



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

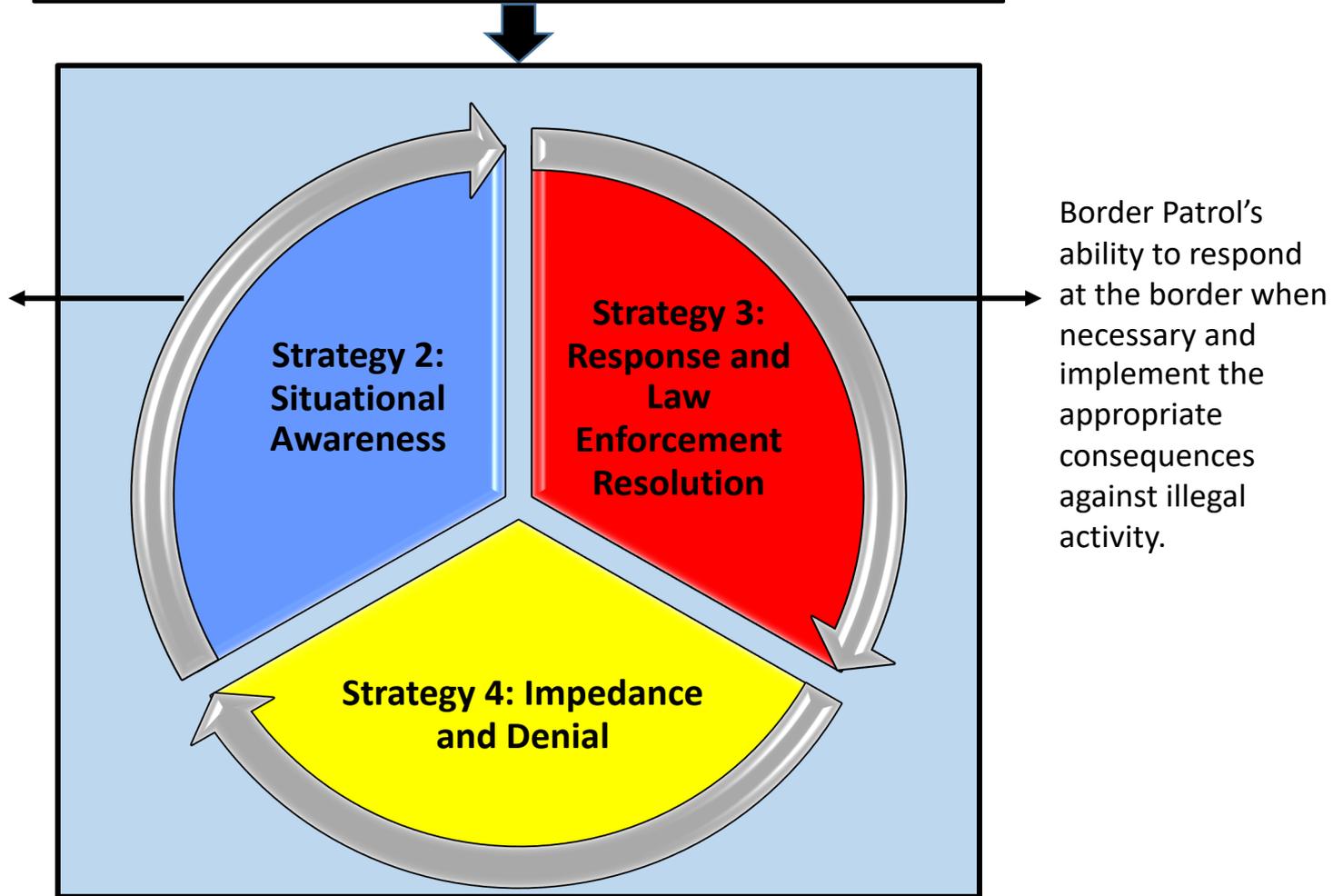
- Implementing a new framework across the many Southwest Border sectors and stations while faced with dynamic and unpredictable flow of illegal immigration
- Near-term demands caused by changes in the level and type of people illegally crossing the border compete with the focus needed to implement the 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.

