gary serves as an inspector on NCCA’s Quality Assurance Program, which checks each federal program every other year. This serves CBP well. “As a liaison, I’m in the know as far as things going on here at the center,” said Gary. Because he knows the latest required standards, Gary leads CBP-specific training for CBP polygraph personnel.

CBP also ensures a high polygraph standard by requiring that every examination be reviewed by a quality assurance supervisor. This thorough review, plus the exacting nature of the examination itself, “is done for the benefit of the examinee and the agency,” said Schwartz. “It must be done to make sure that we don’t



★ William Gary in a polygraph examination suite.

prevent good people who are worthy from getting employed here, and that we don’t wrongfully identify a current employee as being a bad person.”

In recent research on the value of pre-employment polygraph exams, the Behavioral Research Branch of the agency’s Integrity Programs Division studied the extent of reported negative conduct by CBP officers and agents who took the polygraph exam prior to their hiring versus a control group of those who did not.

The findings showed that law enforcement officers who did not take the pre-employment polygraph were more than twice as likely to be of record with CBP Internal Affairs for negative conduct including drunk-driving arrests, terminations based on arrests, misplaced/stolen/damaged government property, and traffic violations and accidents involving

government vehicles. The research did not measure or infer any likelihood to be involved in corruption.

### Hiring up

CBP’s polygraph program is relatively young. In 2007, CBP Assistant Commissioner for the Office of Internal Affairs James Tomsheck hired John Schwartz, a seasoned polygraph professional, to set up the agency’s polygraph program, which began its first examinations in 2008.

Schwartz started by recruiting experienced polygraph examiners from other federal agencies to CBP. That’s how William Gary and many others came on board. When Congress mandated polygraph examinations for all applicants for CBP law enforcement positions, CBP employed about 30 examiners. Now that CBP needs to expand to 85 examiners to offer timely, high-

quality polygraph tests to all incoming law enforcement personnel by January 2013, the agency is recruiting from within its Internal Affairs ranks and other CBP components.

“I’m very interested in seeing persons from non-polygraph-related disciplines of Internal Affairs who may be interested in credibility assessment raising their hands and making it known that it’s something they want to do,” said Tomscheck in a video message to employees. He added, “At the same time, what follows is sometimes also a very stressful, but very rewarding, opportunity to engage in frontline prevention and detection of integrity-related issues within our workforce.”

## Highest levels of integrity

CBP leaders understand that in a perfect world, polygraph examinations would not be needed. In our imperfect life, the facts speak otherwise.

“Since Oct. 1, 2004, 127 CBP employees have been arrested or indicted for acts of corruption including drug smuggling, alien smuggling, money laundering and conspiracy,” said Bersin in his testimony to Congress. At presstime, that number had risen to 134.

Still, CBP refuses to allow the bad apples to spoil the barrel. “I cannot overemphasize that the overwhelming majority of CBP officers and agents demonstrate the highest levels of integrity every day,” Bersin told Congress.

“The risk of employee corruption is a challenge that we have acknowledged and are confronting directly,” testified Bersin. “It is a challenge that we work tirelessly to meet.” ■

## Data Analysis Exposes Criminal Links

Polygraph data lives on well after each examination and is used to help expose potential integrity fault lines within CBP. CBP’s Integrity Programs Division—which uses research, analysis and education to drive the detection, deterrence, and prevention of corruption in the CBP workforce—looked at a couple of cases in which applicants admitted to egregious criminal activities during their pre-employment polygraphs. The analysts found those applicants had links to current CBP employees by cross-referencing polygraph data with background investigation information.

“If a CBP applicant with a criminal history associates with current CBP employees, is there a connection that represents a potential vulnerability within the CBP workforce?” asked Janene Corrado, CBP’s Integrity Programs Division director. The analysts pursued that hypothetical query and uncovered compromised CBP employees, who were referred to the Joint Intake Center for appropriate investigation. This success led to an ongoing program in which Integrity Programs Division analysts review polygraph data to root out disreputable associations with criminal organizations among current CBP employees. “Anytime we have a data set that we can take a closer look at, we will,” said Corrado, “Polygraph data can help us better understand what vulnerabilities exist within our workforce.”

To the best of her knowledge, Corrado said that no other federal law enforcement internal affairs organization is conducting this kind of research.

“The Integrity Programs Division openly shares our methodology as a means not only to deter, but to also demonstrate to the high-integrity CBP employees that we take proactive measures to maintain the integrity of the agency,” said Corrado.

# MORE SECURE



# MORE EFFICIENT

*CBP's new Air Cargo Advance Screening program  
brings together government and industry to enhance security*

BY JAY MAYFIELD

**I**n late October 2010, air traffic at airports around the country was disrupted and the world's attention centered on a series of planes—both passenger and cargo—believed to contain explosives. The suspected bombs weren't carried on board by passengers, but were contained in cargo—computer printers, to be exact.



The printers, shipped from Yemen, had been loaded with cartridges that, instead of containing normal toner, actually contained the high explosive known as PETN, and they were rigged to be detonated via cell phone. For most Americans, the movement of cargo across the skies was an invisible process, and the images of planes surrounded by law enforcement vehicles at airports around the country served as a wake-up call.

For the people of U.S. Customs and Border Protection, the events of those days exposed a critical gap in the way that air cargo was screened and processed as it entered the U.S. The packages from Yemen were specifically designed to be nearly impossible to distinguish through non-intrusive inspection processes such as X-ray.

That level of complexity meant that knowing a package is suspicious required more complete information: who shipped it, from where, what is supposed to be inside, and where the package is headed, among other pieces of data. Under the Trade Act of 2002, CBP has the authority to request information on incoming shipments, but at the time of the attacks, that data was received just four hours prior to its arrival in the U.S.

“To put it simply, if you wait until four hours before arrival, it has a greater potential to put bad things in U.S. airspace,” said Chris Kennally, CBP director of cargo control.

It was clear that CBP needed to get information about air cargo shipments sooner, but often people decide to ship a package via air because they have very little time to spare before its intended arrival. Unilaterally placing an arbitrary requirement on shippers could prove crippling to their ability to move cargo around the world.

The solution to these issues is known as the Air Cargo Advance Screening program, or ACAS, and it is blazing new trails in how the nation secures air cargo.

### Industry partnerships

Within days after the incidents, CBP officials reached out to leaders in the air cargo industry to determine the most effective course of action. In examining the breadth of the global movement of

air cargo, it was clear that the express consignment industry—companies like FedEx, DHL, UPS and TNT—was the most fertile ground for a new screening program.

“What the Yemen incident taught us was that CBP needed to get this information faster,” said Robby Beau, managing director of U.S.-Global Trade Services for FedEx.

Comprising more than 75 percent of all air cargo shipping globally, these companies were in the unique position to spearhead this project, said Kennally, by having full control of the packages they shipped from the moment they were accepted for shipment to the moment they were delivered to a loading dock or a doorstep.

“They own the planes, they have the data, and they have control over the merchandise,” he said of the express consignment companies. “We said, ‘Why don’t you guys step up and pilot this?’ and every one of them raised their hand,

*‘What the Yemen incident taught us was that **CBP** needed to get this information faster.’*

—Robby Beau,  
managing director, FedEx



photo Courtesy DHL

★ A pallet of cargo is loaded onto a plane bound for the U.S.

