Agency Priority Goal Action Plan

Enhance Southern Border Security

Goal Leader:

Chief Carla Provost, Chief, U.S. Border Patrol

Overview

Goal Statement

o   Improve security along the southwest border of the U.S. between ports of entry. By September 30, 2019, DHS will implement the Operational Control (OPCON) framework between ports of entry in 100% of U.S. Border Patrol Sectors along the southwest border as the means to enhance security
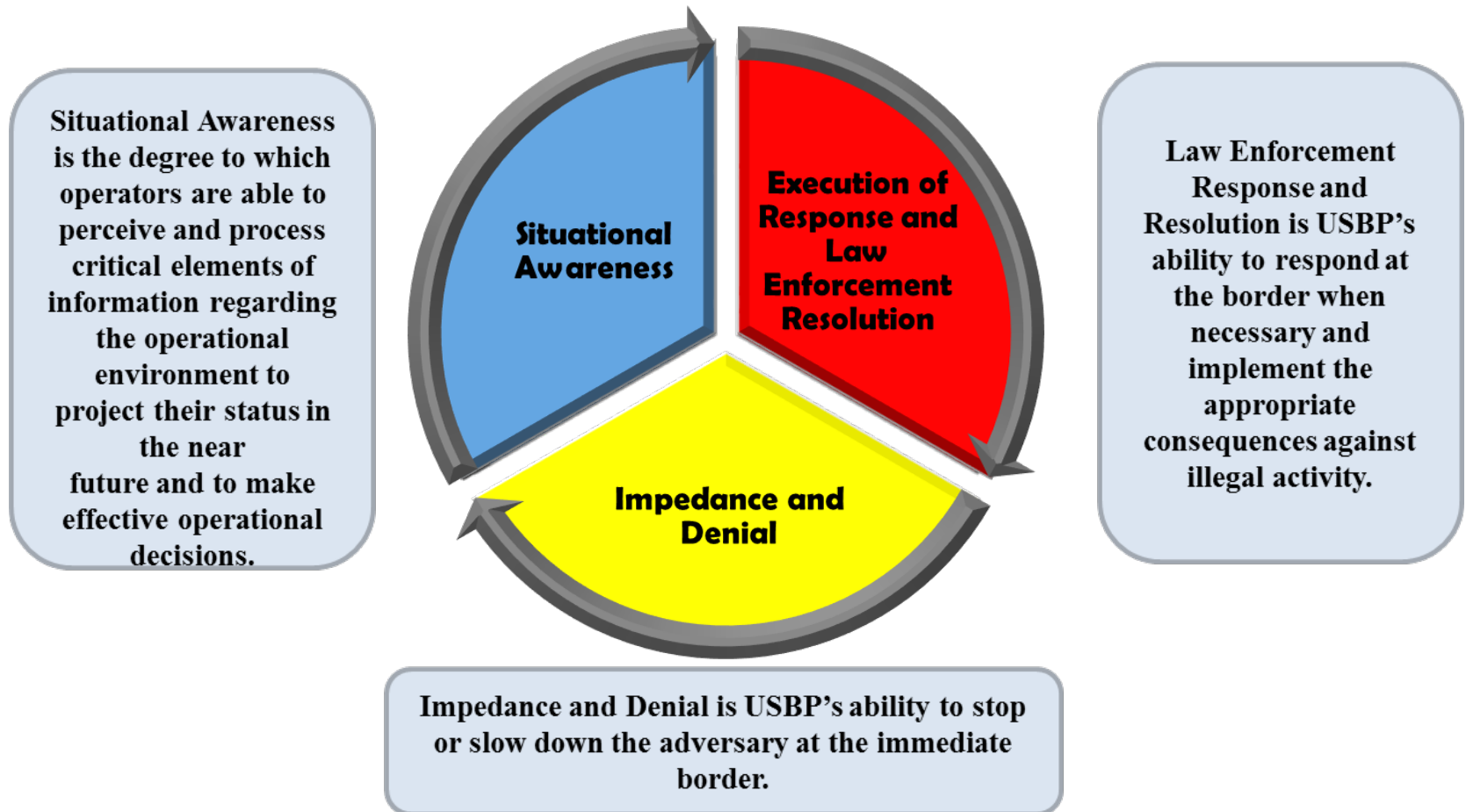
Challenge

o   United States Border Patrol (USBP) works in a dynamic environment with multiple and varied threats that are constantly changing and evolving

o   Southern border environment consists of 1,993 miles of varied terrain including deserts, rugged mountainous areas, forests and coastal areas

o   Partnerships with local, state, federal, tribal, and international law enforcement partners across the Southwest Border also vary by location, and much of the land along the southwest border is owned by local ranchers and other private citizens

