Agency Priority Goal Action Plan

Enhance Southern Border Security

Goal Leader:

Chief Carla Provost, Chief, U.S. Border Patrol

Overview

Goal Statement

o   Improve security along the southwest border of the U.S. between ports of entry. By September 30, 2019, DHS will implement the Operational Control (OPCON) framework between ports of entry in 100% of U.S. Border Patrol Sectors along the southwest border as the means to enhance security
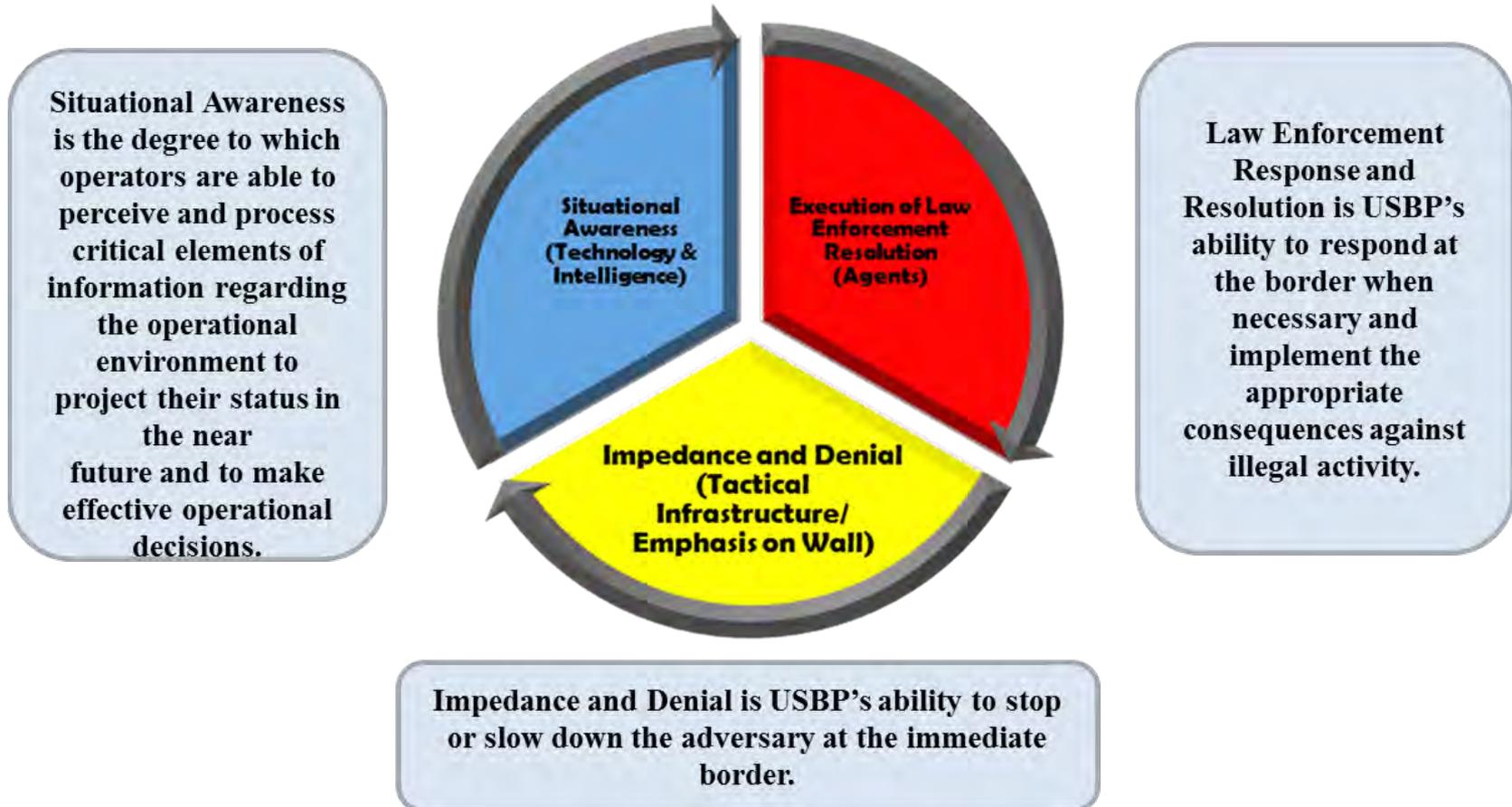
Challenge

o   United States Border Patrol (USBP) works in a dynamic environment with multiple and varied threats that are constantly changing and evolving

o   Southern border environment consists of 1,993 miles of varied terrain including deserts, rugged mountainous areas, forests and coastal areas

o   Partnerships with local, state, federal, tribal, and international law enforcement partners across the Southwest Border also vary by location, and much of the land along the southwest border is owned by local ranchers and other private citizens

