



Securing the Frontline

U.S. Customs and Border Protection
2005–2010 Strategic Plan



U.S. Customs and
Border Protection



The terrorist attacks of 9/11 challenged us in ways we had never before experienced. The agency's mission and its future were dramatically altered that day. Our priority mission changed to a national security mission: preventing terrorists and terrorist weapons from entering the United States. Also understood was the significance of securing our borders without choking the flow of legitimate trade and travel — all while continuing to carry out the traditional missions of the predecessor agencies that make up U.S. Customs and Border Protection.

- Commissioner Robert C. Bonner

Testimony before the National Commission on Terrorist Attacks Upon the United States, January 26, 2004

Prologue

One of the most important concepts of the Homeland Security reorganization was the creation of one border agency for the United States; one agency to manage, control and secure our nation's borders. Concurrent with the creation of the Department of Homeland Security (DHS), U.S. Customs and Border Protection (CBP) was established and placed under the Department's Border and Transportation Security Directorate. By combining the immigration, customs and agricultural border inspection functions together, with the Border Patrol and its functions between the ports of entry, CBP became the single federal agency principally responsible for managing and securing our nation's borders both at and between the ports of entry. For the first time, one United States border agency is in a position to develop and implement a comprehensive strategy for border security and enforcement of all laws at our borders.

This FY 2005–2010 Strategic Plan sets out a vision for CBP. This is the first Strategic Plan for CBP since its creation as an agency within BTS and DHS. It delineates the strategic goals and objectives that CBP must achieve to be successful at carrying out its extraordinarily important mission without stifling the flow of legitimate trade and travel through our ports of entry.

Securing the Frontline

U.S. Customs and Border Protection

2005–2010 Strategic Plan

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Securing the Frontline

Vision, Mission, Core Values and Guiding Principles

CBP Strategic Intent and Priorities

The priority mission of CBP is homeland security. For the border agency charged with managing, securing and controlling our nation's border, that means CBP's priority mission is to prevent terrorists and terrorist weapons from entering the United States. The strategic intent of the FY 2005–2010 Strategic Plan reflects this priority mission.

An important aspect of this priority mission involves improving security both at and between United States ports of entry, but it also means extending our zone of security beyond our physical borders. This extended border strategy is essential to creating smart borders and a layered defense-in-depth strategy.

To become more effective and efficient in accomplishing our priority mission, we will unify as one border agency. By integrating all of the federal inspection elements at the ports of entry with the Border Patrol, we will form a unified border agency within DHS. We will create an agency-wide law enforcement and national security culture, establish unified primary inspection at all United States ports of entry and conduct specialized secondary inspections focused on combating terrorism.

While carrying out its priority mission, CBP must also work to facilitate the movement of legitimate trade and people. We will accomplish our security and facilitation goals by gathering advance data regarding incoming and outgoing people, conveyances and goods; improving targeting; and using technology to leverage our resources. CBP will promote government and private sector partnerships that permit screening of cargo and people beyond our borders and will focus on our primary homeland security mission while incorporating it with our traditional missions.

In addition to our priority mission, CBP will work to protect America and its citizens by carrying out its traditional missions more effectively using innovative approaches. These traditional missions include controlling our borders by apprehending individuals attempting to enter the United States illegally; stemming the flow of illegal drugs and other contraband; protecting our agriculture and economic interests from harmful pests and diseases; processing all people, vehicles and cargo entering the United States; providing airspace security along the borders, over our Nation's Capital and for many of our major national events; maintaining export controls; protecting American businesses from theft of their intellectual property; regulating and facilitating international trade; collecting import duties; and enforcing United States trade, immigration and other laws at our borders. This will result in enhanced border security and prevent illegal contraband and people from crossing our borders.

None of these priorities can be accomplished without a strong and effective management support structure that assures the achievement of "business" results. This infrastructure includes effective financial systems, quality recruitment, a skilled and diverse workforce, enhanced information flow, continued roll out of our Automated Commercial Environment (ACE) and the use of integrated, cutting-edge technologies.

CBP accepts and embraces the challenge that has been set out before it and is rapidly evolving to meet the terrorist threat to our nation. The FY 2005–2010 Strategic Plan provides the direction and framework to carry out this priority mission successfully.



CBP Mission Statement

We are the guardians of our nation's borders.

We are America's frontline.

We safeguard the American homeland at and beyond our borders.

We protect the American public against terrorists and the instruments of terror.

We steadfastly enforce the laws of the United States while fostering our nation's economic security through lawful international trade and travel.

We serve the American public with vigilance, integrity and professionalism.



CBP's core values reflect the dedication and professionalism of its workforce.

Vigilance

Vigilance is how we ensure the safety of all Americans. We are continuously watchful and alert to deter, detect and prevent threats to our nation. We demonstrate courage and valor in the protection of our nation.

Service to Country

Service to Country is embodied in the work we do. We are dedicated to defending and upholding the Constitution of the United States. The American people have entrusted us to protect the homeland and defend liberty.

Integrity

Integrity is our cornerstone. We are guided by the highest ethical and moral principles. Our actions bring honor to ourselves and our agency.



Legislative History

To help our nation meet the threat of international terrorism, President George W. Bush signed the Homeland Security Act of 2002, thus beginning the most extensive reorganization of the federal government since the 1940s. It also provided for a change that has been advocated by every study of border agencies conducted over the past 30 years. For the first time in our country's history, all agencies with significant border responsibilities have been integrated and unified into a single organization responsible for managing, controlling and securing our nation's borders. This landmark legislation consolidated functions from 22 federal agencies.

CBP is one of three operational agencies within the Border and Transportation Security Directorate. CBP consists of the inspection and frontline border enforcement functions of the U.S. Customs Service, the Immigration and Naturalization Service (INS), including the Border Patrol, and the Animal and Plant Health Inspection Service (APHIS). It also includes all of the trade and revenue collection functions of the U.S. Customs Service. The predecessor agencies within CBP each have rich histories and missions that they bring to CBP. But today, as part of the historic creation of a merged, unified agency, the priority mission of all CBP personnel is to detect and prevent terrorists and terrorist weapons from entering the United States.

Through CBP, we will realize the benefits of integrated inspection and border resources. These benefits include more effective security and more efficient movement of legitimate



people and goods across our border by establishing “one face” at the border; one unified border agency. And, while CBP continues to carry out the traditional roles of its predecessor agencies, and build on their rich traditions and histories, CBP is forging a new agency within the new Department of Homeland Security. It is the dawn of a new era — where, as one border agency, we can, and will, more effectively and efficiently protect America and the American people.



Coordination with Other Agencies, Governments and the Private Sector

A basic foundation of the CBP Strategic Plan involves coordination, integration and cooperation to enforce hundreds of laws and regulations in partnership with numerous federal, state, local and tribal law enforcement agencies. The following are a few of the many efforts, which represent CBP's commitment to fostering external cooperation and coordination with entities that can assist in protecting our homeland.

Other Agencies...

- CBP, in cooperation with the Departments of State, Defense and Energy, conducts hands-on training and provides other technical assistance to many high-risk countries on how to detect and interdict smuggling, particularly the smuggling of nuclear and radiological materials and sensitive technologies.
- CBP provides aviation support to FEMA and DHS officials in the aftermath of national emergencies, such as a terrorist attack, hurricane, tornado or other natural disaster, allowing immediate disaster assessments by FEMA personnel on board and providing digital videos for viewing by officials on the ground. CBP aircraft also transport FEMA's Rapid Needs Assessment Teams and perform a variety of humanitarian aid and relief flights.
- CBP works jointly with the Federal Aviation Administration, Department of Defense, the Secret Service and the Transportation Security Administration to provide airspace security over our Nation's Capital to protect America's leadership against a terrorist attack.
- CBP and the Food and Drug Administration have cooperated to establish operational procedures



for implementation of the Public Health Security and Bioterrorism Preparedness and Response Act of 2002 (BTA). The BTA was enacted to protect the citizens and economy of the United States from the intentional contamination of imported food. The Prior Notice Center was created at CBP's National Targeting Center to enhance the targeting of imported food shipments for Bioterrorism.

- CBP works closely with the U.S. Department of Agriculture (USDA) on vulnerability assessments designed to identify points in the production of imported agricultural products where biological, chemical and radiological contaminants could be intentionally added to foods. CBP and USDA are developing rule sets for implementation in ATS for the targeting of agricultural products with a risk of intentional contamination.
- CBP is an integral part of the International Trade Data System (ITDS) effort, which is working with 24 participating government agencies to consolidate the collection of security and trade information within the Automated Commercial Environment (ACE) platform.
- CBP is working with Immigration and Customs Enforcement to enhance the Student Exchange Visitor Information System processing at the ports of entries. In addition, CBP has established a Fraud Detection Unit to work closely with the Forensic Document Laboratory. CBP and Citizenship and Immigration Services have combined efforts to coordinate Parole and Immigrant Visa procedures.
- CBP has established Memorandums of Understanding with the Department of Energy and the National Security Administration to formalize the ongoing exchange of information and collaborative working relationships.
- CBP facilitates the exchange of information and intelligence and shares resources through the Integrated Border Enforcement Team, a partnership with federal, state and local United States agencies, as well as the Royal Canadian Mounted Police.

Foreign Governments...

- CBP launched the Container Security Initiative (CSI) in January 2002, which, through partnerships with our foreign counterparts, is designed to help protect global trade lanes by targeting and examining shipments that pose a threat, as early as possible in the global supply chain.
- NEXUS, an alternative inspection program, allows pre-screened, low-risk travelers to be processed with little or no delay by United States and Canadian border officials.
- SENTRI, or Secure Electronic Network for Traveler's Rapid Inspection, is an automated, dedicated commuter lane, which provides a more efficient means of traffic management, thereby reducing congestion and accelerating the inspections of certain low risk pre-enrollees at ports of entry.
- CBP provides drug interdiction support to the Governments of Central and South America as part of Air Bridge Denial, to the Government of Mexico under Operation Halcon and to the Government of the Bahamas under Operation Bahamas, Turks and Caicos.
- CBP is actively engaged with numerous foreign nations in establishing modernization and capacity building programs to develop further customs operational and border security capabilities.
- CBP, through international fora such as the World Customs Organization, is actively promoting the internationalization of common data elements, supply chain security standards, industry partnership programs, as well as other customs issues to achieve a common platform across all customs administrations.

