



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

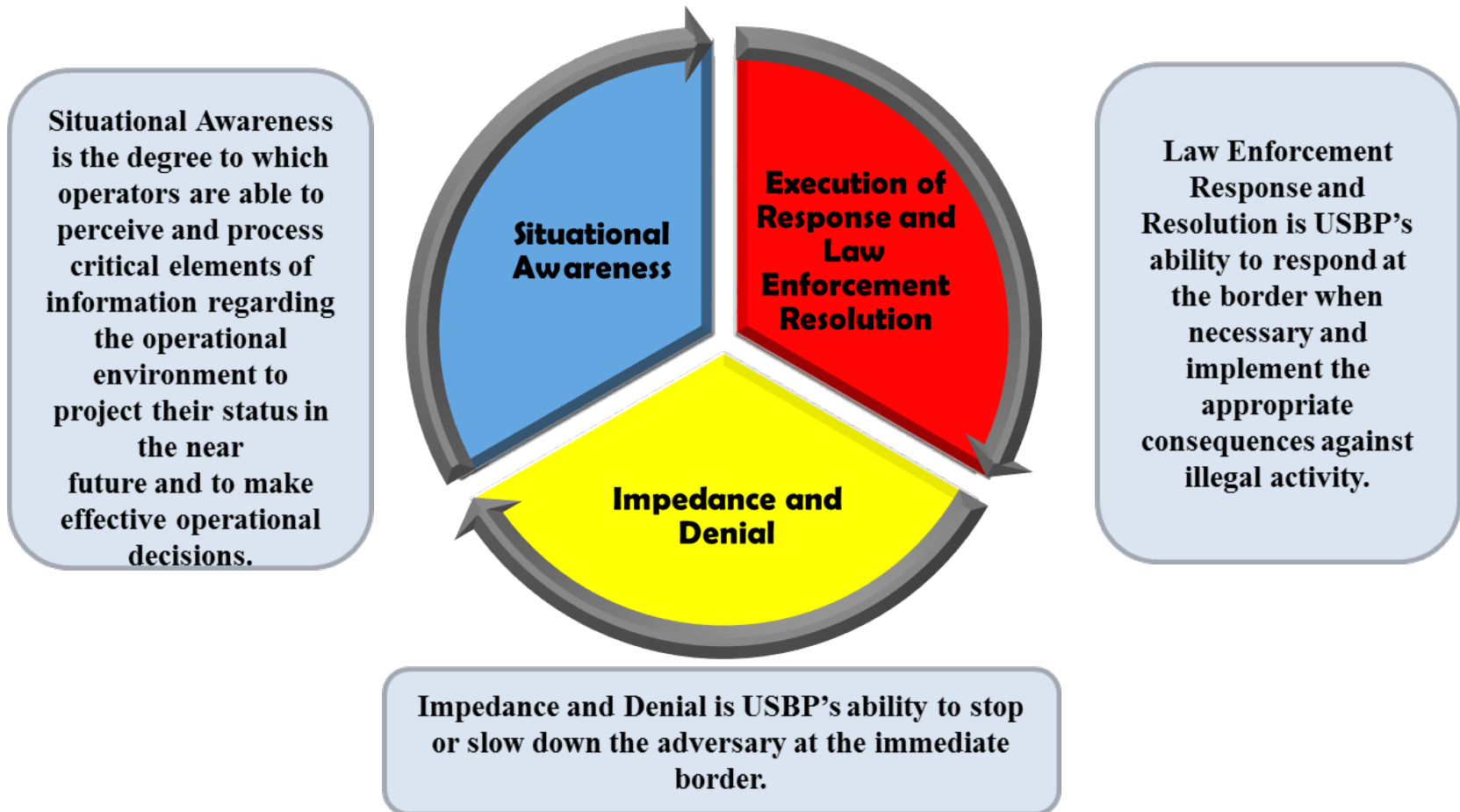
- United States Border Patrol (USBP) works in a dynamic environment with multiple and varied threats that are constantly changing and evolving
- Southern border environment consists of 1,993 miles of varied terrain including deserts, rugged mountainous areas, forests and coastal areas
- Partnerships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