Opportunity

o   Improve southern border security through the implementation of the OPCON framework, which will enable USBP's ability to impede or deny illegal border crossings, maintain situational awareness, and apply the appropriate, time-bound, law-enforcement response between the ports of entry as its contribution to DHS's overall border-security mission

o   Once matured and deployed along the southern border, future efforts plan to expand the OPCON framework to the Northern Border and Coastal sectors

Operational Control (OPCON) Framework

OPCON framework relies on the interconnectedness of the three pillars of OPCON: Situational Awareness, Impedance and Denial, and Law Enforcement Resolution

Situational Awareness is 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.

Situational Awareness (Technology & Intelligence)

Execution of Law Enforcement Resolution (Agents)

Impedance and Denial (Tactical Infrastructure/ Emphasis on Wall)

Law Enforcement Response and Resolution is USBP's ability to respond at the border when necessary and implement the appropriate consequences against illegal activity.

Impedance and Denial is USBP's ability to stop or slow down the adversary at the immediate border.

Goal Structure & Strategies

Communication

- Develop education and communication tools to inform all nine southwest border sectors on the OPCON framework
- Meet with Border Patrol sectors and stations to provide orientation and answer questions to prepare them to develop their implementation plans

Gather Requirements

- Determine requirements for improved Situational Awareness
- Determine the number of agents needed for proper law enforcement resolution
- Develop and test wall prototypes and determine optimal placement for new wall systems along the southwest border
- Identify additional metrics for measuring OPCON implementation and effectiveness
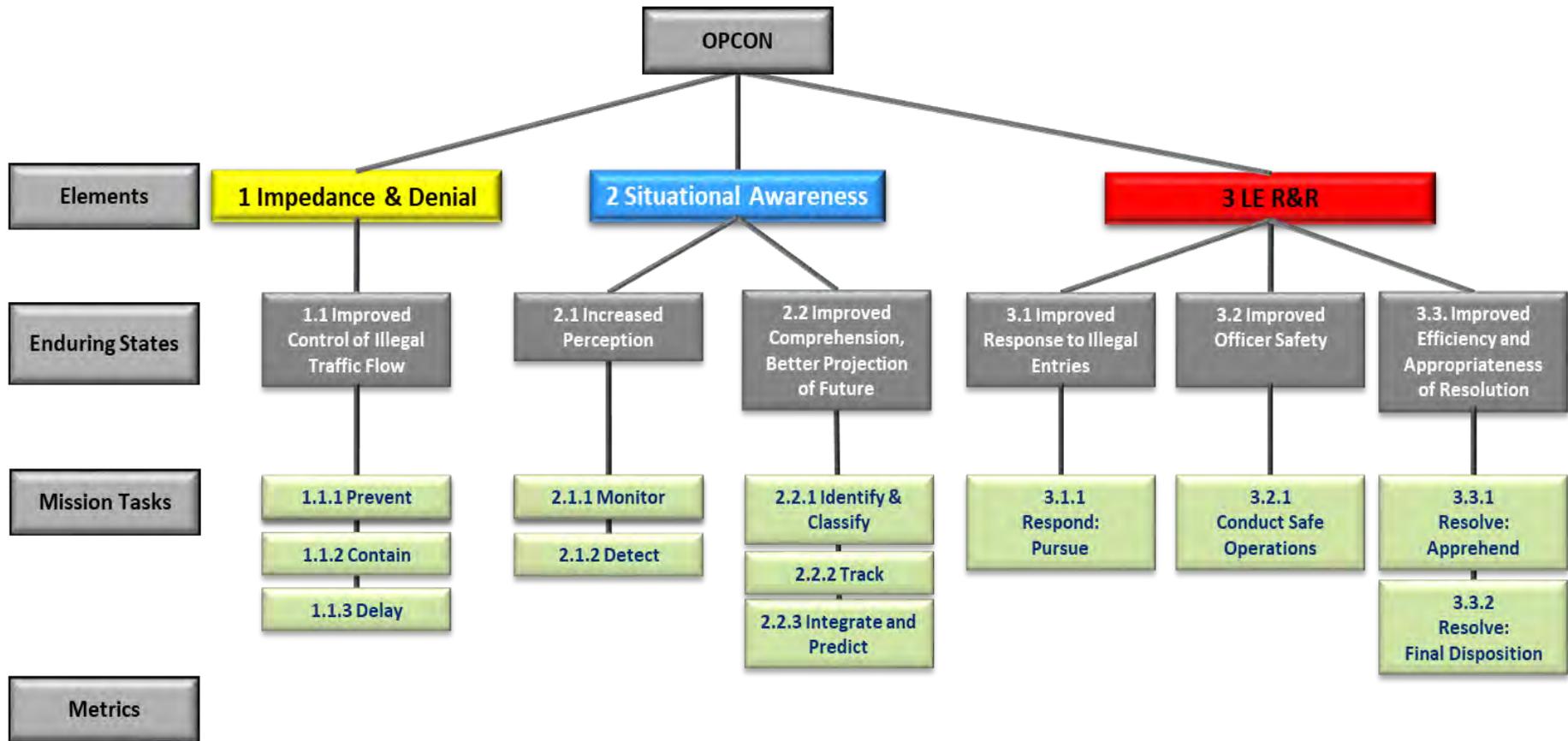
Develop OPCON Plans

