Enhance Border Security

Goal Leader:

Rodney Scott, Chief, U.S. Border Patrol

Overview

Goal Statement
- Improve security along the U.S. borders between ports of entry with emphasis on the southwest border. By September 30, 2021, 90% of Southwest Border sector strategies associated with the Operational Control framework will have been completed.
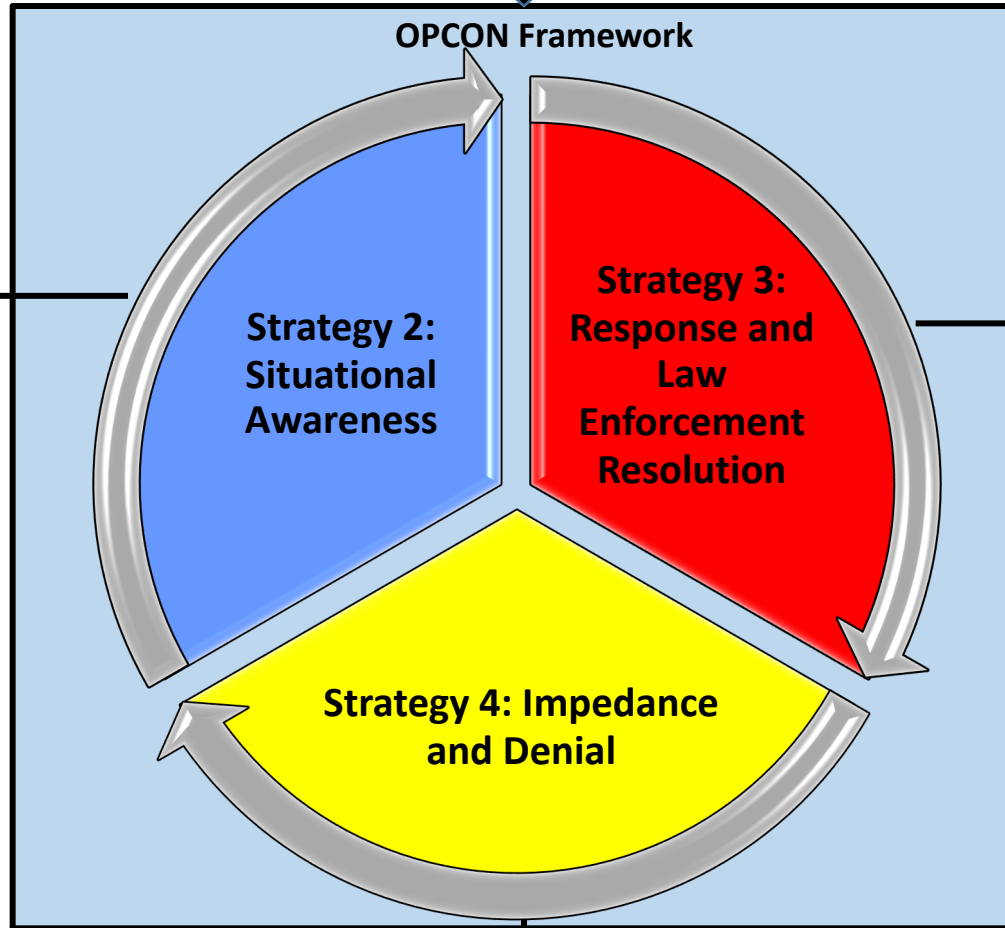
Challenges
- Implementing a new framework across the many Southwest Border sectors and stations while faced with dynamic and unpredictable flow of illegal immigration
- Near-term demands caused by changes in the level and type of people illegally crossing the border compete with the focus needed to implement the OPCON framework
- Ongoing challenges with recruiting and retaining Border Patrol agents
- Advancing operational effectiveness using measures and data to inform planning activities and evaluate their impact

