Agency Priority Goal Action Plan

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.
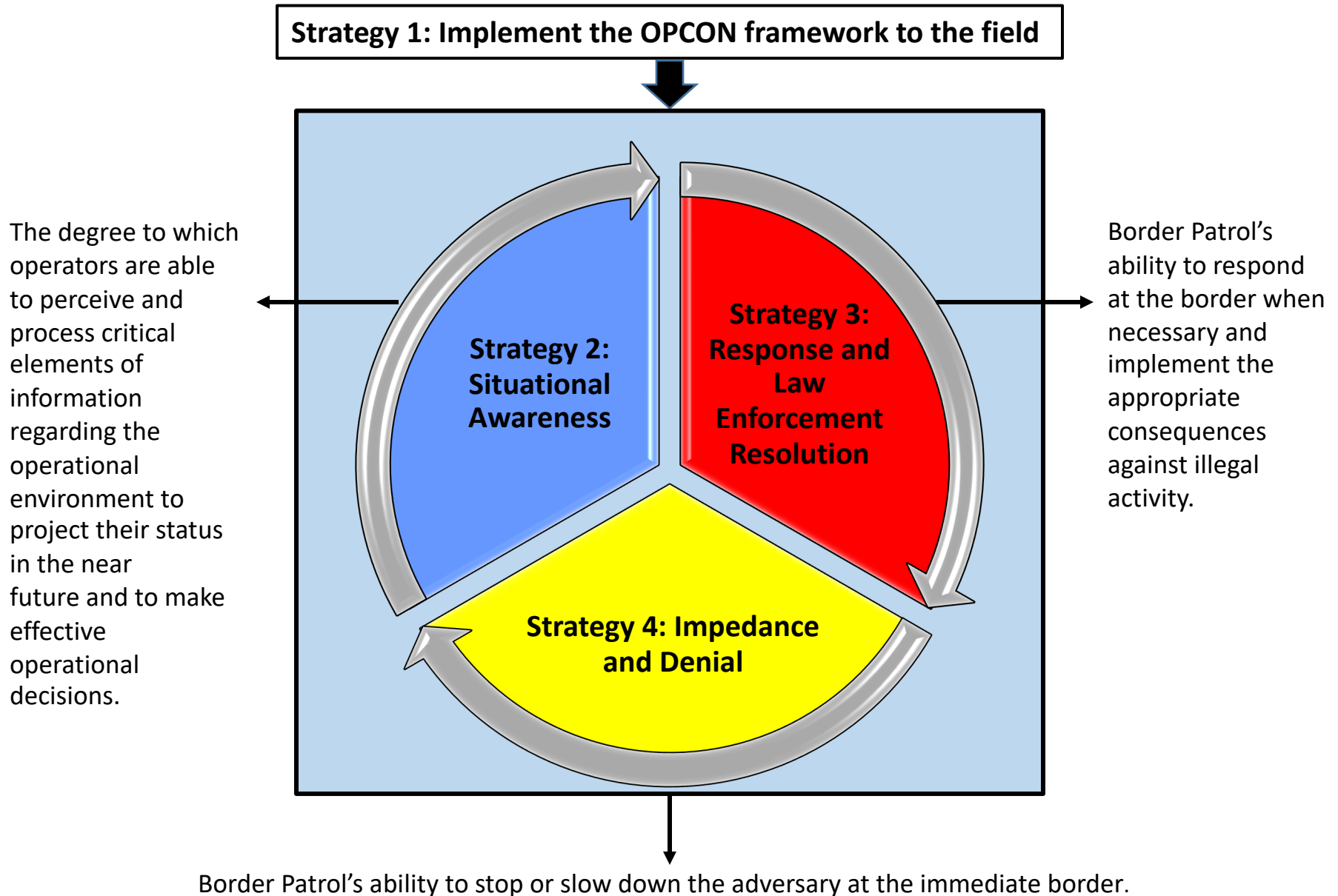
Challenges

