

Northern Border Strategy

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Northern Border Strategy

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Letter from Secretary Napolitano

I am pleased to present the first unified DHS strategy to guide the Department's policies and operations at our northern border, the 2012 DHS *Northern Border Strategy (NBS)*. This *NBS* leverages the expertise and capacity of all DHS components and reflects a unified direction for DHS policies and operations at the U.S. northern border.

The U.S.-Canada border presents unique security challenges based on geography, weather, and the immense volume of trade and travel. At over 5,500 miles, the border spans diverse terrains and climates, metropolitan areas and vast unpopulated spaces. Roughly 300,000 people and \$1.5 billion in trade cross the northern border every day, representing the largest bilateral flows of goods and people in the world. The United States shares economies, communities, and infrastructure with Canada and also faces shared threats.

As a Department, we have made significant advancements in creating a secure and resilient northern border. We continue to invest in personnel, technology, and infrastructure, and to strengthen our cooperation with Federal, state/provincial, tribal, and private sector partners on both sides of the border. These achievements have resulted in a more secure northern border that facilitates legitimate travel and trade. Yet until now, there has been no Department-wide strategy to guide DHS policy and operations at the northern border.

The *NBS* draws upon the expertise and experience of the thousands of DHS personnel who work tirelessly to secure our northern border. It takes a Department-wide look at the northern border and considers all of DHS's authorities, responsibilities, and capabilities to describe a cross-cutting, all-missions approach. This *NBS* extends from, and is consistent with, the 2010 National Security Strategy, the 2010 Quadrennial Homeland Security Review, and the 2010 DHS International Strategy. The goals outlined in the *NBS* support the 2011 United States-Canada shared security vision, *Beyond the Border: A Shared Vision for Perimeter Security and Economic Competitiveness* and its accompanying action plan, presenting new opportunities for increased bi-lateral cooperation.

The *NBS* identifies three key goals: deterring and preventing terrorism and smuggling, trafficking, and illegal immigration; safeguarding and encouraging the efficient flow of lawful trade, travel, and immigration; and ensuring community resiliency before, during, and after terrorist attacks and other disasters. To accomplish these goals, DHS will utilize: partnerships; information, intelligence, interdictions, and investigations; technology; infrastructure; and personnel. Strengthened coordination among DHS components and offices underlies all of these means and methods.

Moving forward, this *NBS* will guide our work at the northern border. The *NBS* is an important step forward in enhancing U.S. trade, prosperity, security, and in advancing a unified DHS.

Yours very truly,



Janet Napolitano

Executive Summary

The U.S.-Canada border is the longest common border in the world, and it joins two nations that enjoy one of the world's strongest relationships. With communities and businesses that reach both sides of the border, the economies and security of the United States and Canada are inextricably linked.

DHS is focused on securing the U.S. northern border while expediting the flow of lawful travel, trade, and immigration. Cross-border communities contain significant populations that commute across the border every day and whose water or electrical power comes from the other country. Recognizing the cross-border nature of infrastructure and commerce is critical to DHS's ability to effectively manage the northern border.

This 2012 *DHS Northern Border Strategy (NBS)* takes a Department-wide look at the northern border, considering all of DHS's authorities, responsibilities, and capabilities in developing a cross-cutting all-missions approach.

The Department's three goals for the Northern Border are:

1. Deter and Prevent Terrorism, Smuggling, Trafficking, and Illegal Immigration
2. Safeguard and Encourage the Efficient Flow of Lawful Trade and Travel
3. Ensure Community Safety and Resiliency Before, During, and After Terrorist Attacks and Natural Disasters

To achieve these Goals, DHS will utilize five key means and methods:

- A. Partnerships
- B. Information, Intelligence, Interdictions, and Investigations
- C. Technology
- D. Infrastructure
- E. Personnel

The *NBS* is based on, and consistent with, the released *2010 National Security Strategy*,¹ DHS's *Quadrennial Homeland Security Review*² (QHSR), and with the key areas of cooperation articulated by the President in his joint declaration with Canadian Prime Minister Harper in *Beyond the Border: A Shared Vision for Perimeter Security and Economic Competitiveness* ("Beyond the Border").³

¹ *National Security Strategy*. (2010, May). Retrieved from the White House website:

http://www.whitehouse.gov/sites/default/files/rss_viewer/national_security_strategy.pdf

² *Quadrennial Homeland Security Review Report: A Strategic Framework for a Secure Homeland*. (2010, February). Retrieved from the U.S. Department of Homeland Security website: http://www.dhs.gov/xlibrary/assets/qhsr_report.pdf.

³ *Beyond the Border: A Shared Vision for Perimeter Security and Economic Competitiveness*. (2011, February). Retrieved from the White House website: <http://www.whitehouse.gov/the-press-office/2011/02/04/declaration-president-obama-and-prime-minister-harper-canada-beyond-bord>

I. Introduction

Purpose

Although a number of DHS components and offices developed strategies and plans addressing the northern border, those documents do not reflect the full range of DHS's authorities and responsibilities or draw from a unified vision for executing the Department's missions along the northern border. The *NBS* provides overarching Department-wide strategic guidance and direction to better manage the northern border and align resources to meet the Department's missions, as identified in the QHSR, through clearly aligned goals and objectives. Each DHS office and component will utilize the *NBS*'s framework and directives to implement the corresponding goals and supporting operations.

The DHS Northern Border Strategy in a Strategic Context

The *NBS* exists within a broader context that reflects the higher-level guidance set forth by the *2010 National Security Strategy*, DHS's *Quadrennial Homeland Security Review (QHSR)*, as well as insights and priorities derived from DHS issue or component specific strategies and action plans. These strategies include the *2010 DHS International Strategic Framework*,⁴ *2009 U.S. Customs and Border Protection Northern Border Strategy*,⁵ and the *2008 Small Vessel Security Strategy*.⁶ DHS worked with the Office of National Drug Control Policy to develop the congressionally mandated *2012 Northern Border Counternarcotics Strategy*⁷ as well as with the White House to complete the *2012 National Strategy for Global Supply Chain Security*.⁸

At the national security enterprise level, the *National Security Strategy* sets forth overarching strategic principles and priorities for all national security and homeland security activities. The *National Security Strategy* balances the United States Government's priorities across the four national interests: security; prosperity; values; and international engagement. These national interests are echoed in, and represent, a defining characteristic of homeland security which includes the need to pursue security and resilience while facilitating lawful trade, immigration, and travel. In fact, it explicitly highlights the critical nature of the U.S. strategic partnership with Canada in terms of the effect on homeland security and our changing approach to our shared border – reflected in the February 4, 2011 release of *Beyond the Border: A Shared Vision for Perimeter Security and Economic Competitiveness* and the December 7, 2011 release of the accompanying action plan.⁹ The *NBS* supports the goals outlined in the Vision: addressing threats early; trade facilitation, economic growth, and jobs; integrated cross-border law enforcement; and critical infrastructure and cyber security.

The QHSR's five missions directly align with the *National Security Strategy*'s emphasis on security and resilience at home: (1) Preventing Terrorism and Enhancing Security; (2) Securing and Managing Our Borders; (3) Enforcing and Administering Our Immigration Laws; (4) Safeguarding and Securing

⁴ *DHS International Strategic Framework/For Official Use Only*. (2010). The U.S. Department of Homeland Security.

