



Agency Priority Goal Action Plan

Enhance Southern Border Security

Goal Leader:

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Overview

Goal Statement

- 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

- United States Border Patrol (USBP) works in a dynamic environment with multiple and varied threats that are constantly changing and evolving
- Southern border environment consists of 1,993 miles of varied terrain including deserts, rugged mountainous areas, forests and coastal areas
- 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

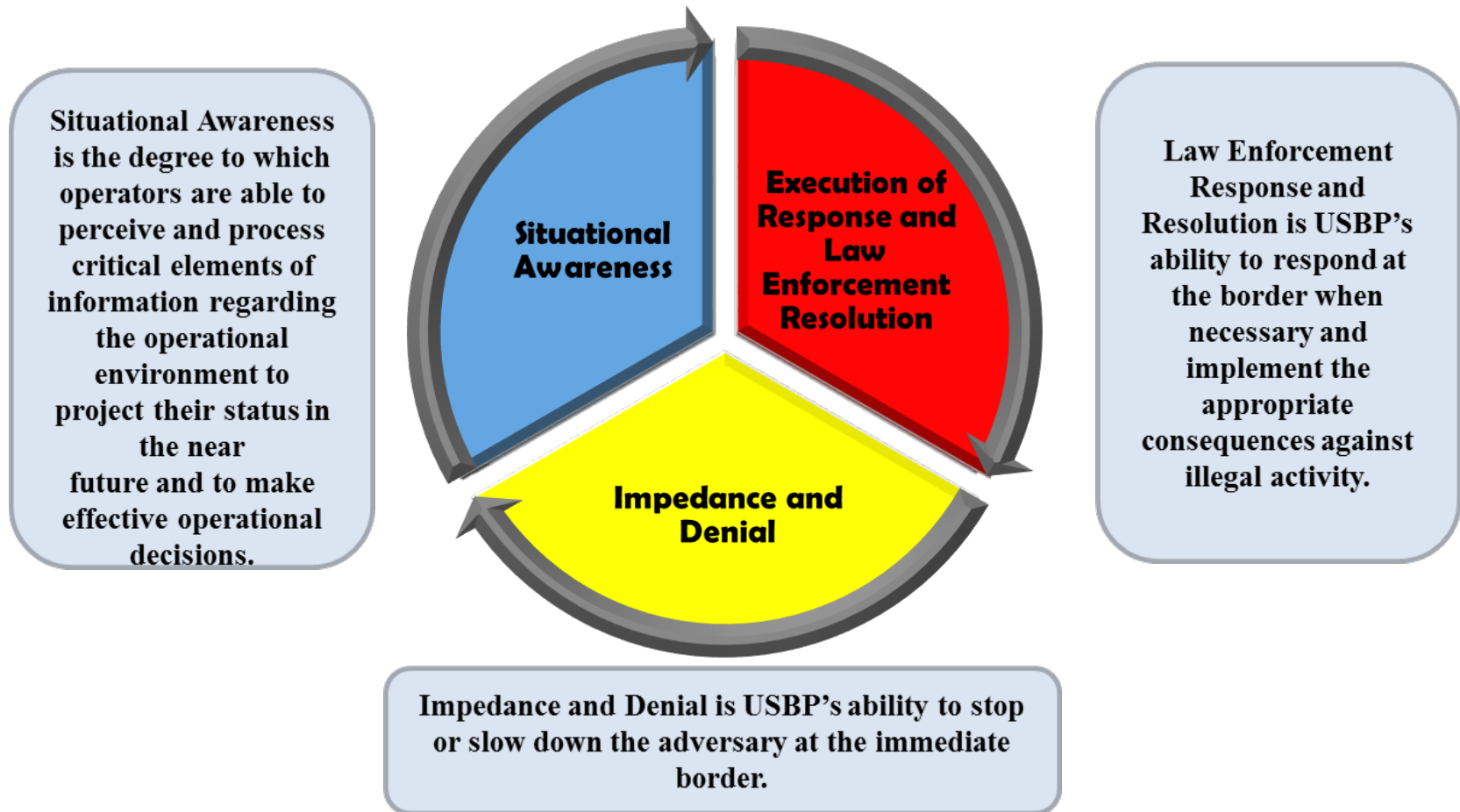
Opportunity

- 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
- 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



