



**CONGRESSIONAL BUDGET OFFICE  
COST ESTIMATE**

December 6, 2005

**H.R. 4312  
Border Security and Terrorism Prevention Act of 2005**

*As ordered reported by the House Committee on Homeland Security  
on November 17, 2005*

**SUMMARY**

H.R. 4312 would direct the Department of Homeland Security (DHS) to increase the number of border inspection personnel, deploy radiation portal monitors at ports of entry, and establish an Office of Air and Marine Operations within DHS. The bill also would make many other amendments to current law and changes to existing DHS procedures that aim to increase the security of U.S. borders.

Assuming appropriation of the necessary amounts, CBO estimates that implementing H.R. 4312 would cost about \$870 million over the 2006-2010 period. Enacting the bill would not affect direct spending or receipts.

H.R. 4312 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, and tribal governments.

**ESTIMATED COST TO THE FEDERAL GOVERNMENT**

The estimated budgetary impact of H.R. 4312 is shown in the following table. The cost of this legislation falls within budget function 750 (administration of justice).

	By Fiscal Year, in Millions of Dollars				
	2006	2007	2008	2009	2010
<b>CHANGES IN SPENDING SUBJECT TO APPROPRIATION</b>					
Additional Port of Entry Inspectors and Canine Detection Teams					
Estimated Authorization Level	0	24	73	128	193
Estimated Outlays	0	22	70	126	190
Radiation Portal Monitors at Ports of Entry					
Estimated Authorization Level	277	20	20	20	20
Estimated Outlays	139	158	20	20	20
Office of Air and Marine Operations					
Estimated Authorization Level	0	20	16	17	17
Estimated Outlays	0	19	17	17	17
Additional Funding for Inspector General					
Estimated Authorization Level	0	4	5	6	0
Estimated Outlays	0	4	5	6	0
Other Programs					
Estimated Authorization Level	0	6	5	5	5
Estimated Outlays	0	4	5	5	5
Total Changes					
Estimated Authorization Level	277	74	119	177	235
Estimated Outlays	139	207	117	174	233

## **BASIS OF ESTIMATE**

For this estimate, CBO assumes that the bill will be enacted in 2006. CBO estimates that implementing H.R. 4312 would cost about \$870 million over the 2006-2010 period, assuming appropriation of the necessary funds. We assume that the necessary amounts will be appropriated by the start of each fiscal year after 2006 and that spending will follow the historical spending patterns for these or similar activities.

### **Additional Port of Entry Inspectors and Canine Detection Teams**

H.R. 4312 would direct DHS to increase the number of port-of-entry inspectors by 250 for each of fiscal years 2007 through 2010. Currently, there are about 19,000 inspectors, so this

would represent an increase of just over 1 percent annually. In addition, for each of fiscal years 2007 through 2011, the bill would require DHS to increase the number of canine detection teams by at least 25 percent over the number of such positions for the preceding year. (Currently, there are a total of 647 canine detection teams, each consisting of one officer and one dog.)

Based on information from DHS, CBO estimates that it costs about \$100,000 a year to hire an additional inspector and \$130,000 a year for each new canine detection team, including salaries, benefits, training, and support costs. Assuming that each annual cohort required by the bill would be hired over the course of a year, we estimate that implementing this provision would cost \$400 million over the 2007-2010 period, with spending split evenly between the inspectors and the canine detection teams.

### **Radiation Portal Monitors at Ports of Entry**

H.R. 4312 would direct DHS, within one year of the bill's enactment, to deploy radiation portal monitors at U.S. ports of entry selected by the agency to facilitate the screening of inbound cargo for concealed nuclear and radiological material. Based on information from DHS, we expect that the agency would implement the bill by deploying such monitors at all U.S. ports.

According to DHS, there are 613 radiation portal monitors currently deployed at 110 points of entry in 85 U.S. ports, leaving a total of 270 points of entry that lack these devices. Because the unmonitored ports generally experience lesser volumes of inbound cargo, CBO assumes that remaining points of entry would need, on average, four monitors. The radiation portal monitors that are currently used cost \$280,000 each, but a more effective device is now available at a cost of \$470,000 per unit.

Assuming that the roughly 1,000 additional monitors required to implement H.R. 4312 would include approximately equal numbers of monitors of each type (\$280,000 and \$470,000 models), the costs to deploy the monitors at the remaining ports would be about \$400 million. However, because \$125 million has already been appropriated for fiscal year 2006 for monitors, we estimate that implementing H.R. 4312 would cost about \$280 million over the 2006-2007 period.

In addition, we expect that there would be some maintenance and replacement costs for those monitors in subsequent years. CBO estimates that such costs would probably be no more than 10 percent of the initial cost of the new monitors, or about \$20 million annually.

## **Office of Air and Marine Operations**

H.R. 4312 would establish an Office of Air and Marine Operations within DHS that would be headed by an Assistant Secretary who would report directly to the Secretary of Homeland Security. We expect that this office would consist of about 1,200 personnel currently in the Bureau of Customs and Border Protection who direct and carry out aviation and marine operations.

As a new agency within DHS, the Office of Air and Marine Operations would need its own human resources, legal, finance, technical support, and other administrative offices. Based on the number of support personnel at other federal agencies that employ between 1,000 and 2,000 persons, CBO estimates that it would cost about \$16 million annually for these functions, beginning in fiscal year 2007. This estimated annual cost represents about 10 percent of current spending for the transferred personnel and assumes that some existing administrative staff would be transferred to the new office. In addition, we estimate that there would be one-time costs of about \$4 million to relocate personnel and carry out other activities necessary to establish a new agency within DHS.

## **Additional Funding for Inspector General**

H.R. 4312 would authorize the appropriation of sums necessary to increase funding above the current level for the DHS Office of the Inspector General (IG) by 5 percent for fiscal year 2007, 6 percent for 2008, and 7 percent for 2009. For fiscal year 2006, \$83 million was appropriated for the IG. We estimate that implementing this provision for increases in IG funding would cost \$4 million in 2007, \$5 million in 2008, and \$6 million in 2009.

## **Other Programs**

H.R. 4312 would direct DHS to establish a university-based Center of Excellence for Border Security. Based on spending for similar university programs already established by DHS, we estimate that implementing this provision would require funding of about \$5 million annually, beginning in fiscal year 2007.

In addition, the bill would require DHS and the Government Accountability Office to prepare various reports relating to improving border security. CBO estimates that the costs to prepare these reports would total about \$1 million.

## **Border Patrol in Virgin Islands**

H.R. 4312 would direct DHS, by September 30, 2006, to establish at least one border patrol unit for the U.S. Virgin Islands. However, the Department of Homeland Security Appropriations Act, 2006 (Public Law 109-90) already directs DHS to determine whether or not a border patrol unit in the Virgin Islands is necessary and, if deemed necessary, to establish such a unit by March 1, 2006. CBO cannot predict whether this unit will be established under Public Law 109-90. Based on information from DHS, however, CBO expects that a unit in the Virgin Islands would probably cost no more than \$1 million annually.

## **INTERGOVERNMENTAL AND PRIVATE-SECTOR IMPACT**

H.R. 4312 contains no intergovernmental or private-sector mandates as defined in UMRA and would impose no costs on state, local, and tribal governments.

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