

Steven C. McCraw
Director
Texas Department of Public Safety
February 7, 2017
“Ending the Crisis: America’s Borders and the Path to Security”

Good Morning, Chairman McCaul and distinguished members of the House Committee on Homeland Security. My name is Steven McCraw and I am the Director of the Texas Department of Public Safety. I would like to thank you for the opportunity to testify before the committee on this vitally important public safety and homeland security issue to Texas and the nation. For more than 17 years, I have had the honor to testify before the United States Congress as a Deputy Assistant Director and Assistant Director for the Federal Bureau of Investigation, the Texas Homeland Security Director and the Colonel and Director of the Texas Department of Public Safety.

On December 13, 2000, I told the House Judiciary Committee, “Organized crime, drug trafficking, and terrorist acts are no longer insular, distinct activities that can be contained and eradicated through traditional enforcement. Instead, they are integrated activities, which through their very commission have a reverberating impact on our national interests.” The testimony went on to describe the threat posed by Mexican Drug Trafficking Organizations citing the Carrillo Fuentes Drug Trafficking Organization based in Juarez, Mexico and its propensity for violence and use of corruption to support their drug trafficking operations, which at the time was predominantly cocaine and marijuana. I also used an example personal to me, the June 3, 1998, murder of U.S. Border Patrol Agent Alexander Kirpnick who was shot and killed after he confronted three Mexican Drug Smugglers in the Sonoran desert of Arizona. At the time, I was the FBI Assistant Special Agent in Charge of the Tucson Resident Agency in the Phoenix Division of the FBI and oversaw the investigation of this tragic murder. The three subjects escaped to Mexico, but were later identified, captured and returned to the U.S to serve life sentences.

At this point in my testimony, I must digress to raise a serious concern of Governor Greg Abbott. For reasons inexplicable to us, the federal government has declined to prosecute subjects who assault U.S. Border Patrol Agents in the performance of their duties. Mr. Chairman, as you know, Texas is a law and order state and its citizens cherish the rule of law, its men and women who enforce it and those who serve or have served in the United States Military. In the absence of federal prosecution, we have assigned the Texas Rangers to investigate assaults on U.S. Border Patrol Agents, and the Texas Border Prosecutor’s Unit, funded by the State Legislature, are prosecuting these cases until the federal government policy changes. On February 1, 2017, Governor Abbott brought this concern to the attention of Secretary Kelly when they met and he

agreed to address this issue with the United States Attorney General. We are hopeful that this policy will change with a new Attorney General.

The Congressional testimony provided in December 2000 was not prescient because it was abundantly clear to local, state and federal law enforcement agencies and the U.S. Intelligence Community what was happening at the time and that it would most likely get worse. Unfortunately, it has as Texas law enforcement leaders have testified to for many years.

The Mexican Drug Trafficking Organizations diversified their drug trafficking activities and now dominate the U.S. heroin, cocaine, marijuana and methamphetamine smuggling and trafficking market, leveraging transnational and U.S.-based gangs to support their operations on both sides of the border. They also diversified their criminal activities, which now includes human smuggling and trafficking, extortion, kidnapping and theft of oil and other commodities. Most disturbing is their embracement and use of the most vile and depraved terrorist tactics to intimidate and coerce their rival cartels, journalists, elected officials, police and military to support their criminal operations. An essential element in their evolution to our nation's most significant organized crime threat is an unsecured border with Mexico, which they exploit profiting in billions of dollars made on the unending demand for drugs and commercial sex with young women and children. In addition, as long as the border remains unsecured, there is a significant national security threat of global terrorists and their supporters entering the United States undetected. There are many other negative consequences in having an unsecured border with Mexico that this committee is aware of from previous testimony over the years.

Securing our nation's border is the sovereign responsibility of the federal government, and I never envisioned that someday it would be necessary for the State of Texas to dedicate substantial resources to increasing the level of security at the border. However, Texas Governor Greg Abbott and the Texas Legislature have been clear that there is no more important function of government than the protection of its citizens and that they will do everything they can despite the enormous diversion of state funds to a federal responsibility.

The Governor and Legislature have insisted that state funds expended on border security support an evidence-based approach that integrates resources and capabilities and complements existing U.S. Border Patrol efforts. As I have testified on several occasions, the U.S. Border Patrol can secure the U.S./Mexico border if provided the necessary personnel and capabilities as a proven doctrine already exists. In fact, Congressman Silvestre Reyes demonstrated this in 1993 when he was the U.S. Border Patrol Chief for the El Paso Sector. The then-Sector Chief, Silvestre Reyes noted that there were approximately 8,000 to 10,000 illegal border crossings daily and that only one out of every eight was being apprehended. At the time, the El Paso Police Department estimated that illegal aliens committed as much as 75 to 80 per cent of all motor vehicle thefts and burglaries in El Paso. Operation Hold the Line began in September 1993, which changed the

strategy from arresting Illegal Aliens after they entered the U.S. to preventing their illegal entry. A subsequent GAO report titled “BORDER CONTROL: Revised Strategy Showing Some Positive Results” noted that “Although El Paso Sector did not have the resources to install physical barriers, they were able to accomplish the same goals with a human barrier comprised of U.S. Border Patrol Agents.”