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

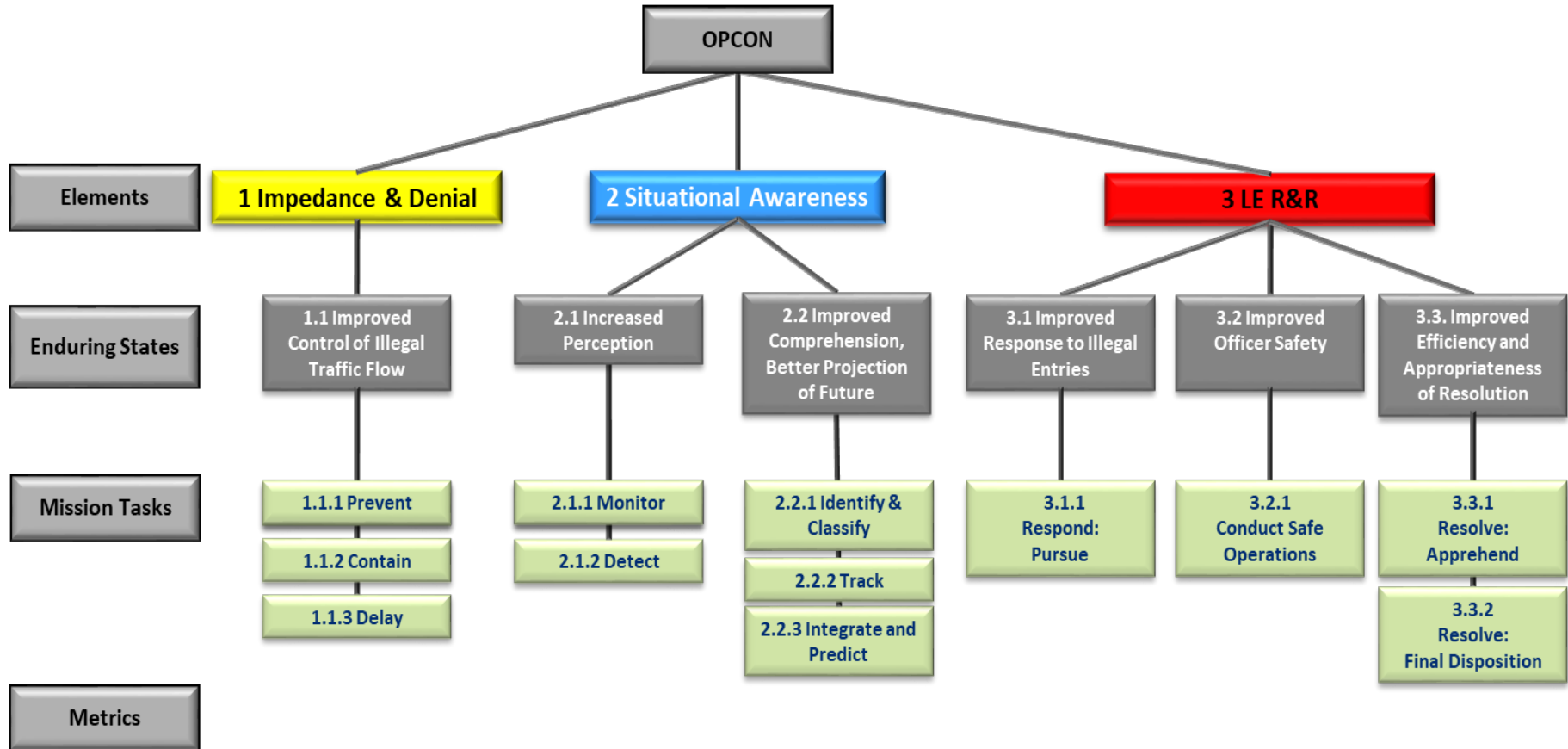
- The planning process for FY20 begins during FY19, with sector completion and Headquarters approval of FY20 CONOPs by the end of FY19 Q4.
- Southwest border sectors will develop Sector CONOPs based on their unique terrain, threats, flow, and resources to document steps to improve each of the three elements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