*‘We understand the carriers’ need to meet the dual objectives of speed and security. It is a delicate balancing act, and we cannot afford to sacrifice one for the other.’*

—CBP Assistant Commissioner  
Thomas Winkowski

because every one of them has a vested interest in security.”

In fact, the data provided by their customers when sending a package was exactly the data that CBP needed to leverage its existing targeting systems—powerful programs that compare information on people and goods entering the U.S. using risk-based targeting. When it came to finding the best possible ways to make sure that data could be used effectively by CBP, the agency sought industry’s guidance, with a goal to find ways to bring the companies’ powerful information systems together with CBP’s.

“Now, using ACAS, CBP and TSA get faster information from the air carrier, allowing for the identification and interception of high-risk shipments before the cargo is loaded on a U.S.-bound plane,” said Beau.

Furthermore, it was incumbent on CBP to ensure that the system would enhance security, but not create a massive roadblock to the flow of commerce in the process. In fact, the issues faced in developing ACAS were quite similar to those that confronted CBP in developing advance screening for both passengers and cargo moved by boat.

“We listened closely to our trade and transportation stakeholders throughout this process, and we understand the carriers’ need to meet the dual objectives of speed and security,” said CBP Assistant Commissioner for Field Operations Thomas Winkowski. “It is a delicate balancing act, and we cannot afford to sacrifice one for the other.”

### **A true DHS collaboration**

While the sharing of data between industry and CBP was a huge milestone in the effort to secure air cargo, it did not represent the end of the process. The Transportation Security Administration is charged with securing air travel in the U.S. and has played a key role in the air cargo security strategy.

In the months before the Yemen shipments, TSA had mandated all air cargo bound for the U.S. to undergo X-ray screening, which provided a key layer of security. As the printer cartridge attacks showed, however, non-intrusive screening was not a solution unto itself.

While CBP had the ability to bring in companies’ data as part of its existing targeting infrastructure and to identify packages that required further inspection or raised suspicions, it did not have the legal ability to act on those suspicions. TSA, with its broad air-security mandate, did.

Working with their Department of Homeland Security colleagues, CBP personnel created a unique arrangement by which the two agencies could work together alongside the shipping industry to implement ACAS. TSA personnel are now permanently stationed at CBP’s National Targeting Center-Cargo, working alongside CBP targeters to identify packages that pose a possible security threat to the nation.

When cargo threats are discovered, CBP and TSA both work to examine and deal with them, before being placed on an aircraft destined for the U.S.

### **A rapid deployment**

With all of the necessary pieces in place, ACAS was officially launched as a pilot program in January 2011. The program began by screening packages bound for the U.S. from 28 countries in the Middle East and North Africa that were shipped by the four major express shipping companies.



Photo by James Fourtelle

★ TSA inspectors work alongside CBP officers in the National Targeting Center – Cargo as part of the ACAS program.

What began as an experiment quickly became a massive success both for government and industry.

“ACAS improves supply chain security, and it also benefits the participants,” said Norman Schenk, vice president for customs and trade compliance at UPS. “By providing better data earlier in the process, ACAS reduces the number of inspections and improves customs clearing times.”

According to Kennally, many of the fines faced by shippers importing goods into the U.S. come from erroneous or incomplete manifest information. The ACAS program has refined the process of creating and updating those manifests with the best information possible, which means reduced penalties and a more efficient shipping process.

In its first nine months, the program screened more than three million packages bound for the U.S., and of those, only a few were flagged for further inspection and none were prevented from entering the country. The adjudication process for a suspicious package typically involves either a clarification of data or a further inspection of the package to relieve any doubts about its security.

“The advance screening of predeparture air shipment data adds an important layer of security for our private sector partners, enhancing our ability to secure air cargo destined for the U.S. and helping to protect America 24-7,” said Dan Baldwin, CBP executive director for cargo and conveyance security.

By the end of 2011, ACAS will have expanded into screening cargo from 78 different nations, with a goal to have a global effort early in 2012.

## Looking forward

ACAS still has room to grow. Air cargo enters the U.S. not only through express shipments from the four companies participating in the pilot, but also on passenger planes operated by traditional airlines and specialized heavy-shipping companies that send massive containers, automobiles and other large items into the country via air.

The second phase of the program is set to focus on screening cargo that is flown on passenger aircraft, which presents a significant security need due to the increased number of lives potentially at risk in the



★ A CBP officer inspects a cargo pallet. ACAS does not replace the usual inspection process for incoming cargo, but adds another layer of security.

event an explosive package should detonate. Thanks to CBP’s willingness to work with private industry early in the process, air carriers are enthusiastic participants in the expanding pilot program.

“CBP and TSA both have collaborated closely with air cargo stakeholders to phase in ACAS using a pilot-program approach,” said Barbara Vatie, managing director of industry services for the Air Transport Association, a trade group representing air carriers in the U.S. “The airline industry appreciates this partnership with government and the opportunity to work together in a way that improves security while speeding the transport of goods.”

Other nations have also reached out to CBP to learn more about ACAS and how it works in order to create similar screening systems for air cargo entering their own countries. These nations are working closely with CBP and TSA to harmonize their processes with ACAS in order to replicate worldwide the same efficiencies created by ACAS.

Ultimately, ACAS is expected to include screening of all air cargo bound for the U.S. before the flights depart—millions of

packages each year. By combining the resources of CBP with TSA, and relying closely on partnerships with private industry, ACAS is already making the nation more secure to prevent another attack like the one seen in October 2010.

“ACAS is going to change the cargo process forever,” said Kennally. “Through partnership and transparency, we’ve been able to quickly bring this program to fruition, making our country more secure.” ■

*‘ACAS is going to change the cargo process forever.’*

—Chris Kennally,  
CBP director of cargo control



# KEEPING 'EM FLYING

*Crucial logistics and maintenance operations support CBP air mission*

STORY AND PHOTOS BY JASON MCCAMMACK

The desolate corridor between Arizona and the Mexican state of Sonora is ground zero for CBP efforts to intercept traffic attempting illegal entry. CBP's air operations support the efforts on the ground 24 hours a day.



★ Everything in air operations is driven by budget, manpower and maintenance. The Logistics and Maintenance Division provides the strategic vision to carefully analyze the budget, decide how many flight hours the budget can support and adjust resources as appropriate to meet the mission.

Behind the agency's campaign in the Central Arizona desert skies is a team of dedicated logistics and maintenance professionals who ensure that CBP gets the job done on the frontline. Supporting the huge surge in air operations in Arizona is a complicated and a demanding task. Budgets for logistics and maintenance at individual air branches are decided years in advance. However, because so much of CBP's mission is focused squarely on the job at hand in Arizona, aircraft, pilots, crew and maintenance personnel—along with millions of dollars in budgeting—were shifted to the Tucson Aviation Branch to help accomplish the mission. This meant that every other CBP Aviation Branch had to step up and play a role in accomplishing the job in Arizona.

Providing the appropriate level of resources is paramount to effectively accomplishing the aviation support mission and that responsibility rests directly with CBP Office of Air and Marine Mission Support.

"We continuously assess, plan, and allocate the necessary resources to meet the changing mission demands," said OAM Mission Support Executive Director Doug Koupash.