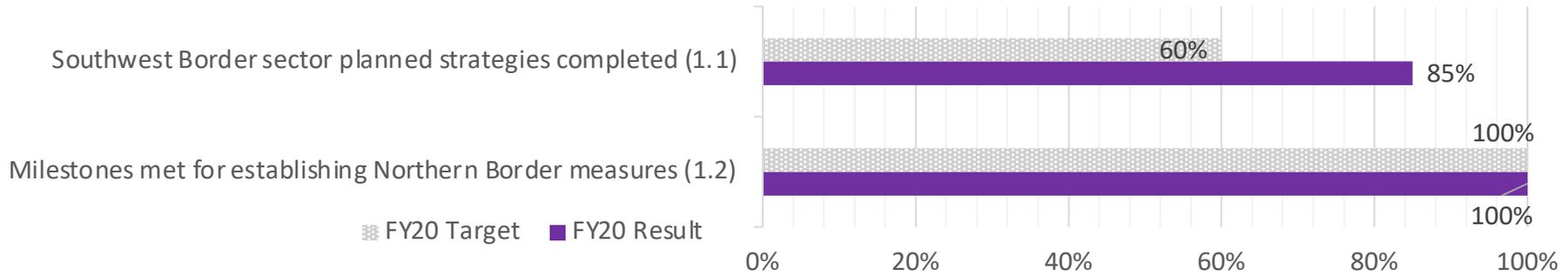
Border Patrol's ability to respond at the border when necessary and implement the appropriate consequences against illegal activity.

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

Supporting Implementation Strategies

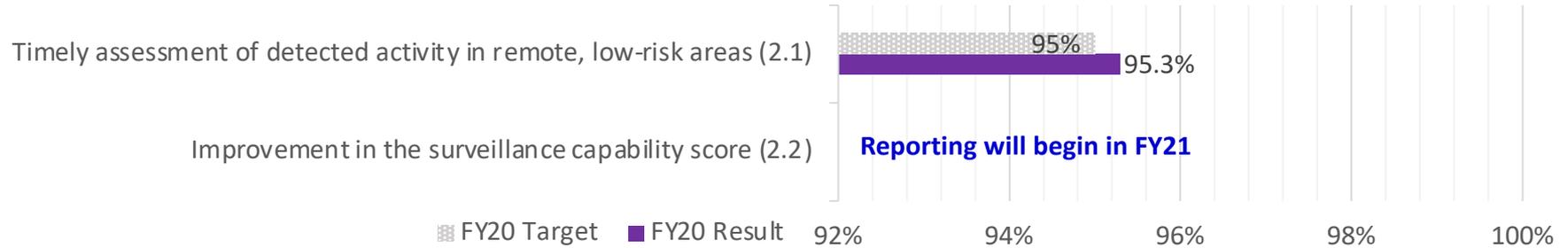
<u>Activity 1</u> Communication and Socialization	<u>Activity 2</u> Update Southwest Border Sector CONOPS	<u>Activity 3</u> Process Improvements and Integration	<u>Activity 4</u> Northern Border OPCON Measure Development
<ul style="list-style-type: none">• Socialize the FY20 U.S. Border Patrol Strategy 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	<ul style="list-style-type: none">• 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	<ul style="list-style-type: none">• 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	<ul style="list-style-type: none">• 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



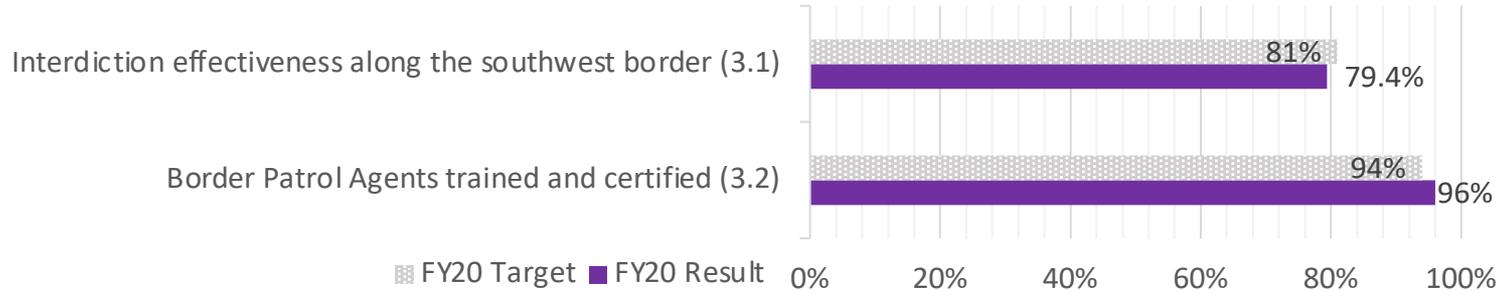
#	Measure	Explanation
1.1	Key Measure: Percent of Southwest Border sector planned strategies associated with the Operational Control framework that are completed	Border Patrol effectively implemented planned Southwest Border strategies associated with the OPCON framework, but responses to COVID-19 impeded even further progress: Effects include the cancellation of training, all bi-national coordination, and participation in joint task forces. Notable accomplishments include Border Patrol’s increasing the number of small-unmanned aerial system flight hours, with over 5000 hours flown during the second half of FY20, resulting in more than 12,000 apprehensions, and tens of thousands of pounds of narcotics seized.
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, <i>Test and Evaluate potential measures at Blaine Sector</i> and <i>Test measure results to determine feasibility for Northern Border framework</i> , but Border Patrol completed these milestones on-time in Q4. Border Patrol completed the first two milestones for this measure during Q1-- <i>Determine if measurable data sets are available for the northern border</i> and <i>Analyze input on measures identified from the Northern Border Conference in Blaine with representatives from four Northern Border Sectors</i> .