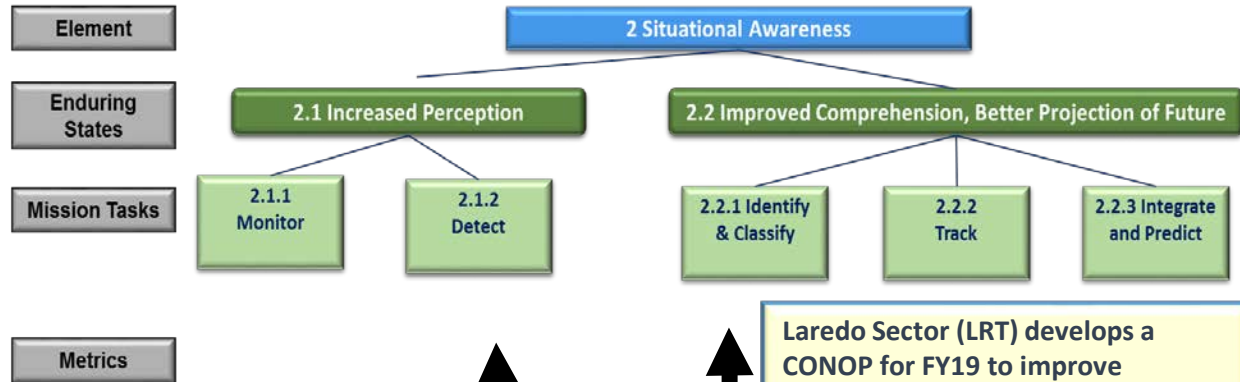
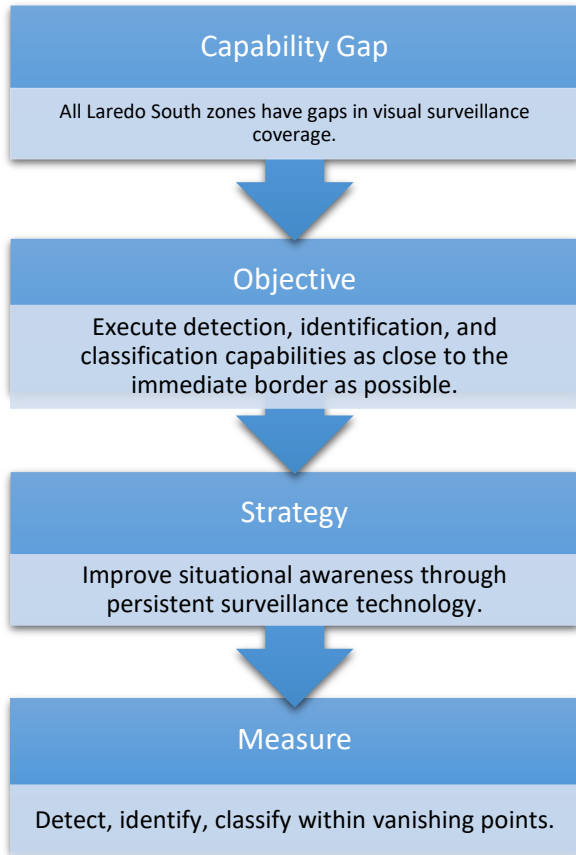


OPCON is composed of three Elements. Each element is broken down into Enduring States that explain the outcomes to be achieved. Mission Tasks fall under Enduring States, and describe the functions, activities, or actions needed to accomplish the Enduring State. Mission tasks are each evaluated with a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