- Southwest border sectors will develop Sector operational plans based on their unique terrain, threats, flow, and resources to indicate/record steps taken for each of the three elements of the OPCON framework (Situational Awareness, Impedance and Denial, and Law Enforcement Resolution) to achieve OPCON

Implement OPCON Plans

- Report the status of approved Sector operational plans for achieving OPCON for the nine southwest border sectors including 75 stations within those sectors
- Results of the plans will be used to show progress in the overall border security along the southwest border

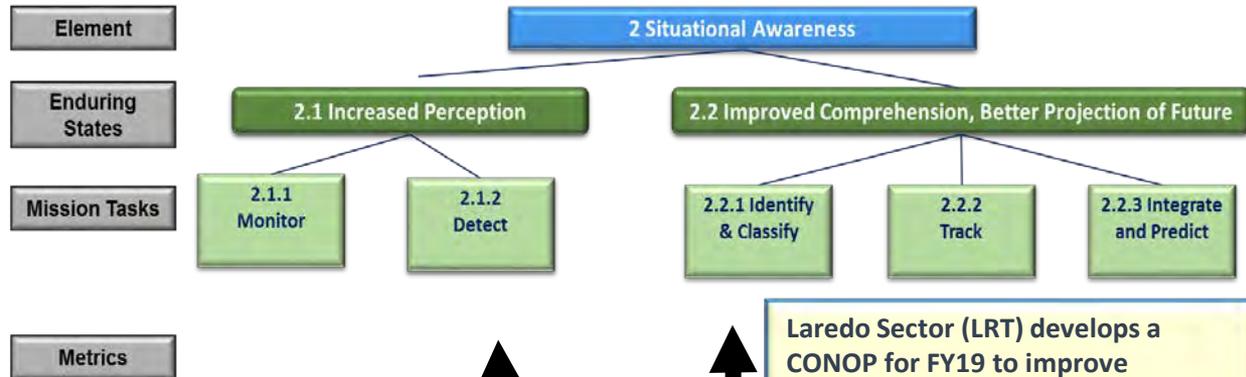# Introduction of Framework to Sectors
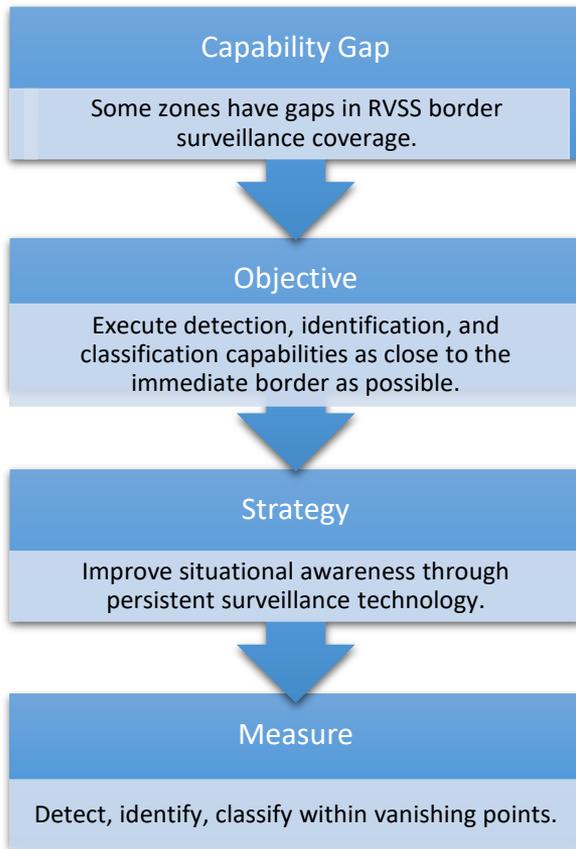
OPCON Framework Hierarchy