The Private Sector...

- CBP has developed partnerships with the trade community under the Customs-Trade Partnership against Terrorism (C-TPAT). This is the largest public/private sector partnership to arise out of 9/11, designed to enhance security and trade facilitation in the supply chain.
- In partnership with the private sector, and the governments of Canada and Mexico, CBP developed FAST, or the Free and Secure Trade program. FAST provides for expedited cargo processing between the United States, Canada and Mexico for carriers, importers and commercial drivers that are recognized as securing themselves against terrorist vulnerabilities.
- CBP maintains an outreach program, via the Office of Trade Relations, the Trade Symposium and Commercial Operations Advisory Committee (COAC), to ensure that the international trade and transportation community understands the agency's mission and goals and to obtain their input on legal, operational and policy concerns. This collaboration, enables CBP to incorporate feedback from the private sector into key initiatives, lessens the impact of new programs on industry and ensures that CBP and the trade advance together toward a common goal.
- CBP works closely with commercial airlines to develop and further expand the Advanced Passenger Information System (APIS), which processes passenger manifests for inbound international air passengers and works with the Coast Guard and the Transportation Security Administration to examine crew lists.

These efforts represent CBP's commitment to fostering external cooperation and coordination with stakeholders. As CBP implements its Strategic Plan, this commitment toward cooperation will play a critical role in reaching our strategic goals.

In the future, CBP, as well as the other organizations within BTS and DHS, must answer the challenge placed before it to be a proactive leader in the fight against terrorism. New strategies, technologies, partnerships and resources are needed to deter, detect and interdict. As one of the key operative agencies of the Department of Homeland Security, new opportunities will arise for CBP to enhance its capability to carry out the mission and to work more closely with others involved in protecting the homeland.



CBP's Strategic Planning Process

CBP's comprehensive strategic planning process is driven by the need to address the global challenges to a secure homeland and economy. The CBP FY 2005–2010 Strategic Plan is based on the priorities that were established and articulated by the Secretary, Homeland Security; the Under Secretary, Border and Transportation Security; and the Commissioner of Customs and Border Protection. The Strategic Plan is prepared with input from senior managers to reflect these priorities and ties directly to the budgets prepared by CBP. The development process has considered the DHS Strategic Plan, the BTS Strategic Intent, the National Strategy for Homeland Security, the National Money Laundering Strategy, the National Drug Control Strategy and Executive Orders. In addition, the DHS Future Year Homeland Security Program (FYHSP), the President's Management Agenda (PMA), budget justification materials and internal strategic planning initiatives, were considered, as were evaluations conducted through the General Accounting Office (GAO), the Office of the Inspector General (OIG) and the Performance Assessment Rating Tool (PART) processes.

CBPs strategic planning framework is organized as follows:

- **Strategic goal:**
A high level statement of what needs to be achieved;
- **Objectives:**
Specific statements of what is to be accomplished within the goal;

- **Strategies:**

Specific actions that are to be taken to reach an objective; and

- **Performance measures:**

What will be accomplished by carrying out the strategies.

Each strategic goal is presented using the CBP strategic planning framework, and each strategic goal was determined based on future assumptions, previous accomplishments and the need to integrate CBP's diverse responsibilities effectively. The goals are further linked to specific objectives and strategies, as well as performance measures that are used to measure progress toward achieving the goals. This strategic planning process has resulted in the formulation of six strategic goals and associated objectives and strategies. These goals are described below.

1. Preventing Terrorism At Ports of Entry:

Prevent terrorists and terrorist weapons, including weapons of mass destruction and weapons of mass effect, from entering the United States at the ports of entry.

2. Preventing Terrorism Between Ports of Entry:

Strengthen national security between the ports of entry to prevent the illegal entry of terrorists, terrorist weapons, contraband and illegal aliens into the United States.

3. Unifying As One Border Agency:

Increase the security of our homeland by completing the merger and unification of all United States border agencies.

4. Balancing Legitimate Trade and Travel with Security:

Facilitate the more efficient movement of legitimate cargo and people while safeguarding the border and the security of the United States.

5. Protecting America and Its Citizens:

Contribute to a safer America by prohibiting the introduction of illicit contraband such as illegal drugs, counterfeit goods and other harmful materials and organisms, into the United States.

6. Modernizing and Managing:

Continue to build a strong, modern infrastructure that assures the best assets, training and management practices for the achievement of business results.

By achieving these goals through partnerships with government agencies, the private sector and foreign governments, CBP will advance DHS goals and our mission to protect our nation against attacks and threats to our homeland. In addition, these goals form a cornerstone of the DHS FYHSP system.

Customs and Border Protection: Timeline to the Future

2005  2010

	Goals	Results
<i>Preventing Terrorism At Ports of Entry</i>	<ul style="list-style-type: none"> Expand use of intelligence Improve information and targeting Use state-of-the-art technology Extend zone of security through partnerships 	<ul style="list-style-type: none"> Timely interdiction and enforcement actions Increased use of targeting Increased detection of illicit goods Zone of security extended beyond our physical borders
<i>Preventing Terrorism Between Ports of Entry</i>	<ul style="list-style-type: none"> Enhance intelligence program Implement comprehensive border strategy Expand rapid-response capabilities Address training and infrastructure needs 	<ul style="list-style-type: none"> Effective deployment of resources to high-risk areas Achieve operational control between ports of entry Increased capability to respond to threats and incidents Effective use of technology, resources and infrastructure
<i>Unifying As One Border Agency</i>	<ul style="list-style-type: none"> Create a shared culture Resolve administrative issues Establish unified primary inspections Establish antiterrorism secondary inspections Realign air and marine operations 	<ul style="list-style-type: none"> Professional, courteous law enforcement workforce Integrated, fully skilled, highly trained officers Single, unified inspection process Increased and enhanced secondary inspection process Greater operational effectiveness
<i>Balancing Legitimate Trade and Travel with Security</i>	<ul style="list-style-type: none"> Modernize processing systems Utilize available technologies and processes Promote industry and foreign partnerships Enforce laws and regulations Develop smart border concept Ensure revenue protection/collection 	<ul style="list-style-type: none"> Improved risk assessment and enforcement Layered inspection process Secure international supply chain Traditional missions supported Expedited international trade/travel and secure supply chain Revenue collection efforts maximized
<i>Protecting America and Its Citizens</i>	<ul style="list-style-type: none"> Utilize information and intelligence Deploy technologies as force multiplier Cooperate with other entities Reduce importation of prohibited/illegal items Provide air and marine support 	<ul style="list-style-type: none"> Enhanced targeting of illegal immigration and contraband Increased interdictions and apprehensions Enhanced partnerships facilitating interdiction Reduced threat to public and critical infrastructure Key events and assets protected
<i>Modernizing and Managing</i>	<ul style="list-style-type: none"> Maintain financial integrity Improve asset management Deploy innovative and secure IT systems Recruit, hire and retain qualified workforce Deliver high-quality, cost-effective, mission-driven training 	<ul style="list-style-type: none"> Performance/evaluation based decisions Well managed assets Modern, secure IT infrastructure Skilled, high-quality, diverse workforce Well-trained, multi-disciplinary workforce

Looking into the Future

As we move forward into the 21st Century, CBP will be dramatically influenced by external global threats and challenges. To anticipate these factors will be a formidable challenge. The following are a few scenarios, identified through environmental scanning and futures research, that will have an impact on CBP and its ability to prepare for the future.

Combating Terrorism and Crime

Criminals hold distinct advantages over the law enforcement community by using sophisticated international criminal cooperation and the use of legitimate businesses as cover. Alliances have been developed between domestic and international terrorist organizations. Terrorists use established smuggling and illegal immigration routes, and direct links have been established between terrorism, drug and arms trafficking, money laundering and counterfeiting. The capability of criminals to leverage technology to conduct and hide crimes, and to leverage social concerns for privacy and justice, brings frustration and challenges for the law enforcement community. With more intensive antiterrorism inspections at ports of entry, there will likely be an increase in interdicting narcotics, illegal aliens and foreigners with criminal backgrounds. Increased enforcement efforts at the ports of entry may also be expected to cause terrorists to shift the focus of their efforts toward identified or perceived vulnerabilities between the ports. It is also clear that because of the globalization of terrorism and crime, the government will need to collaborate with foreign partners to share information, technology and techniques to combat this threat to our national and international security. Pressure will increase on the government to address this level of criminal activity including a need to monitor and control the potential intentional disruption of our natural resources such as domestically grown agricultural products and water supplies, as well as imported food.

Impact of Globalization

The safety of global trade is both an economic issue and a security concern. A weapon of mass destruction or weapon of mass effect, detonated at a United States port, could cause a \$1 trillion disruption to the economy. With the continued expansion of globalization, trade will increase and bring more diverse product design and production methods, more stakeholders and modes of transportation, and with all of this, criminals and terrorists. CBP, as well as other government agencies, will have difficulty creating equitable, effective trade rules because of a growing world population and the corresponding purchasing power associated with growth, trade liberalization and uncertain product valuation due to cross-border production and intellectual capital. More duty-free goods will reduce tariffs and revenue collection. The future also means more trade agreements and less trade inspections. Yet, to fight illegal trade practices, the government needs to continue inspecting for illegal imports and enforcing trade laws. Foreign governments, shippers, vendors and the trade community will be relied upon for collecting and sharing information and will also need to assure that processes are secure.