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

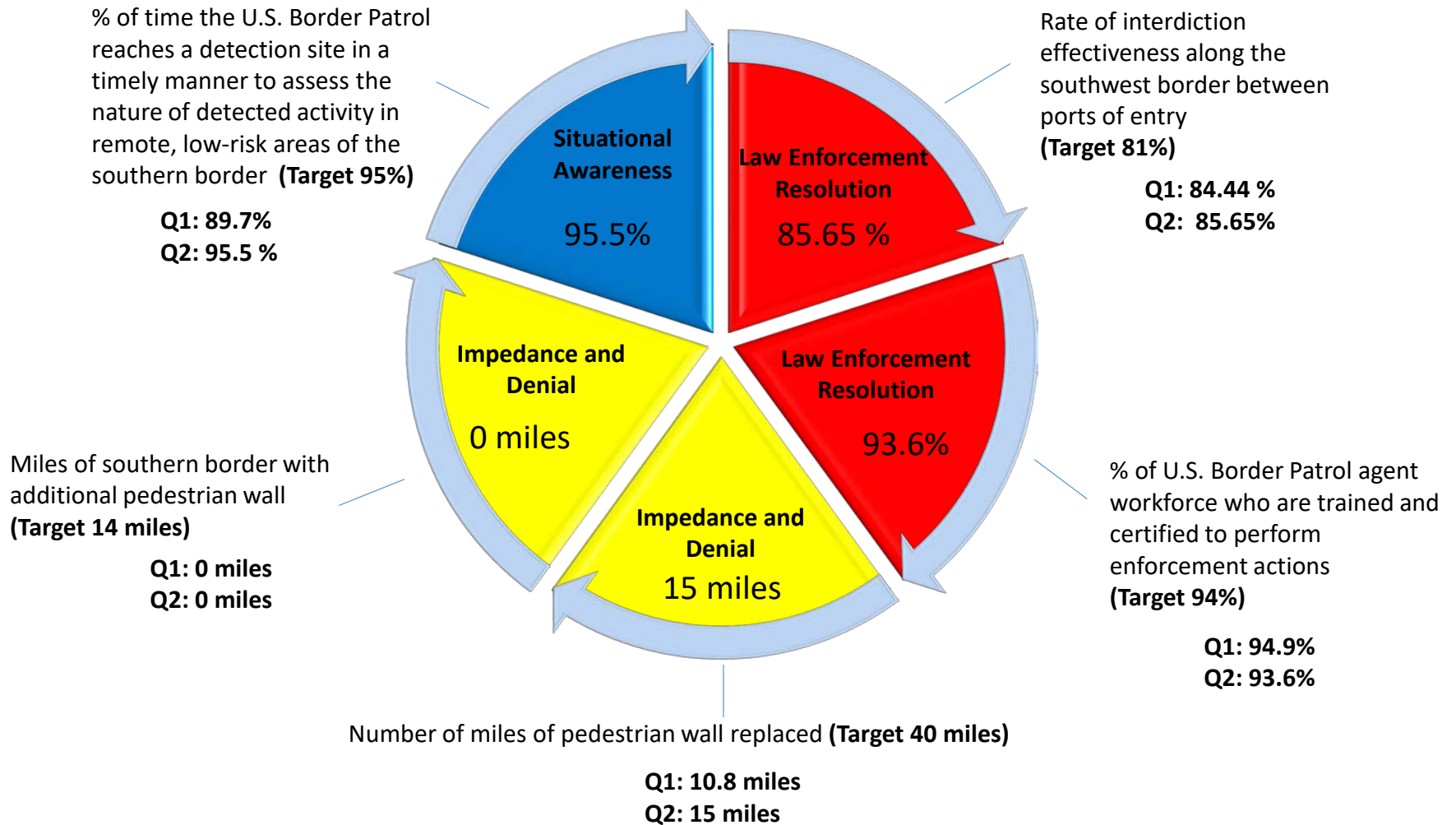
- LRT identifies Capability Gaps for Situational Awareness.
- LRT sets an Objective for their CONOPs, to put surveillance capabilities as close to the border as possible.
- LRT defines its CONOPs strategy, to improve situational awareness through technology.
- LRT assesses its success in achieving its 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 operational control framework (**Target 100%, Q2: 100%**) – **Result 100%**

Supporting Measure: % of southern border sectors with which the U.S. Border Patrol has coordinated to determine how Operational Control (OPCON) standards apply to the sectors' areas of responsibility (**Target 100%, Q2: 50%**) – **Result 50%**



Additional information on the performance measure data accuracy are available at: [DHS FY18-20 Annual Performance Report Appendix A](#)