⁵ *Northern Border Strategy/Law Enforcement Sensitive /For Official Use Only*. (2009). U.S. Customs and Border Protection.

⁶ *Small Vessel Security Strategy*. (2008, April). Retrieved from the U.S. Department of Homeland Security website: <http://www.dhs.gov/xlibrary/assets/small-vessel-security-strategy.pdf>

⁷ *National Northern Border Counternarcotics Strategy*. (2012, January). Retrieved from the White House website: http://www.whitehouse.gov/sites/default/files/page/files/national_northern_border_counternarcotics_strategy_.pdf

⁸ *National Strategy for Global Supply Chain Security*. (2012, January). Retrieved from the White House website: http://www.whitehouse.gov/sites/default/files/page/files/national_northern_border_counternarcotics_strategy_.pdf

⁹ *Beyond the Border: A Shared Vision for Perimeter Security and Economic Competitiveness*. (2011, December). Retrieved from the White House website: http://www.whitehouse.gov/sites/default/files/us-canada_btb_action_plan3.pdf

Cyberspace; and (5) Ensuring Resilience to Disasters. Each of these goals enables the QHSR mandate to mature and strengthen the homeland security enterprise while concurrently meeting the shared vision of both the United States' and Canada's senior leaders. These missions, and associated goals and objectives, form the foundation of all homeland security activities and served as guideposts throughout development of the *NBS*.

II. Operating Environment

Over 5,500 miles in length, the U.S.-Canada border is the longest shared common border in the world and includes both land and maritime domains. This common border includes 1,500 miles shared by Alaska with British Columbia and the Yukon Territory in Canada. Its varied terrain includes dense forests, narrow rivers, expansive lakes, open plains, and rugged mountains. The border is a diverse region consisting of major metropolitan centers, integrated bi-national communities, numerous transit hubs, tribal lands, and vast regions with little or no population. It is also a dynamic border with accessibility and security requirements that vary significantly with the seasons; portions of the border requiring maritime transit in the summer become passable by vehicles in the winter, for example. The diversity of this border environment is unified by one common feature: the partnership and alliance between the United States and Canada in managing, monitoring, and securing it.

Ninety percent of Canada's population lives within 100 miles of the U.S.-Canada border with over 120 land ports of entry connecting us.¹⁰ There are more than 3,000 last points of departure flights from Canada into the United States each week. DHS has approximately 400 personnel stationed in Canada, to include nine preclearance/preinspection locations, as well as at the U.S. Embassy in Ottawa and consulates across the country. DHS has increased the number of U.S. Customs and Border Protection (CBP) Border Patrol Agents along the northern border from 340 agents in 2001 to over 2,200 agents in 2012. The number of CBP Officers at ports of entry increased from 2,721 officers in 2003 to approximately 3,700 officers in 2012. DHS has deployed additional technology to the northern border, including thermal camera systems, Mobile Surveillance Systems, two Unmanned Aircraft Systems (UAS) and an accompanying Operations Center, new national distress and command and control networks (i.e. Rescue 21), and Remote Video Surveillance Systems. The DHS Domestic Nuclear Detection Office (DNDO) deployed Radiation Portal Monitors to all CBP northern border ports of entry, helping to protect the United States against the threat of weapons of mass destruction and effect (WMD/WME), as well as other dangerous materials. These technologies enable us to continue to improve our situational awareness at ports of entry and in remote areas of the border, and in turn will increase the ability of DHS and partner agencies to detect, deter, and intercept illegal cross-border activity. Through the *NBS*, DHS will continue to improve its management of the northern border to strengthen U.S. cross-border security, enhance legitimate trade, immigration, and travel, and support the U.S. economy.

An Enduring Partnership

The partnership between the United States and Canada is founded on close social, economic and security ties, stable democratic governments, and physical proximity. The economic data illustrate this story: roughly 300,000 people and \$1.5 billion in trade cross the U.S.-Canada border every day, and each country is the other's largest trading partner.

The United States and Canada also share critical infrastructure which includes essential border and other bi-national economic infrastructure such as ports of entry, bridges, pipelines, rail lines, power grids, communications networks, and water supplies. Some communities straddle the border, with commuters who cross the border every day to go to and from work, schools, hospitals, and sporting events. Our

¹⁰ *Canada - The World Factbook*. (2011, February). Retrieved from the CIA World Factbook website: <https://www.cia.gov/library/publications/the-world-factbook/geos/ca.html>

countries share not only physical infrastructure, but also vital transportation systems. Nowhere is this more evident than on the Great Lakes. As the shared internal waters of sovereign nations, the Great Lakes provide equal opportunity access to both countries. Additionally, both the United States and Canada are destination countries for persons from other parts of the world who seek trade, tourism, education and employment opportunities or refuge from persecution or other humanitarian emergencies. Recognizing these responsibilities and realities allows both the United States and Canada to tailor our border policies to better accommodate people and goods legally crossing the border and to best protect against illicit crossings and activity.

Over time, both the United States and Canada have recognized these interdependencies and shared responsibilities and have worked closely together to expedite the secure movement of legitimate travel and commerce into and within North America and to protect our people from common threats such as terrorism, trafficking, and crime. For example, both the 2001 U.S.-Canada Smart Border Accords and the 2005 Security and Prosperity Partnership of North America demonstrated the United States' recognition that we can achieve our security goals only through collaboration with our neighbors and partners. The successful bilateral collaboration supporting the 2010 Vancouver Winter Olympics thrived in areas ranging from maritime and aviation security to infrastructure improvements and emergency preparedness provides a more recent example.

Collaborative Efforts

The U.S.-Canada relationship is critical both for U.S. national security and economic vitality. On February 4, 2011, President Obama and Prime Minister Harper recognized this essential fact when releasing *Beyond the Border: A Shared Vision for Perimeter Security and Economic Competitiveness*. This vision focuses on identifying threats at the earliest opportunity and working within, at, and away from the borders and provides the framework for future collaborative efforts between our two countries. It demonstrates a shared responsibility to enhance our security while expediting legitimate flows of people and goods to enhance economic competitiveness. The U.S. and Canadian governments committed to developing a Beyond the Border Action Plan of specific deliverables consistent with the vision. The goals and objectives of the *NBS* are consistent with that Action Plan, released on December 7, 2011 by President Obama and Prime Minister Harper.

DHS works closely with Canadian partners both at and in between our ports of entry to ensure that the United States and Canada are secure against illicit activity, including terrorism, the work of transnational criminal networks, and illegal immigration. We support these efforts by continuing to develop new mechanisms for cooperation, such as the May 2009 signing of the Integrated Cross-Border Maritime Law Enforcement Operations agreement (*ICMLEO-Shiprider*) which formalizes integrated joint law enforcement teams along the maritime border. This program allows qualified law enforcement officers from both countries to conduct joint vessel patrols to prevent, detect, and investigate criminal activities in shared waterways, removing the international maritime boundary as a barrier to law enforcement.