Opportunity

o   Improve southern border security through the implementation of the OPCON framework, which will enable USBP's ability to impede or deny illegal border crossings, maintain situational awareness, and apply the appropriate, time-bound, law-enforcement response between the ports of entry as its contribution to DHS's overall border-security mission

o   Once matured and deployed along the southern border, future efforts plan to expand the OPCON framework to the Northern Border and Coastal sectors

Operational Control (OPCON) Framework

OPCON framework relies on the interconnectedness of the three pillars of OPCON: Situational Awareness, Impedance and Denial, and Law Enforcement Resolution

Situational Awareness is the degree to which operators are able to perceive and process critical elements of information regarding the operational environment to project their status in the near future and to make effective operational decisions.

Situational Awareness

Execution of Response and Law Enforcement Resolution

Law Enforcement Response and Resolution is USBP's ability to respond at the border when necessary and implement the appropriate consequences against illegal activity.

Impedance and Denial

Impedance and Denial is USBP's ability to stop or slow down the adversary at the immediate border.

Goal Structure & Strategies

Assessment of FY19 Sector CONOPs

- Issue instructions and a template to the field in December 2018, outlining specific quarterly reporting procedures for the Sector Concepts of Operations (CONOPs).
- HQ will evaluate CONOPs reporting quarterly in FY19, to gain awareness of sector actions toward improving OPCON and informing best practices.

OPCON Framework Baselines

- Establish dates for each sector's OPCON framework validation by obtaining feedback from station and sector command staff.
- Define OPCON scores and how they are calculated.
- Populate measure data in the framework so OPCON scores can be computed.
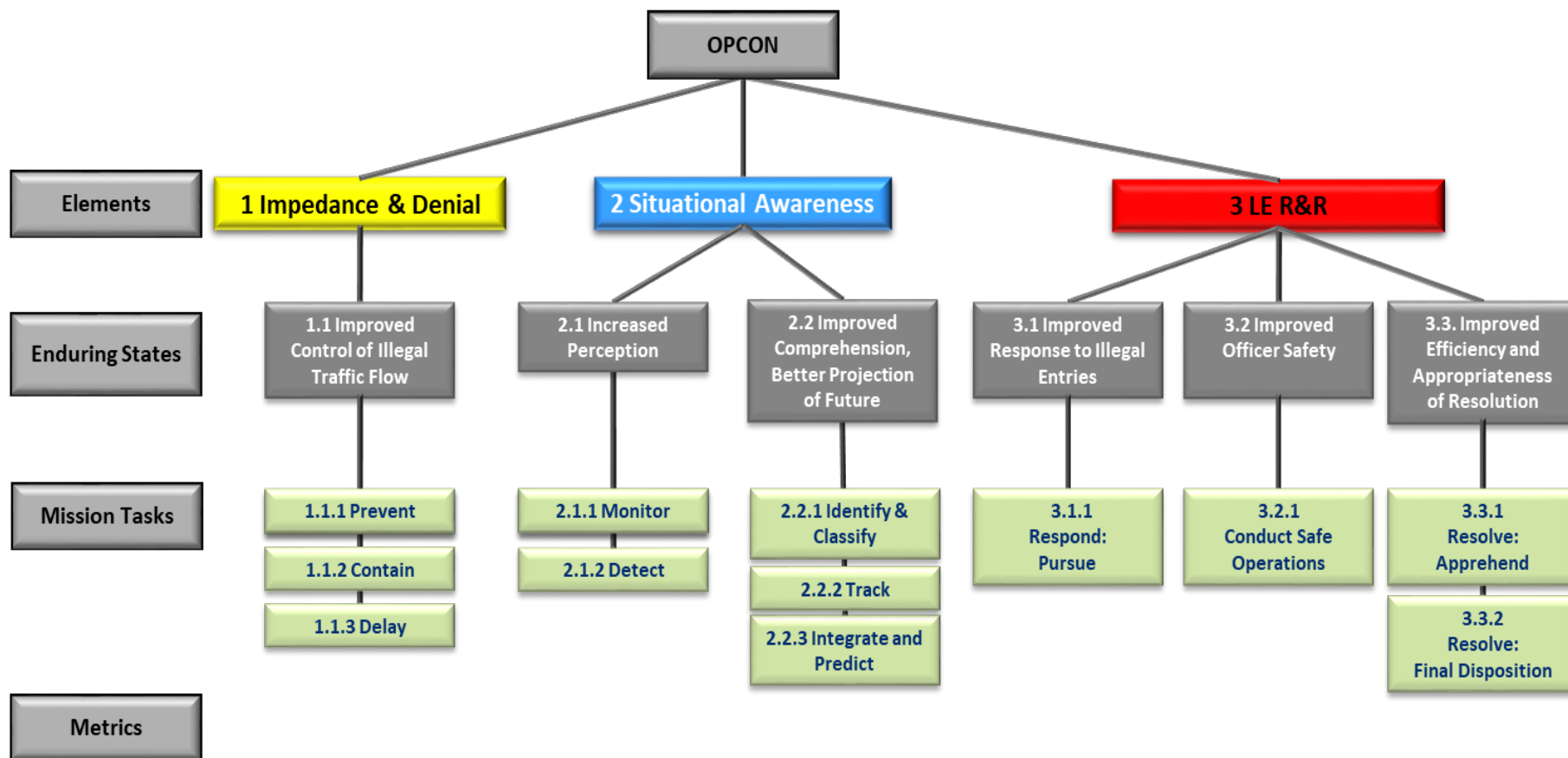
Develop FY20 Sector CONOPs