### Leading the team

Leading CBP's Logistics and Maintenance Division, known as L&M, is like conducting an orchestra, said L&M Director Kevin Boissonneault. "If everybody in the orchestra doesn't play the right note, the whole symphony is at risk."

Everything in air operations is driven by budget, manpower and maintenance. Boissonneault must have the strategic vision to carefully analyze the budget, decide how many flight hours that budget can support and adjust resources as appropriate.

"I use a structured and coordinated approach to ensure things don't slip through the cracks," said Boissonneault. "Keeping a fleet of 247 aircraft flying is not a job for the timid."

"The reality is, from the logistics and maintenance perspective, CBP Air and Marine has 40 locations throughout the country that have to be managed," said Boissonneault. "I have a staff of 17 coordinating efforts to support 247 aircraft comprised of 20 different type, model and series aircraft that have to be effectively managed on a daily basis in order to meet the priority mission in Tucson. That's a pretty big frying pan with a whole bunch of ingredients in it. The L&M staff meticulously monitors the daily activities of the program at the national level to ensure the proper resources are appropriately applied to meet the changing demands of the organization."

The requirements of CBP's Joint Field Command in Arizona are unique and the Tucson Aviation Branch supplies the aircraft and personnel to support the ground agents' needs. Border Patrol's size has increased tremendously in Arizona during the last few years and Air and Marine hasn't increased proportionally. The requirements are very demanding because of the threat and the

level of illegal border activity in Arizona. The Tucson Aviation Branch has been augmented with additional aircraft, pilots, air crews and maintenance personnel to meet the requirements of its priority mission.

"The reality is that Arizona is the primary focus right now," said Boissonneault. "We have to support that mission. The necessary support to meet the increase in operational tempo in Tucson is augmented by other CBP aviation branches providing [temporary duty] pilots, mechanics and assets."

"Every branch in the country has contributed in some way to Arizona," said Mark Johnson, director of Air Operations, CBP Tucson Aviation Branch. "That's huge. They've either given up aircraft, budget, maintenance, pilots, aircrews or training slots. We've had anywhere from four to eight [temporary duty] pilots here on 10-day rotations for almost a year."

### The local maintenance leadership

"My conduit to maintenance is through the aviation maintenance officer," said Johnson. "We spend a lot of time together. He understands exactly what the priorities are and my responsibility is to get [those] to him so he can drill that down through the maintenance supervisors and our contractors so everyone knows what [they] are. Those priorities are constantly changing. Our national maintenance contractor does an outstanding job and has adapted well to the demanding changes in operational tempo."

*‘Maintenance employees have an **extra layer of demands and stress** because of the operational tempo.’*

–Logistics and Maintenance Director Kevin Boissonneault

Philip Cottam is the supervisory aviation maintenance officer at the Tucson Aviation Branch. “They call him Mr. Spreadsheet,” said Johnson. “He knows the status of each and every one of his aircraft. He knows how many hours each aircraft has until it hits scheduled maintenance. He knows when the next major inspection is coming due. He knows how many aircraft are out for parts. You have to have that element. You have to have an incredibly

cohesive relationship between operations and maintenance.”

Cottam is the liaison between the maintenance contractor and the director of air operations.

“I make sure the aircraft that go out on missions are safe and also make sure that the government is getting its bang for the buck from the maintenance contract,” said Cottam. “The number-one job is always providing the operators with safe, reliable aircraft”

Going into the civilian or military workforce to find the skill set needed in a maintenance employee for the Tucson Aviation Branch is extremely difficult for the contractor. “It’s uncommon to find someone who has worked on heavy rotorcraft like a Blackhawk, but also has worked on a small piston-engine Cessna, a business jet like a Citation and an A-Star helicopter,” said Cottam. “You will almost never find someone who has that skill





set. It's rare to find someone who has worked on just two of those aircraft. Our contractors, not just at this air branch but across the country, are expected to have a pretty good set of knowledge about each airframe. We've got some great maintenance employees with this contractor. Not only are they committed to their job, they're committed to the mission of CBP."

There has not been an increase in the aviation accident rate [attributed] to maintenance despite the increase in operational tempo in Arizona, according to Boissonneault. "To me, having done this for many, many years, we need to acknowledge that accomplishment. Everybody sees our great work on 'Border Wars' and sees what we do in the field, but these planes don't just maintain

themselves. These are not typical conditions that these men and women are working in."

Maintenance employees have an extra layer of demands and stress because of the operational tempo, said Boissonneault. "They deserve to be recognized for their contributions in a very challenging work environment," he said.

"If you lose a rod-end connecting bolt on a Blackhawk—one bolt is mic'd [micrometer measurement] incorrectly and it breaks because it was out of tolerance—you would very likely lose 10 or 12 lives. This is serious business with a lot at stake," Boissonneault added.

Aircraft can only fly when maintained in accordance with rigorous Department of Defense or Federal Aviation Administration

standards. If maintenance falls behind, so does operations. The director of air operations has to be very cognizant of what the maintenance situation is in the hangar and be engaged in constant dialogue with the aviation maintenance officer. Close, persistent coordination between operational and maintenance entities is crucial to ensure mission success.

"Operations can't be screaming and hollering for something that isn't possible," said Johnson. "There has to be a realistic expectation. Budget, manpower and maintenance have all got to run parallel. If maintenance is not in a position to support the operational pace, then the operational pace needs to be scaled back or maintenance needs to be plussed up to do that.



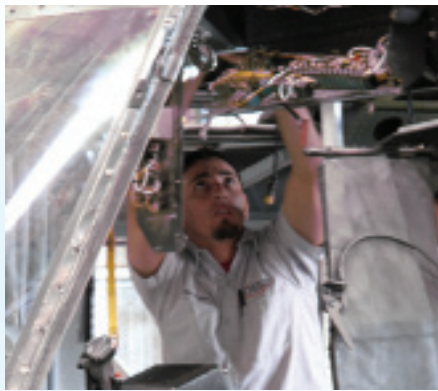
***‘Everybody here is working their tail off—  
from the pilots to the people who are filling the aircraft full with fuel.’***

—Mark Johnson, director air operations, CBP Tucson Aviation Branch





★ Maintenance personnel attend to a Blackhawk helicopter.



★ CBP's Logistics and Maintenance Division conducts maintenance on 20 different type, model and series of aircraft nationwide.



★ The Tucson Aviation Branch has been augmented with additional aircraft, pilots, air crew and maintenance personnel to meet the requirements of its priority mission.



“They’ve plussed up maintenance considerably here to meet our increased operational pace,” said Johnson. “There has to be a lot of daily communications between operations and maintenance. I have to communicate what our daily, monthly and annual requirements are so they can adjust and adapt to those requirements. It might be that we have to pull back on operations with one kind of air frame and we can plus up a little bit on another.”

“We don’t have of problem with scheduled maintenance,” Johnson continued. “What is a challenge is unscheduled maintenance. Things that break or need to be addressed between scheduled maintenance. It’s a daily, if not hourly, coordination with maintenance.”

### No more spring training in Tucson

There hasn’t been an off-season for CBP personnel at the Tucson Aviation Branch in many years. “We don’t play a World Series or a Super Bowl and then have an off-season to rest up and get back to full speed,” said Johnson. “We don’t have spring training or a training camp to get ready for the next season. It’s been game day every day for almost 10 years in Tucson. We spend almost all of our time playing and very little time practicing.”

