

Wednesday, November 19, 2025

U.S. Senate Committee on the Judiciary
Border Security and Immigration
224 Dirksen Senate Office Building
Washington, D.C. 20510

To the Honorable Chair and Members of the Senate Committee on Border Security and Immigration,

My name is Roy Boyd and I am the Sheriff of Goliad County, Texas. Goliad is a rural south Texas county of around seven thousand souls, situated about halfway between Houston and Laredo, along U.S. Highway 59.

I have been a Peace Officer for more than thirty-one years, and retired from the Victoria Police Department and Victoria County Sheriff's Office prior to becoming the Sheriff of Goliad County.

I am here to discuss the current situation with regards to enforcement of the law, and more specifically, the implementation of the 287(g) Task Force Model, and the need to expand the program and change our model of conducting law enforcement operations across the United States.

Here is why these efforts are important to the future of our nation and the safety of our citizens:

While illegal immigration has been a historical issue along the U.S. / Mexico border, this changed more than a decade ago when the cartels seized control of the border regions of Mexico and changed their business model to include the smuggling of people. When this happened, the cartels began controlling who came across the border, and began torturing or killing anyone who attempted to violate their control by crossing into the U.S. without paying for the privilege of doing so.

This control gave rise to a new way for the cartels to conduct their business throughout the United States and beyond. In Mexico, the federal government leases territories to criminal organizations, in what they refer to as the Plaza System. The Mexican government allows cartels to conduct limited smuggling and trafficking activities in exchange for a monthly fee, with any activity above and beyond the agreement requiring additional payments to officials as a tax on excess illicit commerce.

The cartels have replicated the Mexican government's model of geographic control throughout the United States. I witnessed this firsthand when I was the Chief Deputy in Victoria County, which is next door to Goliad. The Gulf Cartel took control of the cocaine trade in Victoria and the surrounding counties. They then leased the sole distribution rights for the dealing of pure cocaine to the Houston chapter of the Mexican Mafia. The Gulf Cartel then sent their people out on the streets to tell the other dealers that unless they were authorized distributors of pure

cocaine, they would have to dilute their cocaine with at least fifty percent inert product. After operations were underway, the cartel sent people out on the street to purchase cocaine from non-authorized dealers for the purpose of testing the product for purity. If the cocaine was without inert product, the dealer was given a warning for violating the Gulf Cartel's control of the product within the plaza. During this time, we began receiving word that local cocaine dealers were disappearing. Many families were not reporting their missing loved ones to authorities out of fear of retribution from the cartel and the Mexican Mafia. In total, our contacts on the streets advised that at least ten drug dealers had refused to dilute their product and were "disappeared", never to be seen again. Only one family went public and sought justice for their son. We never found him or discovered what became of him or his remains.

The other aspect of the new business model was that cartels began using illegal aliens smuggled into the U.S. as part of their logistical workforce. When people are smuggled into the United States, they must pay a fee to the cartels in order to gain safe passage. In our area, most illegal aliens are smuggled to Houston for transport across the eastern half of the U.S. Once in Houston, the smuggled people are given the final amount they will owe the cartels and their contractors for being here. From there, the illegal aliens end up in various forms of indentured servitude across the nation. However, as part of their obligation to the cartels, these people have to be willing to provide labor and other services to pay off their final debt.

We have interviewed many illegal aliens who have been smuggled into Texas during our investigations. What we found is that some will pay off the debt with money over a period of 8-13 years. Some will pay off the debt by smuggling other illegal aliens or drugs into the U.S. Some will move illegal aliens from one interior location to another. Others will be placed into force prostitution, or will be called upon to provide material support in the unloading or moving drugs in the area in which they reside. If you think these indentured people can just decide not to cooperate once they are here, that is not the case. The cartels have a vast intelligence network and keep records on the people they smuggle, to include family member information. I have had illegal aliens involved in criminal activity tell me that they have no choice but to participate to prevent unspeakable acts from happening to family members back in their home countries.

What this means is that the millions of illegal aliens now residing in the United States are part of the logistical support operations for illicit cartel activities throughout our country.

If our goal is to dismantle cartel operations in the United States, we will never be able to do so unless we deny them the logistical capacity to conduct business in a manner that generates an acceptable stream of revenue to be moved from the United States to their home countries.

In order to take the initiative in what can only be deemed asymmetrical warfare against the cartels and their business partners, law enforcement must change their mindset and methodology. We must look at what we have been doing in the past and ask if the billions of dollars we have spent are accomplishing the primary goals of the missions of the programs implemented. In most cases, I will speculate that with an honest assessment, we will find that

most of the federal dollars being pumped into law enforcement programs is remaining in urban areas where expense vs. returns are not in balance.

According to ICE.gov, as of November 14, 2025, there were 1,167 local and state law enforcement agencies in 40 states that had signed a Memorandum of Agreement for at least one of the 287(g) programs. Only 605 of those agreements are for participation in the Task Force Model, which is the model that allows local and state law enforcement to conduct field immigration enforcement under the supervision of ICE. With more than 18,000 local law enforcement agencies in the U.S., 605 agencies assisting ICE in field enforcement operations is insufficient to hinder the profitability of the cartels across the United States.

If we are to succeed in the monumental effort of defeating the cartels, we must restructure our law enforcement efforts. We must disregard those who stand in the way of change, ignore the anti-American media outlets working against the interests of Americans, and create a new chain of command and organizational structure that allows for synergy throughout the full spectrum of law enforcement and streamlines the functionality in a manner that demands results and accountability while ensuring funds are being utilized in accordance with their intended purpose. This purpose must be to defund and prosecute organized criminal activity throughout America, which will not happen if we fail to enforce our immigration laws and deport those who have violated our sovereignty and placed themselves at the disposal of the organizations who victimize our citizens.

The presence of Mexican cartels in the United States has changed how domestic organized crime functions. It has created a negative impact that is becoming more pervasive day by day. Street gangs, motorcycle gangs, and other domestic criminal organizations have all been relegated to the status of mere contractors and subcontractors under the control of cartels. As such, they are beholden to act as they are commanded to do by their masters. Furthermore, hostile foreign governments and organizations have joined to work alongside the cartels in an effort to undermine the safety and security of the United States from within. As a law enforcement professional who has witnessed the evolution of the influence of foreign organized crime in the U.S., I fear that if we fail to act swiftly, and with purpose, we shall find ourselves on a path that mirrors the never ending violence and instability found in Mexico.

“We must have the courage to see things as they are, to look the situation squarely in the face, and be ready for fresh ordeals.” – Pyotr Wrangel, General of the White Russian Army, 1919

Thank you for your time and consideration. I yield for any questions you may have.

Humbly Submitted,

A handwritten signature in black ink, appearing to read 'Roy Boyd', with a stylized flourish at the end.

Roy Boyd
Sheriff – Goliad County, TX