Opportunities
- Ensure a consistent approach to developing and gauging sector strategy effectiveness on both the Southern and Northern borders
- Apply lessons learned from OPCON implementation along the Southern Border so as to expand and customize it to the Northern Border
- Provide a framework and data to enable the Border Patrol to better articulate operational success and concurrently demonstrate quantifiable improvement
- Enhance communication with stakeholders to heighten public awareness of the Border Patrol's efforts to improve security between ports of entry

Goal Strategies

Strategy 1: Implement the OPCON framework to the field

OPCON Framework

Strategy 2: Situational Awareness

Strategy 3: Response and Law Enforcement Resolution

Strategy 4: Impedance and Denial

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.
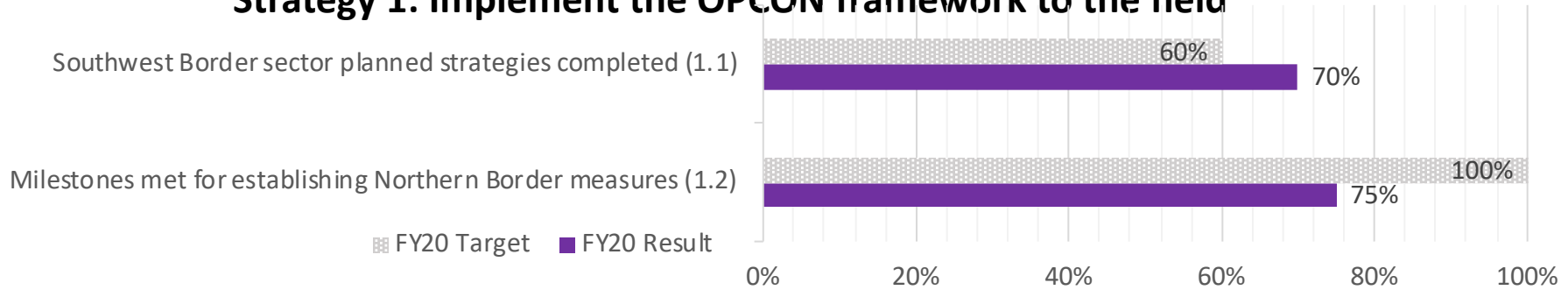
Border Patrol's ability to respond at the border when necessary and implement the appropriate consequences against illegal activity.

Border Patrol's ability to stop or slow down the adversary at the immediate border.
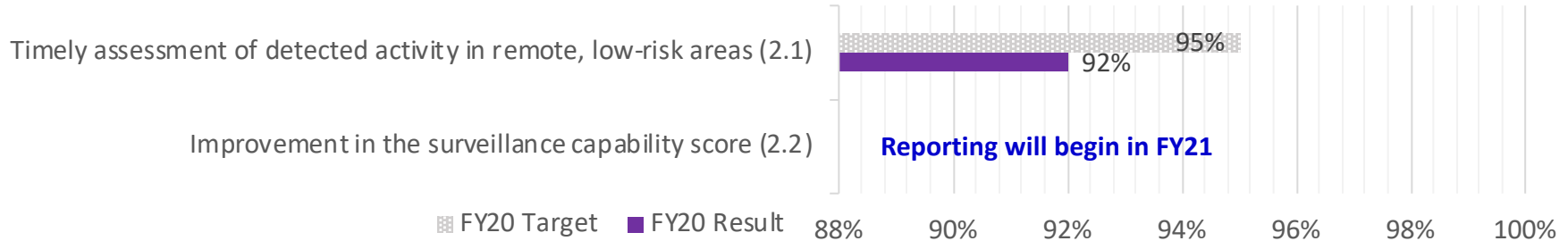
Supporting Implementation Activities