- The planning process for FY20 begins during FY19, with sector completion and Headquarters approval of FY20 CONOPs by the end of FY19 Q4.
- Southwest border sectors will develop Sector CONOPs based on their unique terrain, threats, flow, and resources to document steps to improve each of the three elements of OPCON.

Implement OPCON Framework

- Conduct training with each sector's planning team. Sectors continue training on OPCON elements, enduring states, and mission tasks.
- Brief sector personnel on OPCON framework.
- Begin reporting on southwest border sectors that have implemented the framework.

Introduction of Framework to Sectors

OPCON Framework Hierarchy

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                                    OPCON
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Elements	**1 Impedance & Denial**	**2 Situational Awareness**	**3 LE R&R**

Elements: 1 Impedance & Denial | 2 Situational Awareness | 3 LE R&R

Enduring States:
- 1.1 Improved Control of Illegal Traffic Flow
- 2.1 Increased Perception
- 2.2 Improved Comprehension, Better Projection of Future
- 3.1 Improved Response to Illegal Entries
- 3.2 Improved Officer Safety
- 3.3. Improved Efficiency and Appropriateness of Resolution

Mission Tasks:
- 1.1.1 Prevent
- 1.1.2 Contain
- 1.1.3 Delay
- 2.1.1 Monitor
- 2.1.2 Detect
- 2.2.1 Identify & Classify
- 2.2.2 Track
- 2.2.3 Integrate and Predict
- 3.1.1 Respond: Pursue
- 3.2.1 Conduct Safe Operations
- 3.3.1 Resolve: Apprehend
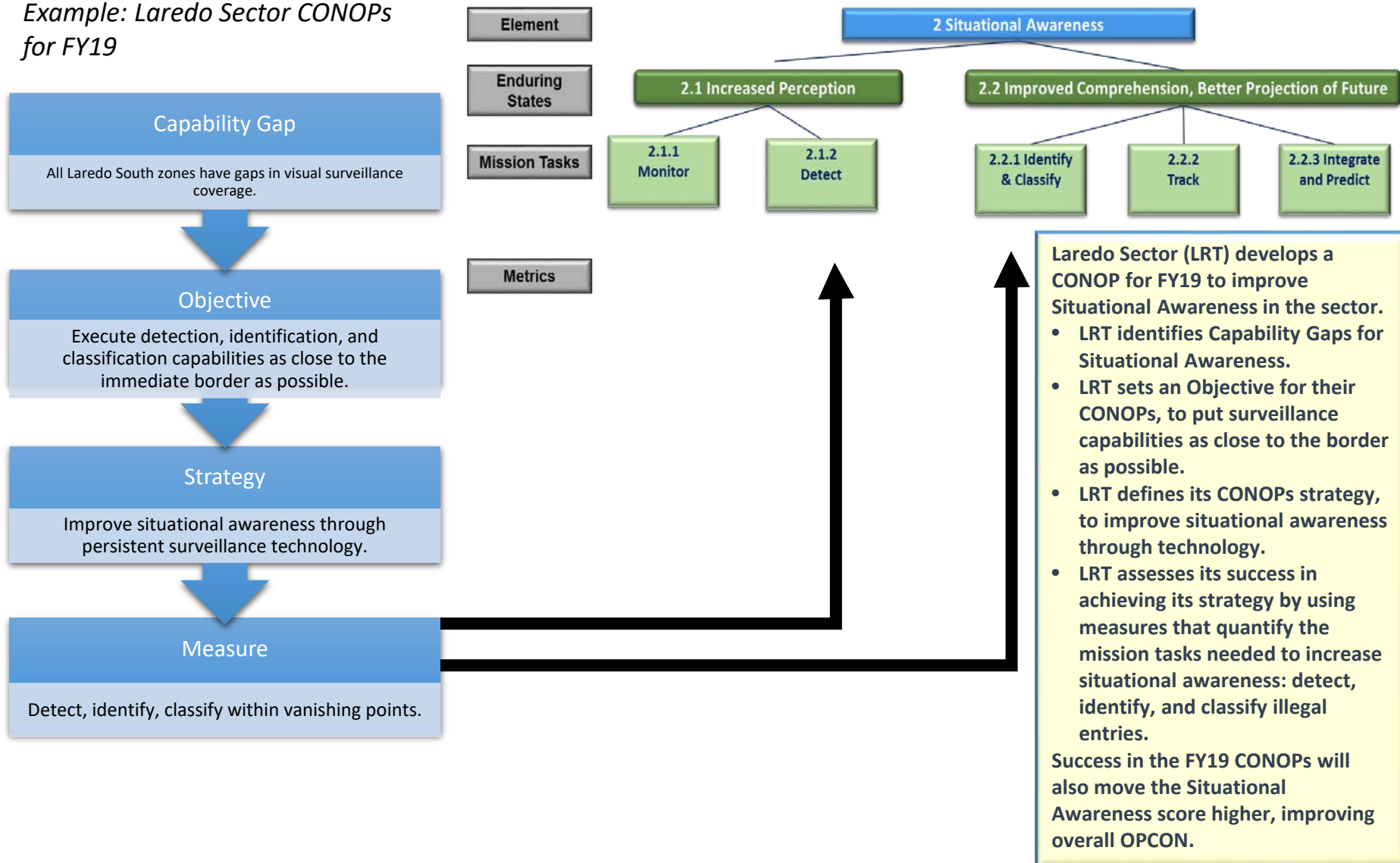- 3.3.2 Resolve: Final Disposition

Metrics

OPCON is composed of three Elements. Each element is broken down into Enduring States that explain the outcomes to be achieved. Mission Tasks fall under Enduring States, and describe the functions, activities, or actions needed to accomplish the Enduring State. Mission tasks are each evaluated with a set of metrics that describe and measure current effectiveness.