By saturating a border area with Agents, the El Paso Sector was able to significantly, decrease the number of people being smuggled into Texas as evidenced in the rapid decrease of Illegal Alien apprehensions even though there was a much larger amount of resources available to make apprehensions. Within one year, the apprehensions reduced from 285,781 to a low of 79,688 or a 72.1% decrease. The El Paso Police Department reported a decrease in crime for the same time and credited Operation Hold the Line as the reason for the dramatic decrease. The Sandia National Laboratories recommended this approach after being tasked in 1991 to conduct a systematic analysis of the security along the U.S./Mexico border. The Sandia scientists recommended that Border Patrol change its tactics from apprehending illegal aliens after they enter the U.S. to preventing their illegal entry. This approach has worked whenever used to address hot spots along the border and is the approach the Texas Department of Public Safety took when first integrating state resources into Border Patrol operations with the then-Border Patrol Sector Chief for the Rio Grande Valley and newly named U.S. Border Patrol Chief, Ron Vitiello.

There has long been a renaissance in technology since 1993 that could substantially augment the U.S. Border Patrol’s ability to secure the border and yet they are seriously lacking in technology despite the billions of federal dollars spent on the “Secure Borders Initiative” and the “Merida Initiative.” The State of Texas has provided Border Patrol Agents more than 4,000 low-cost, high-capability cameras to detect smuggling activity along the border. The Department of Public Safety has diverted much of its fleet of high-technology aviation assets that are capable of communicating directly with Border Patrol Agents on the ground to the border security mission. This includes eight helicopters and four fixed wing aircraft with night vision and FLIR capability to support detection and interdiction operations around-the-clock. The Governor has also directed that Texas Military aviation assets funded through the Governor’s Counter Drug Program provide direct support to U.S. Border Patrol. The combined aviation assets ensures aircraft availability around-the-clock within the Rio Grande Valley Sector, which is the most active smuggling area in the nation and those state assets serve as an important force multiplier and essential Officer/Agent safety capability.

The following implementing principles guided the deployment of state resources:

- A sense of urgency is imperative as an unsecure border with Mexico threatens border communities and communities throughout the state and the nation.

- The border is best secured at the border and forfeiting territory to the cartels is not acceptable. Moreover, when drugs and people reach public roads and stash houses, they become far more difficult to detect and interdict.
- Integration of effort among local, state and federal agencies is essential to success.
- The timely collection, integration, production and dissemination of multi-agency information and intelligence is required to support operations.
- Integrated air, marine and ground operations must be sustained around the clock.
- Integrated cost-effective technologies and capabilities are needed to increase detection coverage and interdiction capacity.
- Operations must achieve meaningful and measurable results that can document increased levels of border security zone-by-zone and county-by-county and sector-by-sector.
- Operations should begin where the highest concentration of smuggling exists to maximize the impact on smuggling.

Important to the State of Texas and the U.S. Border Patrol was the integration of detection capabilities and interdiction assets to maximize their effectiveness. The best approach that we have observed is multi-layered, redundant and vertically stacked resources. When the cartels are able to move people and drugs onto the improved roadways or into stash houses, it is far more difficult to detect and interdict. The integration and overlapping of detection technologies and capabilities is a highly efficient means of increasing the level of security within an area. For the Rio Grande Valley Sector, it begins on the Rio Grande River and the around-the-clock deployment of DPS, Border Patrol and Texas Game Warden tactical marine boats with ground-tracking and water-rescue capabilities. The Border Patrol ground sensors serve as the first ground layer, which is integrated with the Drawbridge motion-detection cameras by the Border Patrol Sensor Teams recently augmented with a Texas State Guard Team to assist Border Patrol. The Texas Military Forces have deployed Observation Post/Listening Posts (LP/OP) in direct support of detection operations along the Rio Grande River. Law enforcement tactical units serve as an added ground layer in hot spots and include the Border Patrol BORTAC, DPS Ranger Recon and SWAT Teams, and Texas Game Warden tactical personnel. Texas Military Forces provide UH-60 Black Hawks in support of the tactical teams.