- 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
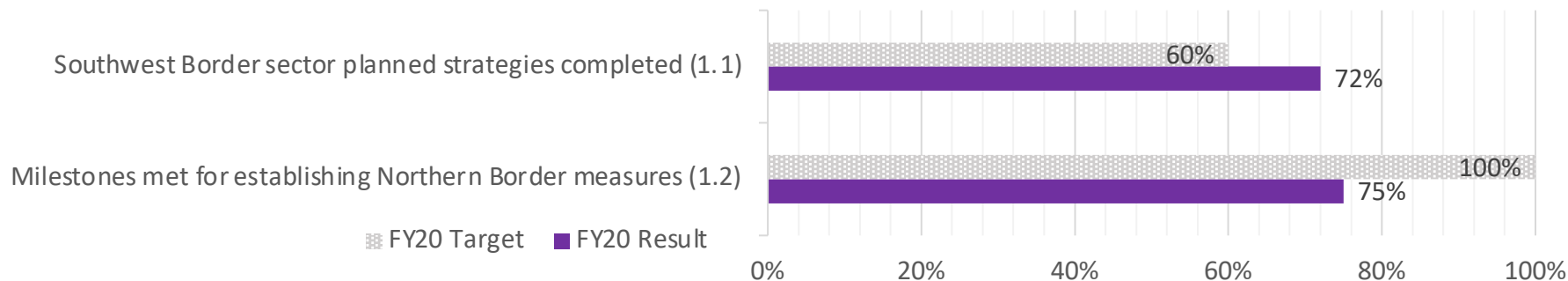
Operational Control (OPCON) Framework

Strategy 1: Implement the OPCON framework to the field

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.

Strategy 2: Situational Awareness

Strategy 3: Response and Law Enforcement Resolution

Strategy 4: Impedance and Denial

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.
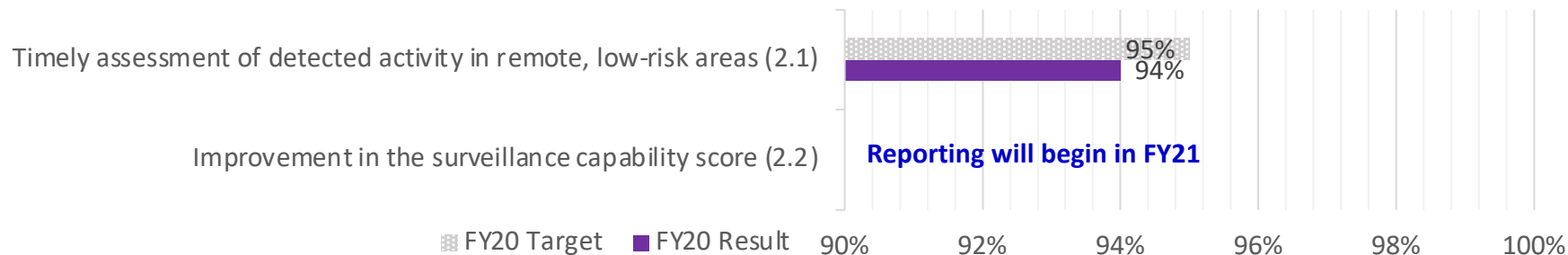
Supporting Implementation Strategies

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

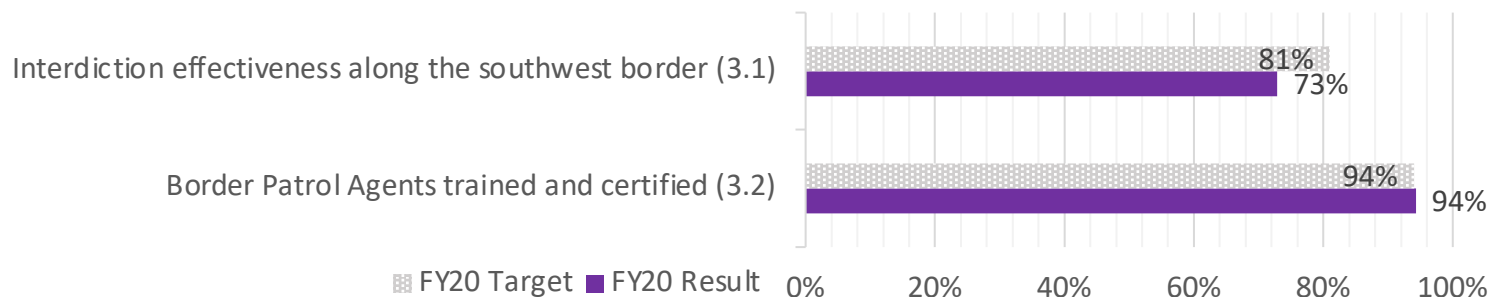## Strategy 1 – Implement the OPCON Framework to the Field