Balancing Trade and Travel While Ensuring Security and Safety

CBP will continue to face the challenge of enhancing a system to keep terrorists and their weapons out of the United States while maintaining a balance between enforcement and trade facilitation. We will need more efficient ways to move freight securely. Working with Canada and Mexico, we will pursue tightening border security while trying to reduce delays and improve relations. While continued global population growth means more diverse international passenger travel, the public will expect speedy, consistent processing and demand safety and security. Global trade needs for tailored, speedy delivery will require more deep-water ports, more virtual ports with online processing, an increase in all types of freight, larger trucks and bigger container ships. Passenger and shipper needs for quick and efficient movement of goods will generate more processing at non-bor-

der locations and create more entry points inland using an automated infrastructure and intelligent highway systems with imbedded sensors to allow automatic vehicle traffic.

Technology and Inventions

Linking the disparate databases, agency-specific technologies and incompatible communication systems of the 22 agencies and bureaus that make up DHS will be a continuous, evolutionary process. Innovative technology solutions for monitoring, inspection, information sharing and enforcement will grow, but will also bring implementation and standardization challenges. A new electronic system for tracking cargo coming into our ports will save both shippers and the U.S. government money, but will require investments by the trade community. Technologies and processes will offer opportunities to deter misdeeds, facilitate enforcement and better value goods. Advanced technology and a distributed, open, wireless and mobile environment will be available to CBP, but technological advances and new products will also challenge our workforce requiring different skill sets.

The Millennium Workforce

Challenges facing agencies transitioning to, and integrating into, DHS include building and adopting the new culture, setting priorities and training employees. One face at the border means that the core occupations will change, requiring the development of new occupations and combining and integrating the efforts of our frontline workforce while ensuring adequate staffing and training. In addition, the more general challenges of the 21st Century involve growing workforce complexity, diversity, mobility, continual training, instant electronic connectivity and independence. Trends and priorities impacting federal managers include retirements, downsizing, information technology advances, contracting reforms and aging staffs. We will need more innovative recruiting, retention and reinvigoration/training programs, along with refined knowledge management processes and advanced law enforcement technologies. Federal managers will continue to face pressures to view the public as customers, to measure program performance and results and to justify new projects and investments with business cases. To ensure the government can prevent and respond to threats of domestic security, federal managers must be able to maintain and upgrade the critical infrastructures needed to accomplish the CBP mission and strategic goals.

Meeting the Challenge

CBP is steeped in tradition and service to the public, and in anticipation of the opportunities the future will bring, this Strategic Plan serves as the framework to assure that we are prepared to meet these challenges.

CBP/DHS Crosswalk

DHS Strategic Goals

Prevention

Detect, deter and mitigate threats to our homeland.

Service

Serve the public by facilitating lawful travel, trade and immigration.

2.1: Secure our borders against terrorists, means of terrorism, illegal drugs and other commodities.

2.2: Enforce trade and immigration laws.

2.3: Provide operational end users with the technology and capabilities to detect and prevent terrorism and other illegal activities.

6.4: Facilitate the legitimate movement of cargo and people.

CBP Strategic Goals

Objectives

1

Preventing Terrorism At Ports of Entry:

Prevent terrorists and terrorist weapons, including weapons of mass destruction and weapons of mass effect, from entering the United States.

1.1: Improve the collection, use, analysis and dissemination of intelligence to target, identify and prevent potential terrorists and terrorist weapons from entering the United States.

1.2: Improve identification and targeting of potential terrorists and terrorist weapons, through risk management and automated advanced and enhanced information.

1.3: Strengthen CBP's defense-in-depth approach through the use of state-of-the-art detection and sensor technology, resources and training.

1.4: Push our nation's zone of security beyond our physical borders through partnerships on extended border initiatives to deter and combat the threat of terrorism.

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Preventing Terrorism Between Ports of Entry:

Strengthen our control of the borders between the ports of entry to prevent the illegal entry of terrorists, terrorist weapons, contraband, and illegal aliens into the United States.

2.1: Enhance the Border Patrol's intelligence program, and improve intelligence-driven operations.

2.2: Maximize border security, along our northern, southern and coastal borders, through an appropriate balance of personnel, equipment, technology, communications capabilities and tactical infrastructure.

2.3: Expand specialized teams and rapid-response capabilities to enhance control of the borders, with expansion to problematic areas as identified through continuing threat assessments.

2.4: Develop a more flexible, well-trained, nationally directed Border Patrol and address central infrastructure, facility and technology needs.

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6.4: Facilitate the legitimate movement of cargo and people.

CBP Strategic Goals

Objectives

3

Unifying as One Border Agency:

Increase the security of our homeland by completing the merger and unification of all United States border agencies.

3.1: Create a shared law enforcement culture throughout the agency to secure the homeland.

3.2: Develop and implement policy, management, operations, infrastructure and training initiatives to integrate frontline border enforcement personnel.

3.3: Establish a unified primary inspection process for passenger processing at all ports of entry into the United States and fully integrate analysis and targeting units.

3.4: Leverage the expertise, capabilities and legal authorities of CBP officers to establish antiterrorism secondary inspections.

3.5: Realign the Air and Marine Operations (AMO) to improve the overall operational effectiveness and efficiencies of CBP air and marine assets.

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Balancing Legitimate Trade and Travel with Security:

Facilitate the more efficient movement of legitimate cargo and people while safeguarding the border and the security of the United States.

4.1: Modernize automated import, export and passenger processing systems to improve risk assessment and enforcement decision-making while facilitating legitimate travel and trade.

4.2: Utilize available technologies and processes to leverage resources and to conduct examinations of all high-risk containers, conveyances and passengers.

4.3: Promote industry and foreign government partnership programs by engaging foreign governments, the trade community and others in the supply chain in cooperative relationships by ensuring that CBP matters are satisfactorily addressed in trade agreements and by guaranteeing that our trading partners adhere to internationally accepted Customs standards.

4.4: Enforce all U.S. laws, including trade, immigration, drug, consumer protection, intellectual property and agricultural laws and regulations at the borders.

4.5: Facilitate international trade and travel while enhancing homeland and border security.

4.6: Ensure revenue protection while enhancing homeland and border security.

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CBP/DHS Crosswalk

DHS Strategic Goals

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Detect, deter and mitigate threats to our homeland.

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6.4: Facilitate the legitimate movement of cargo and people.

CBP Strategic Goals

Objectives

5

Protecting America and Its Citizens:

Contribute to a safer America by prohibiting the introduction of illicit contraband, such as illegal drugs, counterfeit goods and other harmful materials and organisms, into the United States.

5.1: Capitalize on the use of information and intelligence to identify and target CBP's enforcement response to drug trafficking, illegal immigration and other illegal activities.

5.2: Deploy automation, systems, tools and other technologies that can be used to pre-screen and identify smugglers and smuggled merchandise to increase interdiction and apprehension effectiveness.

5.3: Cooperate with other agencies, foreign governments and industry partners to administer and enforce the laws of the United States.

5.4: Reduce the importation of all prohibited or illegal drugs and other materials that are harmful to the public or may damage the American economy.

5.5: Provide air and marine support to protect events and key assets of national interest, and mitigate the risks of terrorism and other threats to critical Government operations.

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Modernizing and Managing:

Financial, Acquisition and Asset Management

Build a strong, modern management infrastructure that assures the achievement of business results.

6.1: Improve budgeting and financial processes, policies and systems, ensuring accurate, reliable allocation of, and accounting for, expenditure of funds, collection of revenues and maintenance of reliable, timely and accurate financial data for decision-making and reporting.

6.2: Improve asset acquisition and management methods and procedures, ensuring the effective procurement of supplies, services and equipment in alignment with CBP's mission, goals and priorities. Implement systems and processes to efficiently construct, maintain, distribute and dispose of assets needed to carry out CBP's operational missions.

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CBP/DHS Crosswalk

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CBP Strategic Goals

Objectives

6	Modernizing and Managing:		2.1: Secure our borders against terrorists, means of terrorism, illegal drugs and other commodities.	2.2: Enforce trade and immigration laws.	2.3: Provide operational end users with the technology and capabilities to detect and prevent terrorism and other illegal activities.	6.4: Facilitate the legitimate movement of cargo and people.
		Information, Science and Technology				
	Build a strong, modern management infrastructure that assures the achievement of business results.	6.3: Develop and deploy innovative and secure systems and advanced technologies including ACE, APIS, US VISIT, ATS, Radiation Portal Monitors, NII Systems and America's Shield Initiative to improve targeting and screening of goods, people and conveyances entering the United States.	✘			
		6.4: Maintain a reliable, stable and secure IT infrastructure and an array of technical support services including laboratory and scientific services, tactical radio communication, field equipment maintenance/support and 24x7 customer assistance.	✘			
		Human Capital				
		6.5: Align human resources systems with the mission to ensure that recruitment, compensation, performance management, succession management and leadership of employees support professional, timely and effective service delivery to carry out CBP's mission.	✘			
		6.6: Promote continued compliance with the nation's civil rights laws and federal regulations.	✘			
		Training and Development				
		6.7: Develop and implement training initiatives that support the agency mission and priority goals, objectives and strategies in the CBP Strategic Plan.	✘			
		Management Effectiveness				
		6.8: Conduct ongoing assessments of CBP operations to assure effective and efficient utilization of resources.	✘			

Preventing Terrorism At Ports of Entry

Strategic Goal Number 1

Prevent terrorists and terrorist weapons, including weapons of mass destruction and weapons of mass effect, from entering the United States at the ports of entry.

To achieve this strategic goal, CBP will obtain the resources to implement the Strategic Plans for Preventing Terrorists and for Preventing Terrorist Weapons from Entering the United States. Through improved targeting and intelligence, CBP will target and interdict terrorists and their weapons. Our objective is to screen and examine all passengers, cargo and conveyances posing a potential risk for terrorism prior to departing foreign ports for the United States. To protect legitimate travel, trade and the economy, we will extend our zone of security beyond the physical borders, by stationing our offices in foreign countries, and by partnering with international entities and the trade community.

Objective 1.1

Improve the collection, use, analysis and dissemination of intelligence to target, identify and prevent potential terrorists and terrorist weapons from entering the United States.