Border Patrol observation towers provide the next layer followed by the Border Patrol Aerostats with long-range video detection capability. The aerostats are important in providing sustained long-range detection coverage and Governor Abbott has repeatedly requested that the federal government increase the number of operational aerostats in the Rio Grande Valley Sector and places located in the Border Patrol Laredo Sector. Rotary aircraft serve as the next level and then the mid-altitude and high-altitude fixed-wing aircraft with long-range observation, FLIR and night vision capability. The last in the vertical stack are federal drones when they are available for use. As additional technologies and capabilities are developed and/or acquired, they can easily integrate into the stack. The coordinates for the Border Patrol sensors and the state's detection cameras are placed into DPS aircraft optical systems, which enables the timely verification and tracking of smuggling events and serves as a good example of cross agency

technology integration to better support the Border Patrol Agents and DPS Officers on the ground.

In addition to the fixed and rotary aircraft and substantial DPS and Texas Game Warden marine assets provided, the Governor and Legislature directed the DPS to deploy additional resources from around the state until more than 250 newly funded officer positions were recruited, hired, trained and deployed to the border region. Since June 23, 2014, DPS State Troopers, Special Agents and Texas Rangers from around the state have continuously deployed to the border to work 12- to 14-hour shifts for seven days until relieved by the next wave. These selfless and dedicated men and women continue to work side-by-side with their Border Patrol and local and state partners until the last of the permanently assigned Troopers complete their Field Training Program and can begin conducting patrol operations on their own. The Texas Rangers have been instrumental in conducting and overseeing integrated tactical operations along the Rio Grande River; the oversight of the Drawbridge camera detection and monitoring program; and the conduct of major violent crime and public corruption investigations. DPS Special Agents conduct enterprise investigations working with their local and federal partners and the state-funded Border Prosecution Unit to dismantle those gangs working directly with the Mexican cartels along the Texas/Mexico border such as the Texas Chicano Brotherhood operating predominantly in Starr County.

A diagram of what the vertical stack currently looks like is on Page 1 of the attachment.

I am often asked if building a wall along the Texas/Mexico border will secure it. Certainly, a wall and/or strategic fencing will make it more difficult for the cartels and easier for law enforcement. However, it is important to note that the cartels are highly adaptable and creative. A wall without sufficient overlapping detection technology coverage on the ground and in the air, and a sufficient number of Border Patrol Agents to respond quickly, becomes a very expensive obstacle but not a barrier. Moreover, in some locations along the border there are in effect natural walls that serve as obstacles to smugglers, which with sufficient detection technology and Agents, could serve as a barrier.

Dramatic increases in detection and interdiction capability at any location along the border increases the percentage of the drugs and people interdicted and the risk to the cartels. If sustained for a long period, the following consistently happens:

- Decrease in the amount of drug smuggling between the Ports of Entry
- Decrease in the amount of drugs being seized at the interior checkpoints
- Decrease in overall amount of drugs smuggled into Texas
- Increase in the amount of drug smuggling on the international bridges
- Increase in drug seizures in adjoining locations outside the area of operation
- Decrease in bailouts

- Decrease in the overall amount of people being smuggled into Texas who are not detected
- Decrease in smuggling deaths
- Decrease in crime rate
- Decrease in home invasions

For example, the Border Patrol Leadership at the station and sector level in the Rio Grande Valley identified the busiest zone, within the busiest station, within the busiest county (Starr) in the busiest sector in the state and nation. In direct support of the Border Patrol, local and state law enforcement agencies and Texas Military Forces worked together to dramatically increase the detection coverage and interdiction capacity on the water, in the air and on the ground zone-by-zone. The amount of drugs seized in Starr County between 2014 and 2016 decreased by 83.7 percent; Hidalgo County by 65 percent; Jim Hogg County by 64 percent; Brooks County 63 percent; Kenedy County by 88 percent; and Zapata County 66 percent.

The average amount of drugs seized at the Border Patrol Falfurrias Checkpoint from October 2012 to May 2014, was 11,474 pounds per month which decreased by 85 percent to 1,715 pounds per month for the period of June 2014 to December 2016. Similarly, at the Border Patrol Sarita Checkpoint for the same time period, 2,503 pounds of drugs per month were seized, which decreased to 605 pounds per month or a 75.8 percent decrease. Bailouts decreased by 64 percent between 2014 and 2016, and home invasions decreased by 58 percent for the same time.

According the El Paso Intelligence Center (EPIC) – which is operated by the Drug Enforcement Administration – local, state and federal drug seizures within 150 miles of the Texas/Mexico Border decreased by 43.17 percent between 2014 and 2016, illustrating the advantages of focusing limited resources in the busiest smuggling areas along the U.S./Mexico border.)