Activity 1 Communication and Socialization	Activity 2 Update Southwest Border Sector CONOPS	Activity 3 Process Improvements and Integration	Activity 4 Northern Border OPCON Measure Development
• Socialize the FY20 U.S. Border Patrol Strategy to employees, ensuring a clear understanding of all goals, including Goal 1, "Pursue OPCON" • Provide meaningful engagement with Border Patrol leaders and staff on progress in creating the OPCON framework, and how organization-wide alignment to the framework will allow Border Patrol to achieve its strategy • Engage stakeholders and partners to socialize the FY20 Border Patrol Strategy and the OPCON framework	• Coordinate with Border Patrol sectors to ensure alignment of their yearly Master Concepts of Operation (CONOPs) to the OPCON framework and its measures • Analyze execution and outcomes of sector Master CONOPs on a quarterly basis and ensure that this analysis informs efforts toward achieving operational control and managing the OPCON framework	• Refining the OPCON framework through sensitivity analysis of the current structure • Determine feasibility of alternatives to the OPCON process model • Integrate the OPCON framework with other Border Patrol processes	• Identify measures for the OPCON framework specific to the Northern Border • Test and Evaluate Northern Border measures for viability

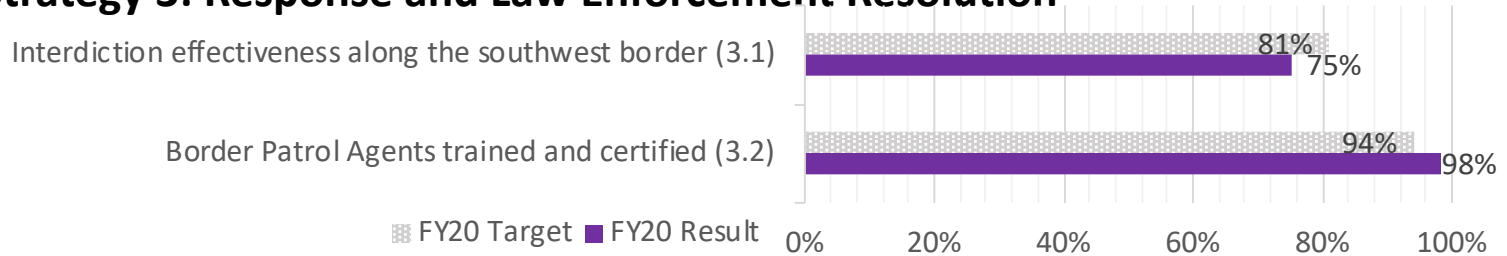## Strategy 1: Implement the OPCON framework to the field

Southwest Border sector planned strategies completed (1.1)
— 60%
— 70%

Milestones met for establishing Northern Border measures (1.2)
— 100%
— 75%

▨ FY20 Target ▮ FY20 Result

0% 20% 40% 60% 80% 100%

#	Measure	Explanation
1.1	**Key Measure:** Percent of Southwest Border sector planned strategies associated with the Operational Control framework that are completed	Completion of the proposed strategies drastically increased during the second quarter due to deployment of technologies, completion of sections of border wall system, and execution of interagency and bi-national operations. Some strategies remain off-track due to program delays in fielding or construction, and unanticipated personnel shortfalls that have pushed timelines or eliminated the possibility of completion. Based on this trend, Border Patrol is on schedule to meet FY21 planned Operational Control Framework actions associated with strategic outcomes identified in the Border Patrol's 2020 National Strategy.
1.2	Percent of milestones met for establishing Northern Border measures that will integrate the Operational Control framework on both borders	Two of the four milestones are complete -- *Determine if measurable data sets are available for the northern border* and *Analyze input on measures identified from the Northern Border Conference in Blaine with representatives from four Northern Border Sectors*. Progress was made towards the milestones *Test and Evaluate potential measures at Blaine Sector* and *Test measure results to determine feasibility for Northern Border framework*, but they are not scheduled to be completed until Q4. Priority shifting to expend time and effort on COVID-19 response planning may delay this progress.

Note: Measure descriptions are located in the Appendix.