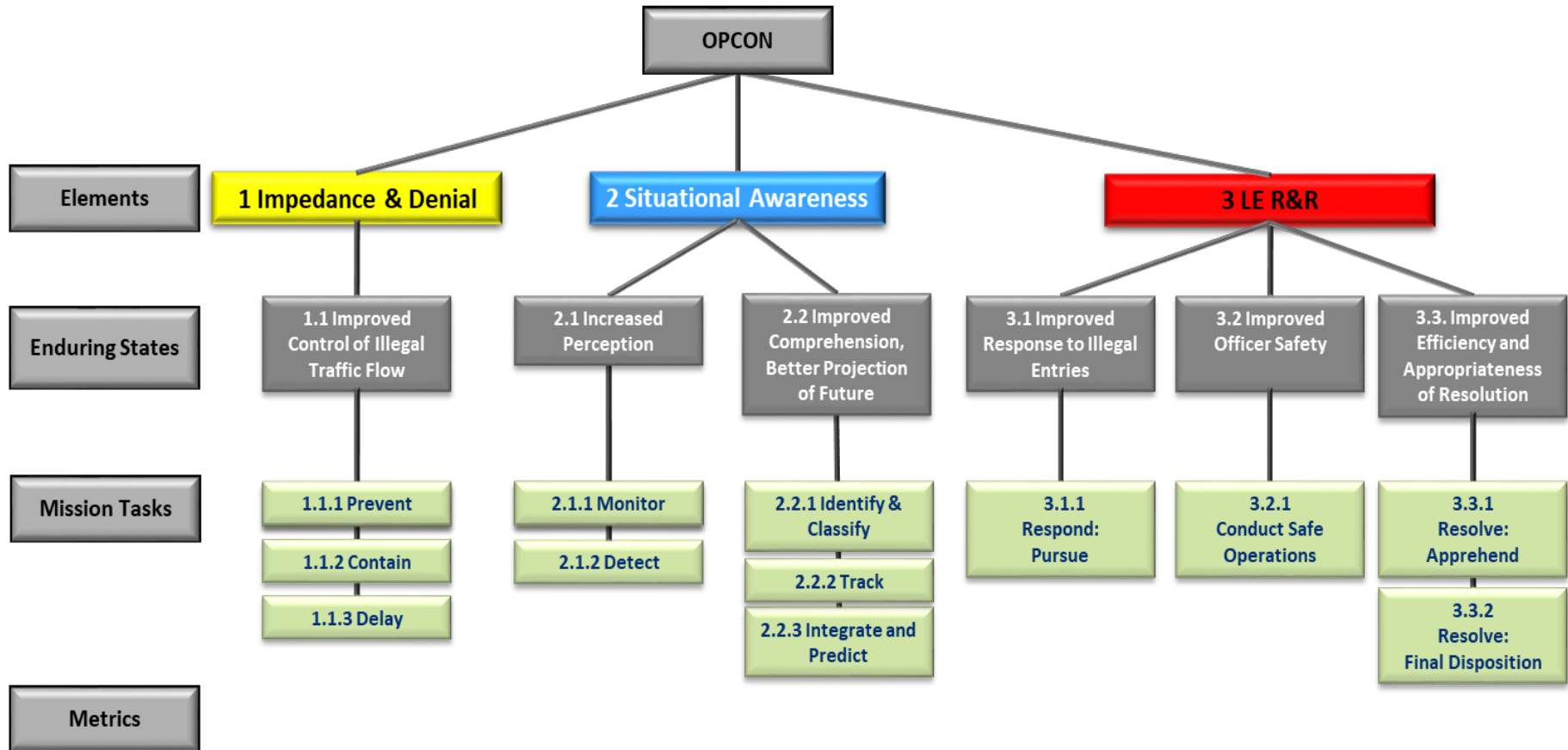
- The planning process for FY20 begins during FY19, with sector completion and Headquarters approval of FY20 CONOPs by the end of FY19 Q4.
- Southwest border sectors will develop Sector CONOPs based on their unique terrain, threats, flow, and resources to document steps to improve each of the three elements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