Explanation of Results – 1 of 2

Performance Measure	Explanation
Key Measure: Sector Implementation of OPCON <i>Q1: 100%</i> <i>Q2: 100%</i> <i>Target: 100%</i>	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 <i>Q1: 50%</i> <i>Q2: 50%</i> <i>Target: 100%</i>	This milestone-based measure requires project completion by September 30, 2019. The 50% reported for Q1 is the outcome of work completed in FY18: briefings and training to all 9 southwest border sectors on the OPCON framework. The second 50% of this target will be achieved when all southwest border sectors have OPCON scores for each sector line station. Completion in each sector represents 1/9 of this target, since there are 9 Southwest border sectors. Significant work toward that end has been carried out in five sectors: San Diego, Laredo, Rio Grande Valley, Big Bend, and Tucson with 4 sectors remaining in Q3.
Situational Awareness: Timeliness to Assess <i>Q1: 89.7%</i> <i>Q2: 95.5%</i> <i>Target: 95%</i>	This measure helps assess performance in the situational awareness element of OPCON. In “GEOINT” areas -- locations with historically little illegal traffic and lower risk, the USBP has mechanisms in place to alert activity on the border. The target for this measure is to reach a detection site in a timely manner to assess the nature of detected activity at least 95% of the time. In Q2, all sectors with GEOINT designated areas reached detection sites 100% of the time, raising the FY-to-date response rate to 95.5%, exceeding the annual target.
Law Enforcement Resolution: Interdiction Effectiveness Rate (IER) <i>Q1: 84.4%</i> <i>Q2: 85.65%</i> <i>Target: 81%</i>	With administrative and maintenance support from the National Guard deployments of Operation Guardian Support, USBP steadily improved its IER over each quarter of FY18, for a final result of 79.69%. The upward trend in IER extended into FY19 Q1 84.44%, and at the conclusion of FY19 Q2, USBP’s IER reached 85.65%. With demands created by migrant caravans and the resulting influx at the border, selected Northern and Coastal Border agents began temporary details to Southern Border sectors. National Guard troops continue their deployments that bolster aerial- and ground-surveillance capabilities, as well as operational and infrastructure support.

Explanation of Results – 2 of 2

Performance Measure	Explanation
Law Enforcement Resolution: Agent Training Readiness <i>Q1: 94.9%</i> <i>Q2: 93.6%</i> <i>Target: 94%</i>	Training readiness has decreased from 94.9% for Q1 to 93.6% for Q2, thus slightly missing the annual target of 94.0%. The increased number of agents trained in the 6 month Border Patrol Academy has caused the decrease of Post-Academy trained agents, as it takes 12 additional months to be considered trained in this training block. While almost all training blocks saw a minor reduction in readiness rate, Quarterly Firearms Qualification saw the most significant reduction from 96.2% in Q1 to 92.4% in Q2.
Impedance and Denial: Additional Border Miles <i>Q1: 0 miles</i> <i>Q2: 0 miles</i> <i>Target: 14 miles</i>	New wall projects funded in FY18 will begin construction in Q3 of FY19, which ends on September 30, 2019. CBP awarded contracts by December 31, 2018 for the new projects, and activities related to design and real-estate acquisition continue. Efforts now underway will deliver 14 miles of new pedestrian wall by the end of this Fiscal Year.
Impedance and Denial: Replacement Pedestrian Wall Miles <i>Q1: 10.8 miles</i> <i>Q2: 15 miles</i> <i>Target: 40 miles</i>	This measure focuses on achievements made by USBP to replace outdated and worn or damaged areas of pedestrian wall along the southwest border, using funding from FY17 and FY18. Of the 40 miles of replacement pedestrian wall targeted for completion by the end of FY19, CBP has completed 15 miles as of the end of Q2 (San Diego–11 miles; El Paso–4 miles). CBP has awarded contracts for remaining replacement projects in Arizona and California, and USBP remains on track to reach the target of 40 total miles of replacement pedestrian wall by the end of September 2019.

Summary of Progress

Progress Update

- Travelled to Laredo sector in February 2019 to complete efforts begun during the pilot in Laredo South and Laredo North stations in August 2018. Completed data gathering needed for those two stations, in addition to visiting the sector's other two line stations—Laredo West and Zapata—to continue implementing the sector's OPCON framework, including map analysis and the Intelligence Capability Measure.
- Travelled to Tucson in March 2019 to continue implementing the sector's OPCON framework, including map analysis and the Intelligence Capability Measure.
- Communication efforts in Laredo and El Paso sectors in February 2019: OPCON team members met directly with sector leadership to brief the critical link between Sector Master CONOPs and the improvement of OPCON baseline scores.