Progress: Linking CONOPs to OPCON Framework

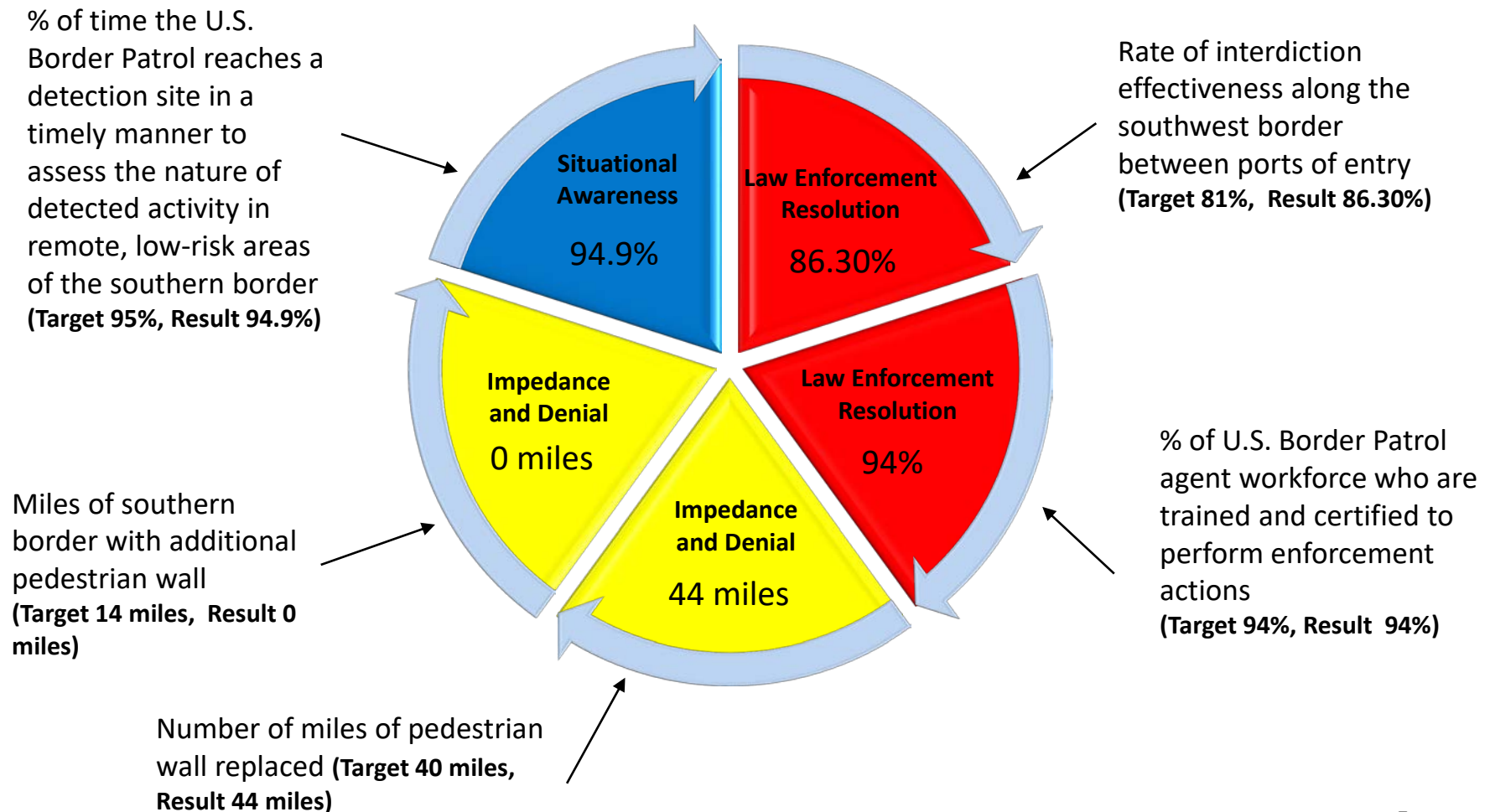## Situational Awareness Element of OPCON

Example: Laredo Sector CONOPs for FY19

Capability Gap

All Laredo South zones have gaps in visual surveillance coverage.

Objective

Execute detection, identification, and classification capabilities as close to the immediate border as possible.

Strategy

Improve situational awareness through persistent surveillance technology.

Measure

Detect, identify, classify within vanishing points.

Element

Enduring States

Mission Tasks

Metrics

2 Situational Awareness

2.1 Increased Perception

- 2.1.1 Monitor
- 2.1.2 Detect

2.2 Improved Comprehension, Better Projection of Future

- 2.2.1 Identify & Classify
- 2.2.2 Track
- 2.2.3 Integrate and Predict

Laredo Sector (LRT) develops a CONOP for FY19 to improve Situational Awareness in the sector.

- **LRT identifies Capability Gaps for Situational Awareness.**
- **LRT sets an Objective for their CONOPs, to put surveillance capabilities as close to the border as possible.**
- **LRT defines its CONOPs strategy, to improve situational awareness through technology.**
- **LRT assesses its success in achieving its strategy by using measures that quantify the mission tasks needed to increase situational awareness: detect, identify, and classify illegal entries.**

Success in the FY19 CONOPs will also move the Situational Awareness score higher, improving overall OPCON.