Johnson believes the around-the-clock effort in Arizona is making a difference on the ground.

“Everybody here is working their tail off—from the pilots to the people who are filling the aircraft full with fuel,” said Johnson. “This is a 24/7/365 operation.

Everybody understands what the mission is and why it’s important. They get the urgency. We’re tired, but there isn’t a lot of whining and crying about it.”

“When we get to where we’re only working 16 hours a day or eight hours on the weekend—we win. When we get to where I can let 90 percent of personnel take leave on a holiday—we win. We are seeing a huge difference in Arizona with operations. That is a combination of everything—technology, air assets, smarter missions and the efforts of our maintenance people are making a difference.” ■



# Khapra Beetle, Tiniest Terrorist



★ Khapra beetle larvae intercepted in rice carried by an airline passenger on a flight arriving in Atlanta from India in 2011.

**D**estructive. Voracious. Perfectly comfortable in dimly lit, untidy surroundings. Notoriously difficult to control.

While it may sound like the typical teenager, it is actually *Trogoderma granarium* everts, more commonly known as the khapra beetle, and it is showing up far more frequently in more U.S. ports of entry than Customs and Border Protection and the U.S. Department of Agriculture ever dreamed.

This insect is considered one of the 100 worst invasive species in the world. According to the USDA, the beetle is native to South Asia (mainly India). It has become established in more than two dozen Mediterranean, Middle Eastern, Asian, and African countries, typically in regions that have a mean temperature greater than 68 degrees Fahrenheit for at least four months of the year. It is impervious to drought and, despite its appetite for grain, is able to survive without food for months at a time. It is also highly resistant to most insecticides.

Khapra beetles were first found in the U.S. in California in 1953. For the next 13 years, agriculture officials fought tirelessly, spending \$15 million to eradicate the pests, which were


intercepted at U.S. ports of entry 42 more times until eradication in the U.S. in 1966.

As the world's shipping and travel industries grew to keep pace with an increasingly global economy and mobile population, khapra beetles began hitching rides and became globe-trotters themselves.

In 2005 and 2006, khapra beetles were intercepted three to six times per year at U.S. ports of entry. The number began to increase in 2007, and for the next three years, CBP averaged 15 interceptions nationwide each year. As of Sept. 30, 2011, there were 194 confirmed interceptions.

Cargo shipments are the primary carriers of khapra beetle, but airline passengers also can unwittingly transport the destructive pest. CBP agricultural specialists have intercepted khapra beetle larvae and adults in the luggage of travelers arriving from countries with small bags of rice—a taste from home, perhaps, but a serious threat to U.S. agriculture.

As a result, in August 2010 CBP began enforcing a federal quarantine established by the USDA's Animal and Plant Inspection Service, or APHIS, banning importation of non-commercial amounts of rice from countries with known khapra beetle infestations.



## ★ Khapra beetle larva

## Economic damage

Khapra beetles are voracious eaters. They prefer grain and cereal products, particularly wheat, barley, oats, rye, maize, rice, flour, and malt. Dry stores and bins of grain, grain products, dried seeds, nuts, beans, and processed food such as noodles and soup mixes are appealing, as are seed processing plants, dried milk factories, malhouses, and even rodent bait stations from local retail stores.

If the beetle is left undisturbed in stored grain, it can reduce the weight of

## If the beetle is left undisturbed in stored grain, it can reduce the weight of the commodity by 5 to 30 percent.

the commodity by 5 to 30 percent and—in extreme cases—by as much as 70 percent. The khapra beetle also has been called a “dirty feeder” because it can damage more than it consumes. It can contaminate grain with body parts and excrement thus causing a significant reduction in seed viability and use of the product, including non-seed items.

The potential economic losses are staggering. If the khapra beetle became established in the U.S., other countries could restrict imports of U.S. grain, cereal products or seed, resulting in agricultural losses in the billions of dollars.

### Bagging the bugs

Khapra beetles prefer to hide in protected locations such as the seam of a burlap bag. They are comfortable in dark or dimly lit, dry locations, especially areas where food is stored, prepared, or eaten. Sharp-eyed CBP agriculture specialists can

spot entry or exit holes in bags or boxes of food, indicating the presence of khapra beetles or larvae.

CBP agricultural specialists must safeguard the container or commodity as soon as a suspect khapra beetle—alive or dead—is found, pending identification of the pest by the USDA. Containers and/or conveyances are sealed and the shipment is refused entry or, if possible, fumigated. Certain cargo is deemed high-risk. For example, used burlap from countries with known khapra beetle infestations require a permit confirming that the material has been fumigated.

### Training is key

The quarantine on noncommercial quantities of rice, coupled with CBP’s khapra beetle technology transfer training launched in early 2010, have led to significant increases in khapra beetle interceptions.

“Tracking nationwide interceptions during 2005 through 2007, CBP saw a need for increased training and, with the help of APHIS, developed and deployed it to the field in 2010,” according to Michael H. Wright, acting executive director of CBP Field Operations’ Agriculture Program and Trade Liaison Office.

“We provided training on how to find, identify and safeguard against khapra beetle. Before the training, we found approximately 37 in 2010 and around 15 each year prior,” said Wright. “After the training our interceptions started to skyrocket.”

Many tools that CBP agricultural specialists use to catch khapra beetles are the same ones used for other pest interceptions: flashlights, magnifier lenses, paintbrushes (for sweeping out corners and cracks), tweezers, probes, hand vacuums, sieves, and mirrors (for looking behind and under pallets and crates).

“I am extremely proud of the work that our agriculture specialists and officers have done in keeping khapra beetle out of the U.S.,” said Wright. “We must remain vigilant in our efforts to detect this and other significant exotic plant pests and continue to enhance our surveillance and detection techniques.”

—Kathleen Franklin



★ CBP agriculture specialists inspect cargo for pests, including khapra beetle.



★ Khapra beetle intercepted at the Port of Baltimore on bag of a rice in a mail shipment from Saudi Arabia.

# Charting the Path to **Transition**

## Afghanistan Border Management Task Force

**T**he Border Management Task Force, led by Customs and Border Protection in Afghanistan, evolved from the 2006 Border Management Initiative to assist the government of Afghanistan in building its border police and customs department capacity to effectively control its border, improve security and promote border region stability.

In 2007, at the request of the State Department, the Department of Defense Central Command funded the task force development. CBP formally established the task force and began deploying employees from the CBP Offices of Field Operations and Border Patrol. In January 2010, CBP officially opened its attaché office in Afghanistan with the arrival of two permanent employees, one from each of those uniformed services.

Today, the CBP task force adheres to the same principles administered under its 2006

mandate to provide oversight and manage U.S. border initiatives in Afghanistan and to assist the Afghan government with border issues and programs. The CBP task force also provides the U.S. Embassy and the International Security Assistance Force with information and subject matter expertise on border-related issues.

Since its inception, the CBP Border Management Task Force has increased in size and scope. Beginning with only two permanent CBP personnel, it has evolved into a program with 11 full-time CBP employees and more than 50 contract advisors who are former CBP employees. The current team also includes three military liaison officers.