2010 Vancouver Winter Olympics

- Created essential partnerships among Federal, state, and local law enforcement, public safety, and health entities.
- CBP P-3 aircraft provided critical long range and endurance airborne surveillance of the Temporary Flight Restriction surrounding Vancouver, BC.
- TSA and CBP conducted aircraft and passenger inspection from 16 U.S. airports into Vancouver.
- TSA monitored flights and Federal Air Marshal missions at the Vancouver Airport; staffed joint operations centers in Canada and the United States; and conducted Visible Intermodal Prevention and Response operations in Washington State.
- FLETC provided training software used to design and conduct training in coordination with S&T.
- USCG conducted *Shiprider Pilot Operations*, using these results to continue the pilot for both the G8 and G20, located in Canada in 2010.
- FEMA liaisons deployed to the Bellingham Olympic Coordination Center for surge capacity, and FEMA helped plan and participated in preparation security operations exercises.

Additionally, the July 2010 completion of a *Joint Border Threat and Risk Assessment* (released publicly in March 2011) advances a shared understanding of threats to North America and strengthens DHS's commitment to mitigate such threats. At the same time, both the United States and Canada are working to ensure that our shared infrastructure is protected through the *Canada-U.S. Action Plan for Critical Infrastructure*, a comprehensive cross-border approach to critical infrastructure protection and resilience, released in July 2010.

DHS continues to enhance its partnerships with our Federal, state, local, tribal, territorial, and Canadian partners. For instance, DHS, along with Justice Canada, joined the U.S. Department of Justice and Public Safety Canada as co-chairs of the U.S.-Canada Cross Border Crime Forum (CBCF) in 2010 and met again in 2012. We are partnering to develop the next generation of integrated cross-border law enforcement (NxtGen), among other joint border and law-enforcement initiatives. DHS and the Department of State work cooperatively with Canadian counterpart agencies through the Emergency Management Consultative Group (EMCG) to improve the resiliency of communities that straddle the border and ensure they have clear and coordinated approaches to emergency management and response. The defense departments in both countries also participate in this forum given their role providing defense support to civil authorities. DHS also works cooperatively with the Department of Transportation and Transport Canada in areas ranging from developing accurate measurements of border wait times to enhancing international standards through the International Civil Aviation Organization. DHS collaborates with the Department of Defense through the U.S.-Canada Permanent Joint Board on Defense on issues with a security and defense nexus, such as cybersecurity, critical infrastructure protection, and emergency management and response.

DHS has also increased its engagement with northern border state and local officials through integrated law enforcement and senior table top exercises. This engagement includes increased and improved training for DHS partners, including northern border state, local, tribal, and territorial partners, through National Level Exercises, domestic campaigns such as "If You See Something, Say Something,TM" the *Blue Campaign* to combat human trafficking, and continued support of the national network of state and major urban area fusion centers and the National Suspicious Activity Reporting Initiative. While these efforts are not specifically northern border focused, applying this engagement and training at the northern border increases the benefit and success of the homeland security enterprise as well as specific DHS missions at the northern border.

Common Threats

A variety of common threats affect our unique northern land, air, and maritime borders.¹¹ The high volume of commerce and travel between the United States and Canada creates opportunities for criminals to conceal their cross-border activity. The potential for terrorists or violent extremists to attempt an attack or gain entry across the land, air, or maritime borders poses the single greatest security threat along the border.

Illegal migration occurs in both directions across our northern border. The overwhelming majority of those apprehended in the United States have no known links to terrorist organizations. Some illegal immigrants receive assistance from alien smuggling organizations that range from small local operations to large transnational smuggling networks that move aliens from places across the globe into North America.

Illicit drugs are the predominant form of contraband smuggled across the border. Canada is the primary source country for MDMA (Ecstasy) smuggled into the United States and is also a major source of high-potency marijuana. Cocaine and tobacco are the largest volume contraband smuggled from the United

¹¹ IBET annual threat assessments and 2010 *Joint Border Threat and Risk Assessment* conducted by U.S. Customs and Border Protection and the Canada Border Services Agency.

States into Canada. Bulk cash smuggling occurs in both directions across the border. Drugs interdicted at and moving through land ports of entry are typically carried in private and commercial vehicles, while the drugs smuggled between ports of entry are usually transported using off-road vehicles, small boats, snowmobiles, and human carriers. Smugglers also use low flying private aircraft to smuggle drugs. For such cross-border drug issues, DHS components partner with Canadian law enforcement agencies to investigate international smuggling crimes. These investigations are coordinated with the Drug Enforcement Administration (DEA), which is the single point of contact for U.S. drug related matters in the foreign environment and for ensuring that investigations comply with relevant U.S. and Canadian government protocols.

The northern border can also be an avenue for unintentional hazards, including infectious and communicable diseases. Communicable diseases may be carried by people in asymptomatic “carrier” states—meaning an individual may appear normal and healthy. Most infectious diseases have an incubation period, during which the disease may be contagious but has not yet become noticeable, further challenging identification and mitigation efforts. There are also risks associated with the introduction of plant or animal pests or diseases into the United States or Canada from other countries. DHS must ensure we recognize and prepare for these threats in today’s globalized and interconnected world.

III. Border Concepts

Given the unique nature of the U.S.-Canadian relationship, there are various ways to view and understand the northern border. Three different and interrelated conceptions of the northern border, described below, are lenses through which DHS views its efforts to implement its border management, policies, and operations.

Jurisdictional Lines and Physical Checkpoints

Traditionally, a border is often thought of as a physical line: one that separates the jurisdictions of sovereign nations along legal boundaries. It is at these jurisdictional lines that the government’s legal obligations and authorities to permit or prevent the entry of persons and goods are most often exercised.

As the government agency that controls movement across the U.S. borders, DHS has the legal authority to inspect or search persons or objects that seek to enter or exit the United States. In carrying out our responsibilities at the border, DHS works with the private sector, international, Federal, state, local, territorial, and tribal partners. DHS evaluates and resolves potential issues of conflicting cross-border jurisdictions involving states, provinces, Federal, and tribal authorities between the United States and Canada in order to respond to threats and disasters and to protect critical infrastructure along and across the border.

Secure Flows

The border is also a mechanism for facilitating secure flows of lawful trade and travel. This concept of “secure flows” recognizes that the global economy is connected by systems and networks that transcend national boundaries, including the global supply chain, trade, transportation, and financial systems. Each of these is critical to North American prosperity, and DHS is focused on ensuring both their efficiency and their security.

Viewing the goals of the *NBS* through this lens makes clear the need to safeguard and promote lawful and efficient transnational flows throughout the entire supply chain. This view of the border emphasizes DHS’s responsibility to reduce risk by creating layers of defense and security at and beyond the borders. DHS must also ensure that global systems and networks remain resilient to disasters and enable our economy to continue working even if tragedy strikes. The global flows of trade and people and the global reach of transnational terrorist and criminal organizations require DHS to consider a global perspective in this *NBS*.

Understanding the definition of borders as mechanisms for securing transnational flows has particular importance along the northern border because of the unique integrated nature of the U.S.-Canadian relationship. Auto parts manufactured in Canada must flow efficiently and securely to U.S. automotive assembly plants, and the ports of entry must facilitate this flow. The same is true for persons who reside on one side of the border and work on the other. We are committed to improving the security of these flows while expediting lawful travel and trade at the border.

The United States and Canada also share an interest in secure and lawful flows to and from North America as a whole, and in securing and facilitating the interconnected networks and systems of the global economy to reduce risks and vulnerabilities to both countries that could flow through these systems at the earliest opportunity.