To achieve timely interdiction and enforcement actions, we will expand intelligence collection and dissemination, enhance information sharing capabilities and increase the rapid exchange of intelligence and information that assists frontline officers in identifying potential threats. CBP will generate tactical and proactive intelligence products and disseminate reports to the field, DHS and other federal agencies. To assist in identifying passengers, cargo or conveyances that may pose a potential threat, CBP will forward intelligence to its operational components and identify trends and patterns on a local, regional and national level. Maximizing the rapid exchange of ter-



Buster measures anomalies in the density of objects



rorism related intelligence, CBP intends to coordinate its intelligence requirements with DHS and aggressively engage intelligence community agencies, law enforcement and military agencies, as well as foreign counterparts, including placing intelligence analysts in essential areas. We will coordinate with the FBI's Joint Terrorism Task Forces (JTTF's). To provide guidance on conducting specific operations in the field, CBP will form Intelligence Driven Special Operations and support the Container Security Initiative (CSI) assessment teams with intelligence updates. CBP will continue a partnership with USDA to develop and use analysis and targeting to secure agricultural and economic interests from harmful organisms and disease.

Objective 1.2

Improve the identification and targeting of potential terrorists and terrorist weapons, through risk management and automated advanced and enhanced information.

To improve targeting of cargo and passengers that pose a potential risk for terrorism, CBP will use advance passenger and cargo information, as well as commercial and law enforcement databases, to pre-screen, target and identify potential terrorists and terrorist shipments and any related activity. To improve targeting and analysis, CBP will integrate existing databases and enhance our rules-based targeting system. Through the International Trade Data System (ITDS), CBP will provide an integrated, government-wide system to track all commerce crossing our borders and to collect, use and disseminate the data required by the various trade-related federal agencies. CBP's National Targeting Center (NTC) will provide tactical targeting and analytical research support for antiterrorism efforts. The Bio-Terrorism Act Prior Notice Center, at NTC, will target shipments that pose the highest-risk for bio-terrorism. The NTC will integrate intelligence shared from vulner-



ability assessments conducted by USDA to implement an Agroterrorism rule in ATS that identifies agricultural products with a high risk of intentional contamination. To broaden the scope of CBP targeting, NTC will liaison with other DHS components, law enforcement agencies and governments, expand its staff to better accommodate the ever-increasing demands for tactical information and continue to develop and refine more sophisticated targeting tools. CBP will implement Air AMS in phases, and in concert with this phased approach, the Automated Targeting System-Air (ATS-Air) will be fully deployed. The ability of the Automated Targeting System (ATS) to perform effective risk analysis will be strengthened through the deployment of four Screening and Targeting releases of the Automated Commercial Environment (ACE). The pilot for the Port Radiation Inspection, Detection and Evaluation (PRIDE), which serves as a conduit for all technical data collected at the ports, will be expanded to all detection devices at all ports of entry.

Objective 1.3

Strengthen CBP's defense-in-depth approach through the use of state-of-the-art detection and sensor technology, resources and training.

CBP's goal is to screen 100 percent of all people, cargo and conveyances entering the United States based on national security threshold targeting and to examine all identified people, cargo and conveyances scoring above a mandatory threshold both abroad and at our borders. Frontline officers and agents will be provided an array of radiation detection technology including personal radiation detectors (PRDs). CBP will build on existing Non-Intrusive Inspection (NII) technology and expand the explosive and chemical detection canine program. CBP will develop and deploy highly integrated systems to improve our ability to detect and deter illicit radiological materials and



nuclear devices. We will identify emerging technologies, for example Smart Seals, using both passive detection and active inspection of cargo, to increase effectiveness for detecting illicit goods while speeding the flow of legitimate commerce.

Objective 1.4

Push our nation's zone of security outward beyond our physical borders through partnerships on extended border initiatives to deter and combat the threat of terrorism.

CBP will assign foreign Attaché officers and work with foreign governments and the trade community to pre-screen, target and inspect shipments and containers that pose a potential risk for terrorism, before they arrive at United States ports of entry, using advanced manifest information. Through CBP's Container Security Initiative (CSI), we will establish a physical presence at foreign ports, share intelligence and leverage technology to enhance screening and examining containers. CSI will expand to include additional strategic locations, and CBP, through the Immigration Advisory Program (IAP), will deploy inspectors to foreign airports to screen and interdict potential terrorists and inadmissible aliens. Through the Customs-Trade Partnership Against Terrorism (C-TPAT) voluntary program, CBP will partner with the trade community to secure global supply chains; develop secure, smart cargo containers; and establish minimum standards for cargo security. Through CBP's work with international organizations such as the World Customs Organization (WCO) and the G8, CBP will continue to lead the international customs community in developing and ensuring the quick implementation of global standards governing supply chain security. In addition, we will promote cooperation through the Export Control and related Border Security (EXBS) assis-



tance programs, as well as other international training initiatives that focus on security and border enforcement. We will create smart borders through border accords with Canada and Mexico. The Free and Secure Trade (FAST) program will extend to additional sites, while increasing or adding dedicated lanes at current FAST locations and expanding the program to air, rail and marine environments. In Canada, NEXUS-highway, which allows expedited clearance to low-risk travelers, will be expanded to NEXUS-Air and NEXUS-Marine. Through coordinated operations (Air Bridge Denial/Joint Inter-Agency Task Force) we will continue to work with our foreign government counterparts such as Mexico, Canada and Colombia to increase detection and interdiction capabilities of people, goods and materials from these points of origin, through their transit areas and eventually to their final destinations. Through cooperative agreements with countries in Central America, South America and the Caribbean, CBP will interdict air and marine smuggling conveyances before they reach our borders.

Preventing Terrorism Between Ports of Entry

Strategic Goal Number 2

Strengthen our control of the borders between the ports of entry to prevent the illegal entry of terrorists, terrorist weapons, contraband and illegal aliens into the United States.

To achieve this strategic goal, CBP will implement the Border Patrol's National Strategy, which consists of five main objectives with the goal of establishing and maintaining operational control of our borders. The five objectives include: 1. Establish substantial probability of apprehending terrorists and their weapons as they attempt to illegally enter the United States; 2. Deter illegal entries through improved enforcement; 3. Apprehend and deter smugglers; 4. Leverage Smart Border technology to multiply the effect of enforcement personnel; and 5. Reduce crime in border communities and improve the quality of life and economic vitality of regions. To achieve these objectives, CBP's Border Patrol will employ a highly centralized and strengthened organizational model. We will maximize border security with an appropriate balance of personnel, equipment, technology, communications capabilities and tactical infrastructure. Further, CBP plans to expand the antiterrorism mission of the Border Patrol through a national command structure, partnerships, intelligence sharing, training, technology, infrastructure support and the use of specialized rapid-response teams.

Objective 2.1

Enhance the Border Patrol's intelligence program, and improve intelligence-driven operations.



To enable CBP to deploy its resources effectively to target areas of greatest risk, the Border Patrol will expand the use of national security and terrorist-related intelligence and targeting information to improve intelligence-driven operations. These operations will be coordinated with the Office of Field Operations to ensure maximum effectiveness at and between the ports of entry. In order to support tactical and strategic operations, the Border Patrol will enhance its intelligence program by coordinating with CBP's Office of Intelligence. In addition, CBP's Border Patrol will leverage the intelligence capabilities of the Offices of Intelligence, Field Operations and Anti-Terrorism to increase threat assessment, targeting efforts, operational planning and communication to support its antiterrorism and traditional missions. Border Patrol will support the CBP agricultural mission through cooperative, tactical assistance to prevent introduction of agricultural contraband between the ports.



Objective 2.2

Maximize border security, along our northern, southern and coastal borders, through an appropriate balance of personnel, equipment, technology, communications capabilities and tactical infrastructure.

Differing threats result from the diversity of the borders and require CBP's Border Patrol to maintain flexibility in its border security approach. To support border control efforts between the ports of entry, CBP will deploy technologies to Border Patrol agents including adding mobility and sensor platforms. CBP intends to add remote monitoring technology along the borders, including deploying the America's Shield Initiative (ASI), which will improve the Border Patrol's ability to assess threats and determine likely illegal border entry scenarios and locations. In all cases, any potentially viable surveillance technology will be investigated for use by CBP.

Southern Border:

CBP will employ rapid response capabilities; state-of-the-art technologies; intelligence, skills and training; and national deployment of personnel and materials. Through checkpoints, intelligence-driven special operations and targeted patrols, CBP will deter or deny access to urban areas, infrastructure, transportation and routes of egress to smuggling organizations. CBP aims to increase the use of mobile personnel, improve air and ground support, increase rapid response capabilities and expand inter-agency cooperation.



Northern Border:

Ensuring sufficient mobile workforce levels, as well as testing, acquisition and deployment of sensing and monitoring platforms, will be crucial. CBP also plans to acquire additional air assets and use checkpoints and other deterrents. Partnerships with Canadian law enforcement and intelligence officials, and officials from federal, state, local and tribal organizations will be strengthened. CBP aims to expand existing Integrated Border Enforcement, Maritime and Intelligence Teams (IBET/IMET/IBIT) and improve intelligence sharing.

Coastal Border:

Using customs and immigration authorities and trusted marine programs, investing in air and maritime assets, enhancing cooperation with other DHS agencies including the U.S. Coast Guard, and leveraging available assets will ensure CBP has flexible coastal response capabilities. CBP will establish a common operational picture, right-size the marine assets, prepare for mass migration incidents and analyze future vulnerabilities.

Objective 2.3

Expand specialized teams and rapid-response capabilities to enhance control of the borders with expansion to problematic areas as identified through continuing threat assessments.

CBP will expand the training and response capabilities of the Border Patrol's specialized BORTAC—



Border Patrol National Tactical Unit; BORSTAR—Border Patrol Search, Trauma and Rescue Team; and Special Response Teams to support domestic and international intelligence-driven and antiterrorism efforts, as well as other special operations. These teams will assist in terrorism prevention through planning, training and tactical deployment. As a highly mobile, rapid-response tool, they will significantly increase CBP’s ability to respond operationally to specific terrorist threats and incidents, as well as to support the traditional Border Patrol mission.