The task force can point to many successes in Afghanistan in its short, significant history, such as the coordination, construction and management of the Afghan Advanced Border Management Academy and the development and

management of the Afghan National Customs Academy. The task force also is coordinating the construction of a new facility for the customs academy, located behind the Afghan Customs Department national headquarters. The current facility is currently co-located with the Afghan Counter-Narcotics Training Academy and to date has provided basic customs academy instruction to 407 students.

The border management academy was built in 2009 and became operational in 2010, providing advanced leadership and managerial instruction to 174 students to date from the Afghan Customs Department, Afghan Border Police, and other border agencies. The Border Management Task Force has overseen many facility upgrades, including warehouse renovation at the Inland Customs Depot in Kabul and the construction of new border-crossing facilities in Islam Qala. The task force also deployed and maintains non-intrusive

inspection equipment and trained Afghan personnel on its use. The technology includes pallet and baggage X-ray systems, stationary gantry X-ray systems and mobile X-ray systems at border crossings and international airports.

### **A new approach**

The Border Management Task Force mostly has built structures and systems to improve the Afghan customs and border police capability to detect, classify and



★ CBP representatives in Afghanistan meet in Kabul with the Afghanistan Border Police commander, Lieutenant General Yunis Mohammad Noorzai, standing at center.

resolve cross-border incursions and enable legitimate international trade and travel while supporting Afghan customs processes, which has increased customs revenue collection.

With an attentive eye on transitioning these responsibilities to the Afghans, the task force strategy gives a report card to Afghans to ensure they have retained the processes and a separate report card to task force members to assure that the processes they implemented are effective and sustainable.

The results-oriented transition strategy connects three separate but interrelated approaches that will demonstrate the Afghan Customs Department and Afghan Border Police mission capability levels. Each approach can be individually developed to enhance customs processes and improve border security.

Task force local advisors are conducting evaluations to measure minimum essential capability at priority border crossings. The evaluations, originally created by the CBP Border Support Teams in Iraq and enhanced in Afghanistan, will provide an easy to understand assessment of the Afghan agencies' abilities to conduct their respective but interrelated missions. The evaluations will help local CBP task force advisors to identify operational shortfalls, correct and adjust to improve capacity, and project a transition timeline for specific border crossings.

Task force local advisors are gathering Afghan operational enforcement metrics to demonstrate the current levels of effectiveness and measure operational improvements over time.

The task force is transitioning to an advisory role to observe the Afghan agencies' ability to operate effectively. The Afghan-led operations, using the newly created Afghan customs and border police mobile enforcement teams, will commence with mission-specific training followed by an Afghan enforcement operation. When the enforcement operation concludes, an after-action review will discuss shortfalls, lessons learned and best practices, which may be followed by additional pulsed operations to reinforce the training.

The recently implemented advisory operations have already identified the

need for customs law revisions and are garnering high-level Afghan government and coalition interest.

While the Border Management Task Force shares enduring processes and helps Afghans measure and improve their customs process, revenue collection, and border security, valuable added assets are the personal and professional relationships built by task force advisors with Afghans. These encourage information and intelligence sharing that will ultimately improve safety and increase security for both Afghans and Americans.

Unfortunately, the many positive accomplishments of the Border Management Task Force were marred by a tragic suicide bombing in Kandahar on Feb. 7, 2011. Killed were task force

advisor David Hillman, who retired from CBP active duty in 2009; Sgt. Patrick R. Carroll of the XVIII Airborne Corps, who was head of the security team, and their Afghan translator. Two other members of the task force as well as a U.S. soldier sustained significant injuries in the attack. All Border Management Task Force members were greatly saddened by the loss of life and injuries sustained by their teammates and friends who selflessly advocated and worked for the betterment of Afghanistan. This, however, has not swayed the mission or the resolve of the task force, as exemplified by two of the three injured team members rejoining the Afghan effort after recuperating from their injuries. ■

—Doyle Edward Amidon Jr.

## The task force can point to many successes in Afghanistan in its short, significant history.



★ CBP Firearms Specialist Eric Gough, center, at Torkham Gate on the Pakistan border, talks with customs brokers.

# CBP Launches **Active Lane Management Initiative**

**W**hen a vehicle in Mexico approaches the U.S. port of entry at Otay Mesa, Calif., chances are that its driver and passengers hold high-tech identification documents qualifying them for expedited Customs and Border Protection processing. The challenge now for CBP is to ensure that these border crossers have access to lanes that facilitate speedier inspections.

CBP has transformed the way it does business at land borders. Agency operations have integrated advances

such as radio frequency identification technology, known as RFID, improved license plate readers and Vehicle Primary Client software. Developments in CBP infrastructure—coupled with deployment of Ready Lanes, light emitting diode, or LED, signage and established dedicated commuter lanes—provide port managers the ingredients for active lane management.

The use of RFID-enabled travel documents has increased exponentially. More than 1.5 million border crossing cards and 2.5 million permanent resident cards have been issued with RFID technology.

In October 2011, CBP's Office of Field Operations launched active lane management programs at four ports equipped with the requisite infrastructure:

- Lincoln-Juarez Bridge in Laredo, Texas
- Otay Mesa, Calif.
- Peace Arch in Blaine, Wash.
- Ysleta-Zaragoza Bridge in El Paso, Texas

CBP anticipates additional crossings will implement active lane management over the coming months.



★ Pedestrian queues, such as the one to the right of the vehicle lanes at the Paso Del Norte port of entry in El Paso, could benefit from Ready Lanes planned by CBP.

## Managed lanes

The concept of active lane management has been around in the highway administration community for years. The Federal Highway Administration notes online that different agencies have different definitions, but describes common features of all managed lanes:

- A set of lanes separate from the general-purpose lanes;
- A high degree of management flexibility to respond to growth and changing needs;
- Use of a combination of tools and techniques to achieve optimal conditions;
- Principal management strategies include pricing, vehicle eligibility, and access control.

Since the implementation of the Western Hemisphere Travel Initiative in 2009, CBP has been steadily building its managed lane capabilities. SENTRI—the CBP trusted traveler program for expedited processing of pre-approved low-risk travelers at U.S.-Mexico land-border crossings established in 1995—experienced a 30 percent membership growth from fiscal year 2009 to 2011. NEXUS—the trusted traveler component administered jointly by the U.S. and Canada and begun in 2002—grew by 69 percent during the same period. The Ready Lane program debuted in 2010 at three land-border ports, designating lanes exclusively for travelers with RFID-enabled documents. Today 14 ports have Ready Lanes.

While SENTRI and NEXUS cardholders must pay a fee and undergo background screenings to qualify, Ready Lanes are open to holders of any RFID-enabled travel document, such as a U.S. passport card, enhanced permanent resident card, border crossing card or an enhanced driver's license. The RFID technology and the Vehicle Primary Client software together enable CBP officers to receive and review a traveler's information as the vehicle approaches the inspection booth.



★ Signage, technology and other improvements enable active lane management techniques at the Otay Mesa, Calif., port of entry.

*‘Active lane management is analogous to management of toll booths on a highway.’*

—Thomas Winkowski, assistant commissioner,  
CBP Office of Field Operations

Ready Lane travelers clear CBP processing an average of 20 to 25 percent faster than travelers in general lanes, according to a 2011 CBP study. SENTRI and NEXUS cardholders pass CBP screening generally 60 percent faster than those in general lanes.