Shared Communities and Infrastructure

Borders also comprise shared communities with shared infrastructure, populations, workforces, and economies. We must carry out our missions in a way that accounts for this reality because, "homeland security begins with hometown security." Cross-border metropolitan areas such as Detroit-Windsor and Buffalo-Ft. Erie often view the border in a seamless manner. The northern border also consists of small communities such as Derby Line, Vermont and Stanstead, Quebec where the border literally bisects the community through its public library. Friends, family, neighbors, and co-workers may reside on opposite sides of the border, but they are in many ways members of the same community.

Additionally, community members on both sides of the border are, by virtue of their proximity, subject to similar threats and hazards. Recognizing borders as regions made up of shared communities and infrastructure is critical to properly and effectively developing a strategy that seeks to ensure public safety, resilience, and infrastructure protection—particularly cross-border infrastructure—on both sides of the border. In addition to the threats of terrorism or transnational crime, when we consider the threat of biological pandemics, for example, we recognize that programs to prevent and respond to such disasters are inherently community-based. With communities straddling the border and community members on each side, our response and prevention efforts must be coordinated and shared across the border as well.

IV. Strategic Framework

DHS's strategy for the northern border is built on the premise that security and lawful trade and travel are mutually reinforcing. Separating higher-risk traffic from lower-risk traffic, utilizing advance information, and inspecting people and goods bound for our shared borders at the earliest opportunity enables officials on both sides to expedite the processing of lawful travel and trade while preventing illegal crossings and activities, as well as diseases and dangerous goods from entering either country.

Vision Statement

We envision a U.S.-Canada border where DHS entities, our U.S. Federal, state, local, and tribal partners, and our Canadian counterparts collaborate to deter and prevent terrorism and transnational threats at the earliest opportunity, including before they reach North America; a border that enables the efficient flow of lawful trade and travel within North America; and a border at which our nations' shared communities, critical infrastructure, and populations are prepared and protected through bi-national and bilateral security, resilience, and response protocols and activities.

We will share information and intelligence among our domestic and Canadian partners in real-time and in a manner that respects civil rights and civil liberties and in compliance with privacy law and policy. We will employ interoperable communications in order to foster integrated and unified domain awareness and joint operational and investigative capacity among all agencies working along and across the border. We

will collaboratively promote trusted traveler and shipper programs to expedite legitimate traffic and allow for greater and more efficient screening of people and goods. We will jointly prepare for—and coordinate responses to—terrorist attacks, natural disasters, and other threats and incidents that affect our communities on either side of the border. Moreover, we will work cooperatively to promote a continental multi-layered approach to security.

Realizing our Vision

Building on the foundation laid by the QHSR, this *NBS* identifies three cross-cutting goals for the northern border:

1. Deter and Prevent Terrorism, Smuggling, Trafficking, and Illegal Immigration
2. Safeguard and Encourage the Efficient Flow of Lawful Trade and Travel
3. Ensure Community Safety and Resiliency Before, During, and After Terrorist Attacks and Natural Disasters

The *NBS* also identifies strategic objectives associated with each goal, as well as the cross-cutting means and methods that will enable DHS to achieve them. The means and methods exist in five broad categories:

- A. Partnerships
- B. Information, Intelligence, Interdictions, and Investigations
- C. Technology
- D. Infrastructure
- E. Personnel

These strategic objectives, and the means and methods used to achieve them, will provide the strategic guidance for the Department along and across the northern border and will form the backbone of the implementation plans developed to execute this *NBS*. Through the means and methods identified below, DHS will coordinate with appropriate internal and external partners to develop a common operating picture at the border and provide a nexus for information sharing, communications, and resources for all stakeholders within appropriate geographic or thematic focus area to make DHS border management more effective and efficient.

V. Goals and Strategic Objectives

Goal 1: Deter and Prevent Terrorism, Smuggling, Trafficking, and Illegal Immigration

Preventing a terrorist attack in the United States remains the cornerstone of homeland security, and the strategies and activities that DHS and its domestic and international partners employ to prevent terrorism are also utilized to prevent other illegal activity and vice versa, including smuggling drugs, bulk cash, WMD/WME, human trafficking, and illegal immigration. We also focus these efforts on identifying, disrupting, and dismantling transnational terrorist and criminal organizations that seek to utilize the U.S. northern border as an avenue to conduct or attempt terrorist and illicit acts.

Achieving the strategic objectives outlined below will collectively help DHS deter and prevent terrorism and other illicit activity by expanding our ability to detect, identify, assess, investigate, and respond to the threats and risks to the United States and the northern border region.

Objective 1.1- Understand the threats and risks

In order to better deter and prevent terrorism and illicit activity and to investigate illicit activity on the northern border, we must continue to advance our understanding of the current and emerging threats and risks. All-source intelligence analysis and threat warning provide domain awareness and inform, enable,

and support action by policymakers and operators to secure the northern border. We must conduct threat assessments in appropriate collaboration with partners—Federal, state, local, tribal, territorial, and international. We must also understand the consequences associated with each threat, including the impact on infrastructure that supports the northern border and on the secure and lawful flow of people and goods upon which the U.S. and Canadian economies depend. As stated by President Obama and Prime Minister Harper at the announcement of the *Beyond the Border* vision, the United States and Canada mutually recognize that a threat to one of our countries is a threat to the other.

Recent Efforts:

The United States-Canada Joint Border and Threat Risk Assessment released in March 2011, the Integrated Border Enforcement Teams (IBET) Threat Assessments, as well as ongoing work from the CBP Office of Intelligence and Investigative Liaison, Immigration and Customs Enforcement (ICE), the Transportation Security Administration (TSA), the DHS Office of Intelligence and Analysis (I&A), and the National Operations Center (NOC) help DHS and its partners to better understand the threat environment, and respond to it.

Objective 1.2- Enhance domain awareness and interoperability to conduct joint operations

To enhance domain awareness and interoperability, DHS and our domestic and Canadian counterparts must develop and utilize interoperable communications and border monitoring systems, identify opportunities to co-locate personnel and assets, and expand efforts to jointly plan and execute integrated operations and investigations. Partners in both the United States and Canada are working together to identify ways in which all first responders, emergency personnel, and law enforcement can have access to interoperable communications, when necessary and appropriate to promote safety and security. We must also continue to work with our partners to identify and mitigate potential threats and minimize vulnerabilities in all domains – air, land, and maritime.

Recent Efforts:

Work has already been advanced on this objective. CBP deployed a UAS to provide support to U.S. and Canadian law enforcement operations along the Great Lakes and St. Lawrence Seaway in July 2009 and more recently during the Red River floods of 2011. The continued USCG deployment of Rescue 21 technology will significantly enhance interoperable communications and strengthen the national distress system. In an effort to strengthen CBP's ability to protect the Northern border, CBP has established six new Marine Units along the Northern Border - Rochester, New York; Sandusky, Ohio; Erie, Pennsylvania; Sault Ste. Marie, Michigan; Port Huron, Michigan; and Port Angeles, Washington. . Similarly, in 2010, DHS worked with Canadian partners to conduct Shiprider pilots during the Olympics and G8 and G20 events, demonstrating the value of integrated cross-border maritime operations. In November 2010, regional DHS leaders approved a Standard Operating Procedure for Coordinated Air and Maritime Operations in the Great Lakes. The agreement, and the regional forum it memorializes, will significantly strengthen the unity of effort required for success envisioned in both the QHSR and the *Beyond the Border* Declaration.