Objective 2.4

Develop a more flexible, well-trained, nationally directed Border Patrol and address critical infrastructure, facility and technology needs.

CBP will use a national command structure, which will facilitate determinations on threat and resource priorities and allow the rapid deployment of Border Patrol assets. To meet the Border Patrol’s antiterrorism training requirements, CBP intends to assess and provide the necessary multi-disciplinary training. Training will be provided to ensure that agents can effectively use the technology and resources. CBP will also train Border Patrol agents to properly refer and seize agricultural contraband between the ports of entry. To protect the critical infrastructure needed to support the mission, CBP will evaluate and address infrastructure, facility and technology needs. They include new construction; the preservation of buildings, technology, vehicles and fences; and the deployment and maintenance of new technologies including remote cameras, computers and intelligence.

Unifying As One Border Agency

Strategic Goal Number 3

Increase the security of our homeland by completing the merger and unification of all United States border agencies.



Photo: CBP patch

Objective 3.1

Create a shared law enforcement culture throughout the agency to secure the homeland.

We aim to create a uniformed law enforcement workforce, that acts in a professional manner and with courtesy and respect towards the public, and that is recognized worldwide. Strong and dynamic training and hiring programs will assure that a proactive integrity program permeates throughout the agency. We intend to improve our processing capabilities and work as an integrated team. CBP officers will be equipped with firearms, radiation detection pagers and other technologies necessary to carry out the mission. New uniform, badge (the first DHS law enforcement badges) and credential conversion initiatives will visibly demonstrate one face to the traveling public and trade. To ensure that appropriate coordination and/or required backup takes place, we will establish and/or maintain communication between CBP agents and officers.



Objective 3.2

Develop and implement policy, management, operations, infrastructure and training initiatives to integrate frontline border enforcement personnel.

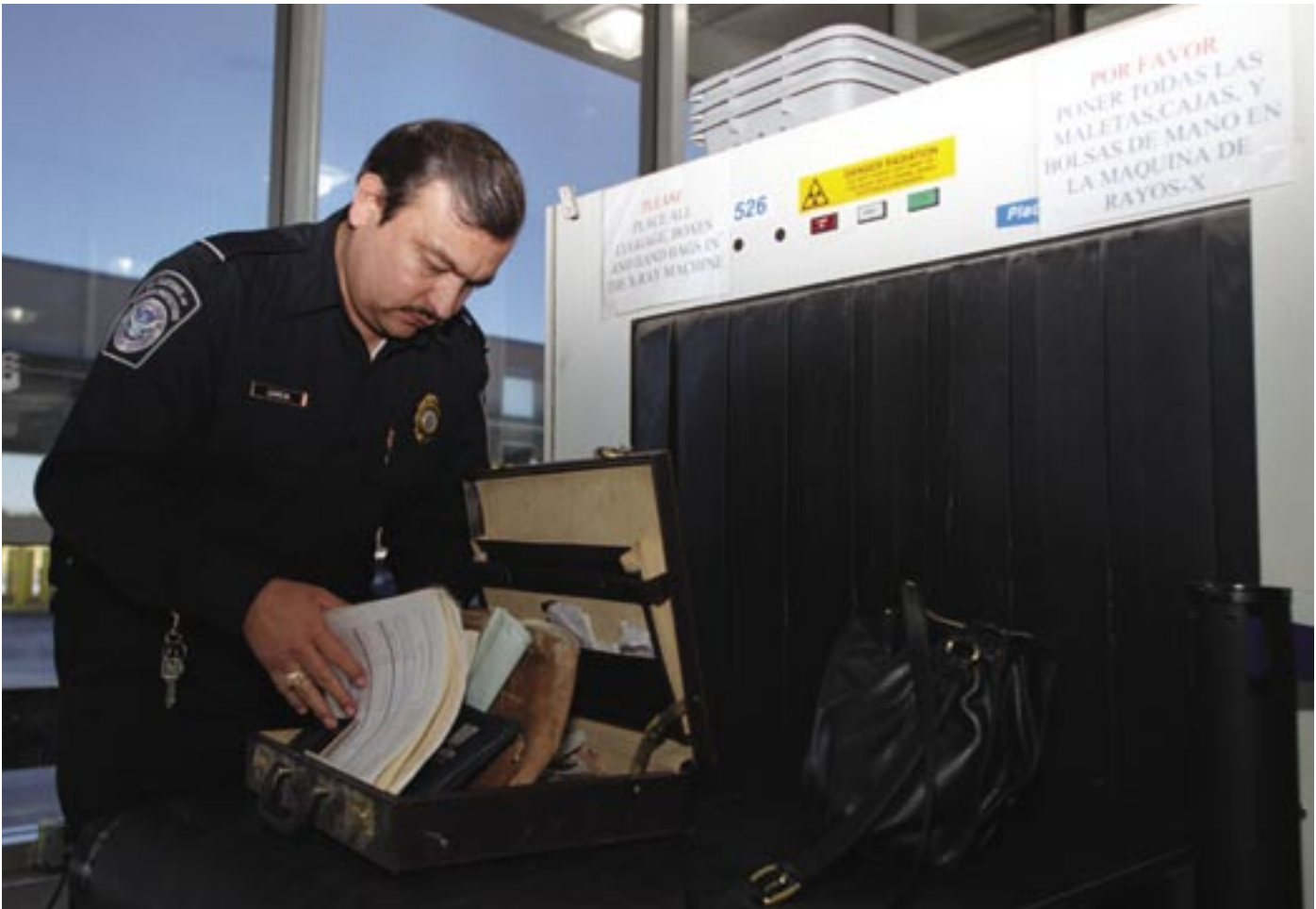
CBP will implement a standardized approach to pay administration and personnel policies. Labor and employee relations issues will be assessed, along with the need to acquire additional mission support staff and resources. The CBP officer of the future will be trained in agriculture, customs and immigration matters and capable of performing primary and secondary inspections, as well as specialized duties. New CBP agriculture specialists will be trained to fill vacancies nationwide. All personnel will have training in targeting and analysis, and skill set imbalances will be reconciled. We intend to upgrade to one compatible, integrated, automated information system and provide officers with needed access. Sharing among functional areas will maximize use of equipment and technology. Canine programs and tactical radio communications capabilities will be integrated, and national interoperable capabilities will be provided to meet cross-operational needs between geographic areas. A new design of CBP facilities will be implemented starting in airports around the country, to contain CBP primary and CBP secondary inspection areas, and combine functions previously performed by each legacy agency. Providing quick response capabilities in border enforcement areas will assure safety and enhance homeland security.



Objective 3.3

Establish a unified primary inspection process for passenger processing at all ports of entry into the United States and fully integrate analysis and targeting units.

The need for travelers to undergo three separate inspections for immigration, customs and agriculture will be eliminated. In all air and sea environments, CBP aims to increase the number of roving teams prior to primary inspection and in baggage claim areas, and to establish Passenger Analysis Unit targets. CBP will cross-train officers so they can perform the majority of primary inspection work in one encounter with the traveler, reducing the average processing time for legitimate travelers and making better use of CBP resources. At airports, to streamline the passenger process within the CBP inspection area, we intend to modernize CBP facilities addressing the volume of passengers and cargo moving through our ports of entry, as well as accommodating significant staffing enhancements. To expedite the movement of international low-risk, frequent air travelers, the CBP Passenger Accelerated Service System (CBP-PASS) is under development to replace the Immigration and Naturalization Service Passenger Accelerated Service System (INSPASS). CBP-PASS will provide a single, integrated passenger processing system as an alternative primary inspection process for pre-approved, pre-screened eligible travelers.



Objective 3.4

Leverage the expertise, capabilities and legal authorities of CBP officers to establish antiterrorism secondary inspections.

Counter-Terrorism Response (CTR) teams will be increased and mandated at all ports of entry. The teams will include supervisors, and members of the Passenger Analytical Unit, Rover Teams and Anti-Terrorism Contraband Enforcement Teams. CBP will train the CTR teams, at all airports, seaports and land border facilities, in new fraudulent document detection, analytical skills and behavioral analysis capabilities. New facilities will be re-designed to co-locate and merge secondary examination areas and appropriately locate needed equipment and technology. In addition, design and research is underway to create a unified secondary processing area equipped with cutting edge technology that addresses security concerns. We intend to increase the use of technology within CBP facilities to ensure that those who need to be in the secondary environment are properly monitored and arrive in the correct location. Systems will be updated and modified, in collaboration with US VISIT and CBP-PASS, to assure that the data used to develop performance measures is collected consistently. This technology will result in better decision-making regarding admissibility of people and goods and facilitate the process for the majority of the population who do not require a secondary examination.



Objective 3.5

Realign the Air and Marine Operations (AMO) to improve the overall operational effectiveness and efficiencies of CBP air and marine assets.

To realize greater operational effectiveness, we will realign the air and marine law enforcement personnel, missions and assets into CBP so that all assets operate effectively to support the border security mission. AMO will serve the interdiction and homeland security missions of CBP, as well as support ICE investigations and other DHS requirements.

Balancing Legitimate Trade and Travel with Security

Strategic Goal Number 4

Facilitate the more efficient movement of legitimate cargo and people while safeguarding the border and the security of the United States.

Objective 4.1

Modernize automated import, export and passenger processing systems to improve risk assessment and enforcement decision-making while facilitating legitimate travel and trade.

We will develop and improve systems that can provide advance manifest information for pre-screening cargo containers, agricultural products and passengers. Trade and passenger related intelligence will be analyzed and distributed in a fast, meaningful way. Systems capable of linking law enforcement and other agency databases into one integrated database will be developed. To reduce redundancy and minimize impact on customer operations, we aim to develop automated systems to assist in inspection and examination. We plan to secure adequate resources to assure the continued development of the Automated Commercial Environment (ACE) and the International Trade Data System (ITDS).





Objective 4.2

Utilize available technologies and processes to leverage resources and to conduct examinations of all high-risk containers, conveyances and passengers.