Next Steps

- Release of USBP Strategy in third quarter of FY19, following release of CBP Strategy. These documents will provide information to our organization and our stakeholders on the strategy for improving Operational Control of our physical land borders.
- Travel to Yuma, El Centro, San Diego, and El Paso sectors during April - June 2019 to validate/perform aspects of the OPCON framework including map analysis and the Intelligence Capability Measure.
- Finalize Q2 reporting for FY19 Sector CONOPs by May 31. Most sectors falling short of stated goals due to resource constraints from detailing and processing requirements from credible-fear/asylum claims.
- Brief USBP leadership on OPCON implementation status.
- Complete baseline OPCON scores for four Southwest Border sectors by June 30.

Key Milestones – 1 of 3

Key Milestone	Milestone Due Date	Milestone Status	Comments
Briefing to Brown Field Station leadership on preliminary results, documentation of station feedback	Q1, FY19	Completed on November 7, 2018	OPCON team briefed Brown Field station leadership on preliminary OPCON station score results, and leadership there believes the station score was a good indication of their current state.
OPCON framework development in Rio Grande Valley (RGV) Sector	Q1, FY19	Completed on October 26, 2018	OPCON team visited RGV sector to develop the framework for line stations in RGV, accounting for unique conditions and threats at each station. The team will be finished with OPCON scores for the RGV line stations by Q3 and are compiling the last data pieces now.
OPCON framework development in Big Bend (BBT) Sector	Q1, FY19	Completed on November 30, 2018	OPCON team visited BBT sector to develop the framework for line stations in BBT, accounting for unique conditions and threats at each station. The team will be finished with OPCON scores for the BBT line stations by Q3 and are compiling the last data pieces now.
OPCON pilot briefing for USBP leadership	Q1, FY19	Completed on November 8, 2018	USBP leadership endorses the framework construct and wants to ensure it is as robust to scrutiny as possible by going through a verification and validation (V&V) process.
OPCON pilot briefing for CBP leadership	Q1, FY19	Completed on December 6, 2018	CBP leadership was briefed on the OPCON pilot and acknowledges the framework's potential for showing the organic impact of current USBP resources and actions on operational control of the land border between ports of entry.
Finalize the Q1 assessment of FY19 Sector Master CONOPs	Q2, FY19	Completed on February 22, 2019	Headquarters will evaluate the CONOP reporting quarterly, to gain awareness of sector actions toward improving OPCON and informing best practices.