Objective 1.3 - Identify, interdict, investigate, and disrupt illicit activity

We must not only identify and interdict illicit activity; we must also investigate and disrupt it. This work can prevent the activity from materializing, and deter potential future illicit activity. Additional efforts to reinforce joint and integrated operations and investigations allow inclusion of information that has proven essential to the success of these operations. In March 2012, the United States and Canada signed a Memorandum of Understanding between the U.S. Human Smuggling and Trafficking Center and the Canadian Human Trafficking National Coordination Center to better combat human traffickers. In November 2010, ICE and CBP, along with the Canada Border Services Agency (CBSA), signed a *Currency Seizure Memorandum of Understanding* (MOU) on the margins of the CBCF to assist in

money-laundering and terrorist-financing interdictions, investigations, and prosecutions. This is consistent with the CBCF's efforts to streamline and enhance information sharing and enforcement efforts.

Recent Efforts:

As part of our continual effort to enhance DHS's ability to identify, disrupt, and dismantle criminal organizations that pose significant threats to border security, in 2009 another bi-national, multi-agency Border Enforcement Security Task Force (BEST) was commissioned in Detroit, Michigan and it now consists of representatives of 18 agencies. In January 2012, ICE HSI initiated BEST operations in Massena, New York. In addition to those already established in Blaine, Washington and Buffalo, New York, the Detroit and Massena BESTs have proven to be a highly successful platform to unite law enforcement efforts from U.S. and Canadian Federal, state, tribal, provincial, regional and local law enforcement agencies to more effectively infiltrate and dismantle bi-national criminal organizations exploiting the border in northern New York. ICE continues to evaluate the need for additional cooperative law enforcement efforts to mitigate threats in the Northern Border region.

Objective 1.4 - Prevent illegal crossing of goods or people

We must continue to work to prevent illegal transit of people and goods into and between our countries. We recognize that illegal migration and transit of goods can impact our nations as a whole, and especially those communities that span our shared border. The illegal transit of individuals poses a risk to the health and security of our people and our immigration systems. Transit of illegal goods damages our economic prosperity as well as our national security. Therefore, in addition to leveraging DHS assets to prevent the illegal movement of people and goods across our northern border, we will continue to work with our Canadian counterparts to improve techniques such as non-intrusive inspection technologies and expanded use of biometrics to verify identities of individuals wishing to enter our countries or cross our shared border.

Goal 2: Safeguard and Encourage the Efficient Flow of Lawful Trade and Travel

The global economy is increasingly complex and interconnected; it is comprised of systems and networks that transcend national boundaries. DHS must safeguard the transnational flows of goods and people, and encourage the lawful and efficient trade and travel essential to the economic vitality and competitiveness of both the United States and Canada.

Objective 2.1- Manage the risk posed by people and goods in transit

DHS must continue to enhance our ability to identify, document, and vet border travel and trade traffic in transit, as early as is necessary to determine risk and evaluate legitimacy. Once we have determined the risk of a particular person or shipment, we can prioritize our time and resources in order to expedite lower-risk traffic and focus resources on higher-risk traffic. This risk-informed approach emphasizes that security and facilitation are not competing goals, but rather are mutually reinforcing.

Recent Efforts:

To this end, DHS implemented the Western Hemisphere Travel Initiative (WHTI) for land and sea entry in 2009. WHTI requires all citizens of the United States, Canada, and Bermuda to have a valid and WHTI compliant passport or other accepted documents, to establish the bearer's identity and citizenship to enter or depart the United States. WHTI's success at increasing North American security, while expediting lawful trade and travel is helping DHS meet its goals under both the QHSR and *Beyond the Border*.

DHS has successfully implemented and improved trusted traveler and shipper programs such as NEXUS, Global Entry, and Free and Secure Trade (FAST) which expedite pre-approved, low-risk, and recurrently vetted travelers/shippers and enable officers to focus on unknown or potentially high-risk trade and travel.

As of May 2012, there were approximately 678,000 NEXUS members, approximately 336,000 Global Entry members, and 66,000 FAST-North members (as well as 285,000 SENTRI members on the southern border). Of the nearly 1.4 million trusted travelers, approximately 500,000 are Canadian.

In keeping with our commitment to work with our partners to mitigate risks, promote safe and secure legitimate cross-border traffic, and enhance our economic stability and competitiveness, DHS and its partners completed a Maritime Annex to the *Framework for the Movement of Goods and People During and Following Emergencies* in May 2009. This agreement enhances our ability to manage lawful and expedited trade and travel following any large-scale cross-border incident.

Objective 2.2 - Secure nodes of travel and transportation, including ports of entry

Safeguarding the lawful use of the ports of entry at the border requires ensuring that those points are secure. In addition to these points, many important travel and transportation nodes exist on either side of the physical border including, but not limited to, international airports, seaports, and cargo distribution centers that impact the efforts to secure the ports of entry. This network of nodes makes up the system of transportation through which persons and cargo transit along and across the northern border by air, land, and sea. Through increased domain awareness, a variety of domestic security initiatives and enhanced international standards to improve aviation and global supply chain security, DHS employs a layered security approach to identify dangerous goods and people before they reach the United States.

Objective 2.3 - Secure means of travel and transportation (conveyances)

Critical components of the global transit system include the different methods of conveyance used to cross the border. DHS will continue to work with our public and private sector partners to ensure that these conveyances are secure. The most important elements to improved success for these efforts include acquiring necessary, appropriate, and timely information regarding people and goods in transit. This information, provided in advance of travel or transit, provides enhanced awareness of these flows before they reach the border, and allows DHS to better calculate and mitigate the associated threats and risks.

Recent Efforts:

The vast maritime border with Canada and the open access that small vessels have in the Great Lakes provide an additional conduit for potential exploitation. The maritime border enforcement is challenging because commercial trade, summer-time recreational boaters, and winter ice fishermen and snowmobiles heavily use the waterways. The DHS Small Vessel Security Implementation Plan helps to address these threats.

DHS preclearance operations support DHS goals through a multilayered approach to security that begins beyond our borders and expedites legitimate trade and travel. Secure Flight, the TSA's behind-the-scenes watch list matching program, fulfills a key recommendation of the 9/11 Commission by assuming responsibility of watch list matching from individual airlines. By establishing a consistent watch list matching system, Secure Flight enhances aviation security and more effectively facilitates air travel for passengers. In compliance with appropriate safeguards to privacy, civil rights, and civil liberties, Secure Flight allows for greater security and expedites legitimate trade and travel for those flying into, out of, over, or within the United States. As of November 2010, Secure Flight was operational for all international flights to or from the United States, including the international flights arriving from Canada, which comprise the largest number of inbound international flights to the United States from any single country.

Objective 2.4 - Promote safe and legal travel, trade, and immigration

In order to encourage the use of the northern border as an avenue for efficient and lawful trade, immigration, and travel, DHS must continue to promote public and private sector engagement to foster cooperation and enhance our ability to efficiently manage the flow of people and goods across the border. This includes persons and companies providing required information in a timely manner, clearly demonstrating adherence to applicable laws and regulations, and participating in voluntary trusted traveler and shipper programs. DHS must continue to communicate clearly with the public and private sector, ensure our trade and travel systems are as secure and efficient as possible, and underscore the benefits of these systems by better facilitating—and expediting—passage.