Although the Index Crimes in the annual Uniform Crime Reporting system currently do not capture organized crime-related offenses (such as drug and human smuggling, kidnapping and public corruption) the crimes *that are* reported decreased overall in the area of operation. For example, Index Crimes decreased by 17.5 percent in Starr County between 2014 and 2015; 12.3 percent in Hidalgo County for the same time; 54 percent in Jim Hogg County; and 50 percent in Kenedy County. Statewide there was a 4.7 percent decrease of the Index Crime rate for the same time. Importantly, there was a 2.35 percent decrease in violent crimes in Starr County between 2014 and 2015; a 9.54 percent decrease in Hidalgo County; a 66.7 percent decrease in Jim Hogg County; a 31.58 percent decrease in Brooks County; and a 50 percent decrease in Kenedy County. Statewide there was 3.6 percent increase in the Violent Crime Rate for the same period. As the U.S. Border Patrol has long known, when additional detection and interdiction resources are deployed to unsecured areas along the border, the level of security increases and the amount of organized criminal activity decreases – as evidenced above. (Border Control Physics, 101) Finally, I would like to conclude by publicly thanking Secretary Kelly for taking the time to

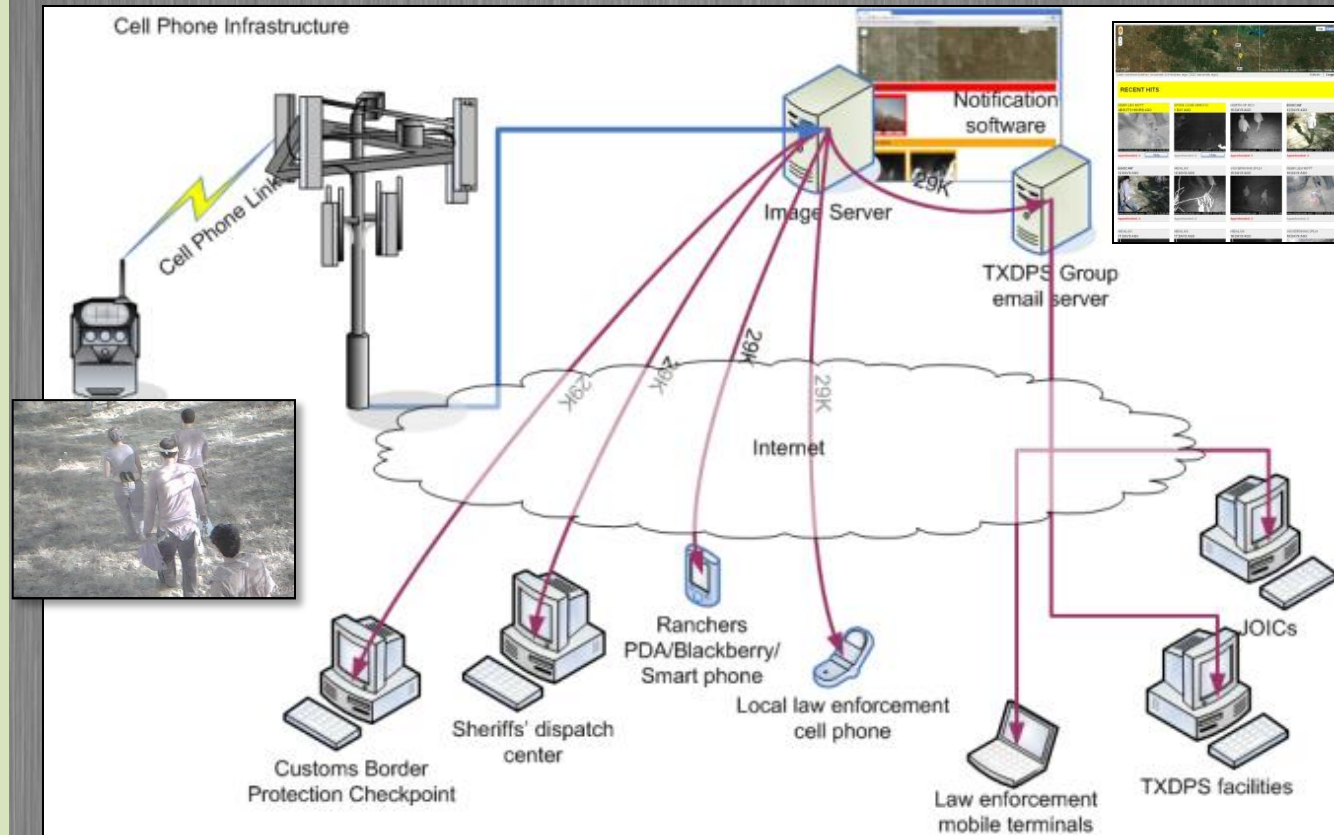
observe firsthand ongoing border security operations in the Rio Grande Valley with Governor Abbott.

Detection Coverage

Redundant and Vertically Stacked



1. Camera detects motion and captures image.
2. Image is stored to camera in high resolution and low resolution.
3. Low res image is transmitted via cell phone.
4. Server receives image.
5. Software presents image on ID/Password protected web page.
6. Web page is accessible on PCs, smart phones, tablets, etc.