Strategy 2: Situational Awareness

Timely assessment of detected activity in remote, low-risk areas (2.1)   95%   92%

Improvement in the surveillance capability score (2.2)   **Reporting will begin in FY21**

▓ FY20 Target   ■ FY20 Result   88%   90%   92%   94%   96%   98%   100%

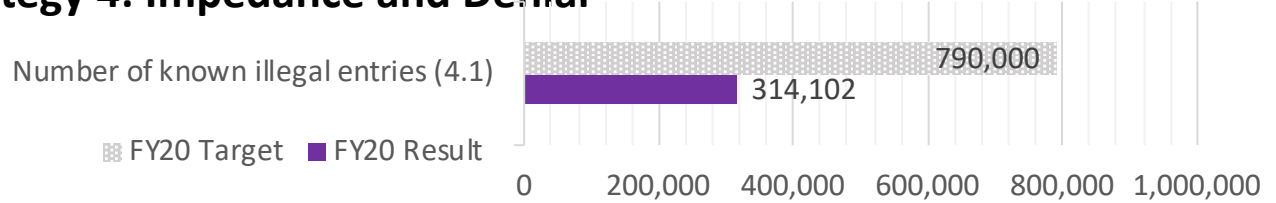| #	Measure	Explanation
2.1	Percent of time the U.S. Border Patrol reaches a detection site in a timely manner to assess the nature of detected activity in remote, low-risk areas of the Southwest and Northern Borders	The Q2 result of 92% improves upon the Q1 result of 90%, but together, the results indicate that the U.S. Border Patrol will likely not meet the FY20 target of 95%. Indications of cross-border activity in remote, low volume locations are starting to reflect a downward trend similar to known illegal entries in high density, high traffic areas of the southern and northern borders. Border Patrol recorded 112 indications of cross border activity versus 128 at the same point in FY19—a decrease of 16 indications or 7.8%. Border Patrol leadership continues to review its processes in order to improve the response to and reporting of possible illicit activity in remote, low-risk areas while concurrently directing changes to existing processes to support the 24-hour response standard.
2.2	Percent improvement in the surveillance capability score on the Southwest Border	**Reporting will begin in FY21**

Note: Measure descriptions are located in the Appendix.

Strategy 3: Response and Law Enforcement Resolution

Interdiction effectiveness along the southwest border (3.1): 81% (FY20 Target), 75% (FY20 Result)

Border Patrol Agents trained and certified (3.2): 94% (FY20 Target), 98% (FY20 Result)

Legend: FY20 Target, FY20 Result. Axis: 0%, 20%, 40%, 60%, 80%, 100%

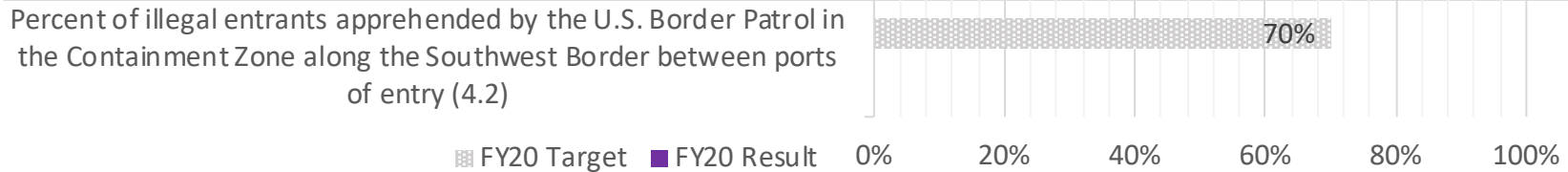| #	Measure	Explanation
3.1	Rate of interdiction effectiveness along the southwest border between ports of entry	The decline to 75% in Q2 from 75.8% in Q1 coincides with a decrease in known entries of 16,128 and reflects a downward trend since FY19. Border Patrol's documentation of entries is gaining refinement through its Tracking, Sign-Cutting, and Modeling (TSM) module, requiring all entries to be documented through disposition. TSM increases situational awareness and manifests as more got-aways (those who evade apprehension without returning to Mexico), which are excluded from the interdiction effectiveness rate. Also, per USC Title 42, Operation Capio began in March in response to the COVID-19 pandemic and requires Border Patrol to immediately return the people encountered crossing the border illegally to Mexico. The 6,036 returned under Title 42 between March 21-31 are not documented as apprehensions, so they require response but are not included in the effectiveness rate. An apprehension is someone who enters the United States illegally who is taken into custody and receives a consequence. Title 42 encounters are subject to immediate expulsion. Adding those encounters to apprehensions would have increased Q2's rate to 75.5% after just 11 days.
3.2	Percent of U.S. Border Patrol agents who are trained and certified to perform enforcement actions	Border Patrol increased its Training Readiness rate in Q2 to 98.2% from 95% in Q1. During FY19 and early in FY20, lingering personnel demands from meeting the humanitarian needs related to mass-migration events along the Southwest border impeded the ability to complete some training functions, including Use of Force-related areas. Management's focus on completion of these sessions and re-certifications, as well as improved documentation of those efforts, contributed to the increase. The training rate for first-line supervisory agents is improving and will be a focus during FY20.