Southwest Border sector planned strategies completed (1.1): FY20 Target 60%, FY20 Result 72%

Milestones met for establishing Northern Border measures (1.2): FY20 Target 100%, FY20 Result 75%

Legend: FY20 Target, FY20 Result

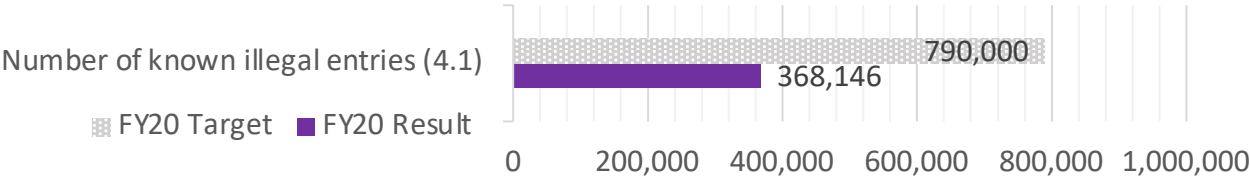| #	Measure	Explanation
1.1	**Key Measure:** Percent of Southwest Border sector planned strategies associated with the Operational Control framework that are completed	The results for this measure at this point is ahead of the annual target, the response to COVID-19 slowed progress on some Border Patrol infrastructure and technology improvement projects during this quarter. Notable progress was made on increased sector use of small unmanned aerial systems conducting over 1000 flight hours, and arrests of targeted individuals through intelligence-based strategies in San Diego and Rio Grande Valley sectors. Security partnerships continued to produce valuable outputs in arrests and seizures through Operation Stonegarden, including 5 operations that concentrated interdiction efforts in high-traffic regions in the San Diego Sector, and 100 hours of maritime and rotary-wing support from Texas Department of Public Safety (TxDPS) in the Rio Grande Valley.
1.2	Percent of milestones met for establishing Northern Border measures that will integrate the Operational Control framework on both borders	COVID-19 response planning and execution delayed further progress towards the remaining two milestones, *Test and Evaluate potential measures at Blaine Sector* and *Test measure results to determine feasibility for Northern Border framework.* These milestones remain on track for completion in Q4. The first two milestones were completed in Q1--*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.*

Strategy 2 – Situational Awareness

Timely assessment of detected activity in remote, low-risk areas (2.1) 95% / 94%

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

▦ FY20 Target ■ FY20 Result   90%   92%   94%   96%   98%   100%

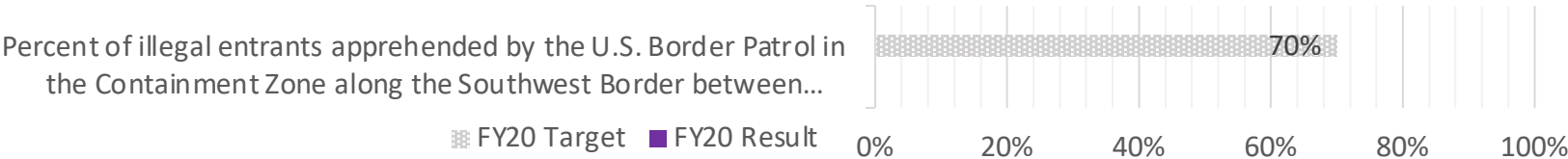| #	Measure	Explanation
2.1	Percent of time the U.S. Border Patrol reaches a detection site in a timely manner to assess the nature of detected activity in remote, low-risk areas of the Southwest and Northern Borders	The results for this measure are close the annual target, but the Border Patrol believes they are unlikely to meet the 95%. On July 10, 2020 the Chief of Border Patrol sent a memo to all Chief Patrol Agents stressing the importance of timely response to possible illicit activity in remote, low-risk areas and directing any changes to existing processes necessary 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**