USBP RGV SECTOR



EL PASO JOIC/EL PASO PD FUSION CTR



TEXAS FUSION CENTER





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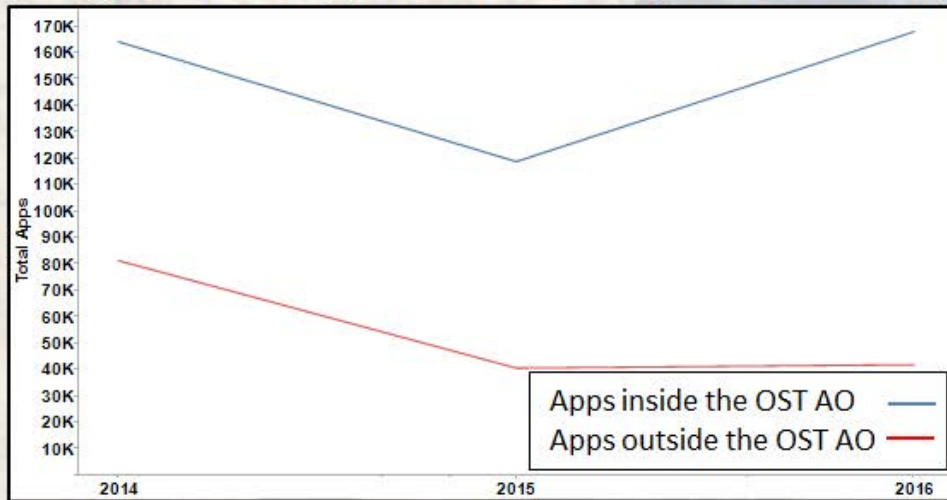


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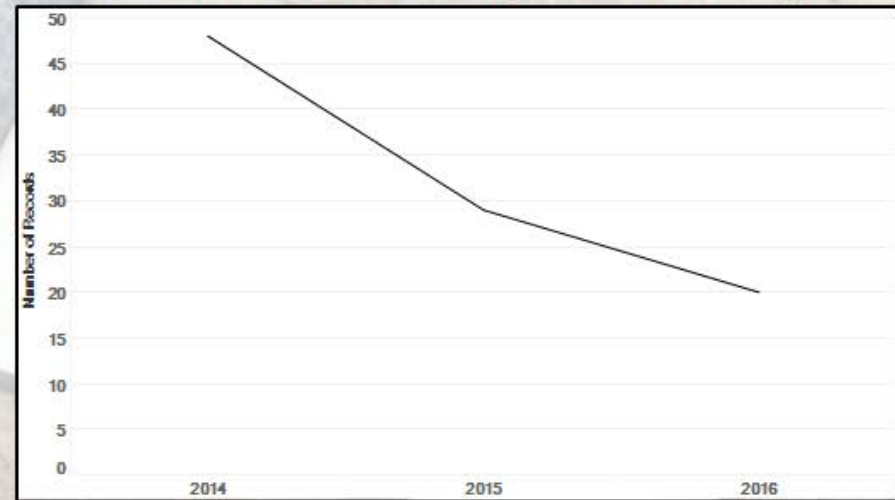


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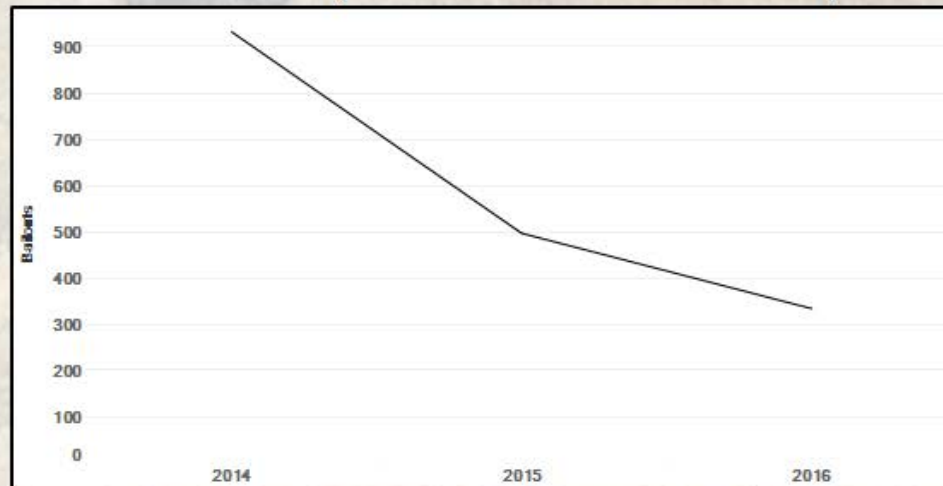
Illegal Alien Apprehensions (RGV Sector)