Note: Measure descriptions are located in the Appendix.

Strategy 4: Impedance and Denial

Number of known illegal entries (4.1)

790,000

314,102

▨ FY20 Target   ■ FY20 Result

0   200,000   400,000   600,000   800,000   1,000,000

#	Measure	Explanation
4.1	Number of known illegal entries between the ports of entry on the Southwest Border	Known illegal entrants has increased to 314,102 for Q2. Rio Grande Valley (RGV) Sector continues to have the highest number of known illegal entries for apprehensions, got-aways, and turnbacks. RGV presents the most opportunities for successful illicit crossings because of heavy vegetation along the river, communities being in close proximity to the border, and multiple routes of egress via highways, also close to crossing points. Big Bend Sector typically records the least number of apprehensions and turnbacks due to its highly rural nature, as well as impassible terrain, that limits the options to travelling to the U.S. interior. Yuma Sector's low number of got-aways can be attributed to construction of physical barriers that limit easily accessible crossing points and the extreme desert terrain that present more danger to those considering crossing illegally.

Percent of illegal entrants apprehended by the U.S. Border Patrol in the Containment Zone along the Southwest Border between ports of entry (4.2)

70%

▨ FY20 Target   ■ FY20 Result   0%   20%   40%   60%   80%   100%

#	Measure	Explanation
4.2	Percent of illegal entrants apprehended by the U.S. Border Patrol in the Containment Zone along the Southwest Border between ports of entry	**Annual measure—result reported at the end of FY20**

Note: Measure descriptions are located in the Appendix.

Activities	Progress Update
1. Communication and Socialization	Border Patrol completed initial Southwest Border OPCON communication and socialization to Field Chiefs and Headquarters leadership in Q1 via briefings, muster information dissemination, engagement of all parties in discussions regarding OPCON score reports, and other strategic communication outreach efforts (muster information dissemination, information display systems at field locations, etc.). Communication continues through the rest of FY20 as OPCON products are utilized to further support other ongoing projects throughout the Border Patrol theater. Further, communications with field assets continue to ensure updated calibrations for future OPCON calculations and utility.
2. Update Southwest Border Sector CONOPS	Border Patrol HQ received and compiled all Q1 CONOPs updates, and during Q2 the Chief of Border Patrol has approved the proposed path forward for CONOPs update reporting for internal briefings and discussion with Border Patrol HQ Command Staff.
3. Process Improvements and Integration	Sensitivity analysis of the Southwest Border framework is still ongoing. Sensitivity analysis is a lengthy process using mock data to test each of the 18 measures' sensitivity to minor and major changes comprehensively, as well as to test the interaction each measure has on other measures, their respective elements, and the framework as whole.
4. Northern Border OPCON Measure Development	The program has generated an initial list of potential measures, but has not yet completed review and evaluation to determine their feasibility as measures across all Northern Border sectors. We have found that often what shows value in achieving OPCON differs from station to station across all Northern Border Sectors. Therefore, we need to test all potential measures to ensure they can feasibly apply across all NB Sectors instead of only applying to select areas. Progress towards Northern Border OPCON framework may be delayed due to priorities being redirected to planning COVID-19 response efforts.