We will continue deploying Non-Intrusive Inspection (NII) technology including radiation detection equipment, such as personal radiation detectors, radiation isotope identification devices and radiation portal monitors, as well as other screening technologies which support a layered inspection process. Facilitating low-risk travel, we will continue implementing more efficient inspection methods and technologies, such as NEXUS and SENTRI. In order to implement and enforce the 24-hour advance manifest rule, and expand the concept to additional industries and modes of transportation, we will persist in working with our trade partners. The provisions of the Immigration Reform Act will be enforced.



Objective 4.3

Promote industry and foreign government partnerships by engaging foreign governments, the trade community and others in the supply chain in cooperative relationships by ensuring that CBP matters are satisfactorily addressed in trade agreements and guaranteeing that our trading partners adhere to internationally accepted Customs standards.

To secure the vast international supply chain, we will enlarge the Container Security Initiative (CSI) to cover more cargo and locations. To increase maritime port security, we will work to internationalize C-TPAT through coordination with the international community. Supply chain security specialists will be hired and trained to visit participant facilities to review security practices. We intend to build on cooperative smart border agreements and pursue criminal enterprises involved in internal conspiracies at the ports of entry. CBP will implement critical action items of the Smart Border Accords with Canada and Mexico and expand FAST, NEXUS and SENTRI to expedite processing and secure the supply chain. We plan to continue improving trade compliance and enhancing partnership with the trade through CBP's Importer Self-Assessment Program. The Focused Assessment Program will help identify weaknesses indicating a potential risk of non-compliance. Through work with the World Customs Organization (WCO) and the G8, CBP will continue to lead the international customs community in developing and ensuring rapid implementation of global supply chain security standards. We will provide expert technical, legal and operational advice to agencies such as the Departments of Commerce and Agriculture and the U.S. Trade Representative on matters arising in trade agreements in support of CBP's legal obligations to enforce, monitor and administer such agreements.



Objective 4.4

Enforce all U.S. laws including trade, immigration, drug, consumer protection, intellectual property and agricultural laws and regulations at the borders.

The CBP Trade Strategy will be implemented, and we will integrate and balance our goals of trade facilitation and compliance using a consistent risk-based analytical approach organized around priority issues. Statistical data will be used to determine trade compliance. The validity of compliance measurement data will be strengthened to ensure that CBP border security targeting is based on accurate information. We will strengthen immigration and agricultural enforcement through cooperation with Immigration and Customs Enforcement (ICE), U.S. Department of Agriculture (USDA) and other government agencies that have stake in CBP's mission areas. CBP will detect, interdict and refuse entry to prohibited plants, plant products, meat, meat by-products, live animals and endangered plant species. We intend to develop policies and procedures designed to enforce priority trade issues, improve enforcement of international trade agreements and respond to predatory trade practices that pose a risk to the public, our nation's economic stability and CBP's ability to enforce trade laws and regulations.



Objective 4.5

Facilitate international trade and travel while enhancing homeland and border security.

To ensure that low-risk travel and trade receives expedited processing, we will improve and further develop the smart border concept. Trade partnership programs will be expanded to facilitate legitimate international trade while securing the supply chain. In order to gain support and input for key initiatives, we plan to continue reaching out to the international trade and transportation communities. Pre-enrollment programs will allow us to expedite processing of pre-screened and low-risk cargo and passengers, while high-risk cargo containers will be pre-screened prior to entering the country. The continued deployment of ACE/ITDS will ensure that legitimate trade will be expedited while the ability to effectively screen incoming cargo information is further strengthened. We will receive, track and issue timely, written and electronic rulings, enhance voluntary compliance through the issuance of Informed Compliance Publications and public outreach, as well as support and implement the Trade Adjustment Assistance Reform Act of 2002. ACE/ITDS expansion will allow more efficient tracking of financial transactions and bonding requirements, while ensuring that the collection of statistical information is significantly improved through direct collaboration with participating agencies such as the Census Bureau.



Objective 4.6

Ensure revenue protection while enhancing homeland and border security.

CBP will work to protect the revenue and use statistical data to measure CBP's effectiveness in collecting revenue. CBP will develop strategies that maximize collection efforts for revenue owed the U.S. Government under existing laws and regulations by ensuring that CBP's controls over the revenue process are keeping pace with changes in the trade environment. To protect the revenue, we will ensure that our policies are commensurate with the risk of financial exposure.

Protecting America and its Citizens

Strategic Goal Number 5

Contribute to a safer America by prohibiting the introduction of illicit contraband, such as illegal drugs, counterfeit goods and other harmful materials and organisms, into the United States.

Objective 5.1

Capitalize on the use of information and intelligence to identify and target CBP's enforcement response to drug trafficking, illegal immigration and other illegal activities.

We will support the development and implementation of the US-VISIT System (U.S. Visitor and Immigrant Status Indication Technology System). To distribute intelligence and law enforcement information, formal liaison with key agencies will be maintained. We plan to conduct timely post-seizure analyses in order to develop new intelligence leads, which will be shared with the appropriate offices within CBP and DHS. Intelligence on drug trafficking organizations, and money laundering activities used to support their operations, will be analyzed and distributed within CBP and DHS. We will analyze aviation and maritime intelligence data for CBP border, airspace and law enforcement support operations. We will collect, analyze and share information and intelligence internally and externally in a timely, integrated, coordinated and operationally focused



Photo: Border Patrol agent processing alien in southern California



manner. We plan to continue using the Automated Targeting System (ATS) to review advanced information, identify targets for inspection as part of CBP's layered inspection process and expand the use of ATS to all modes. The deployment of Multi-Modal Manifest, and new screening and targeting tools within ACE, will ensure that all forms of transportation information are collected in advance and appropriately screened for enforcement concerns. We are intent on enhancing NTC's capability to conduct trend and field analysis and on assuring that the NTC is staffed with a cross section of employees representing multiple functions and agencies. We will continue the Agriculture Quarantine Inspection results monitoring program and apply existing statistical methodologies such as COMPEX to develop a CBP agriculture commodity-monitoring program. Through risk assessment and analysis, and improved inter-agency cooperation, CBP will continue to develop strategies designed to detect and prevent both the intentional and unintentional contamination of imported agricultural products.

Objective 5.2

Deploy automation, systems, tools and other technologies that can be used to pre-screen and identify smugglers and smuggled merchandise to increase interdiction and apprehension effectiveness.

Proven technologies, such as License Plate Readers (LPR's) and NII technology, will be used to interdict illegal goods and commodities leaving and entering the United States. To increase the detection of illegal commodities concealed in various modes of transportation, additional Non-Intrusive Inspection (NII) technologies will be deployed. Using technology, we aim to enhance agriculture and quarantine exclusion activities, as we reduce the threat of agricultural pests and diseases



approaching the United States. Improving training and maintenance will enable us to maximize the use of operational high-tech equipment. We aim to expand the availability of applied technology and the capability of our research and development function to identify, develop and deploy systems to interdict illegal commodities.

Objective 5.3

Cooperate with other agencies, foreign governments and industry partners to administer and enforce the laws of the United States.

To exchange information, facilitate international interdiction efforts and support foreign assistance programs, we will expand international cooperation with foreign governments and enhance our partnerships within DHS and with other federal agencies. Foreign customs and law enforcement agencies will receive technical assistance and training from CBP enforcement and trade experts. Sanctions and embargoes against restricted foreign countries, imposed by the United States government, will be enforced. We intend to ensure that our trading partners comply with current United States export reporting requirements and that export transactions are properly authorized. Interagency task forces will target organizations and networks involved in the trafficking of stolen property. Working with foreign governments and the travel industry, we will implement the Immigration Advisory Program, stationing inspectors overseas to screen and interdict potential terrorists and inadmissible aliens to prevent them from boarding aircraft destined for the United States. We plan to continue expanding and using the Automated Export System (AES) to assist in tracking illegal exports with our government partners.



Objective 5.4

Reduce the importation of all prohibited or illegal drugs and other materials that are harmful to the public or may damage the American economy.

Functions or traditional missions transferred to DHS and CBP will not be diminished or neglected, except by Act of Congress. We will monitor connections between illegal drug trafficking and terrorism and coordinate efforts to sever such connections, while interdicting illegal narcotics. To reduce the risk of narcotics entering the United States, we plan to enhance industry partnerships. Canine resources will be used to detect illegal aliens, explosives and chemicals and to interdict drugs and agricultural commodities. We will develop regulations and initiatives to enhance interdiction of merchandise that violates intellectual property rights. We will prevent prohibited items from entering our borders and improve information exchange with private industry on exports of sensitive or controlled commodities. As part of Air Bridge Denial, Operation Halcom and other counter-narcotic operations, CBP will provide drug interdiction support to other Governments. CBP intends to work closely with other government agencies, industry and stakeholders to measure agricultural risk and develop mitigation strategies to prevent harmful organisms, both intentional and unintentional, from entering the United States. CBP will continue its partnership with the Food and Drug Administration to enforce the Bio-terrorism Act and will use technological innovations to bolster its pest exclusion mission.



Objective 5.5

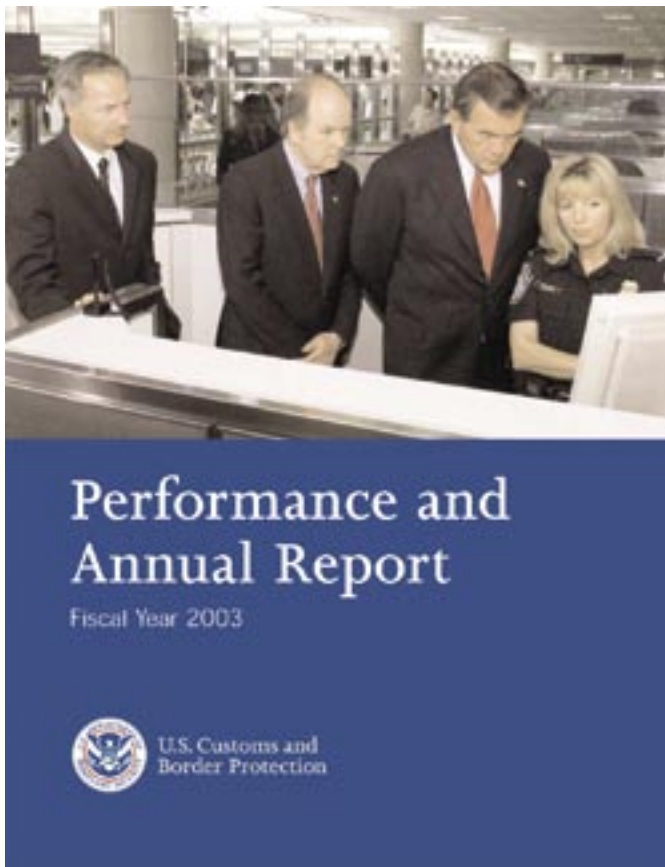
Provide air and marine support to protect events and key assets of national interest, and mitigate the risks of terrorism and other threats to critical Government operations.