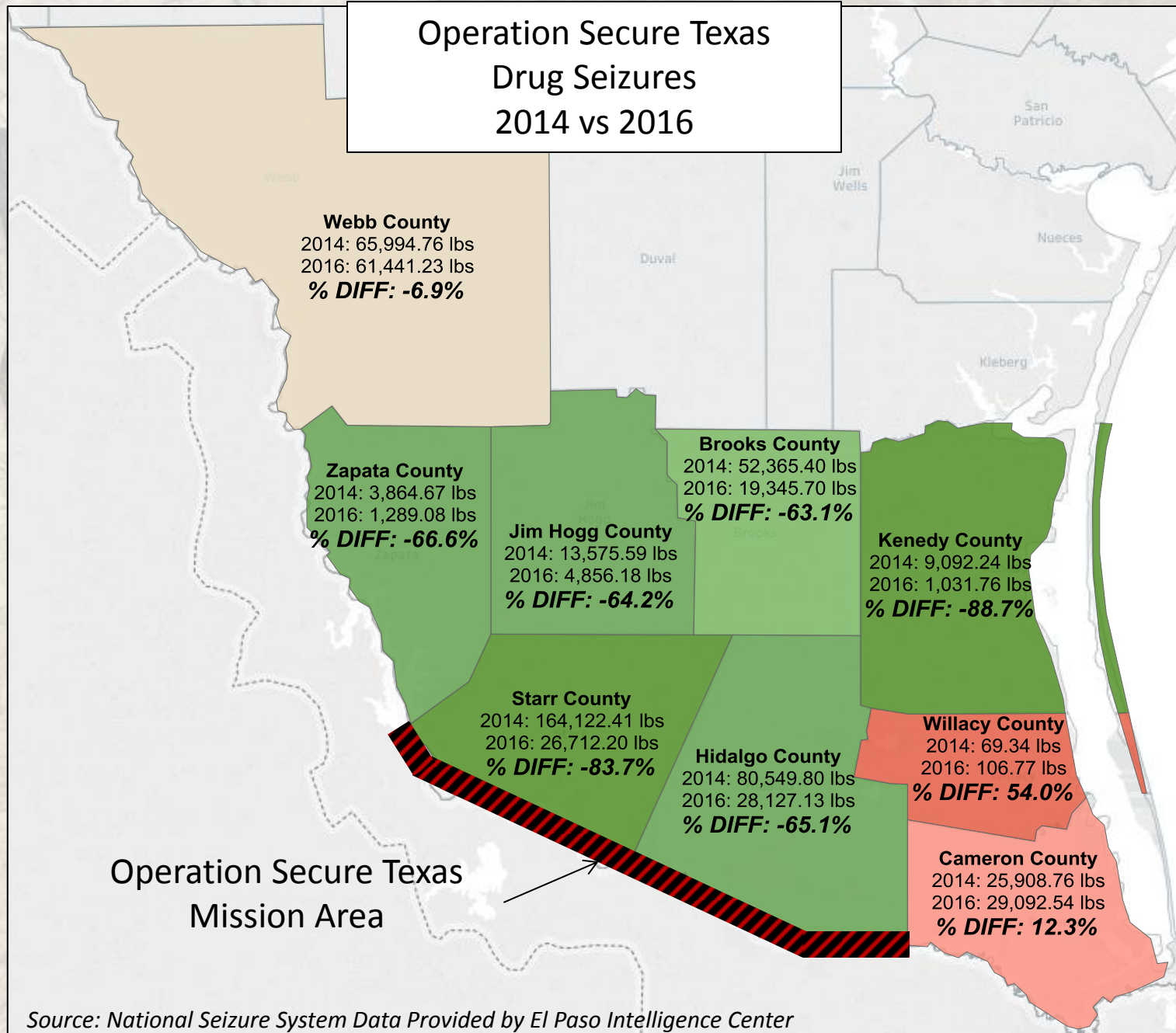
Home Invasions (RGV Sector)



Bailouts (RGV and CB Sectors)