Recent Efforts:

In 2009, DHS and Public Safety Canada (PS) committed to harmonize their Customs-Trade Partnership Against Terrorism (C-TPAT) and Partners in Protection (PIP) programs. In addition, both CBP and CBSA recognize both NEXUS and FAST identification cards for entry at all land and sea ports of entry. As of December 31, 2011, FAST has dedicated 67 lanes at 17 ports of entry and border crossings. FAST-card holders are processed, on average, 70 percent faster in FAST lanes than in regular vehicle lanes. As of December 2011, C-TPAT, a voluntary government-business initiative to strengthen and improve overall international supply chain and U.S. border security, has more than 10,224 Certified Partners worldwide, and continues to grow, with more than 19,700 on-site validations of manufacturing and logistics facilities conducted in 97 countries, representing some of the highest risk areas of the world.

Objective 2.5 - Strengthen global supply chain security

Securing the global supply chain is essential to the economic security of Americans and Canadians and others around the world, and to the stability of the global economy. The United States is committed to working with our international partners and the private sector to keep this powerful engine of commerce, jobs, and prosperity from being attacked or disrupted. This is one of DHS's key missions. DHS is committed to addressing threats in the global supply chain, as early as possible in that chain and away from North America to both secure our country and facilitate legitimate international trade.

Recent Efforts:

The 2012 *National Strategy for Global Supply Chain Security* articulates the U.S. Government's overall policy to strengthen the global supply chain to protect the welfare and interests of the American people and secure the nation's economic prosperity. The goals of the policy are to ensure that the supply chains are secure and efficient to protect the flow of legitimate commerce and resilient so that the supply chain can quickly adapt to evolving threats and recover from disruptions.

Under *Beyond the Border*, the United States and Canada have agreed to work together toward an integrated cargo security strategy that ensures compatible screening methods for goods and cargo before they depart foreign ports bound for either Canada or the United States. Global supply chain resilience will enhance bilateral economic prosperity by maintaining the expeditious and reliable flow of lawful commerce.

Goal 3: Ensure Community Safety and Resiliency Before, During, and After Incidents, Including Terrorist Attacks and Natural Disasters

Ensuring the safety and resiliency of our communities is not limited solely to protection from terrorists or criminals. DHS must also protect our communities against pandemics, major accidents, and natural disasters. We are mindful of all types of threats and hazards, and we will continue to help communities plan and prepare appropriately, and respond as necessary.

Because the threats and risks to these communities may materialize in the United States, in Canada, on the border itself, or outside of either country, DHS's efforts to ensure community safety and resiliency along the northern border must continue to involve robust engagement and cooperation with communities and appropriate authorities. This will enhance the abilities of those communities to prepare for, respond to, and recover from disasters—whether terrorist attacks, natural disasters, or other emergencies. DHS has taken great steps in increasing community awareness for safety and resiliency. Through training, grants, and exercises, DHS will continue to be proactive in ensuring U.S. border communities have a plan before, during, and after terrorist attacks, natural disasters or other threats. DHS will continue to support collaborative activities among U.S. states and Canadian provinces to enhance cross border mutual aid.

Recent Efforts:

Under the aforementioned EMCG, DHS engages its Federal partners in the U.S. and Canada to learn and share information to address joint training and exercises, Federal-to-Federal mutual assistance, cybersecurity, and critical infrastructure protection, and is developing a compendium of the dozens of bilateral agreements for cross-border assistance in various types of incidents, from fires to environmental disasters to attacks.

Regional Resiliency Assessment Program

- The Regional Resiliency Assessment Program (RRAP) is an Office of Infrastructure (IP) led assessment of selected critical infrastructure and regional analysis of surrounding infrastructure. The goal of the RRAP is to mitigate the Nation's risk of loss of life and physical and economic damage, which it achieves by:
 - Assessing critical infrastructure on a regional level, focusing on vulnerabilities, threats, and potential consequences;
 - Identifying critical dependencies, interdependencies, cascading effects, and resilience characteristics and gaps;
 - Assessing integrated preparedness and protection capabilities of infrastructure owners and operators and first responders;
 - Coordinating protection and response efforts to enhance resilience and addressing security gaps within the region.

Objective 3.1 - Mitigate risks to communities

DHS will continue to work to mitigate risks to the northern border environment by helping communities and appropriate authorities build resiliency, identify and minimize vulnerabilities, and reduce the consequences of disasters. We do this by sharing information, providing technical assistance, and building coordinated response plans at the Federal, state, local, tribal, territorial levels, and with the private sector.

Recent Efforts:

In 2010, the Federal Emergency Management Agency (FEMA) conducted mitigation exchanges with Canada to explore using the HAZUS software program, which is the nationally applicable, standardized methodology for estimating potential losses after disasters occur. In August 2011, FEMA signed a cooperative arrangement with Natural Resources Canada to share FEMA's HAZUS technology to better assess common natural hazards of the two nations. The arrangement is established under the auspices of the United States-Canada Agreement for Cooperation in Science and Technology for Critical Infrastructure Protection and Border Security of June 2004.

Objective 3.2 - Advance joint community preparedness

Preparedness is an essential aspect of ensuring safety and resiliency in a community and involves emphasizing the importance of—and encouraging widespread participation in—planning, training, organizing, exercising, and heightening awareness. DHS will increase and enhance our ongoing work with communities and appropriate authorities along and across the northern border to improve mutual

understanding of the threats and risks our shared communities face, and of the importance of joint preparedness.

Recent Efforts:

States and Provinces along the eastern and western border participate in ongoing cross-border information-sharing meetings and annual tabletop exercises. In concert with this coordination, these States and Provinces are planning and participating in upcoming exercises to examine their ability to coordinate and implement prevention, preparedness, response, and recovery plans and capabilities. In June 2012, Washington State and British Columbia, along with a host of U.S. Federal agencies, local and Tribal governments and the private sector, will participate in the Evergreen Quake catastrophic earthquake exercise. This collaboration builds off of cooperation and coordination between U.S. emergency management and their Canadian counterparts related to activities during the 2010 Winter Olympics in Vancouver, B.C. Eastern States and Provinces will also participate in National Level Exercise 2012, which focuses on a cyber event.

Objective 3.3 - Protect and make resilient critical infrastructure

Communities throughout the United States rely on shared critical infrastructure, including power grids, water supplies, fuel pipelines, public health centers, and transportation routes and hubs. DHS will continue to work with Canadian authorities to help communities and appropriate authorities protect and make resilient critical infrastructure in the northern border environment by raising threat and risk awareness, ensuring proper access to critical facilities, and emphasizing the importance of creating and abiding by shared guidelines, regulations, and standards.

Recent Efforts:

The Maine-New Brunswick RRAP, with a focus on energy infrastructure, evaluates critical infrastructure on a regional level to examine vulnerabilities, threats, and potential consequences. DHS and PS entered into an MOU in April 2009 to enable Canada to run Federal and provincial pilot projects using the DHS Automated Critical Asset Management System (ACAMS), a Web-enabled information services portal that helps state and local governments build critical infrastructure/key resource (CIKR) protection programs. The scope of this MOU includes a licensing provision by Canadian Federal and provincial authorities, to assist provincial governments in the piloting of this technology tool.

