

UNITED STATES GOVERNMENT

Memorandum

TO : Regional Commissioner
Southwest Region

DATE: SW 40/607-P
July 17, 1962

FROM : L. W. Gilman, Associate Deputy Regional
Commissioner, Operations, Southwest Region

SUBJECT: Transportation, Detention and Expulsion of Aliens to Mexico

The Associate Commissioner, Operations, Central Office, utilizing a Central Office study result, on June 1, 1962, outlined recommendations for further economies in the system presently utilized for transporting, detaining and expelling aliens in custody.

The Deputy Regional Commissioner, Southwest Region, in his memorandum of June 7, 1962, outlined problems inherent in the changes suggested by the Central Office memorandum and recommended solutions to expedite transition to the proposed system.

On July 1, 1962, the Associate Deputy Regional Commissioner, Management, Southwest Region, submitted a cost analysis of transportation in a memorandum SW 243.11-C which outlined various estimates for alternatives to the system the Service now uses.

*Associate
with this*

The Border Patrol Branch, Southwest Regional Office, recognizing responsibility for maximum efficiency in operational direction of the Air Transport Unit has analyzed the above mentioned correspondence and related it to a review of all available statistics developed by the Flight Operations Office in the past. They have considered the impact of the entire program on Service objectives to provide a practical, efficient and economical plan which will conform generally to the Central Office recommendation.

Some discussion of the referenced material seems indicated. All correspondence recognizes the need for deterring illegal re-entry of aliens by returning them to the proximity of their homes in the interior of Mexico and/or removing them further from the border areas. There are 2 methods for removing aliens from the United States territory that have proved superior to others. These are:

1. The airlift by chartered Mexican aircraft to the interior of the Republic;
2. The trainlift from Ojinaga removing border state residents from the boundary areas.

The Southwest Regional Management Cost Analysis did not take into consideration the positioning of aliens from the Western part of the Region for trainlift. Elimination of part of the trainlift would, we feel, be unfortunate and impractical. The trainlift fills the necessary requirements from a practical and humanitarian standpoint, and does so economically. It also emphasizes Mexico's acknowledgment of responsibility for a rehabilitation movement of her Nationals who are deportable from the United States, and it makes the Mexican Government a participant with the United States in the program.

We feel that the figure of 4.5¢ per passenger mile which the Management Analysis used for projecting estimates needs to be modified because it reflects all transport aircraft utilization rather than either past or proposed use for "alien" transportation solely. This figure, 4.5¢ per passenger mile, while statistically accurate for fleet usage during the first eleven months of Fiscal Year 1962, will not furnish an operationally correct projection of costs, for the following reasons:

1. Fleet Communication System modernization and various other nonrecurring expenses for improving fleet aircraft were completed during the referenced period;
2. Transport aircraft are frequently required to perform functions that materially increase passenger cost per mile rates but contribute tremendously to some justifiable Service objective.

For example, consider the case of a transport sent to remove a very high priority alien gangster from the country. The mission involved a three thousand mile flight resulting in cost per passenger mile of \$1.41. While the operational necessity of various flights of this nature is not subject to challenge, nevertheless, the impact on the computation of cost per passenger mile is very substantial. Necessary urgent or emergent movements of small groups of officers have similar effect. Required utilization for transporting individuals or small groups of high level Government personnel adversely affects the average cost figure.

Too, it is often necessary to balance detention costs against aircraft operational costs to determine when a flight with partial seat load is required from the Northern Border area. Such flights result in an overall savings of Government funds, but statistically they contribute toward invalidation of the

cost per passenger mile figure utilized in the Management Cost Analysis, as applicable to transportation within the Southwest Region.

Finally the figure to be recommended for substitution will be based on computation limited to alien movements in the Southwest Region. Elimination of certain time restrictions on initial pick up of aliens for transport to Service Facilities will enable us to implement a plan we have envisioned to effect the Central Office recommendation. This plan will increase overall seat utilization and concurrently reduce costs per passenger mile. This and other factors considered support a contention that we are confident the figure on cost per passenger mile which should be utilized for future projections will not exceed 3.3 ¢.

In fact, we just computed past six months' operation of one C-46 at fleet average total cost of \$118 per flight hour. This plane was used principally on the El Centro-Brownsville Flight segment with near-capacity loads east bound (with rare officer movement utilization on the generally unladen return flights). Average cost of round trip was \$1,687.97. Discounting backhauls entirely, expenditure per alien, El Centro to Brownsville, was \$33.76 or .02587 cents per passenger mile. Allowance for the decreased efficiency of the C-47's, when used, should be absorbed by overall computation using 3.3 cents.

Very comprehensive comparable cost figures on utilization of various types of aircraft were published in a leading aviation periodical in 1957. Figures were computed from experiences of several years by three major non-scheduled air carriers moving freight for the United States Military air transport contract. Included were costs per ton mile for C-47, C-46, C-54 and DC-6 aircraft, respectively reported at .268, .232, .204 and .186 cents. These establish that cost for freight would increase about 16% if a C-47 were substituted for a C-46. This may give a rough approximation of cost per passenger mile comparisons. We estimate that when C-47 utilization is required, a figure 20% higher than that used for C-46 flights would be quite accurate if both aircraft were at constant 50% capacity use (full one way). Hence, the .07 passenger mile projected in the cost analysis submitted by Management will have no application in view of revised planning.

The current agreement with Mexico designates Leon, Guanajuato as the terminus for aliens moved by airlift in Mexico. The embarkation point providing the shortest route from the United

States to Leon is Matamoros, very convenient to our Detention Facility at Port Isabel, Texas. There is strong evidence of official reluctance outside this Service to expend Government funds for transport of aliens abroad. Initiation of airlift from Mexicali to Leon (a 1200 mile flight abroad) might crystallize this reluctance to a degree that would jeopardize even the Matamoros-Leon route now utilized.