“Active lane management is analogous to management of toll booths on a highway,” stated Thomas Winkowski, assistant commissioner of CBP’s Office of Field Operations. “Trusted traveler lanes are similar to EZ Pass lanes, Ready Lanes to exact-change lanes, and general lanes are similar to full-service lanes.”

“With active lane management, we’re making our land-border ports more efficient for the traveling public,” said John Wagner, executive director of CBP Admissibility and Passenger Programs. “We’re improving the quality of inspections while concurrently decreasing the processing times for travelers.”

CBP expects to offer expedited travel benefits to pedestrians soon. The agency is piloting a new pedestrian gate system at the Paso Del Norte border crossing in El Paso, which opened in November 2011, and is planning another at Otay Mesa for early 2012.

—Susan Holliday

# TSA Starts Expedited Pre✓ Screening

With a boost from U.S. Customs and Border Protection's trusted traveler programs, the Transportation Security Administration in October began testing TSA Pre✓—a voluntary, known-traveler prescreening initiative—with a limited traveler population at four U.S. airports.

TSA Pre✓ implements an intelligence-driven, risk-based approach to security. TSA states that the pilot program will offer prescreening to people who volunteer information about themselves prior to flying to potentially expedite the travel experience.

“As TSA moves further away from a one-size-fits-all approach, our ultimate goal is to provide the most effective security in the most efficient way possible,” said TSA Administrator John S. Pistole when the program launched. “By learning more about travelers through information they voluntarily provide, and combining that information with our other layers of security, we can focus more resources on higher-risk and unknown passengers. This new screening system holds great potential to strengthen security while significantly enhancing the travel experience whenever possible for passengers.”

During the pilot, TSA will prescreen to make intelligence-based risk assessments on passengers who volunteer for the TSA Pre✓ program and who fly domestically on American Airlines and Delta Airlines at four airports:

Airport	Airline
Hartsfield-Jackson Atlanta International Airport	Delta
Dallas/Ft. Worth International Airport	American
Detroit Metro Wayne County Airport	Delta
Miami International Airport	American

Eligible participants include certain frequent flyers from American Airlines and Delta Air Lines as well as members of CBP's trusted traveler programs—Global Entry, SENTRI, and NEXUS—who are U.S. citizens and fly with the participating airlines. If successful, TSA plans to expand the pilot to include additional airlines and other airports that participate in CBP's Global Entry program.

## How TSA Pre✓ works

Eligible passengers may be referred to a TSA lane for expedited screening. TSA will always incorporate random security measures throughout the airport; no individual will be guaranteed expedited screening. TSA's multilayered approach to security also includes behavior detection officers, explosives-detection systems, canine teams, and federal air marshals, among other measures both seen and unseen.

If CBP trusted traveler program members wish to participate, they can provide their membership number, or PASS ID, in the “Known Traveler Number” field when booking reservations or enter it into their frequent flyer profile with the airline. The trusted traveler membership number will enable TSA's Secure Flight System to verify that the traveler is a legitimate CBP trusted traveler and therefore eligible to participate in the TSA pilot. Trusted traveler membership numbers are on individuals' Global Online Enrollment System account Web pages toward the bottom and on the back of trusted traveler cards.

TSA is testing several other risk-based screening initiatives, including an identification verification program for airline pilots and expanded behavior-detection techniques.

TSA credits the partnership with CBP, American Airlines, and Delta Air Lines for its ability to pilot this prescreening initiative “in an effort to further strengthen aviation security,” according to a TSA statement.

For more information about TSA's risk-based security initiatives, visit [www.tsa.gov](http://www.tsa.gov). ■

*‘As TSA moves further away from a one-size-fits-all approach, our ultimate goal is to provide the most effective security in the most efficient way possible.’*

—John S. Pistole, TSA Administrator







★ CBP Officer Javier Arjona with the four medals he won at the 2008 Argentine Short Course National Championships while detailed to CBP's Container Security Initiative in Buenos Aires.



★ Arjona takes a break from swimming with his sons Samuel, 9, at left, and Alexander, 7, in a community pool.

# CBP Officer Swims in World Police Games

All athletes dream of competing at the highest level of their chosen sport, whether in a professional league or the Olympics. Others compete purely for the health benefits. Some, like Philadelphia Customs and Border Protection Officer Javier Arjona, see the value of both.

Arjona, 46, represented CBP during the 2011 World Police and Fire Games in the open water swim off Coney Island in New York City on Sept. 2.

He completed the 2.5-mile race in 55 minutes and 5 seconds, placing seventh out of 28 swimmers who represented law enforcement agencies from nine countries. The top finisher, representing the Nassau County, N.Y., Police Department, completed the course in 49:07.

"It was very competitive, more than what I expected," said Arjona. "I raced well, followed my swim plan and felt I could have gone a lot longer. Even though I did not medal, I was very pleased with my performance."

Most people would be thrilled with a seventh place finish, but Arjona is used to medaling.

While detailed to the Container Security Initiative in Buenos Aires,

Argentina, in 2007, a swimming coach saw Arjona in the pool and asked him to join his team. Three months later, Arjona medaled in four events in the Argentine Short Course National Championships, the only four events he entered. He won gold in the 800-meter and 400-meter freestyle, silver in the 200-meter freestyle, and bronze in the 400-meter individual medley.

Arjona started swim lessons when he was 9 years old in his hometown of Trujillo Alto, P.R. The bug bit and he couldn't be separated from the pool. Between competitive swimming and water polo, he spent 11 of 12 months in the pool up to the moment he graduated from the University of Puerto Rico. He also represented the Caribbean island during international competitions.

Finishing college opened a new chapter in Arjona's swimming career—he became an instructor.

"For nearly nine years, I had the opportunity to teach people of all ages and backgrounds. A wonderful experience that will remain with me for the rest of my life," said Arjona, who closed his swimming school and took the plunge into federal service as an inspector with the Immigration and

Naturalization Service in 2002 following the 9/11 terrorist attacks.

The World Police and Fire Games evolved from the California Police Olympics, which began in 1967. The first event to carry the World Police and Fire Games banner was in San Jose, Calif., in 1985 and enrolled 5,000 competitors.

Since then, the biennial event routinely draws more than 10,000 competitors from about 60 nations. It is the second largest multisport event in the world, surpassed only by the Summer Olympics.

To prepare for the World Police and Fire Games, Arjona competed in the Brooklyn Bridge Swim on July 30. He placed 10<sup>th</sup> overall out of 320 swimmers, completing the one kilometer course in 18:11. The top finisher completed the course in 13:30. Another 112 who signed up chose not to swim.

A year earlier, Arjona finished 36<sup>th</sup> in the same event.

According to Philadelphia Assistant Port Director Paul Nardella, Arjona exercises a similar commitment and passion for his duties as a CBP officer.

"Javier has been improving his ability to swim longer and quicker. This type of mentality mirrors his work ethic as an officer," said Nardella. "He has participated in various specialized teams (Passenger Analysis Unit, Advance Targeting Unit, Anti-Terrorism and Contraband Enforcement Team) and has volunteered for various details protecting the United States, such as the Container Security Initiative and the Southwest Border Initiative."

"Javier's dedication and work ethic [are] highly motivated and professional at all times," said Nardella.

Reflecting on his World Police and Fire Games performance, Arjona is satisfied with his time, but yearns for another shot.