Activity 1: Communication and Socialization

#	Key Milestone	Due Date	Status	Comments
M.1.1	Familiarize Sector Chiefs on OPCON/ CONOPS	FY20, Q1	Complete	Sector chiefs have received briefings on OPCON and the associated CONoPs.
M.1.2	Periodic mustergrams to the field	FY20, Q1	Complete	Mustergrams and Information Display System (IDS) communications have been disseminated to the field, with intentions of continuing the messaging and further familiarizing Border Patrol personnel with OPCON and CONOPS.
M.1.3	Inclusion of Strategy Objectives and associated initiatives in Border Patrol Senior Executive Service Performance Plans	FY20, Q2	Complete	All Border Patrol SES Performance plans included strategic alignment from the 2017 National Strategy to the Border Patrol Strategy down to the objective level.
M.1.4	Integrate Strategy progress reports into Chief's Leadership Conference's, including Sector CONOPs and HQ initiatives	FY20, Q3	Scheduled	

Milestone Status

Unscheduled-specific activities to meet the milestones have not been determined
Scheduled-specific activities to meet the milestone have been determined
On Track-Specific activities to meet the milestone have started

Complete-Milestone has been accomplished by due date
Missed-Milestone was not accomplished by due date

Key Milestones

Activity 2: Update Southwest Border Sector CONOPS

#	Key Milestone	Due Date	Status	Comments
M.2.1	Approve FY20 SW Border Sector CONOPs that activities map to specific OPCON measures and compile a list of planned activities for tracking	FY20, Q1	Complete	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.
M.2.2	Receive updates for Q1 CONOPs progress, compile and report	FY20, Q2	Complete	Q1 CONOPs progress was collected on time and included in the APG briefing to AS2. Border Patrol transitioned leadership in Q2, and Chief Scott was briefed on the OPCON Strategic approach, including the CONOPs and it was determined that in order to get more buy-in from the field on the methodology that all Chief Patrol Agents (CPAs) would brief their quarterly updates at the Chief's Leadership Conference. The Q2 conference was cancelled due to the COVID-19 response operations. Overall, the CONOPs updates were specific enough to determine where the Sectors stood and where the CONOPs were lacking in specificity.
M.2.3	Receive updates for Q2 CONOPs progress, compile and report	FY20, Q3	On Track	

Milestone Status

Unscheduled-specific activities to meet the milestones have not been determined
Scheduled-specific activities to meet the milestone have been determined
On Track-Specific activities to meet the milestone have started

Complete-Milestone has been accomplished by due date
Missed-Milestone was not accomplished by due date

Activity 2: Update SW Border Sector CONOPS (cont.)

#	Key Milestone	Due Date	Status	Comments
M.2.4	Issue FY21 planning guidance for Sector CONOPs	FY20, Q3	On Track	
M.2.5	Receive updates for Q3/4 CONOPs progress, complete final report	FY20, Q4	Scheduled	
M.2.6	Receive and approve FY21 CONOP submissions, determine viability of setting OPCON targets	FY20, Q4	Scheduled	

Milestone Status

Unscheduled-specific activities to meet the milestones have not been determined
Scheduled-specific activities to meet the milestone have been determined
On Track-Specific activities to meet the milestone have started

Complete-Milestone has been accomplished by due date
Missed-Milestone was not accomplished by due date

Activity 3: Process Improvements and Integration

#	Key Milestone	Due Date	Status	Comments
M.3.1	Rerun data from the southern border line stations to produce OPCON scores for FY19	FY20, Q2	Missed	Efforts to incorporate "Surrender at Entry" data in the OPCON Framework's modeled measures (Total Flow station operations modeling) led to unforeseen programming changes requiring additional time to validate results. To be completed Q3. Surrender at Entry is being included in the Total Flow calibrations (required for 2 of the 18 measures) to accurately model station operations because the humanitarian crisis had such a significant impact on FY19 operational efforts.
M.3.2	Determine viability of a network model	FY20, Q4	Scheduled	
M.3.3	Post execution evaluation of linkages between Framework and CONOPs	FY20, Q4	Scheduled	
M.3.4	Integrate the OPCON framework with the Initial Requirements Documents	FY20, Q4	On Track	