Key Indicators

Key Measure: % of southern border sectors that have implemented the OPCON framework **(Target 100%, Result: 100%)**

Supporting Measure: % of southern border sectors with which the U.S. Border Patrol has coordinated to determine OPCON standards apply to the sectors' areas of responsibility **(Target 100%, Result: 100%)**

% of time the U.S. Border Patrol reaches a detection site in a timely manner to assess the nature of detected activity in remote, low-risk areas of the southern border **(Target 95%, Result 94.9%)**

Miles of southern border with additional pedestrian wall **(Target 14 miles, Result 0 miles)**

Number of miles of pedestrian wall replaced **(Target 40 miles, Result 44 miles)**

Rate of interdiction effectiveness along the southwest border between ports of entry **(Target 81%, Result 86.30%)**

% of U.S. Border Patrol agent workforce who are trained and certified to perform enforcement actions **(Target 94%, Result 94%)**

Situational Awareness

94.9%

Law Enforcement Resolution

86.30%

Impedance and Denial

0 miles

Impedance and Denial

44 miles

Law Enforcement Resolution

94%

Performance Measure	Explanation
Key Measure Sector Implementation of OPCON: FY18 Target: N/A FY18 Result: N/A FY19 Target: 100% FY19 Result: 100%	With the submission of FY19 Master Concepts of Operations (CONOPs) from each sector in October 2018, and subsequent approval by Headquarters in December 2018, this measure target is fully achieved. Sector CONOPs establish plans to improve the three elements of OPCON. By developing the FY19 CONOPs, USBP acclimated sector staff to writing yearly plans with the intent of improving OPCON. This familiarization will be critical for FY20 CONOPs, when sector plans will reference the OPCON baseline scores, and will use measures in the OPCON framework to discern measureable impacts from their efforts during FY20. The CONOPs establish traceability for how operations in the field impact OPCON.
Supporting Measure Sector Coordination to Determine Application of OPCON Standards: FY18 Target: 50% FY18 Result: 50% FY19 Target: 100% FY19 Result: 100%	During FY19, OPCON framework briefings and trainings were presented to all 9 southwest border sectors. Additionally, the target was met for all 9 southwest border sectors to complete baseline scores for each sector line station. These baseline scores will be recalculated to produce OPCON scores for FY20.
Situational Awareness Timeliness to Assess: FY18 Target: 96% FY18 Result: 88.7% FY19 Target: 100% FY19 Result: 94.9%	For FY19, the Border Patrol narrowly missed the target to reach a detection site on the Southwest Border in a timely manner to assess the nature of detected activity, achieving 94.9% out of 95% . Low Q1 (89.7%) and Q4 (93.5%) totals prevented the measure from remaining above the target for the fiscal year due to the priority to respond to Southwest Border sectors with increased traffic levels rather than low-activity GEOINT areas.

Performance Measure	Explanation
Law Enforcement Resolution Interdiction Effectiveness Rate (IER): FY18 Target: 81%% FY18 Result: 79.69% FY19 Target: 81% FY19 Result: 86.30 %	This measure reports the percent of detected aliens the Border Patrol apprehended or determined to have turned back after illegally entering the United States between Southwest Border ports of entry. About 16,660 agents (of the agency-wide 19,593) work at stations along the Southwest Border to increase Operational Control by performing mission-essential tasks to impede and deny illegal entrants; gain situational awareness of the operating environment; and apply timely law enforcement resolutions against those making entries illegally. Despite facing an unprecedented border-security and humanitarian crisis in FY 2019 as the result of mass illegal migration, the Interdiction Effectiveness Rate reached 86.30% with the assistance of National Guard personnel, as well as CBP's Office of Field Operations, to stop those entering illegally to the United States.
Law Enforcement Resolution Agent Training Readiness: FY18 Target: 94% FY18 Result: 96% FY19 Target: 94 % FY19 Result: 94%	In FY19, Border Patrol achieved a training readiness rate of 94% which represents the percent of its agents who are trained and certified to perform law enforcement actions. Agents complete Academy Basic and Advanced Training and are required throughout their career to maintain time-limited certifications in areas such as Firearms Proficiency, Intermediate Use of Force, and Use of Force Policy. In addition, Agents must complete sector specific training requirements due to unique climate, terrain, and operational environments These specialties include handling canines, counter-tunnel operations, horse patrol, All-Terrain-Vehicle (ATV), radiation detection, and snowmobile training. Border Patrol ensures its agents gain and maintain legal authority to enforce Federal laws through continual training. For FY20, first-line supervisory agents as well as personnel serving in Border Patrol Agent-Intelligence positions will receive additional focused training.