"I'll hopefully have another chance in two years when the event will take place in Northern Ireland," he said.

If he doesn't make Northern Ireland, then perhaps he'll make it to Fairfax, Va., in 2015 when the games return to the U.S.

Until then, he'll settle for sharing the pool with his sons Samuel, 9, and Alexander, 7. ■

—Steve Sapp

# Extending the Promise of **Lady Liberty**

**F**orty-six years ago, President Lyndon Johnson traveled to Liberty Island to sign the 1965 Immigration Act at the base of the Statue of Liberty. Coming to Liberty Island to enact this legislation was more than symbolic. It was a pledge on behalf of the president and the leaders of Congress who accompanied him that the new immigration law would put into practice the ideals embodied by Lady Liberty. The authors of the new legislation sought to extend the non-discrimination protections recently given to American citizens to those who wished to immigrate to the U.S.

This law, also known as the Hart-Celler Act, amended the Immigration and Nationality Act of 1952 (known as the McCarran-Walter Act). While neither Johnson nor its authors saw the new legislation as revolutionary, its impact was immediate and far-reaching. Key provisions of the law included:

- eliminating national origin, race or ancestry as a basis for immigration;
- allocating immigrant visas on a first-come, first-served system, based on seven categories of relatives of U.S. citizens and permanent resident aliens;
- creating a preference category for persons with special occupational skills, abilities or training that were identified as underrepresented in the U.S. workforce;
- revamping numerical restrictions by limiting Eastern Hemisphere immigration to 170,000 and Western Hemisphere immigration to 120,000 (neither the preference categories nor the 20,000-per-country limit were applied to the Western Hemisphere);

- establishing two categories of immigrants that were not subject to numerical restrictions: immediate relatives, i.e., spouses, children, parents, of U.S. citizens and special immigrants who were defined as certain ministers of religion; certain former employees of the U.S. government abroad; certain persons who lost citizenship, e.g., by marriage or by service in foreign armed forces; and certain foreign medical graduates.

While the legislation broadened immigration eligibility, it also maintained restrictions designed to protect workers and jobs. Before a visa could be issued to an alien seeking to enter as a worker, a determination was made that the immigrant would not replace a worker in the U.S. nor adversely affect the wages and working conditions of similarly employed individuals.

The act expanded the efforts of Johnson's predecessors and represented a lifetime of work for Rep. Emmanuel Celler, who had called for immigration reform in his first major address to Congress in 1924. Beginning in World War II, immigration was expanded incrementally. In December 1943, President Franklin Roosevelt convinced Congress to create an immigration quota for Chinese immigrants

## The legislation opened immigration to all nations.



photo by Yoichi Okamoto

★ President Lyndon Johnson flies to Liberty Island to sign immigration law in 1965.

and make Chinese aliens eligible for naturalization. Three years later, quotas were granted to Filipinos and “natives of India” in the Luce-Celler Act, a bipartisan effort sponsored by Republican Rep. Clare Booth Luce and Celler, a Democrat.

Cold War concerns caused reform to slow in the 1950s, though both Harry Truman and Dwight Eisenhower called for broader immigration laws and policies. President Truman was the most pointed in his criticism of American immigration legislation, stating that the 1924 system carried forward in the 1952 McCarran-Walter Act “stultified [current immigration policy] by the dead hand of the past.” Similarly, President Kennedy opposed the national origins system and appealed to Congress in 1963 to abandon a system that “neither satisfies a national need nor accomplishes an international purpose.”

These calls for reform were embodied in the 1965 Hart-Celler Act. In amending the 1952 immigration law, Congress saw it as the next logical step in ridding the nation’s laws of discriminatory practices. Rep. Philip Burton explained, “Just as we sought to eliminate discrimination in our land through the Civil Rights Act...we seek by phasing out the national origins quota system to eliminate discrimination in immigration.”

Rep. Robert Sweeney concurred and added, “The central purpose of the administration’s immigration bill is to once again undo discrimination and to revise standards by which we choose potential Americans in order to be fair to them and which will certainly be more beneficial to us.” Sen. Hiram Fong noted that the 1965 legislation removed from immigration law the “contradiction to [the] American ideal” and aligned it with the belief in “the equality of all men without regard to race, color, creed, or national origin.”

The legislation opened immigration to all nations. Prior to 1965, northern European countries provided the majority of immigrants with the largest numbers coming from Britain, Germany, and Ireland. Johnson in his remarks at the signing ceremony noted the extent of the restrictions that the law was abolishing. Under the old system “only three



★ At left, president Johnson speaks of the significance of the legislation that removes “the twin barriers of prejudice and privilege.”

★ Below, president Johnson signs the Hart-Celler Act into law flanked by the First Lady and Vice President Hubert Humphrey at left and members of Congress.



photos by Yoichi Okamoto

countries were allowed to supply 70 percent of all the immigrants,” said Johnson.

The law was also family friendly and for the first time gave higher preference to the relatives of American citizens and permanent residents. Its impact on family unification was immediate. On Feb. 15, 1966, the White House made public a report to the president from Attorney General Nicholas Katzenbach that concluded, “Although the Act has been in effect only two months, it has already reunited hundreds of families through its preferential

admissions policy for aliens with close relatives in the United States.”

Katzenbach’s report proved prophetic. The Immigration Act of 1965 abolished legal discrimination and broadened the diversity of those seeking to come to the U.S. Its signing was a transforming moment in American history that continues to influence the work of Customs and Border Protection and the Department of Homeland Security. ■

—David D. McKinney, Ph.D.

# Border Busts



## CBP Arrests Salvadoran with 15 Cocaine-Concealing Clams

Chantilly, Va. – CBP officers at Washington Dulles International Airport arrested a Salvadoran man

after CBP officers discovered 15 small, cocaine-filled bags concealed in clams packed in the man's luggage.

CBP officers arrested David Pocasangre Vaquiz, 26, and seized a combined 152 grams, or 5.36 ounces, of cocaine. The cocaine had an approximate street value of \$10,000.

CBP turned Pocasangre Vaquiz over to Metropolitan Washington Airports Authority Police for local prosecution.

"Smugglers attempt all types of creative concealment methods to sneak their deadly poison into the United States and this is one of the oddest we've seen," said Christopher Hess, CBP port director for the port of Washington, D.C. "This passenger took an enormous risk for only five ounces of cocaine and he now faces very serious narcotics smuggling charges."

After Pocasangre Vaquiz was referred to a routine secondary inspection, CBP officers found a black plastic bag containing approximately 80 clams inside Pocasangre Vaquiz's luggage. An officer opened one clam to reveal the first plastic bag. An X-ray revealed 14 additional cocaine-concealing clams. The 15 clams had allegedly been opened, stuffed with the packaged cocaine and glued closed.



## CBP Seizes \$4.5 Million in Fake Sunglasses

Los Angeles – CBP officers and import specialists assigned to the Los Angeles/Long Beach seaport seized 30,300 pairs of sunglasses in violation of the Lacoste trademark in a shipment arriving from China.

CBP officers seized the infringing shipment with a domestic value of \$48,000. If the sunglasses had genuine Lacoste trademarks, the manufacturer's suggested retail price of the shipment would have been \$4.5 million.