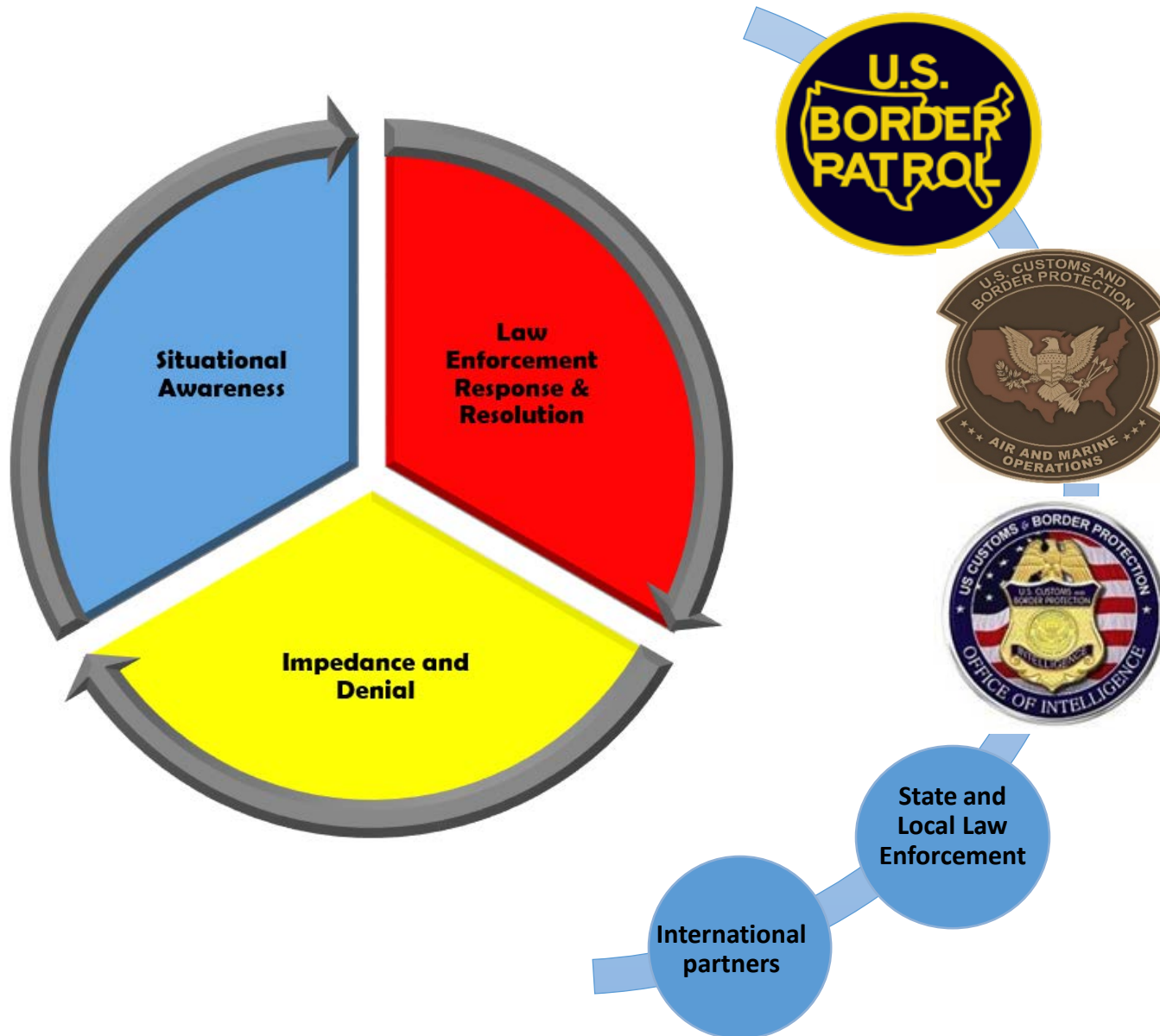
Key Milestones – 2 of 3

Key Milestone	Milestone Due Date	Milestone Status	Comments
Complete visits to two additional southwest border sectors to develop OPCON framework	Q2, FY19	Completed on March 29, 2019	OPCON team visited Laredo and Tucson sectors to develop the framework for line stations in each sector, accounting for unique conditions and threats at each station.
Finalize the Q2 assessment of FY19 Sector Master CONOPs	Q3, FY19	On Track	Headquarters will evaluate CONOP reporting quarterly, to gain awareness of sector actions toward improving OPCON and informing best practices.
Complete OPCON scoring for 4 of 9 sectors	Q3, FY19	On Track	Populate measure data in the framework so OPCON scores can be computed
Complete visits to all remaining southwest border sectors to develop OPCON framework	Q4, FY19	Scheduled	OPCON team will visit remaining sectors to develop the framework for line stations there, accounting for unique conditions and threats at each station.
Finalize the Q3 assessment of FY19 Sector Master CONOPs	Q4, FY19	Scheduled	Headquarters will evaluate CONOP reporting quarterly, to gain awareness of sector actions toward improving OPCON and informing best practices.
Sector completion of FY20 Sector Master CONOPs	Q4, FY19	Scheduled	Southwest border sectors will develop Sector Concepts of Operations based on their unique terrain, threats, flow, and resources to indicate/record steps taken for each of the three elements of the OPCON framework (Situational Awareness, Impedance and Denial, and Law Enforcement Resolution) to achieve OPCON.

Key Milestones – 3 of 3

Key Milestone	Milestone Due Date	Milestone Status	Comments
Evaluate and approve FY 2020 Sector Master CONOPs	Q4, FY19	Scheduled	Headquarters review of Sector Master CONOPs to ensure that the CONOPs will focus operations on improving the three elements of OPCON, and will use measures found in the OPCON framework to gauge success.
Complete OPCON scoring for remaining five sectors	Q4, FY19	Scheduled	Populate measure data in the framework so OPCON scores can be computed
Begin reporting on southwest border sectors that have implemented the OPCON framework	Q4, FY19	Scheduled	Initial scores for sector line stations will be used as baseline scores going forward, and stations will plan their CONOPs to improve baseline scores in each of the three OPCON elements.

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