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

Progress: Linking CONOPs to OPCON Framework

Situational Awareness Element of OPCON

Example: Laredo Sector CONOPs for FY19

Element			
2 Situational Awareness			

Enduring States		
2.1 Increased Perception	**2.2 Improved Comprehension, Better Projection of Future**	

Mission Tasks				
2.1.1 Monitor	**2.1.2 Detect**	**2.2.1 Identify & Classify**	**2.2.2 Track**	**2.2.3 Integrate and Predict**

Metrics

Capability Gap

Some zones have gaps in RVSS border surveillance coverage.

Objective

Execute detection, identification, and classification capabilities as close to the immediate border as possible.

Strategy

Improve situational awareness through persistent surveillance technology.

Measure

Detect, identify, classify within vanishing points.

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

- **LRT identifies Capability Gaps for Situational Awareness.**
- **LRT sets an Objective for their CONOPs, to put surveillance capabilities as close to the border as possible.**
- **LRT defines its CONOPs strategy, to improve situational awareness through technology.**
- **LRT assesses its success in achieving its strategy by using measures that quantify the mission tasks needed to increase situational awareness: detect, identify, and classify illegal entries.**

Success in the FY19 CONOPs will also move the Situational Awareness score higher, improving overall OPCON.

Summary of Progress – FY18 Q4

Progress Update

In FY18 the U.S. Border Patrol made significant strides in advancing the Agency Priority Goal to improve the security along the southwest border through the following key efforts:

- USBP Planning Division presented briefings and training to all nine southwest border sector and station personnel on the OPCON framework and obtained feedback from the field on gaps and requirements
- Conducted two pilots at the Brown Field Station in San Diego Sector (SDC) and Laredo South Station in Laredo Sector (LRT)
  - The Pilots enabled USBP Planning Division to gather preliminary data in two sectors with distinct threat and resource environments, enhancing understanding of the range of OPCON baseline scores
  - The team also applied the framework to Imperial Beach Station in SDC and Laredo North Station in LRT which provided a more comprehensive picture of the sectors, with more data to inform analysis
  - As a result of the pilots each element (Situational Awareness, Impedance and Denial, and Law Enforcement Resolution) of the OPCON framework is now assessed using a set of measures that support each of the mission tasks in each element
- Trained 2 personnel from all 20 USBP sectors to ensure sectors are prepared when the OPCON framework is being implemented in their respective sectors
- Began working with CBP Office of Information Technology to identify solutions to automate the OPCON framework rather than having to do a manual data pull for measures
- Coordinated with the USBP Geospatial Information Systems team to create an application where each station can code their area of responsibility to be able to perform a detailed map analysis for OPCON measures requiring location information

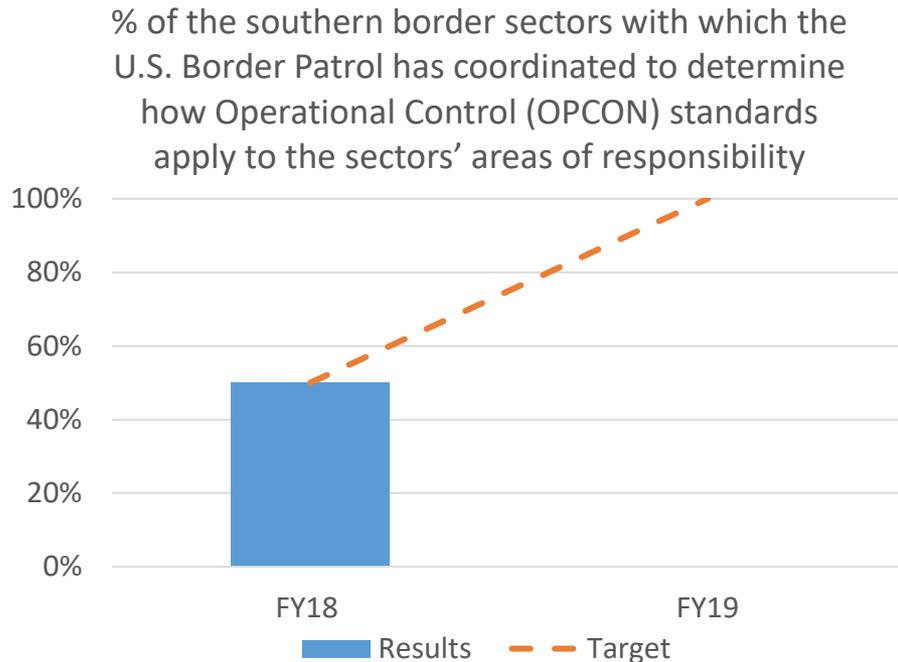# Summary of Progress – FY18 Q4 (Cont.)