Objective 3.4 - Jointly conduct effective disaster response operations

In communities along the northern border, the closest emergency response personnel may be located on the opposite side of the border. Effective response operations involving personnel from multiple jurisdictions require interoperable communications and common incident management doctrine. DHS will continue to support state, local, and provincial efforts to facilitate the cross-border movement and interoperability of first responders in both countries and their ability to conduct coordinated and joint response operations.

Objective 3.5 - Enhance mutual recovery capabilities

The U.S. and Canadian economies depend heavily on the continuity of safe and secure border communities that enable efficient transit for legal trade and travel. The ability to recover quickly, resume essential functions, and minimize the long-term consequences from terrorist attacks, natural disasters, or other incidents in the northern border region is vital to the communities themselves, as well as both countries' governments and economies more broadly. DHS will continue to enhance the ability of communities and appropriate authorities to recover quickly and resume essential services and economic activity in a timely manner.

VI. Means and Methods

Partnerships

Recognizing the jurisdictional complexity of the northern border environment, partnerships and coordination with Federal, state, local, territorial, tribal, and Canadian counterparts, the public, and the private sector, are essential for DHS to achieve our goals. This coordination is critical at the operational, tactical, strategic, and policy levels to ensure adherence to governing laws, regulations, treaties, and domestic and international agreements.

- Effective partnerships help DHS identify, understand, secure, and efficiently manage the flows of goods and people within and between the United States and Canada.
- DHS can further strengthen our law enforcement and security partnerships along the northern border by identifying opportunities to co-locate and integrate our assets and personnel with those in Canada, and offering reciprocal opportunities to our colleagues, consistent with applicable laws and authorities. The nature of shared communities, infrastructure, and interests requires that our approach involve steps to achieve greater unity of effort both within DHS and among all partners on both sides of the border.
- Partnerships with Native American tribes across the United States and First Nations in Canada are critical in strengthening land and maritime domain border security. By working together, we are able to develop documents – including Enhanced Tribal Identification Cards and Indian Northern Affairs Canada status cards – that satisfy the WHTI requirements. Additionally, partnerships with U.S. states and CBSA on behalf of Canadian provinces were critical in developing Enhanced Drivers' Licenses for the same purpose. Partnerships also are at the core of state and major urban area fusion centers. DHS deploys dedicated personnel with operational and intelligence skills to support fusion centers along the northern border, underscoring the national network's critical role as a force multiplier in the *NBS*. DHS has provided personnel, systems access, training, technical assistance, and other resources, which better positions fusion centers in the northern border states and their partners to share and act on intelligence.

Information, Intelligence, Interdictions, and Investigations

Information and intelligence enable DHS to maximize resources and conduct successful operations along and across the northern border. The information and intelligence that DHS and other partners such as fusion centers gather, analyze, and disseminate enables law enforcement and other partners to make risk-informed decisions when interdicting threats, conducting investigations or safeguarding and encouraging lawful trade and travel. In the northern border environment, with heavy volumes of legitimate travel, trade, and recreation, combined with limited resources, we must increasingly rely on information and intelligence to drive risk-informed decision-making.

- Information and intelligence about threats and vulnerabilities supports risk mitigation efforts by allowing appropriate authorities to identify preparedness and resiliency gaps. Coordination of disaster response activities is vital to effective response and requires constant, clear, and consistent flows of information and intelligence between all parties involved. For instance, FEMA created a special section of its National Level Exercise 2009 for international partners, and 60 Canadian registrants participated in that forum. Six countries (Canada, Mexico, Israel, Sweden, Russia and Chile) and the European Union participated as players in National Level Exercise 2011 to test international assistance during a domestic catastrophic earthquake along the New Madrid Fault. Additionally, a liaison officer from PS is imbedded in FEMA's Response and Recovery Directorate to enhance coordination and information sharing.
- Privacy and the protection of personally identifiable information are at the forefront of information sharing discussions. The DHS Privacy Office leads the Department's efforts to embed appropriate

data protections and to ensure information sharing with Canada complies with privacy law and policy and regularly interacts with Canadian counterparts both in Canada and in Washington, D.C. , including most recently in 2012. The DHS Chief Privacy Officer also published an article titled “Privacy and Information Sharing: The Search for an Intelligent Border,” for the Canada Institute at the Woodrow Wilson International Center for Scholars in 2010 to directly address the many misperceptions about U.S. privacy protections and alleviate some concerns over information sharing.

We must continually strive to more efficiently gather, analyze, and share information and intelligence, both within DHS and with our partners. Done in accordance with applicable laws and authorities, this will maximize deterrence and prevention efforts. We will also focus on collecting and disseminating the types of information and intelligence that are most effective and useful in the border environment.

Technology

In an environment as expansive and geographically diverse as the northern border, technology is essential to achieving our goals. It acts as a force-multiplier that maximizes available resources, enhances connectivity of information and communication systems, and augments the work of our personnel.

- The strategic deployment of technology along and across the border dramatically enhances our domain awareness and interoperability, as we work with our partners to deter and prevent terrorism and illicit activity. We will continue to deploy and utilize technologies to conduct effective operations.
- Strategically deployed technology establishes and enhances a law enforcement presence where limited personnel are not always available, and it significantly enhances domain awareness by acting as a force multiplier.
- Scanning and screening technologies significantly augment our ability to expedite the legitimate flow of persons and cargo across the border by helping to identify and segment traffic into higher and

Project Colt

Project COLT (Center for Operations Linked to Telemarketing) is the oldest interagency law enforcement partnership in Canada, designed to identify, disrupt, and dismantle illegal telemarketing operations in the greater Montreal area and to return seized funds to telemarketing victims. Project COLT has a full time ICE agent co-located with the RCMP, the Quebec Provincial Police, the Montreal City Police, and the Canadian Competition Bureau. Project COLT recovered and returned over \$21 million (CAD) to telemarketing fraud victims since inception and has been responsible for over 1,200 indictments and enforcement actions against fraudulent telemarketers in Canada and the United States.

Biometrics and Information Sharing

DHS is providing technical support to other countries to develop and deploy biometrics. For instance, DHS has detailed a senior liaison officer to provide technical support to Citizenship and Immigration Canada (CIC) as they begin collecting biometrics from temporary resident visa applicants in 2013. This will ensure the interoperability of U.S. and Canadian biometric repositories in the event of future data sharing. As part of these plans, CIC is exploring how it could use U.S. Citizenship and Immigration Services Application Support Centers to collect biometrics from visa applicants who are U.S.-based temporary residents.

lower risk. By employing these technologies, we can more quickly assess the risks associated with persons and goods seeking entry, enabling more efficient and risk-informed processing.

- CBP scans 100 percent of truck cargo and passenger vehicle traffic crossing into the United States from Canada for the presence of radiation using radiation portal monitors and other non-intrusive inspection technology, which it began in December 2010.

- CBP deployed next generation Radio Frequency Identification (RFID) technology and next-generation license plate readers covering nearly 100 percent of land border traffic as of June 1, 2009. The RFID queries are 60 percent faster than manual ones, and the license plate readers are 15 percent more accurate than those they replaced. New software capability that supported higher query rates of

travelers also enabled more efficient processing and better identification of inadmissible or high-risk persons. These technological improvements, as well as the technology found in the new WHTI compliant documents, enable faster and more secure border transit.