Milestone Status

Unscheduled-specific activities to meet the milestones have not been determined
Scheduled-specific activities to meet the milestone have been determined
On Track-Specific activities to meet the milestone have started

Complete-Milestone has been accomplished by due date
Missed-Milestone was not accomplished by due date

Activity 4: Northern Border OPCON Measure Development

#	Key Milestone	Due Date	Status	Comments
M.4.1	Determine availability of measurable data sets for the northern border	FY20, Q2	Complete	The team has identified measurable data sets for the northern border.
M.4.2	Analyze input on measures identified from the Northern Border Conference in Blaine with representatives from four Northern Border Sectors	FY20, Q2	Complete	Analysis of the potential measures identified from the Northern Border Conference in Blaine indicates that Northern Border Sectors currently lack data or have insufficient data for most proposed measures. In addition to evaluating additional data sets to identify more potential measures, the OPCON Team is planning to expand upon existing modeling capabilities and possibly develop new ones (if the program can secure funding) to accurately simulate data that agents can realistically collect in the field and the program can use to develop Northern Border OPCON measures.
M.4.3	Test and Evaluate potential measures at Blaine Sector	FY20, Q4	Scheduled	Measures are still being identified and considered for viability.

Milestone Status

Unscheduled-specific activities to meet the milestones have not been determined
Scheduled-specific activities to meet the milestone have been determined
On Track-Specific activities to meet the milestone have started

Complete-Milestone has been accomplished by due date
Missed-Milestone was not accomplished by due date

Activity 4: Northern Border OPCON Measure Development (cont.)

#	Key Milestone	Due Date	Status	Comments
M.4.4	Test measure results to determine feasibility for Northern Border framework	FY20, Q4	Scheduled	An initial list of measures has been identified as feasible for the Northern Border, pending testing. Further measures still need to be identified. The OPCON Team is not limiting itself to using only those measures identified in the initial NB Conference. Other potential measures are consistently discussed and evaluated for feasibility of use in Northern Border OPCON implementation.

Milestone Status

Unscheduled-specific activities to meet the milestones have not been determined
Scheduled-specific activities to meet the milestone have been determined
On Track-Specific activities to meet the milestone have started

Complete-Milestone has been accomplished by due date
Missed-Milestone was not accomplished by due date

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Contributing Programs & Stakeholders

Contributing Programs

- US Border Patrol, DHS/CBP
- Office of Intelligence, DHS/CBP
- Air and Marine Operations, DHS/CBP
- State and Local Law Enforcement
- International Partners

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

Appendix

APG Measure Name and Descriptions

Additional information on the performance measure data accuracy and reliability
are available at:
DHS FY19-21 Annual Performance Report Appendix A

Appendix

Performance Measure	Measure Description
1.1 Percent of Southwest Border sector planned strategies associated with the Operational Control framework that are completed	This measure gauges the percent of planned strategies that were executed by the nine Southwest Border sectors of the Border Patrol, as part of the sector Concepts of Operation Plans (CONOPs) associated with the Operational Control (OPCON) framework. A planned strategy is defined in the OPCON Planning Guidance as the ways and means by which each sector plans to mitigate or address their highest priority capability gaps using operations, technology deployments, and partnerships. Sectors submit their CONOPS at the start of the fiscal year to describe how each will work to improve elements of operational control through specific strategies. Quarterly reports provide progress updates regarding execution of sector strategies, along with initial sector data on measures associated with the OPCON framework. This measure is valuable in demonstrating sectors early efforts to operationally use the OPCON framework to improve security along the Southwest Border.
1.2 Percent of milestones met for establishing Northern Border measures that will integrate the Operational Control framework	This measure tracks the ability of Border Patrol Headquarters and the eight Northern Border sectors to complete important steps and milestones needed each year over the two-year process of integrating the Operational Control (OPCON) framework with Northern Border sector operations. This measure is valuable for demonstrating an expansion of efforts to make pursuit of OPCON viable beyond the Southwest border, by tailoring operational measures that apply to the Northern Border to each of the three elements in the OPCON framework: Situational Awareness, Impedance and Denial, and Law Enforcement Response and Resolution.
2.1 Percent 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 Southwest and Northern Borders	This measure gauges the percent of time agents reach remote low-risk areas to assess notifications of potential illegal activity and make a determination of the nature of this activity. The goal is for Border Patrol Agents to respond to these notifications in remote low risk areas within 24 hours. If not accomplished in a timely fashion, the evidence degrades and determinations cannot be made regarding the nature of the potentially illicit activity. Responding to notifications of activity provides valuable information in terms of both the nature of the detected activity, as well as with confirming whether or not the area continues to be low risk. This measure contributes to our situational awareness and ability to secure the border.