Progress Update

- All FY19 Sector Master Concepts of Operations (CONOPs) were submitted and approved
  - Master CONOPs are USBP Sector plans that outline specific actions to target identified, traceable capability gaps (CoreCards from CGAP)
  - The Sectors identify an appropriate end state with the non-materiel/materiel strategies, and measureable outputs
  - The outputs are then directly associated to individual measures in the OPCON Strategic Framework
- Logic models that outline each CONOP's target capability gaps, objectives, strategies for solutions, and tactical measures were completed
  - The logic models take a plan and dissolve it into its four basic parts and displaying a direct line of effort from: capability gap; objective; strategy; output
  - The logic models will be the basis of the quarterly CONOPs reporting
- Established linkages between CONOP measures and Strategic OPCON Framework measures to help identify activities that make the biggest impact on the overall OPCON score; and to enable sectors to determine how to apply those measures directly in their CONOPs

FY18 Key Milestones

Key Milestone	Milestone Due Date	Milestone Status	Comments
Gather data and analyze feedback/results from OPCON pilot station	Q4, FY18	Complete	Received data for each of the measures within the framework from USBP HQ and input from San Diego sector. The framework was amended based on operational feedback received from San Diego. Amendments focused on details in the measures, such as calculation/methodology methods, scope, and data sources.
Brief USBP, CBP, and DHS leadership on results of piloting the OPCON framework in one southwest border station in FY18.	Q4, FY18	Complete	A written briefing submitted on September 28 by Chief Provost to the CBP Commissioner provided the status of implementing the OPCON framework by piloting the framework in two stations during FY18. The briefing also framed the path forward and lessons learned. The Planning Division has compiled the data for the OPCON framework for Brown Field station, and once a date can be determined for USBP leadership availability, the results, framework, and methodology will be presented.
Conduct second OPCON pilot at the Laredo Sector, TX	Q4, FY18	Complete	This second pilot was completed at the end of August for Laredo Sector. When conducting the pilots, all measures in the framework were populated with FY17 data, allowing values to be calculated for the pilot stations. The values are under analysis.
Conduct training for two representatives from each sector on the measures in the OPCON framework over a 3 day period	Q4,FY18	Complete	This training will allow visibility to an Assistant Chief and Planning point of contact from each sector office to brief them on the measures and methodology in the OPCON framework so that they will build confidence in being able to execute and explain their OPCON score.

Performance Measures – FY18 Q4 Results

% of the southern border sectors with which the U.S. Border Patrol has coordinated to determine how Operational Control (OPCON) standards apply to the sectors' areas of responsibility