"CBP officers and import specialists at the Los Angeles/Long Beach seaport aggressively safeguard one of America's most valuable assets, intellectual property," said Todd C. Owen, CBP director of field operations in Los Angeles. "The theft of intellectual property poses a serious threat to the vitality of our nation's economy."

Along with the negative effect on legitimate manufacturers, counterfeit sunglasses may not be impact resistant, may cause injury by shattering, and may fail to provide ultraviolet protection.

CBP plays a critical role in enforcing trade laws including the enforcement of intellectual property rights. Preventing the entry of counterfeit items is crucial to protecting consumers as well as the U.S. economy.

In fiscal year 2010, CBP at Los Angeles/Long Beach seaport accomplished a record-breaking year with 863 trade seizures with a domestic value exceeding \$34 million. This is a 42 percent increase in the number of seizures from fiscal year 2009.



## Philly CBP Seizes \$139,000 in Undeclared Currency

Philadelphia – CBP officers seized more than \$139,000, mostly concealed in black socks, from a couple who arrived from Greece at Philadelphia International Airport.

The couple, both U.S. citizens, told CBP officers that they possessed only \$4,000 between them. Officers explained the federal currency reporting requirements. The couple said verbally and in writing that they understood, and then declared in writing that they possessed \$6,000.

During a baggage inspection, CBP officers discovered five large, bulky, black socks stuffed with U.S. dollars and euros. CBP officers also found currency lining the sides of two suitcases and loose currency inside their checked and carry-on bags. CBP officers seized a total of \$139,349.38.

There is no limit to how much currency travelers can import or export; however federal law requires travelers to declare amounts exceeding \$10,000 in U.S. dollars or equivalent foreign currency.

“Travelers who deliberately refuse to comply with federal currency reporting requirements run the risk of losing their currency, and may potentially face criminal charges,” said Allan Martocci, CBP port director for the Area Port of Philadelphia. “The easiest way to hold on to your currency is to honestly declare it.”

The couple were provided with directions to petition for their currency and released.



## Barrels of Meth Chemicals Seized by L.A. CBP Officers

Los Angeles – CBP officers at an air cargo consignment facility at Los Angeles International Airport seized 40 drums filled with 2,200 pounds of methylamine hydrochloride and two barrels containing 880 pounds of ethyl phenyl acetate, both known chemicals used to manufacture methamphetamine and Ecstasy. The shipment arrived from China with a final destination in Illinois.

“In terms of volume this is a significant interception and definitely one of the largest meth precursor seizures at LAX in recent years,” said Todd C. Owen, CBP director of field operations in Los Angeles. “CBP focuses much of its law enforcement efforts on keeping dangerous and illegal drugs out of America and off the streets.”

On Sept. 29, 2011, CBP officers discovered and seized the shipment. Samples of the substances were sent to CBP’s Laboratories and Scientific Services. The chemist team identified the chemicals.

CBP consulted with the U.S. Drug Enforcement Administration to confirm that DEA designates methylamine hydrochloride and ethyl phenyl acetate as controlled substances.

Methylamine hydrochloride is a corrosive, flammable, strong-odor chemical needed to manufacture methamphetamine and Ecstasy.

# RESOURCES

## NEED ANSWERS?

CBP has more than 600 answers to your most frequently asked questions, as well as a few that aren't so common. Please use this page to research the information you need. If you do not find it, or have additional questions, contact CBP.

<https://help.cbp.gov>

or call (877) 227-5511 or (703) 526-4200

## U.S. PORTS OF ENTRY

Locate a Port of Entry – Air, Land, or Sea.

[www.cbp.gov/xp/cgov/toolbox/contacts/ports/](http://www.cbp.gov/xp/cgov/toolbox/contacts/ports/)

## TRAVEL INFORMATION

CBP provides helpful information about the entry process, travel program and more for U.S. citizens and international visitors.

[www.cbp.gov/travel](http://www.cbp.gov/travel)

### Trusted Traveler Programs

For expedited travel for air and land border crossing, enroll in one of the following programs.

- Air travel – [www.globalentry.gov](http://www.globalentry.gov)
- Northern land border crossing – [www.nexus.gc.ca](http://www.nexus.gc.ca)
- Southern land border crossing – [www.senti.gov](http://www.senti.gov)

### For international Visa Waiver Travelers

Electronic System for Travel Authorization

<https://esta.cbp.dhs.gov>

## TRADE INFORMATION

CBP provides information and resources to the trade community about basic importing and exporting, cargo security and more.

[www.cbp.gov/trade](http://www.cbp.gov/trade)

## CAREERS WITH CBP

If you are interested in a career with CBP, check out the “Careers” website for more information.

[www.cbp.gov/careers](http://www.cbp.gov/careers)

## HELPFUL WEBSITES:

U.S. Department of Homeland Security – [www.dhs.gov](http://www.dhs.gov)

DHS TRIP – [www.dhs.gov/trip](http://www.dhs.gov/trip)

U.S. Customs and Border Protection – [www.cbp.gov](http://www.cbp.gov)

Transportation Security Administration – [www.tsa.gov](http://www.tsa.gov)

DHS Social Network – [www.ourborder.ning.com](http://www.ourborder.ning.com)

Federal Emergency Management Agency – [www.fema.gov](http://www.fema.gov)

U.S. Citizenship and Immigration Services

- I-551, Permanent Resident Card (“Green Card”) [www.uscis.gov](http://www.uscis.gov)

U.S. Immigration and Customs Enforcement – [www.ice.gov](http://www.ice.gov)

United States Coast Guard – [www.uscg.mil](http://www.uscg.mil)

### U.S. State Department

- Passports – [www.travel.state.gov/passport](http://www.travel.state.gov/passport)
- Visas – [www.travel.state.gov/visa](http://www.travel.state.gov/visa)
- Visa Waiver Program – [www.travel.state.gov/visa](http://www.travel.state.gov/visa)
- Cultural property – [www.exchanges.state.gov/culprop](http://www.exchanges.state.gov/culprop)

### United States Department of Agriculture/APHIS

- Traveler Information – [www.aphis.usda.gov/travel](http://www.aphis.usda.gov/travel)
- Importing Agricultural Items – [www.aphis.usda.gov/import export](http://www.aphis.usda.gov/import export)



# CBP

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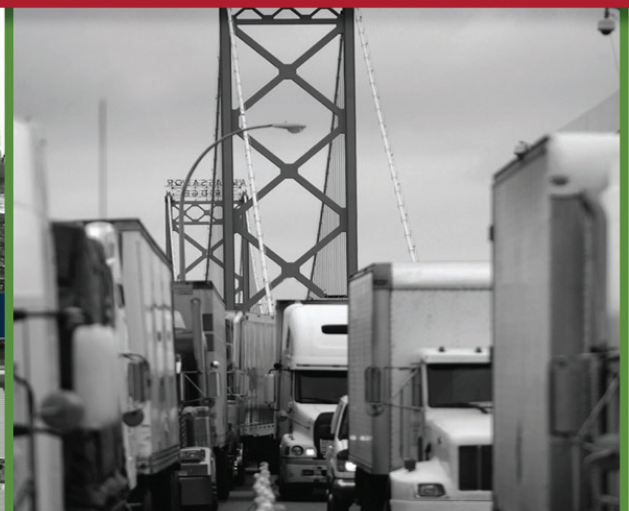
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