- Search and rescue missions and cross-border incident management operations in northern border communities rely heavily on technologies and interoperable communications. We must continue to ensure that the most effective technologies are being developed and deployed to enhance our ability to locate survivors and map changes to an environment after a terrorist attack, natural disaster, or other incident.

Infrastructure and Assets

The facilities, vessels, and vehicles that DHS utilizes along the northern border critically enhance our ability to achieve our goals.

- Our infrastructure includes the facilities through which we process all legitimate travel and trade along the northern border. We will continue to ensure DHS personnel can effectively safeguard and secure those flows by adequately maintaining our infrastructure, assets, and facilities to the standards necessary for effective and efficient border security in today's environment. Since February 2009, the United States Government has invested over \$400 million to rebuild and improve more than 30 ports of entry on the northern border through the American Recovery and Reinvestment Act of 2009.
- Our infrastructure and assets are essential when planning and preparing for—and responding to and recovering from—terrorist attacks, natural disasters, and other incidents. DHS's vehicles, aircraft, and marine vessels are essential assets during incident response to transit the expansive and geographically diverse border environment. It is also critical that our ports of entry and other critical infrastructure be resilient and ready to resume essential functions in the event of a terrorist attack or other disaster.

Personnel

DHS personnel are critical to securing the northern border. DHS has personnel stationed in Canada whether at the land, air, or maritime ports of entry and between them. DHS has a vital presence at the U.S. Embassy in Ottawa, as well as in consulates across the country. DHS has increased the number of U.S. Border Patrol Agents along the northern border from 340 agents in 2001 to over 2,200 agents in 2012. The number of CBP Officers at ports of entry increased from 2,721 officers in 2003 to approximately 3,700 officers in 2012. The expertise, judgment, and adaptability of these DHS personnel, as well as those DHS and partner personnel that support them from around the world, are essential to achieving our goals. We will further enhance training programs to accommodate the unique nature of the northern border. This will include, among other things, a specific focus on intra-Departmental coordination and collaboration.

- Enhanced training focusing on intra-Department coordination will maximize our personnel's ability to work together and with their Federal, state, provincial, local, and tribal partners to deter and prevent terrorism and illicit activity along the northern border.
- DHS personnel conduct threat and risk-based procedures to inspect and clear people and goods while simultaneously addressing increasingly complex trade compliance requirements and evolving security challenges.
- DHS personnel provide expert guidance and assistance in intelligence, risk mitigation, security vulnerability assessment, planning and preparedness, emergency response efforts, and recovery operations. Recognizing the role and strength of Federal, state, and local fusion centers, DHS is a participant in these fusion centers and is committed to continuing to staff them.

VII. Measuring Success

Traditional border management metrics do not comprehensively measure our success along the northern border. Given the unique nature of the environment and operations there, properly measuring our success will require reevaluating the performance measures we have traditionally used along the border.

Performance can be measured in many ways, using a variety of different types of measures: input, process, output, and outcome. Input measures capture the level of resource deployment that an agency devotes to an activity. They are useful for resource allocation planning and costing but are not used directly to measure success. Process measures gauge the activities that take inputs and turn them into output. Output measures quantify the products and services that are delivered by a program's activities. Lastly, outcome measures determine the value delivered by those products and services to achieve goals that are important to stakeholders, including the public.

1. Output-Based Performance Measures

Traditionally, output-based performance measures are used to capture the degree to which a border is secured and legitimate trade and travel is facilitated. These measures include statistics related to law enforcement processes and activities at the border, such as the number of illegal border crossers apprehended, criminal organizations disrupted or dismantled, and the quantity of illegal goods seized in either direction. To measure lawful movement, output measures include the number of people and vehicles inspected at border crossings and the volume of trade processed. Output-based measures (for both lawful and illicit activity) are traditionally used for all of our borders.

2. Outcome-Based Performance Measures

Although output-based performance measures are commonly reported by public-sector agencies, they do not capture the impact government activities provide to the general public. Outcome-based performance measures, which attempt to articulate the societal benefits of a program or activity, can provide a more meaningful measure of long-term success.

DHS is currently building outcome-based measures related to security for the southwest border as well as interdiction rates for the illegal maritime movement of cocaine and migrants in the Caribbean region. Outcome-based measures focused on safeguarding and encouraging lawful flows of people and goods across a border would include indicators that capture the efficiency of processing at the border, such as individual wait times and queue lengths. DHS currently uses—and will continue to use—outcome-based measures to assess our performance in safeguarding and encouraging the secure flows of lawful trade, travel, and immigration.

3. Process-Based Performance Measures

Another approach to inform evaluations of our performance along the northern border is to develop process-based performance measures, such as cooperative operations and intelligence exchanges. Cooperative and sharing activities between law enforcement and security agencies act as a “force multiplier” that improves the productivity of law enforcement and security officials and ultimately increases the probability of apprehension and interdiction, reduces gross inflows, and deters illegal movement.

4. Measures for the Northern Border

DHS will measure our success in the northern border environment partly on how many seizures, interdictions, arrests, or investigations occurred but also will use measures that evaluate how well we

facilitate trade and travel and how well we work with our partners to enhance security and efficiency. Some examples of these measures would include: joint operations conducted with other Federal, state, local, tribal, and Canadian partners; operations that resulted from shared information or intelligence; and domain awareness expansion through shared data feeds and resources.

VIII. Conclusions

Viewing the northern border through the three lenses articulated in this *NBS* allows DHS to recognize the interconnected and complementary nature of the wide range of daily activities in which we are engaged. Securing the border to deter and prevent terrorism and illicit activity simultaneously aids in safeguarding and encouraging lawful trade and travel. Recognizing the shared communities in the northern border environment fosters an understanding that threats and risks are shared by both the United States and Canada.

We know that our vision for the northern border cannot be accomplished unilaterally. We will work with all relevant partners—Federal, state, local, territorial, tribal, Canadian, and the public and private sectors—in order to achieve our goals and strategic objectives. DHS will enhance and expand the lawful gathering, analysis, and dissemination of information and intelligence, as well as joint interdictions and investigations. We will collaboratively deploy and apply technologies to aid our efforts and ensure our infrastructure is up-to-date and supports co-located assets and personnel. We will also properly train our personnel so that they can most effectively achieve our goals and strategic objectives.

Properly measuring our success will require reevaluating the performance measures we have traditionally used along the northern border to reflect the unique nature of the environment and operations there. The Department is committed to improving performance measurement and accountability by increasing the quality of the Department's performance measures and linking those measures to the mission outcomes articulated in the QHSR and the *Bottom Up Review* (BUR). DHS assessed all of its performance measures to align them with the QHSR and the BUR as part of the process for the Fiscal Year 2012 budget, creating a comprehensive performance plan that will provide the basis for strategic planning and management controls.

Going forward, DHS will operate under the vision, goals, objectives, and means and methods outlined in this *NBS* with respect to overarching strategic direction for managing our northern border. This *NBS*, along with the National Security Strategy, the *Beyond the Border* Declaration, and the QHSR goals and objectives, will jointly guide the development of the internal implementation plans necessary to achieve our goals and realize our vision.