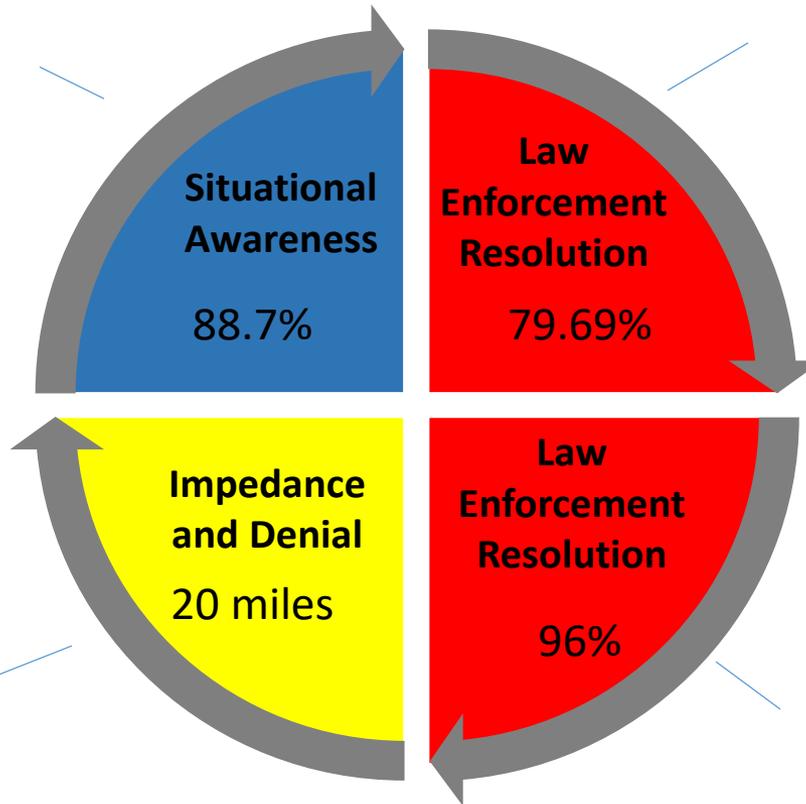**% of southern border sectors that have implemented the operational control framework**

This measure will begin reporting in FY19 as the APG makes progress through a phased rollout.

The target of 50% in FY18 was achieved marking the halfway point in progress for this measure and 100% progress for this measure will occur in FY19 when U.S. Border Patrol will coordinate with each southern border sector on how the OPCON framework will apply to their area of responsibility. USBP Planning Division will travel to each of the southern border sectors to brief personnel on the measures in the OPCON framework and foster understanding about its purpose and necessity. The Planning Division brought 2 personnel from each sector to Harpers Ferry, WV for training on the OPCON measures framework to ensure that sector personnel will be ready to assist in coordination and facilitation of sector data for their sectors' scores when they will be required to begin reporting at the end of FY19.

Additional information on the performance measure data accuracy are available at:
DHS FY17-19 Annual Performance Report Appendix A

Performance Measures – FY18 Q4 Results

% of time the U.S. Border Patrol reaches a detection site in a timely manner to assess the nature of detected activity in remote, low-risk areas of the southern border **(Target 96%)**

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

Situational Awareness

88.7%

Law Enforcement Resolution

79.69%

Impedance and Denial

20 miles

Law Enforcement Resolution

96%

Miles of southern border with additional pedestrian wall **(Target 74 miles)**

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

Additional information on the performance measure data accuracy are available at:
DHS FY17-19 Annual Performance Report Appendix A

FY18 Q4 Measure Explanations

Performance Measure	Explanation
Situational Awareness Timeliness to Assess	The target of 96% was not met. Starting FY18 Q1 at 69.6% made it difficult to reach the target of 96% (cumulative average) of response times even though the response times did improve significantly throughout the year, as leadership continued communication of the importance of the response, and refocusing field agents' efforts towards "validating the negative" in low risk areas of the southern border. A memo from the Chief, USBP, was sent to all Sector Chiefs at the beginning of FY19, to reinforce the need to start the year with strong performance.
Law Enforcement Resolution Interdiction Rate	FY18 Q4 result was below the annual target, however, the USBP did steadily improve its Interdiction Effectiveness Rate (IER) each quarter for a final result of 79.69%. Ongoing staffing shortages of Border Patrol agents continue to present challenges to responding to illegal entries, with 19,530 agents onboard as of September 15 (an improvement from 19,433 in FY18 Q3 but below the FY18 funded of 19,758). In FY18 Q2, the Administration launched Operation Guardian Support, placing National Guard (NG) personnel in a supporting role for the USBP. The timing of the deployment of NG personnel, who largely assist with surveillance technology and maintenance functions, corresponds with the steady, quarterly increase in the IER. Overall, the NG deployment intended to improve situational awareness closer to the border and given the Border Patrol flexibility to re-task and reprioritize response capabilities, leading to a contribution toward improved interdiction effectiveness.
Law Enforcement Resolution Agent Readiness	Recognizing that adequately trained agents are essential to mission success, the USBP met its FY18 target for Training Readiness. The decline to 96.2% in FY18 from 97.6% in FY17 can be attributed to increased success in hiring, as there are more newly hired agents at the U.S. Border Patrol Academy this year than last (net gain in agent ranks from this time last year is 79, reversing direction from previous years, when attrition rates were ~ 275 per year). Also, the USBP Readiness program continues to identify training for first-line supervisory agents ranks as a possible area for improvement.
Impedance and Denial Additional Border Miles	USBP constructed 20 miles of additional pedestrian wall in Santa Teresa, El Paso Sector (12.8 miles in Q3* and 7.2 miles in Q4) but could not meet the target of 74 miles along the southwest border by FY18 Q4 due to amount of funding available from levels projected during the target setting. However, Replacement Wall projects continue to be executed, and by the end of FY18, USBP had constructed 7.9 miles of replacement wall. (El Centro: 2.2 miles; San Diego: 5.7 miles).