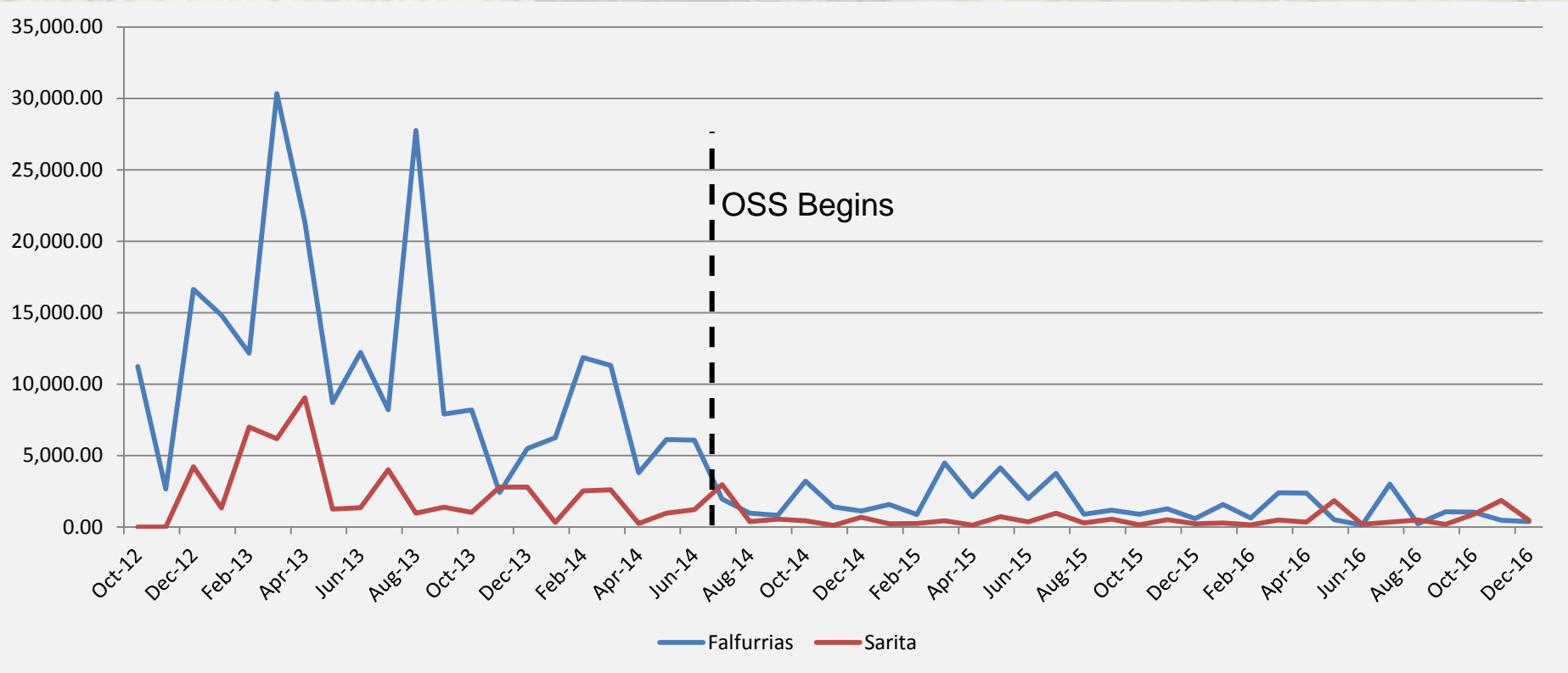


Operation Secure Texas Drug Seizures 2014 vs 2016



U.S. Border Patrol RGV Sector Checkpoints - Falfurrias & Sarita

October 2012 – December 2016 Drug Seizures



Avg. Weight per month	Prior to OSS (Oct 2012 – May 2014)	During OSS (Jun 2014 – Dec 2016)	Percent Change
Falfurrias Checkpoint	11,474.19 lbs/month	1,715.54 lbs/month	85.05 % ↓
Sarita Checkpoint	2,503.03 lbs/month	605.25 lbs/month	75.82 % ↓

Source: Enforcement Integrated Database, Note: Not official CBP numbers; numbers are approximate and not exact.

Operation Secure Texas

Reporting was received from the following counties:

Aransas, Atascosa, Bandera, Bee, Bexar, Brewster, Brooks, Cameron, Crane, Crockett, Culberson, Dimmit, Duval, Ector, El Paso, Frio, Gillespie, Hidalgo, Hudspeth, Irion, Jeff Davis, Jim Hogg, Jim Wells, Kendall, Kenedy, Kerr, Kimble, Kinney, Kleberg, La Salle, Live Oak, Maverick, McMullen, Medina, Menard, Midland, Nueces, Pecos, Presidio, Reeves, Refugio, San Patricio, Starr, Terrell, Tom Green, Upton, Uvalde, Val Verde, Ward, Webb, Willacy, Winkler, Zapata, and Zavala

Value of Drugs Seized National Seizure System

Year of Date	Drug Values	% Difference
2014	\$3,306,884,933.88	
2016	\$1,879,143,898.31	-43.17%

A percent change of -43.17% equates to a difference of **\$1,427,741,035.57** between 2014 and 2016

Source: National Seizure System Data Provided by El Paso Intelligence Center

Operation Secure Texas

Uniform Crime Reporting (UCR):
Murder, Rape, Robbery, Aggravated
Assault, Burglary, Larceny, Motor Vehicle
Theft, Arson, and Sexual Assault
2015 vs. 2014