We will protect the National Capital Region from airborne threats through strategic investigations and law enforcement coordination. CBP will continue to provide airspace security over Washington DC by establishing a permanent National Capital Region Air and Marine Branch, the National Capital Region Command and Control Center and the National Airspace Security Operations Center. We will provide Continuation of Operations Plan (COOP) support during increased threat levels and integrate operations with Department of Defense and coordinate with other law enforcement partners. We will provide air and marine security for national events and key infrastructure by leveraging current resources to respond to increased threat levels, coordinating with interagency partners, conducting air and marine law enforcement operations and conducting air and marine security operations. CBP will support national events by dedicating aircraft, vessels and human resources to work with other federal, state and local law enforcement agencies to ensure our citizens and visitors can gather safely without fear of terrorist attack.

Modernizing and Managing

Strategic Goal Number 6

Build a strong, modern management infrastructure that assures the achievement of business results.



Financial, Acquisition and Asset Management

Objective 6.1

Improve budgeting and financial processes, policies and systems, ensuring accurate, reliable allocation of, and accounting for, expenditure of funds, collection of revenues and maintenance of reliable, timely and accurate financial data for decision-making and reporting.

Objective 6.2

Improve asset acquisition and management methods and procedures, ensuring the effective procurement of supplies, services and equipment in alignment with CBP's mission, goals



and priorities. Implement systems and processes to efficiently construct, maintain, distribute and dispose of assets needed to carry out CBP's operational missions.

We will assist our customers and stakeholders in obtaining and managing the financial resources and assets needed to accomplish the CBP mission. To provide customers and stakeholders with accurate, timely and integrated data, we intend to maintain and improve financial and administrative systems, along with increasing the use of e-Commerce. To aid understanding and use of financial management systems and procedures, we plan to provide improved training and assistance. To accommodate operational, staffing and security needs for CBP, we will continue to develop and implement a master plan for facility infrastructure improvements. We will also continue to refine and improve our acquisition methods in order to provide CBP personnel with the personal property, fleet and services needed to do their job, while improving record-keeping, accountability, control and maintenance of all property and assets.



Information, Science and Technology

Objective 6.3

Develop and deploy innovative and secure systems and advanced technologies including ACE, APIS, US VISIT, ATS, Radiation Portal Monitors, NII Systems and America's Shield Initiative to improve targeting and screening of goods, people and conveyances entering the United States.

Objective 6.4

Maintain a reliable, stable and secure IT infrastructure and an array of technical support services including laboratory and scientific services, tactical radio communication, field equipment maintenance/support and 24x7 customer assistance.

We will continue to support the CBP mission and the widely dispersed CBP field workforce by deploying a modern, robust, secure technology infrastructure providing global systems integration and information warehousing for a completely automated trade, border security and mission support environment. We will build and maintain a unified tactical communications capability that supports the needs of CBP and is coordinated with the BTS Directorate and DHS. Also, in accordance with the Federal Information Security Management Act (FISMA) of 2002, we will ensure security of



information assets and maintain a CBP Enterprise Architecture consistent with the Federal Enterprise Architecture (FEA) Reference Model structure and develop products and services using standard processes and innovative management tools.



Human Capital

Objective 6.5

Align human resources systems with the mission to ensure that recruitment, compensation, performance management, succession management and leadership of employees support professional, timely and effective service delivery to carry out CBP's mission.

Objective 6.6

Promote continued compliance with the nation's civil rights laws and federal regulations.

We will recruit, hire and retain a highly skilled and qualified workforce through national strategies that are targeted, tactical and consistent with operational needs. The Human Capital strategy will align with all aspects of mission, planning and budgeting, while human resources policies and programs will align with CBP goals and will be flexible. CBP management will benefit from improved methods for selecting and managing a high quality workforce, as well as a roster of cleared applicants to ensure timely staffing of positions. Workforce characteristics and future needs will support CBP achieving its goal of "one face at the border" and take advantage of technological advances to address changes in core occupations. Through recruitment, development and suc-



cession management plans, we aim to ensure continuity of effective leadership. Customer hiring plans will identify the size, deployment and necessary competencies of future recruits. Performance measurement methods will support modern compensation and rewards systems. To attract and retain employees, we intend to obtain and use flexible recruitment authorities. Technology helps analyze workforce trends and automates human resource processes to conduct workforce analyses and develop succession management plans. The enhanced use of alternative dispute resolution will focus on education, prevention and resolution.



Training and Development

Objective 6.7

Develop and implement training initiatives that support the agency mission and priority goals, objectives and strategies in the CBP Strategic Plan.

A National Training Plan will be implemented that links and prioritizes agency-wide training initiatives with CBP goals and prepares a multi-disciplinary workforce to achieve “one face at the border.” Reaching a widely dispersed and diverse workforce involves integrating technology-enabled systems for distance learning. A field-based training infrastructure will support the consistent, nationwide delivery of training at ports of entry and field offices. Joint training exercises will rehearse coordinated efforts of state, local and federal law enforcement officials to combat terrorists and terrorists’ weapons. To support enhanced border and homeland security responsibilities, we plan to administer to the tactical competency of armed officers. Career development programs for CBP mission-critical occupations, and essential leadership and supervisory training, will be offered. Training programs will be assessed based on priority needs, perceived value, return on investment and contribution to overall performance. A business case analysis process guides training investments. To create an air and marine workforce that is universally assignable to meet the mission, CBP will standardize air and marine training and develop a plan. CBP will work with the Federal Law Enforcement Training Center in Glynco, Georgia and the Professional Development Center located in Frederick, Maryland.



Management Effectiveness

Objective 6.8

Conduct ongoing assessments of CBP operations to assure effective and efficient utilization of resources.

Through the President's Management Agenda (PMA), CBP will demonstrate its commitment to achieving results and outcomes and fostering a results-oriented organizational culture. The Performance Assessment Rating Tool (PART) will be utilized to determine the best use of resources. The budget decision process will be integrated with the CBP formal program review and performance measurement process, and the FYHSP system will be used to track and report on accomplishments. Performance measures will continuously be reviewed and revised to ensure that CBP measures are effective at demonstrating results.

Linking the Strategic Plan to Business Results

Through the Strategic Plan, CBP strives to maintain the focus created by the Government Performance and Results Act (GPRA); improving program efficiency and effectiveness, maintaining a results-oriented focus, clearly describing the goals and objectives of programs, and developing a means of measuring progress. Developing an integrated planning methodology that is supported by meaningful performance measures is a primary focus toward demonstrating business results.

CBP is continuously refining and improving its performance measures and the data integrity and confidence of these measures. CBP validates its performance data through the assignment of a data element owner or through an established data quality control group. Data element owners are responsible for ensuring the quality and validity of the data. The accountable data owner is responsible for defining the element, the source(s) of the data, the reporting cycles for each element and the specific verification and validation method(s) for each data element. Data quality control is achieved through data reviews to ensure data accuracy by reviewing collection procedures, as well as reviewing data for any anomalies.

In general, CBP verifies and validates its data via an array of internally and externally assessed methods. These include management inspections, Headquarters and field reviews, automated edits, program reviews, other agency validation, private sector feedback, independent audits and reviews, and Inspector General and General Accounting Office audits.

It is often difficult to measure quantitatively how well law enforcement is meeting its challenges. CBP is no exception. The direct impact being made on unlawful activity is often unknown. This is particularly true in the case of counter-terrorism and narcotics trafficking efforts. The totality of violations is difficult to estimate, and therefore the impact of our efforts is often difficult to state in quantifiable terms. Because of these and other unknown variables, the traditional economics and methodologies of measuring performance for law enforcement can be particularly challenging. Where possible, measures that show the impact of CBP efforts have been developed. CBP, in cooperation with supporting agencies, continues to address and explore these issues in an effort to improve the scope and breadth of its measurement tools. CBP has also adopted a qualitative approach to measuring impact. Most notably, CBP includes a discussion specific to counter-terrorism and narcotics interdiction efforts in its Annual Report documentation.

Baseline performance metrics are not included in the Strategic Plan. These are addressed through periodic revisions to the CBP Annual Performance Plan and internal program planning and budget documents. The Strategic Plan and the Performance Plan both cross-reference to one another and also serve as the framework for other planning and organizational documents.

CBP has developed a performance measure framework that has identified organizational measures, as well as measures used to manage programs internally. The Strategic Plan includes examples of a number of CBP performance measures. They are used by programs to measure incrementally the overall performance of the programs and how well they are achieving success. In addition CBP regularly reviews, updates and reports on the measures contained in FYHSP to ensure that measures effectively demonstrate results.

Use of Program Evaluations within CBP

Program evaluations complement the use of performance measures in assessing program effectiveness. Using both objective measurement and systematic analysis, program evaluation assists in determining if programs achieve the intended objectives. Program evaluations also encompass an assessment of program implementation processes and operating policies and practices when implementation rather than program outcome is a concern.