*Note previously reported zero miles for Q3, but upon consulting with subject matter experts on wall construction, it was determined that 20 miles of additional pedestrian wall were constructed in Santa Teresa, El Paso Sector that had previously been vehicle wall.

Next Steps– FY19 Q1

Next Steps

- Brown Field Station leadership will receive a brief on refinement of data and OPCON score results before the end of FY19 Q1

- The next sectors to be visited for OPCON implementation are Rio Grande Valley (RGV) in October and Big Bend in November

- As the OPCON Framework is introduced in FY19, the evaluation of the CONOPs that will occur concurrently will enable the USBP to see direct impacts of operations on identified measures. For example, as RGV Sector deploys 14 Mobile Remote Video Surveillance System to border zones in FY19 to fill detection, identification, and classification gaps, we can observe changes in two of the measures in the OPCON framework: Surveillance Capability Score; and Average Time from Detect to Identify.

- A complete OPCON pilot briefing for USBP leadership will occur in FY19 Q1, which will expand with more detail on an earlier briefing

- The team is on target for completing OPCON implementation for all southwest border line stations in all nine sectors by the end of FY19, which includes carrying out CONOPs that aim to improve capabilities for the three elements of OPCON

- The USBP Planning Division will finalize FY19 Sector CONOPs reporting procedures, and execute quarterly progress update protocols
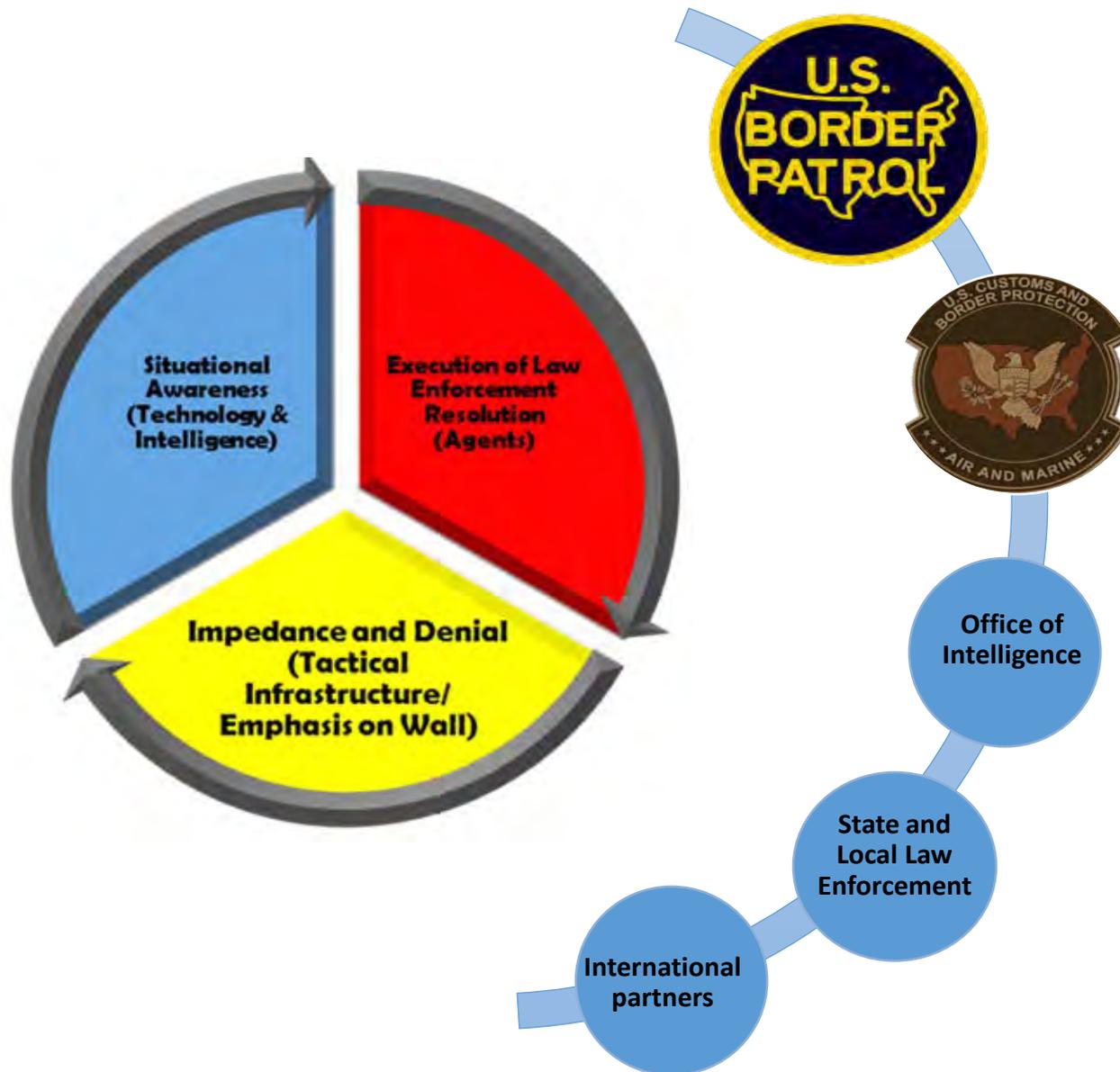
FY19 Key Milestones