Strategy 2 – Situational Awareness



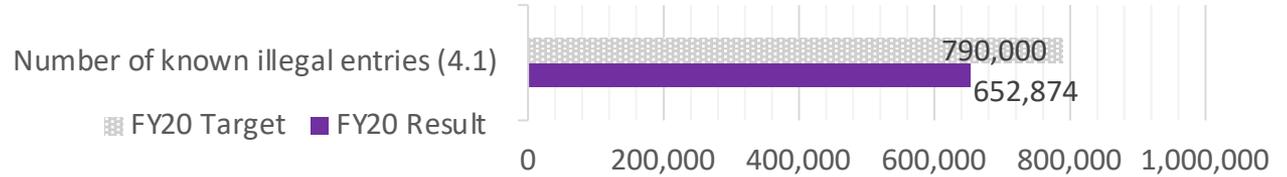
#	Measure	Explanation
2.1	Percent of time the U.S. Border Patrol reaches a detection site in a timely manner to assess the nature of detected activity in remote, low-risk areas of the Southwest and Northern Borders	A July executive memo to all Chief Patrol Agents stressed the importance of executing activities assessed by this measure, reinforcing Q3 and Q4 efforts leading to 100% results, an improvement over a cumulative result of 92% for the first half of FY20. Indications of cross-border activity in remote, low-risk locations have begun to reflect a downward trend, similar to the downward trend in known illegal entries, in typically high-density, high-traffic areas of the Southern and Northern borders: by the end of Q4, there were only 193 indications of cross border activity versus 295 at the same point in FY19.
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



#	Measure	Explanation
3.1	Rate of interdiction effectiveness along the southwest border between ports of entry	The Border Patrol uses this measure as an important indicator of the effectiveness of law and response efforts to apprehend or encounter detected illegal border crossers and as one of several key indicators used to determine Operational Control (OPCON) at the U.S. border. Results for this measure have varied significantly the past three years. Known illegal entries decreased to 652,874 in FY 2020 from 1.1 million in FY 2019. In FY 2019, the results for this measure were greater due to the mass illegal migration. Improved detection and tracking tools resulted in better awareness of illegal crossing activity, but agents faced challenges to interdict evading groups often guided by criminal organizations. In late March 2020, Border Patrol began implementing the federal regulation <i>Order Suspending Introduction of Persons from a Country Where a Communicable Disease Exists</i> (85 Fed Reg 17060), which provides for persons subject to the order to be expelled from the U.S. as expeditiously as possible under Title 42 of the U.S. Code, instead of being subject to processing under Title 8. Title 42 actions accounted for about 30.2% of FY 2020 response efforts from March through the end of the fiscal year. Going forward, the Border Patrol will continue to shift resources to locations that commanders determine to be the best use of personnel and surveillance technology to meet estimated targets.
3.2	Percent of U.S. Border Patrol agents who are trained and certified to perform enforcement actions	During FY20, Border Patrol faced course cancellations, delays to some Academy training sessions, and delays in some aspects of use-of-force training and recertification in responses to the COVID-19 pandemic starting in Q2. Messages in June 2020 from Border Patrol leadership to field units stressed the importance of completing this training in FY20 while also adhering to CBP guidelines for safety and social distancing. Border Patrol performed successfully against the training target, and remains attentive to pandemic-related challenges.