Performance Measure	Explanation
Impedance and Denial Additional Border Miles: FY18 Target: N/A FY18 Result: N/A FY19 Target: 14 FY19 Result: 0	CBP made initial progress towards the target of 14 miles of additional border wall constructed during FY19. CBP awarded contracts for the new wall projects by December 31, 2018 and activities related to design and real-estate acquisition occurred over the course of the year. Early construction activities have commenced with panel and levee construction estimated to start in early FY20 if real estate issues are cleared.
Impedance and Denial Replacement Pedestrian Wall Miles: FY18 Target: 74 FY18 Result: 20 FY19 Target: 40 FY19 Result: 44	This measure focuses on achievements made by Border Patrol to replace outdated, worn, or damaged areas of pedestrian wall along the southwest border. Of the 40 miles of replacement pedestrian wall that were targeted for completion by the end of FY19, CBP completed approximately 44 total miles consisting of 12 miles of San Diego Primary, 4 miles in El Paso, 9 miles of Secondary in San Diego, 17 miles for Yuma Primary, and 2 miles of Primary at San Diego (Tecate). Border Patrol continues to increase the number of replacement projects under construction every quarter.

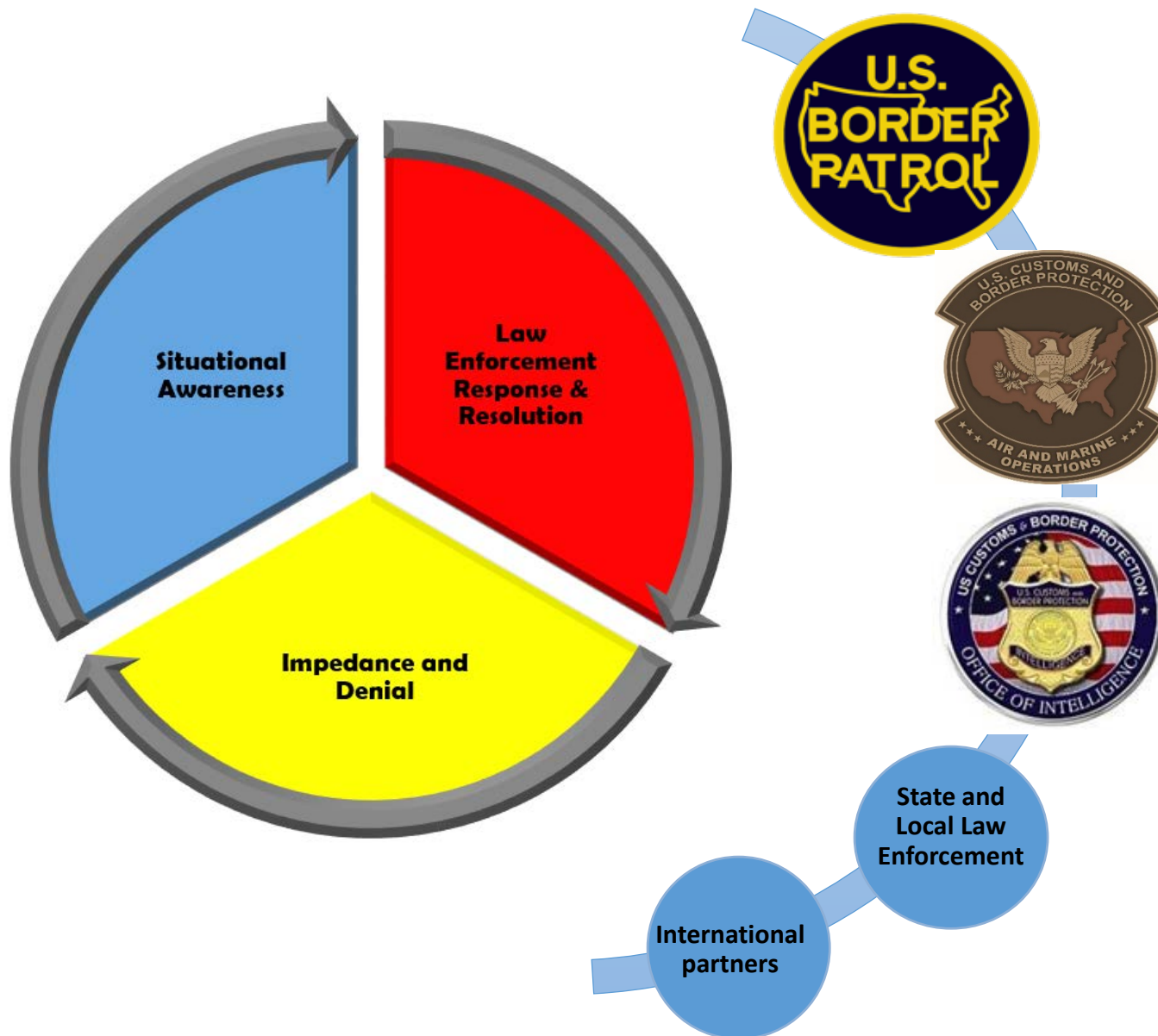| Key Milestone	Due Date	Status
Develop OPCON Brief, socialize at USBP headquarters, and execute roadshow	Q1, FY18	Complete
Establish initial measures index within each element for the Southern Border	Q2, FY18	Complete
Develop an operational plan template for field use	Q3, FY18	Complete
Establish initial index methodology for the OPCON framework	Q3, FY18	Complete
Pilot the measures used to gauge OPCON implementation (Brown Field and Imperial Beach Stations, CA)	Q4, FY18	Complete
Gather data and analyze feedback/results from pilot stations	Q4, FY18	Complete
Brief USBP, CBP, and DHS leadership on pilot results	Q4, FY18	Complete
Conduct additional pilot (Laredo Sector, TX)	Q4, FY18	Complete
Conduct training for two representatives from each sector on the measures in the OPCON framework over a three-day period	Q4, FY18	Complete
Briefing to Brown Field Station leadership on preliminary results, documentation of station feedback	Q1, FY19	Complete
OPCON framework development in Rio Grande Valley, TX Sector	Q1, FY19	Complete
OPCON framework development in Big Bend, TX Sector	Q1, FY19	Complete
OPCON pilot briefing for USBP leadership	Q1, FY19	Complete
OPCON framework development in Big Bend, TX Sector	Q1, FY19	Complete
OPCON pilot briefing for USBP leadership	Q1, FY19	Complete