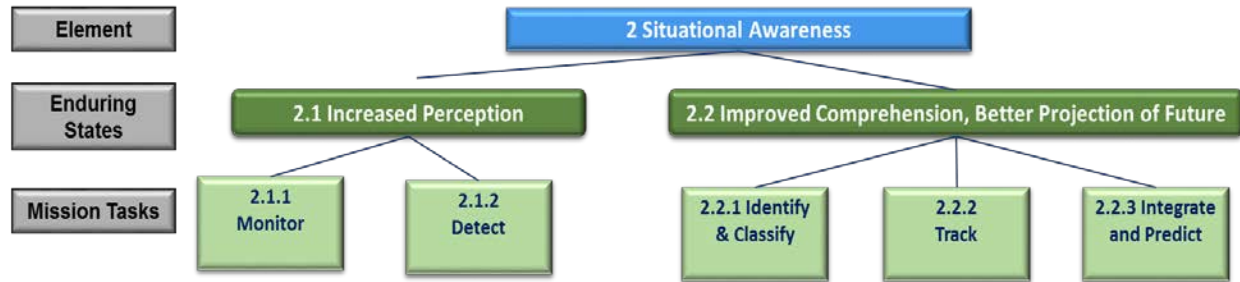
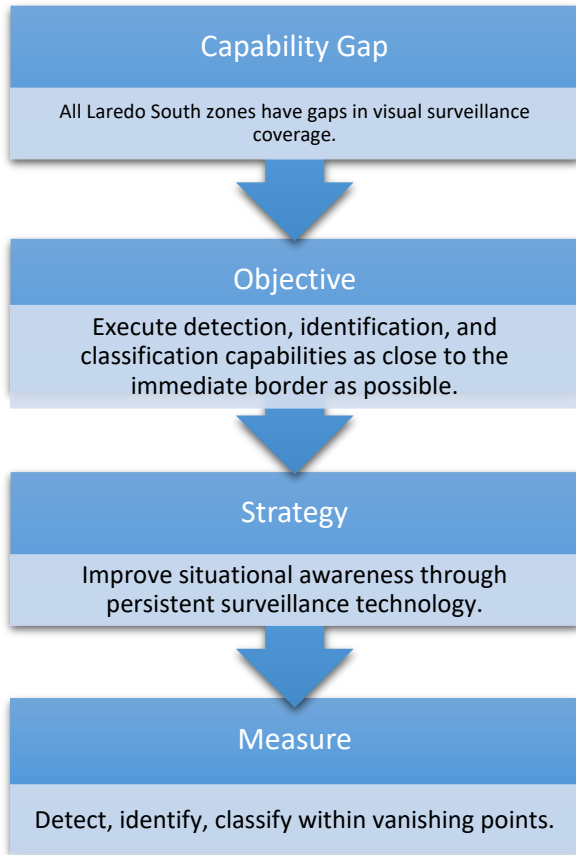


OPCON is composed of three Elements. Each element is broken down into Enduring States that explain the outcomes to be achieved. Mission Tasks fall under Enduring States, and describe the functions, activities, or actions needed to accomplish the Enduring State. Mission tasks are each evaluated with a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



Metrics

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.

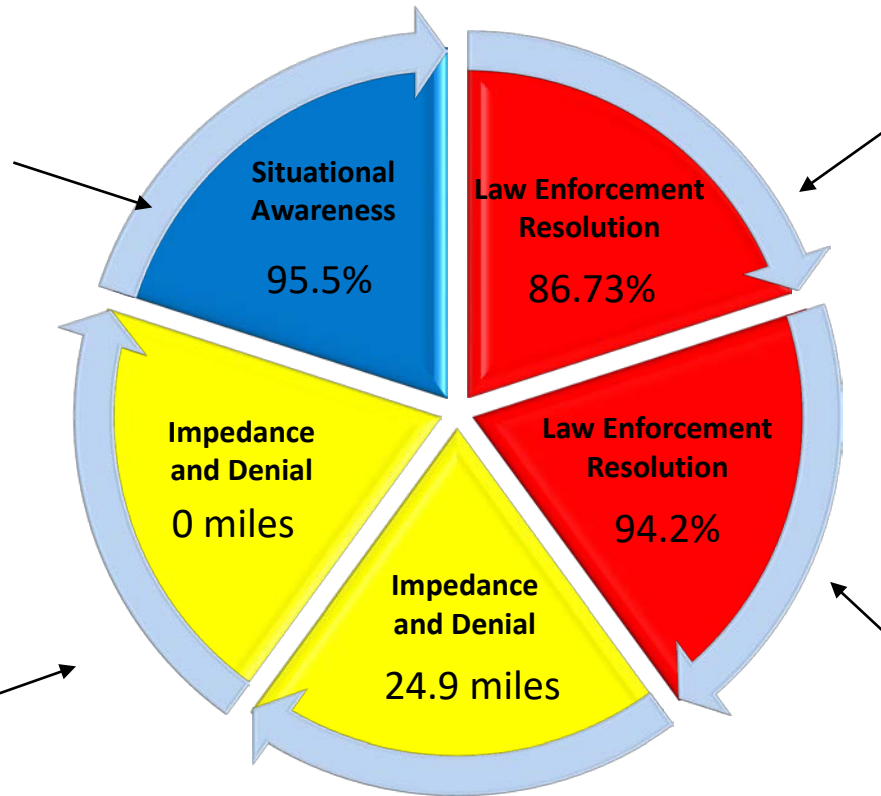
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Key Indicators