Strategy 3 – Response and Law Enforcement Resolution

Interdiction effectiveness along the southwest border (3.1): FY20 Target 81%, FY20 Result 73%

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

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	FY20 Q3 results continue trending downward from previous quarters (75% in Q2 and 76% in Q1). Refinements in Border Patrol's Tracking, Sign-Cutting, and Modeling (TSM) module, which documents border-crossing enforcement events, continues to improve data quality and situational awareness in detections and tracking. Another reason Border Patrol believe the interdiction effectiveness rate (IER) is declining is due to agents responding to illegal immigrants that could pose a pose a public health risk due to COVID-19. As part of the Administration's COVID-19 response, Title 42 U.S.C. and Operation Capio requires expulsion of most people encountered crossing illegally without immigration proceedings usually available to such migrants under Title 8 U.S.C. During Q3, 63,138 persons encountered under Title 42 and the 6,036 in Q2.
3.2	Percent of U.S. Border Patrol agents who are trained and certified to perform enforcement actions	While the Q3 results are in-line with meeting the annual target, Border Patrol experienced a decline in Training Readiness from 98% in Q2. During Q3, some training functions, including Use of Force-related areas, were affected negatively by the COVID-19 pandemic response including course cancellations, delays to some Border Patrol Academy sessions, and delays in some aspects of use-of-force training and recertification. In June 2020, Border Patrol leadership sent messages to field units stressing the importance of completing this training in FY20 while also adhering to CBP guidelines for safety and social distancing. Border Patrol leadership expects to meet the annual target of 94%.

Key Indicators

Strategy 4 – Impedance and Denial

Number of known illegal entries (4.1)

790,000

368,146

▨ 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	Year-to-date known illegal entries represent less than half the FY20 target. This target was projected based on historical data but without the ability to account for COVID-19 pandemic effects on known entries. The total reported in Q3 is cumulative to date, and in Q3 there were 54,044 known illegal entries, down from 148,987 in Q2 and 165,115 in Q1. Since known illegal entries includes the total of Border Patrol apprehensions, turn-backs, and got-aways, by definition it does not include the number of illegal immigrants expelled after being encountered by agents. When health officials declared a national health emergency in late January in reaction to COVID-19, the Administration cited authorities under USC Title 50 and Title 42 in directing agencies to adopt procedures and actions to protect national health. For Border Patrol, that became expulsion of those crossing the border illegally rather than apprehending them, unless it could be determined that immediately returning them to Mexico presented the potential for more of a threat than COVID-19. Those expulsions totaled 6,036 in Q2 and 64,239 in Q3. Some influence on the decrease in known entries is also likely to have resulted from the DHS Migrant Protection Protocols (MPP).

Note: Measure descriptions are located in the Appendix.

Strategy 4 – Impedance and Denial

Percent of illegal entrants apprehended by the U.S. Border Patrol in the Containment Zone along the Southwest Border between...

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.

Summary of Progress

Activities	Progress Update
1. Communication and Socialization	Initial Southwest Border OPCON communication and socialization to Field Chiefs and Headquarters leadership were completed in Q1, but communication continues through the rest of FY20 as OPCON products are utilized to further support other ongoing projects throughout the theater. Further, communication continues with field assets to ensure updated calibrations for future OPCON calculations and utility. To continue socializing sector concepts of operations (CONOPS), the Chief of the Border Patrol mandated Quarterly update briefs in FY21 as well.
2. Update Southwest Border Sector CONOPS	As a foundation for going forward, during Q2, Border Patrol Headquarters compiled all Q1 CONOPS updates and the Chief has approved the path forward. The CONOPS and their associated measures are the means to implement Goal 1 of the Border Patrol Strategy, Pursue OPCON. This goal has 3 objectives, enhance situational awareness, strengthen impedance and denial, and enhance response and resolution. All these objectives are designed to increase operational control of the border. The CONOPS will also support the advancement of other goals in the Border Patrol Strategy, including Organizational Excellence and Stakeholder Engagement. Another focus of the path forward is to utilize the CONOPS in relation to FY21 Planning Guidance goals for future funding requests.