Key Milestone	Due Date	Status
Finalize Q1 assessment of FY19 Sector Master Concepts of Operations	Q2, FY 19	Complete
Complete visits to two additional Southwest Border sectors to develop OPCON framework	Q2, FY19	Complete
Finalize Q2 assessment of FY19 Sector Master Concepts of Operations	Q3, FY19	Complete
Complete OPCON scoring for 4 of 9 sectors	Q3, FY19	Complete
Complete visits to all remaining Southwest Border sectors to develop OPCON framework	Q4, FY19	Complete
Finalize Q3 assessment of FY19 Sector Master Concepts of Operations	Q4, FY19	Complete
Sector completion of FY20 Sector Master Concepts of Operations	Q4, FY19	Complete
Evaluate and approve FY20 Sector Master Concepts of Operations	Q4, FY19	Complete
Complete OPCON scoring for remaining sectors	Q4, FY19	Complete
Begin reporting on SW Border sectors that have implemented the OPCON framework	Q4, FY19	Complete

Summary of APG Progress

o The Border Patrol achieved the key measure associated with the FY18-19 OPCON APG by implementing the OPCON framework between ports of entry in 100% of U.S. Border Patrol Sectors along the southwest border

o The elements of OPCON (Situational Awareness, Impedance & Denial, and Law Enforcement Response and Resolution) were confirmed as a useful framework to enhance security along the Southwest Border

o The development of measures associated with the OPCON framework at the Sector level will provide real-time feedback of the effectiveness of field plans and operations

o Significant effort was devoted to educating all Southwest Border Sectors on the framework, the measures, and methods for their development of their first draft Concepts of Operations (CONOPS)

o The APG informed the FY20 Border Patrol Strategy, and Goal 1 of that strategy focuses on pursing OPCON

o The FY20-21 APG will continue efforts to mature and expand security along the U.S. borders, both Southern and Northern

Contributing Programs

Stakeholders

- DHS Joint Task Forces (JTFs)
- Department of Justice, Executive Office of Immigration Review
- Office of Management and Budget (OMB)
- Congress
- GAO
- Ranchers
- The American public