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: 56%)

% 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 95.5%)



Rate of interdiction effectiveness along the southwest border between ports of entry (Target 81%, Result 86.73%)

% of U.S. Border Patrol agent workforce who are trained and certified to perform enforcement actions (Target 94%, Result 94.2%)

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

Number of miles of pedestrian wall replaced (Target 40 miles, Result 24.9 miles)

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Explanation of Results (1 of 3)

Performance Measure	Explanation
Key Measure Sector Implementation of OPCON: Q1: 100% Q2: 100% Q3: 100% Target: 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: Q1: 50% Q2: 50% Q3: 56% Target: 100%	<p>This milestone-based measure requires project completion by September 30, 2019. The 50% reported for Q1-Q2 represents work completed in FY18: briefings and training to all 9 southwest border sectors on the OPCON framework.</p> <p>In Q3 the baseline OPCON scores for all line stations in Laredo sector were completed, bumping the percent of the milestones completed up to 56%. By the end of Q4, when the remaining southwest border sectors have OPCON scores completed for each sector line station, we will reach the 100% target. Significant work toward that end has been carried out in the eight remaining sectors: San Diego, El Centro, Yuma, Tucson, El Paso, Big Bend, Del Rio, and Rio Grande Valley.</p>
Situational Awareness Timeliness to Assess: Q1: 89.7% Q2: 95.5% Q3: 95.5% Target: 95%	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 Q3, all sectors with GEOINT designated areas, except for two, reached detection sites 100% of the time, sustaining the FY-to-date response rate to 95.5%, exceeding the annual target.

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Explanation of Results (2 of 3)

Performance Measure	Explanation
Law Enforcement Resolution Interdiction Effectiveness Rate (IER): Q1: 84.4% Q2: 85.65% Q3: 86.73% Target: 81%	The USBP's rate of interdiction effectiveness continued its steady increase in FY19, ending Q3 at 86.73% after posting Q1 at 84.44% and Q2 at 85.65%. The highly publicized caravan activity results in unprecedented numbers of large groups (mostly family units and unaccompanied children from El Salvador, Guatemala, and Honduras claiming credible fear of a return home) entering illegally between ports of entry on the Southwest Border, and then frequently surrendering to agents on patrol. This demographic shift increases the USBP's overall ability to succeed in bringing a high percentage of people into custody and thus increases the IER; however, it also introduces additional humanitarian activities for Border Patrol agents, reducing time and resources available for traditional law enforcement activities. Managing the basic needs of those surrendering overburdens facilities and saturates agents' workload with tasks not related directly to enhancing operational control of the Southwest Border.
Law Enforcement Resolution Agent Training Readiness: Q1: 94.9% Q2: 93.6% Q3: 94.2% Target: 94%	Training readiness rebounded from 93.69% for Q2 to 94.2% for Q3. Recent increases in the number of trainees attending the Border Academy affects the Training Readiness rate greatly because it takes about 18 months for a new agent to be considered fully trained (six months at the Academy, then 12 months in Post-Academy training at their duty station). While many training categories have experienced a minor reduction in percentage as a result of demands on manpower caused by the humanitarian crisis on the southern border, the Quarterly Firearms Qualifications and Use of Force training that dipped in Q2 has recovered as field leadership concentrated efforts to ensure timely sessions.
Impedance and Denial Additional Border Miles: Q1: 0 miles Q2: 0 miles Q3: 0 miles Target: 14 miles	CBP may be delayed in reaching the target by the end of FY19. CBP awarded contracts by December 31, 2018 for the new wall projects, and activities related to design and real-estate acquisition continue. Early construction activities have commenced, however panel and levee construction is not estimated to start until September 2019, assuming real estate is cleared. (NOTE: based on the FY19 appropriation language, approximately one mile has been removed due to prohibited areas bringing the total target to 13.)

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Explanation of Results (3 of 3)

Performance Measure	Explanation
Impedance and Denial Replacement Pedestrian Wall Miles: Q1: 11 miles Q2: 15 miles Q3: 24.9 miles Target: 40 miles	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 that are targeted for completion by the end of FY19, CBP has completed approximately 25 miles by the end of Q3 (San Diego Primary~11 miles; El Paso~4 miles; San Diego Secondary- ~5 miles; Yuma Primary~4.5 miles; San Diego (Tecate) Primary~0.1 miles). USBP continues to increase the number of projects under construction every quarter and anticipates getting close to the target of 40 total miles of replacement pedestrian wall by the end of September 2019.