Appendix

Performance Measure	Measure Description
2.2 Percent improvement in the surveillance capability score on the Southwest Border	The measure gauges the improvements being made along Southwest Border sectors regarding their capability to surveil the border. The Surveillance Capability (SC) score quantitatively measures the maximum ability to actively monitor and detect activity at or near the border, representing the combined contributions of technology assets and agents on patrol. The SC score examines each surveillance asset in terms of area coverage, performance, and persistence. The ability to surveil the border environment is critical to situational awareness, a key element of operational control of the border. This measure will allow tracking of progress in surveillance capability over time, and across the nine sectors on the Southwest Border, based on assets assigned.
3.1 Rate of interdiction effectiveness along the southwest border between ports of entry	This measure reports the percent of detected illegal entrants who were apprehended or were turned back after illegally entering the United States between ports of entry along the Southwest border. The rate includes those who have crossed the border illegally who were apprehended and those who were turned back to Mexico, as compared to the total that includes both of these groups and also those who got away without being apprehended. Border Patrol achieves desired results by maximizing the apprehension of detected illegal entrants, confirming that illegal entrants return to the country from which they entered, and by minimizing the number of persons who evade apprehension and can no longer be pursued. This measure is a key indicator of the Border Patrol's law enforcement and resolution impact, a key component of the Operational Control framework.
3.2 Percent of U.S. Border Patrol agents who are trained and certified to perform enforcement actions	The measure assesses training readiness of U.S. Border Patrol agents. Agents complete extensive Academy Basic 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, because each sector has a unique climate, terrain, and operational environment, each sector has differing region-specific training requirements. These specialties include handling canines, counter-tunnel operations, horse patrol, All-Terrain-Vehicle (ATV), radiation detection, and snowmobile training. As agent numbers fluctuate, fully trained, deployable agents can mitigate agent-hiring shortfalls. Increasing agents' levels of basic and advanced training enhances the capability to perform mission-essential, law enforcement tasks

Appendix

Performance Measure	Measure Description
4.1 Number of known illegal entries between the ports of entry on the Southwest Border	This measure reports the known number of detected people who crossed illegally into the United States between the ports of entry on the Southwest Border. The number includes those who have crossed the border illegally who were apprehended, those who got away without being apprehended, and those who were turned back to Mexico. This measure is an important indicator of the volume of activity occurring along the Southwest Border that consumes Border Patrol Agent time and resources.
4.2 Percent of illegal entrants apprehended by the U.S. Border Patrol in the Containment Zone along the Southwest Border between ports of entry	This measure reports the percent of the known illegal entrants who have crossed into the U.S. along the Southwest Border who are then immediately apprehended within the containment zone. The containment zone is the geographic area at the U.S. border where ideally 100% of apprehensions would occur. Station Border Patrol agents and leadership, led by experts from Border Patrol's Strategic Planning and Analysis Directorate (SPAD), use a number of factors such the physical terrain, slope, features, accessibility, and technological capabilities to determine the containment zone depth for each kilometer of the border. This measure reflects the ability of the Border Patrol to minimize the distance an illegal entrant travels into the U.S. before apprehension, thus demonstrating the effectiveness of impedance and denial and law enforcement response and resolution for those entrants who have been successful at evading border physical structures/barriers.