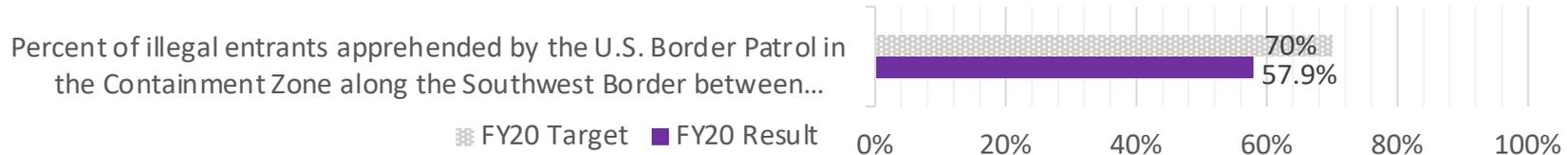
Strategy 4 – Impedance and Denial



#	Measure	Explanation
4.1	Number of known illegal entries between the ports of entry on the Southwest Border	The results for Q4 reflect both a correction of the number reported in Q3, along with the Department’s legal decision to now include Title 42 encounters when tallying these results. Law enforcement efforts leading up to an interdiction of known illegal entries are the same, regardless of final decisions on disposition as a Title 42 Encounter or an apprehension under Title 8. The interdiction and processing of illegal immigrants held under Title 8 or expelled under Title 42 is also the same, and the determination between the two are confirmed by biometric checks. Where there is a compelling government interest to prosecute under Title 8, those individuals are processed and detained. If an individual claims credible fear of persecution, they are processed for an asylum determination. All others are expelled as soon as practicable, either immediately through the closest port-of-entry or via a repatriation flight to their native country, under Title 42 authority. The number at the close of FY20 is below the target for it was based on immigrant flow estimates from FY09-FY18. The flow in FY20 was below estimates due to a variety of factors, including the pandemic and U.S. policies to restrict attempted entries into the U.S.

Note: Measure descriptions are located in the Appendix.

Strategy 4 – Impedance and Denial



#	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	For the first year of reporting performance on this measure, Border Patrol logged 216,138 apprehensions and encounters within the Southwest Border Containment Zone, falling short of the 70% target. Border Patrol continues to socialize Containment Zone apprehensions/encounters through strategic guidance to field operators and through quarterly tracking of this and other new OPCON measures via assessment of sector Concept of Operation strategies. Developments in recent years have posed both operational and target-setting challenges for Border Patrol: For example, the FY19 humanitarian crisis brought large numbers of family units and unaccompanied children from Guatemala, Honduras and El Salvador to the border, while in FY20, unforeseen changes in illegal flow resulted from the COVID-19 pandemic. Border Patrol will continue to evaluate the operational advantage relating to Containment Zones and other areas of the border environment so that enforcement assets can be optimally deployed in and around the Containment Zones.

Note: Measure descriptions are located in the Appendix.

Summary of Progress

(1 of 2)

Activities	Progress Update
1. Communication and Socialization	Border Patrol worked closely with Customs and Border Protection in the socialization of the Customs and Border Protection Enduring Mission Priorities in Q4, including how those priorities align with the Border Patrol OPCON Strategic Approach. These efforts resulted in the initial development of a Customs and Border Protection “Secure the Border” Enduring Mission Priority strategy document for finalization and implementation in FY21. CBP Enduring Mission Priorities are the implementation plans for the overarching goals of the CBP Strategy 2021-2026.
2. Update Southwest Border Sector CONOPS	FY21 planning guidance was issued to the Border Patrol Sectors in August 2020, which outlines the Chief’s priorities for the upcoming fiscal year and format for the Sector Concepts of Operation, and Border Patrol Headquarters received all 20 Sector Concepts of Operation for FY21 by September 30, 2020.

Activities	Progress Update
3. Process Improvements and Integration	<p>Process improvements are complete for the Southwest Border OPCON Framework. A comprehensive sensitivity analysis of the Southwest Border OPCON Framework has been completed and a report of the findings is being generated for leadership briefing. Integration is ongoing as OPCON becomes more familiar across Border Patrol. OPCON concepts have already integrated into CONOPS and other planning efforts at the local, sector, and national levels. Border Patrol continues to integrate the OPCON framework and sector Concepts of Operations into the CBP Requirements Management Process, to link planning efforts with programming and budgeting in out-years, and to assist in tracking the mitigation of identified execution gaps. These ongoing efforts will help to ensure the fullest integration of the OPCON framework into Border Patrol operations, and to provide accountability for more objectively informed planning and decision-making.</p>
4. Northern Border OPCON Measure Development	<p>Border Patrol remains on-schedule for all milestones associated with development of Northern Border OPCON. Currently, Border Patrol has identified five measures for which analysts can pull data for which calculations can be made. In order to comprehensively measure performance, however, Border Patrol will require additional data. Development of a Northern Border OPCON Framework will depend upon accurate simulation of operational data. Border Patrol expects to complete further measure identification and development in FY21 with the assistance of data from such simulations.</p>