Incidentally, the air transportation furnished the Department of Prisons in moving prisoners is not being considered for purposes of projecting the estimate of 3.3 cents per passenger mile on Service flights. (These flights will provide more than 50% seat capacity in most instances resulting in a more favorable overall computation).

Neither savings, accommodation to the Prison Service, nor the benefits enjoyed by this Service that flights are available for urgent or emergent movements of officers, can be precisely measured on cost analysis basis. This 3.3 cents figure only very slightly exceeds that used for computation of informal advice of bid to transport aliens by air to the interior by the Mexican company interested. (Maintenance operating costs in Mexico are lower than in the United States, permitting them a profit at a figure under our basic cost).

We believe that initiation of a plan incorporating the following will satisfactorily meet the requirements of the Central Office memorandum of June 1, 1962, and will serve to decrease both transportation and detention costs very substantially. Aliens accumulating at Livermore should be routed to El Centro Detention Facility as soon after initial processing as possible, but only on full-load basis, and by C-46 when possible. (When apprehension rate permits, C-46 aircraft can operate at full seat capacity cheaper per passenger mile and should be given priority use).

As rapidly as aliens accumulate at El Centro Detention Facility, they should be dispatched in capacity C-46 or C-54 loads to El Paso without separating airlift and trainlift categories. El Paso Detention Facility will transport all trainlift aliens on first available schedule, using Service buses. Airlift aliens will be relayed by capacity plane loads to Port Isabel, promptly as full loads become available.

Aliens detained at Del Rio for airlift would be removed by Service plane on capacity-load basis to Port Isabel Detention Facility. Empty flight from Port Isabel Detention Facility to El Paso would pick up Del Rio's trainlift aliens routing them

into El Paso Detention Facility. Local flights to service Houston, San Antonio and Laredo would be continued as required to remove all such aliens to Port Isabel Detention Facility. Any trainlift category aliens accumulating at Port Isabel Detention Facility can be removed by Service airlift flights returning to El Paso Detention Facility.

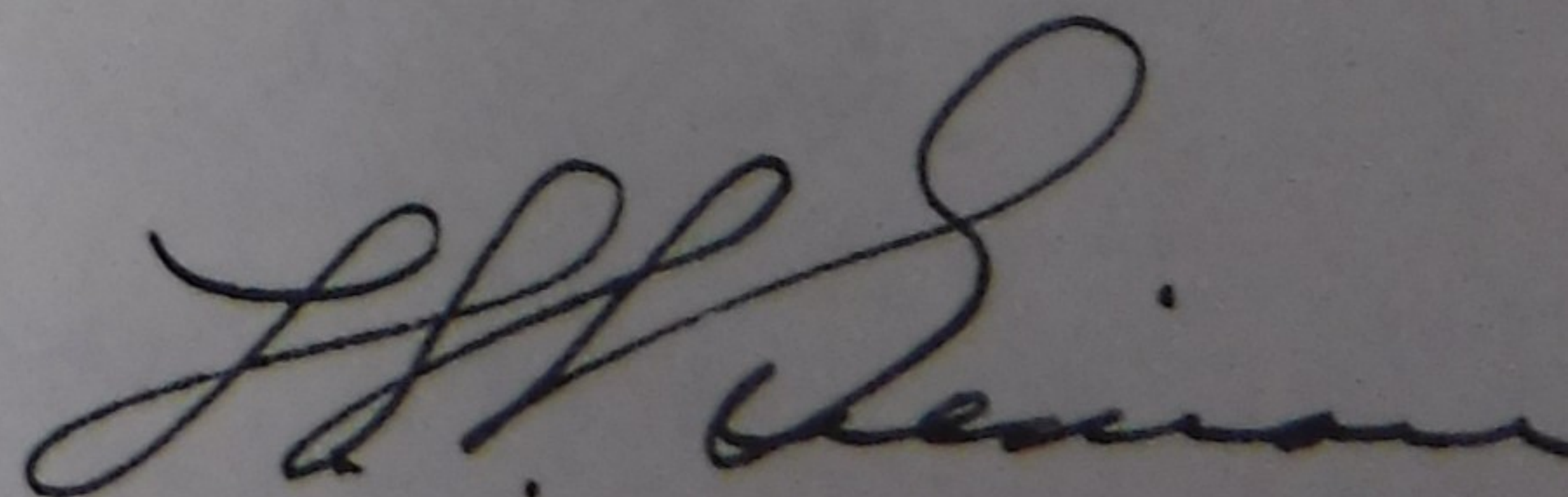
All aliens in airlift category will have FBI return requests routed Port Isabel Detention Facility. All aliens in trainlift category will have FBI returns routed El Paso Detention Facility.

SUMMARY

This plan will, we believe, conform with the proposals and accomplish the purposes contemplated by the Associate Commissioner, Operations, Central Office, in his June 1, 1962 memorandum. Implementation of the outlined plan on a trial basis for six months should afford us opportunity to initiate such minor refinements as may be necessary to resolve problems not presently foreseeable; it will also suffice to fully evaluate it.

We are confident it will effect substantial economies in transportation and detention. It will provide a higher rate of available seat utilization on Service flights, eliminating costly flight "segments" and substantially decreasing detention time at El Centro Facility, where costs are higher. Delays in final expulsion will be further decreased on both trainlift and airlift category aliens. We shall continue to enjoy the other advantages in having available Service transports. The present movement of aliens into the interior of Mexico will not be jeopardized.

Attachments

A handwritten signature in dark ink, appearing to be "J. H. [unclear]", is located at the bottom right of the page.