CBP uses various approaches to conducting program evaluations. Included among these approaches is:

- Internal reviews conducted by individual CBP program offices
- Internal reviews managed by CBP with the assistance of outside consultants
- Management inspections conducted by CBP Management Inspection Division
- Reviews and audits performed by the Office of the Inspector General
- Reviews and audits performed by the General Accounting Office

The following table summarizes the program evaluations used to develop the Strategic Plan and the program evaluations proposed to implement the Plan.

Program Evaluations Used to Develop the Plan		
Strategic Goal	Evaluation Area	Explanation/Focus
<i>Preventing Terrorism At Ports of Entry</i>	Homeland Security: Limited Progress in Deploying Radiation Detection Equipment At U.S. Ports Of Entry (GAO-03-963)	Radiation Detection Equipment
	Homeland Security: Challenges Remain in the Targeting of Oceangoing Cargo Containers for Inspection (GAO-04-352)	Cargo Container Processing - Domestic
	Protecting the Public: Security, Inspection, and Targeting of Vessel Containers at U.S. Seaports Can Be Improved (OIG-03-074)	Customs Inspection of Vessel Containers at Major Seaports - National
<i>Preventing Terrorism Between Ports of Entry</i>	Border Security: Agencies Need to Better Coordinate Their Strategies and Operations on Federal Lands (GAO-04-590)	Land Management Agencies Border Issues
	INS' Southwest Border Strategy: Resource and Impact Issues Remain After Seven Years (GAO-01-842)	Illegal Immigration Southwest Border Strategy
	An Evaluation of the Security Implications of the Visa Waiver Program (OIG-04-26)	Visa Waiver Program
<i>Unifying As One Border Agency</i>	Land Border Ports of Entry: Vulnerabilities and Inefficiencies in the Inspections Process (GAO-03-782NI)	Illegal Alien Entry at Land Border Ports
	Comparison of INS and Customs Premium and Overtime Pay Systems (GAO-02-21)	INS and Customs Premium and Overtime Pay Systems
	Customs and INS: Random Inspection Programs Can Be Strengthened (GAO-02-215R)	Random Inspection Program

Program Evaluations Used to Develop the Plan

Strategic Goal	Evaluation Area	Explanation/Focus
<i>Balancing Legitimate Trade and Travel with Security</i>	International Trade: U.S. Customs and Border Protection Faces Challenges in Addressing Illegal Textile Transshipment (GAO-04-345)	Textile Transshipment Monitoring
	Intellectual Property: U.S. Efforts Have Contributed to Strengthened Laws Overseas. But Challenges Remain (GAO-04-912)	IPR Enforcement Overseas
	Trade and Passenger Processing: Customs IPR Enforcement Strategy and Management Controls Over the IPR Module Need to Be Strengthened (OIG-03-027)	Customs Intellectual Property Rights Module
	Revenue Collection: Enhanced Controls Could Prevent Improper Payment of Customs Drawback Claims (OIG-03-026)	Drawback Claims Processing
	Container Security: Expansion of Key Customs Programs Will Require Greater Attention to Critical Success Factors (GAO-03-770)	Cargo Container Processing - Foreign Point of Origin
<i>Protecting America and Its Citizens</i>	Passenger Processing: Changes to the Advance Passenger Information System Have Been Made but Its Value As An Enforcement Tool is Dependent on Factors Outside (OIG-03-059)	Advance Passenger Information System (APIS)
	Protecting the Public: Security, Inspection and Targeting of Vessel Containers at U.S. Seaports Can Be Improved (OIG-03-074)	Customs Inspection of Vessel Containers at Major Seaports - National
	Trade Processing: The National HAZMAT Program Needs to Be Strengthened (OIG-03-065)	Hazardous Material (HAZMAT) Program
	U.S. Customs Service Intelligence Program (OIG-01-065)	Customs Intelligence Program
<i>Modernizing and Managing</i>	Revenue Protection: Customs Is Not Collecting All Revenue Due From International Mail (OIG-02-020)	International Mail
	Interim Report on Customs ACE Program Management: Customs Needs to Adequately Staff the Modernization Office (OIG-02-058)	Automated Customs Enforcement (ACE)
	Financial Management: Review of the U.S. Customs Service's Fiscal Year 2001 Financial Statements (OIG-02-073)	FY '01 Financial Statements
	Protecting the Public: U.S. Customs' Control Over Sensitive Property Needs to Be Improved (OIG-02-109)	Treasury Inventory Practices

Program Evaluation Proposed to Implement the Plan

Strategic Goal	Evaluation Area	Explanation/Focus
<i>Preventing Terrorism At Ports of Entry</i>	Level 1, Level 2 and Level 3 Anti-terrorism and Comprehensive Port Inspections	Various Ports Based on Workload Volume and Previous Inspection Results
	Tier 1 and Tier 2 Anti-terrorism Focused Program Reviews	Various Program Areas Based on Homeland Security Mission Criticality and Identified Vulnerabilities
	Tier 1 Self-inspection Cycle	All Offices, Ports and Sectors Assess Compliance with CBP National Programs and Policies
<i>Preventing Terrorism Between Ports of Entry</i>	Border Patrol Sector Inspections	Various Northern, Southern and Coastal Sectors Based on Threat, Vulnerability and Operating Environments
	Tier 1 Self-inspection Cycle	All Offices, Ports and Sectors Assess Compliance with CBP National Programs and Policies
<i>Unifying As One Border Agency</i>	Level 1 and Level 2 Anti-terrorism Focused Program Reviews	Various Program Areas Based on Homeland Security Mission Criticality and Identified Vulnerabilities
	Tier 3 Mission Critical Focused Program Reviews	Various Program Areas Based on Critical and Traditional Mission Program and Identified Vulnerabilities
	Tier 4 Administrative or Financial Programs/ Functions Focused Program Reviews	Various Program Areas Based on Critical and Traditional Mission Program and Identified Vulnerabilities
<i>Balancing Legitimate Trade and Travel with Security</i>	Level 1, Level 2 and Level 3 Anti-terrorism and Comprehensive Port Inspections	Various Ports Based on Workload Volume and Previous Inspection Results
	Tier 1 and Tier 2 Anti-terrorism Focused Program Reviews	Various Program Areas Based on Homeland Security Mission Criticality
	Tier 3 Mission Critical Focused Program Reviews	Various Program Areas Based on Critical and Traditional Mission Program and Identified Vulnerabilities
	Tier 1 and Tier 2 Self-inspection Cycle	All Offices, Ports and Sectors Assess Compliance with CBP National Programs and Policies
<i>Protecting America and Its Citizens</i>	Tier 3 Mission Critical Focused Program Reviews	Various Program Areas Based on Critical and Traditional Mission Program and Identified Vulnerabilities
	Tier 1 and Tier 2 Self-inspection Cycles	All Offices, Ports and Sectors Assess Compliance with CBP National Programs and Policies
<i>Modernizing and Managing</i>	Tier 4: Administrative or Financial Programs/ Functions Focused Program Reviews:	Various Program Areas Based on Critical and Traditional Mission Program and Identified Vulnerabilities
	Tier 2 and Tier 3 Self-inspection Cycles	All Offices, Ports and Sectors Assess Compliance with CBP National Programs and Policies

The following definitions are used for CBP performance measurement methodology:

Outcome measure:

An indicator that measures the agency-wide effect or results of the programs or services provided.

Output measure/workload indicator:

An indicator that measures the quantity of a service or good produced and/or pertains to external drivers that require a task or activity to be performed.

Efficiency measure:

An indicator that measures inputs used per unit of output (i.e. waiting times).

Input measure:

An indicator that measures units of resources expended to produce services (i.e. cost of operations).

The following chart provides examples of CBP's performance measures. A complete list may be found in FYHSP.

FY 2006 Performance Measures

Performance Measure	Type of Measure
Compliance rate with trade regulations and other mandatory import/export guidance while increasing security in the air passenger environment (Percent of travelers compliant)	Output Measure
Compliance rate with trade regulations and other mandatory import/export guidance while increasing security in the vehicle passenger environments (Percent of travelers compliant)	Output Measure
International air passenger compliance with agricultural quarantine regulations (percent compliant)	Output Measure
Border vehicle passengers in compliance with agricultural quarantine regulations	Output Measure
Advanced passenger information (APIS) data sufficiency rate	Output Measure
Number of pounds of cocaine seized – (thousands of pounds at the ports of entry)	Output Measure
Number of pounds of marijuana seized – (thousands of pounds at the ports of entry)	Output Measure
Number of pounds of heroin seized – (thousands of pounds at the ports of entry)	Output Measure
Reduction in lost revenue: Trade	Efficiency Measure
Border miles under operational control	Output Measure
Increase agent time on linewatch	Efficiency Measure
Number of foreign mitigated examinations by category (CSI)	Output Measure
Percent of worldwide U.S. destined containers processed through CSI ports	Output Measure
Number of CSI operational ports	Output Measure
Average cost per CSI port to achieve operational status	Efficiency Measure
Compliance rate for C-TPAT members with established C-TPAT security guidelines	Output Measure
Average CBP exam reduction ratio for C-TPAT member importers compared to non-C-TPAT importers	Output Measure
C-TPAT validation labor efficiency rate	Efficiency Measure
Time savings to process U.S./Mexico border FAST lane transactions	Efficiency Measure
Percent of truck and rail containers examined using NII	Output Measure
Percent of sea containers examined using NII	Output Measure
Average wait time	Efficiency Measure
Targeting efficiency ration (TER) in the air passenger environment	Efficiency Measure
Targeting efficiency ratio (TER) in the land passenger environment	Efficiency Measure
Percent of internal population using ACE functionality to manage trade information	Output Measure
Percent of trade accounts with access to ACE functionality to manage trade information	Output Measure
Total number of linked electronic sources from CBP and other government agencies for targeting information	Output Measure
Percentage of electronically processed duties, taxes and fees collected by ACE from trade accounts	Efficiency Measure
Percentage of no-launches to prevent acts of terrorism and other illegal activities arising from unlawful movement of people and goods across the U.S. borders (AMO)	Output Measure
Number of launches not completed within eight minutes of request to launch for the alert aircraft (AMO)	Efficiency Measure

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