Activities	Progress Update
3. Process Improvements and Integration	Border Patrol has begun to integrate CONOPs into the CBP Requirements Management Process to link planning efforts with programming and budgeting in out years as well as assist in tracking the mitigation of identified gaps. The Southwest Border OPCON framework's sensitivity analysis is nearly complete. Necessary improvements to the framework are occurring as issues are discovered while conducting the sensitivity analysis process. These improvements include updates to the Total Flow Model, additions to the Surveillance Capability Tool, and systems updates to allow data capture of evolving pertinent information. While automation of the OPCON process is desired, actions are being taken to expedite the process of extracting and calculating various data points and metrics, coordination is taking place between divisions to identify shared goals and simplify lines of effort, integrated platforms for OPCON report display have been generated with the ability to communicate with the data systems themselves, and several other actions have been taken and are planned with the end goal of full automation in mind.
4. Northern Border OPCON Measure Development	The development of the initial list of potential measures (data pulls, calculation methodology, testing/evaluation) to determine their feasibility across all Northern Border sectors is a continuing effort awaiting review and evaluation due to be completed by FY20 Q4. The lack of existing data on the northern border (relative to the data available on the Southwest Border) presents challenges in developing an analytically sound and quantitative means to measure OPCON. Multiple Border Patrol entities and stakeholders are exploring the development of means to integrate intelligence efforts and products into Northern Border OPCON, as intelligence is a crucial element in pursuing OPCON success on the Northern Border.

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. Messaging will continue to familiarize personnel with OPCON and their sector's 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 Security 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	Missed	USBP Strategic Leadership Conference was cancelled in April due to COVID-19. Plans to incorporate CONOPs briefings into the conferences has been delayed until FY21.

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 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	Complete	All Q2 CONOPs updates were received and compiled.

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	Missed	FY21 planning guidance is currently in internal correspondence for Chief signature. Expected distribution date is NLT July 31, 2020.
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	To be completed in early Q4. Efforts to incorporate "Surrender at Entry" data in the OPCON Framework's simulation metrics (from the Operational Performance Simulator [OPS]) led to unforeseen programming changes requiring additional time to validate results. Surrender at Entry is being included in the OPS calibrations (required for 2 of the 18 measures) to accurately model station operations because the FY19 humanitarian crisis had a significant impact on operational efforts and data used for the simulation.
M.3.2	Determine viability of a network model	FY20, Q4	Scheduled	The current OPCON framework model provides sufficient insight regarding Border Patrol's performance. Based on existing framework progress, committing resources to acquisition of a network model would detract from other OPCON-related obligations.
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 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 -- subject to availability of funding -- to expand upon or replace existing modeling capabilities to accurately simulate data that agents could realistically collect in the field and the program could use to develop Northern Border OPCON measures.
M.4.3	Test and Evaluate potential measures at Blaine Sector	FY20, Q4	Scheduled	Work continues on the Blaine Sector pilot to identify and evaluate viable measures for implementation into a Northern Border OPCON Framework.

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	On Track	An initial list of five measures has been identified as feasible for the Northern Border, pending testing. Further measures still need to be identified to develop a robust, comprehensive Northern Border OPCON framework. Border Patrol is not limiting itself to using only those measures identified in the initial Northern Border 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

Contributing Programs & Stakeholders

Contributing Programs

- US Border Patrol, DHS/CBP

- Office of Intelligence, DHS/CBP

- Air and Marine, 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.