Webb County
UCR % Diff: -9.6%

Zapata County
UCR % Diff: 67.7%

Brooks County
UCR % Diff: 2.1%

Jim Hogg County
UCR % Diff: -54.5%

Kenedy County
UCR % Diff: -50.0%

Starr County
UCR % Diff: -17.5%

Willacy County
UCR % Diff: -7.6%

Hidalgo County
UCR % Diff: -12.3%

Cameron County
UCR % Diff: -1.1%

Operation Secure Texas
Mission Area

Source: Uniform Crime Reporting, Updated 10/17/2016

Operation Secure Texas

Uniform Crime Reporting (UCR)
Violent Crime Reporting:
Murder, Rape, Robbery, Aggravated Assault
2015 vs. 2014

Webb County
% Diff: -2.79%

Zapata County
% Diff: 7.14%

Jim Hogg County
% Diff: -66.67%

Brooks County
% Diff: -31.58%

Kenedy County
% Diff: -50.00%

Starr County
% Diff: -2.35%

Hidalgo County
% Diff: -9.54%

Willacy County
% Diff: 1.69%

Cameron County
% Diff: 16.16%

Operation Secure Texas
Mission Area

Source: Uniform Crime Reporting

Texas Border Security Levels

			Substantial Control
Unsecured	Minimal Control	Operational Control	
<p><u>Interdiction Capacity</u></p> <ul style="list-style-type: none"> Infrequent marine patrols Interdiction response < 50% Infrequent ground tactical operations Aircraft Alert > 60 (On target greater than 60 minutes) DHS Effectiveness Rate < 70% <p><u>Detection Coverage</u></p> <ul style="list-style-type: none"> Limited sensor and coverage of primary trails Infrequent air coverage of Rio Grande River Infrequent ground and air surveillance of trails Minimal efforts to detect new trails Aerostat/Tower Rio Grande River coverage <50% <p><u>Supporting Capabilities</u></p> <ul style="list-style-type: none"> No operations center Unreliable communications operability No Unified Command Structure No intelligence collection and production targeting smuggling infrastructure No investigative operations targeting smuggling infrastructure 	<p><u>Interdiction Capacity</u></p> <ul style="list-style-type: none"> Periodic marine patrols Interdiction response ≥ 50% Periodic ground tactical operations Aircraft Alert 60 (On target within 60 minutes) DHS Effectiveness Rate ≥ 70% <p><u>Detection Coverage</u></p> <ul style="list-style-type: none"> Camera or other sensor coverage of all primary trails Periodic air coverage of Rio Grande River Periodic ground and air surveillance of trails Trail detection operations conducted weekly Aerostat/Tower Rio Grande River coverage ≥ 50% <p><u>Supporting Capabilities</u></p> <ul style="list-style-type: none"> Operations center established, not 24/7 Reliable intra-agency communications; challenges with interoperability Periodic use of a Unified Command Structure Infrequent intelligence collection and production targeting smuggling infrastructure Infrequent investigative operations targeting smuggling infrastructure 	<p><u>Interdiction Capacity</u></p> <ul style="list-style-type: none"> Routine marine patrols Interdiction response ≥ 90% Routine ground tactical operations Aircraft Alert 30 (On target within 30 minutes) DHS Effectiveness Rate ≥ 80% <p><u>Detection Coverage</u></p> <ul style="list-style-type: none"> Camera and sensor coverage of all primary and secondary trails Routine air coverage of Rio Grande River Routine ground and air surveillance of trails Daily air coverage and around the clock air response capability Trail detection operations conducted semi-weekly Day and Night Aerostat/Tower Rio Grande River coverage ≥ 60% <p><u>Supporting Capabilities</u></p> <ul style="list-style-type: none"> 24/7 operations center established Reliable interoperable communications Routine use of a Unified Command Structure Periodic intelligence collection and production targeting smuggling infrastructure Periodic investigative operations targeting smuggling infrastructure 	<p><u>Interdiction Capacity</u></p> <ul style="list-style-type: none"> Day and Night marine patrols Interdiction response ≥ 95% Day and Night ground tactical operations Day and Night aircraft patrols DHS Effectiveness Rate ≥ 90% <p><u>Detection Coverage</u></p> <ul style="list-style-type: none"> Redundant camera and other sensor coverage of all primary and secondary trails Day and Night air coverage of Rio Grande River Day and Night ground and air surveillance of trails Trail detection operations conducted every 2 days Day and Night Aerostat/Tower Rio Grande River coverage ≥ 75% <p><u>Supporting Capabilities</u></p> <ul style="list-style-type: none"> 24/7 operations center established, including partner agency liaisons and real-time video feeds, GOM coordination Reliable Officer to Officer radio communications Day and Night use of a Unified Command Structure Routine intelligence and investigative operations targeting smuggling infrastructure Day and Night Information and Intelligence Collection and Production