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 communications have been disseminated to the field, with intentions of continuing the messaging and further familiarizing Border Patrol personnel with OPCON and their respective sector 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 CBP's National Strategy, to the Border Patrol Strategy, down to the mission-objective level.
M.1.4	Integrate Strategy progress reports into Chief's Leadership Conference's, including Sector CONOPs and HQ initiatives	FY20, Q3	Missed	COVID-19 led to cancellation of the April 2020 Border Patrol Strategic Leadership Conference, and requirements of Border Patrol response to the pandemic did not allow for reschedule. Planning to incorporate CONOPs briefings into subsequent conferences has been delayed. The FY21 conference remains unscheduled, due to COVID-19 response efforts. Video-teleconferencing may become an option if COVID-19 continues to prevent leadership from meeting in person.

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, ensuring that activities map to specific OPCON measures and compile a list of planned activities for tracking	FY20, Q1	Complete	Headquarters reviewed Sector Master CONOPs to ensure that the CONOPs focused operations on improving the three elements of OPCON, and used measures found in the OPCON framework to gauge success.
M.2.2	Receive updates for Q1 CONOPs progress, compile and report	FY20, Q2	Complete	Border Patrol collected Q1 CONOPs progress on time, and included details in the APG briefing to AS2. In Border Patrol's leadership transition during Q2, Chief Scott received briefings on OPCON's strategic approach including the CONOPs. Leadership determined that to ensure buy-in from the field for the methodology, all Chief Patrol Agents (CPAs) would be instructed to brief quarterly OPCON updates at the Chief's Leadership Conference. COVID-19 response efforts led to cancellation of the Q2 conference. Overall, strategic planners at HQ assessed the CONOPs updates were specific enough to determine where the Sectors stood and where the CONOPs lacked 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	Complete	FY21 Planning Guidance was delayed in Q3 while awaiting Border Patrol Chief's approval, but issued on August 15, 2020.
M.2.5	Receive updates for Q3/4 CONOPs progress, complete final report	FY20, Q4	Complete	All Q3 and Q4 reports have been collected and final results compiled.
M.2.6	Receive and approve FY21 CONOP submissions, determine viability of setting OPCON targets	FY20, Q4	Complete	Received and approved FY21 CONOPs have been submitted to Border Patrol Headquarters.

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	Complete	Southern Border OPCON Score Reports were completed and disseminated to the field.
M.3.2	Determine viability of a network model	FY20, Q4	Complete	Leadership across Border Patrol agrees that the current OPCON framework model provides sufficient insight regarding Border Patrol's performance. Based on existing framework progress, committing resources to the 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	Missed	Border Patrol did not complete FY19 OPCON Score calculations until August 2020, leaving less time than needed to review the CONOPS to identify and evaluate linkages to the Framework. Border Patrol will complete this review in FY21 Q1.
M.3.4	Integrate the OPCON framework with the Initial Requirements Documents	FY20, Q4	Complete	OPCON integration into the Initial Requirements Documents (IRD) will remain an enduring effort to ensure the continued relationship between the two. Integration between OPCON and the IRD has begun, and future success will depend upon sustained efforts.

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 intends to expand upon or replace existing modeling capabilities to accurately simulate data that agents could realistically collect in the field. This data could then be used by the program to develop Northern Border OPCON measures.
M.4.3	Test and Evaluate potential measures at Blaine Sector	FY20, Q4	Complete	Work continues on the Blaine Sector pilot to identify and evaluate viable or potential metrics that might have the significance and value necessary for inclusion into a Northern Border OPCON Framework, but these metrics have not been evaluated to determine if Border Patrol can calculate them based on existent data. Thus far, five measures have been found feasible and can be calculated, but final determination regarding their inclusion in a Northern Border OPCON Framework is pending, dependent upon what other potential measures are identified in the future that may be better suited, and leadership consensus.

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	Complete	An initial list of measures has been identified and evaluated as feasible for the Northern Border. Further measures still need to be identified. The OPCON Team 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/encountered 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/encountered 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/encounter 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/encountered, those who got away without being apprehended/encountered, 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/encountered within the containment zone. The containment zone is the geographic area at the U.S. border where ideally 100% of apprehensions/encounters 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 as 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/encounter, 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.