Key Milestone	Milestone Due Date	Milestone Status	Comments
Brief Brown Field Station leadership on OPCON score for station	Q1, FY19	Not Scheduled	Brown Field leadership will receive a brief on refinement of data and OPCON score results before the end of FY19 Q1. This briefing will include an explanation of the OPCON score itself, with scores for each of the OPCON elements reviewed independently, and also an aggregation of the element scores to the rolled-up score for the station. The Planning team will help Brown Field station leadership discuss their command-level assessments of the score's accuracy in reflecting OPCON in their area of responsibility.
Sector coordination on the OPCON framework complete in 4 of the 9 Southwest Border sectors (45%)	Q1, FY19	Scheduled RGV week of October 22/ Big Bend in November	Sector coordination means that USBP HQ has visited the sector to give detailed socialization on the framework that allows Planning Division to 1) gather data needed to customize OPCON to each sector, and 2) populate the measures in the framework so that line station OPCON scores can be computed.
Brief USBP leadership on OPCON pilot scores and details on OPCON framework. Repeat for CBP and DHS leadership as schedules allow in either Q1 or Q2	Q2, FY19	Not Scheduled	A complete OPCON pilot briefing for USBP leadership will occur this fall, which will expand with more detail on an earlier briefing. Upon their approval we will brief CBP and DHS leadership on the framework itself, results from the pilot, and the methodology behind scoring.
Sector coordination on the OPCON framework complete in 7 of the 9 Southwest Border sectors (75%)	Q2, FY19	Scheduled- one sector each in Jan-Mar	Sector coordination means that USBP HQ has visited the sector to give detailed socialization on the framework that allows Planning Division to gather data and populate the framework

FY19 Key Milestones

Key Milestone	Milestone Due Date	Milestone Status	Comments
Sector coordination on the OCPON framework complete in 9 of the 9 Southwest Border sectors (100%)	Q3, FY19	Scheduled- one sector each in Apr and May	Sector coordination means that USBP HQ has visited the sector to give detailed socialization on the framework that allows Planning Division to gather data and populate the framework
Post-Sector visits analysis	Q4, FY19		All data gathered during Sept – May will be analyzed and aggregated to conduct any necessary adjustments
All 9 Southwest Border sectors report an OPCON score for each of their line stations.	Q4, FY19		Each line station for the southern border will be able to report an OPCON score
Integration of Master CONOPs to OPCON, and use of OPCON metrics within CONOPs	Q4, FY19		With one year of socialization of Master CONOPs and their intent to improve the OPCON elements, sectors will develop FY20 Master CONOPs with increased understanding of OPCON and how sectors can improve OPCON elements through their operations. FY20 Master CONOPs will utilize and more closely align to metrics from OPCON.

Contributing Programs

Stakeholders

- DHS Joint Task Forces (JTFs)
- Department of Justice, Executive Office of Immigration Review
- Ranchers
- Office of Management and Budget (OMB)
- Congress
- GAO
- The American public