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Summary of Progress

Progress Update

- Travelled 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
- Finalized analysis of FY19, Q2 Sector CONOPs reporting - most sectors are falling short of stated goals due to resource constraints associated with the influx of family units and unaccompanied children
- Completed baseline OPCON scores for all Laredo Sector line stations but challenges were faced in baselining three additional sectors (manual data pulls, need to develop mapping tools) which are resolved and all baseline OPCON scores for the Southwest Border will be complete by September 30, 2019

Next Steps

- Release of USBP Strategy in fourth quarter of FY19 following April release of CBP Strategy
- Travel to Del Rio Sector in July 2019 to validate/perform aspects of the OPCON framework including map analysis and the Intelligence Capability Measure
- Complete baseline OPCON scores for all nine Southwest Border sectors by September 30
- Developing the FY20-21 OPCON APG plan, which will continue to build on the narrative of the FY18-19 OPCON APG
 - The focus in FY18-19 was to introduce and socialize OPCON; build the OPCON framework; and produce baseline OPCON scores for all Southwest Border sectors.
 - The focus in FY20-21 will be to highlight maturity and use of the OPCON framework in all Southwest Border sectors through sector Concepts of Operations that link to measures in the framework. Another companion focus will be fully integrating the OPCON framework to all eight Northern Border Sectors.

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Key Milestones (1 of 2)

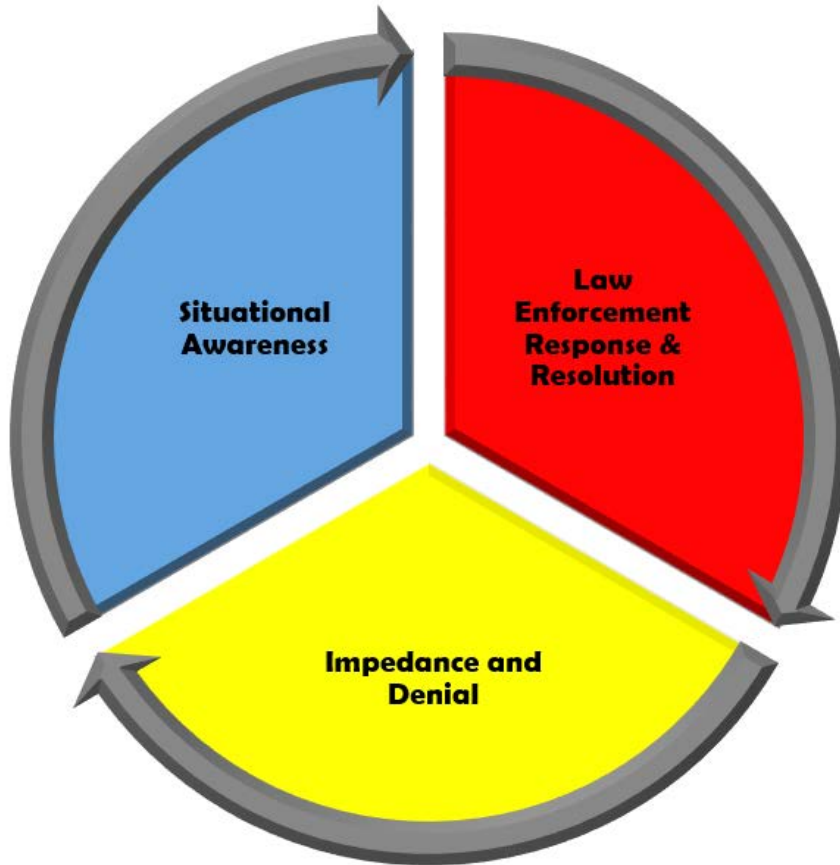
Key Milestone	Milestone Due Date	Milestone Status	Comments
Finalize the Q2 assessment of FY19 Sector Master CONOPs	Q3, FY19	Met	Headquarters will evaluate CONOP reporting quarterly, to gain awareness of sector actions toward improving OPCON and informing best practices.
Complete OPCON scoring for 4 of 9 sectors	Q3, FY19	Missed	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	On Track	OPCON team will work with 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.

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Key Milestones (2 of 2)

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 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

