

Enhance Southern Border Security

Goal Lead: Chief Carla Provost, Acting Chief, U.S. Border Patrol

Theme: National Defense

Overview

- **Goal Statement:**
 - Improve security along the southwest border of the U.S. between ports of entry. By September 30, 2019, DHS will implement the Operational Control (OPCON) framework between ports of entry in 100% of U.S. Border Patrol Sectors along the southwest border as the means to enhance security
- **Challenges**
 - United States Border Patrol (USBP) works in a dynamic environment with multiple and varied threats that are constantly changing and evolving. Some of these threats and challenges include illegal border crossings by individuals with potential ties to terrorism, as well as smugglers, criminals, and other unlawful individuals motivated by employment opportunities and family reunification. Other threats include illegal goods that criminal organizations attempt to move across the border, such as instruments of terrorism, narcotics, and other contraband.
 - The southern border environment consists of 1,993 miles of varied terrain including deserts, rugged mountainous areas, forests and coastal areas. The border varies not only in geography but also in the presence of transportation routes and population centers. 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. USBP needs to coordinate with these community stakeholders to facilitate southern border security.
 - Given the variance in threats, partnerships, community relationships, and geographic features and conditions, implementation of a strategy for improving security will require analysis and measurement of commonalities across the border, and at the same time provide allowances for the unique operating environments for each of the nine Border Patrol sectors and for each station within the sectors.

Overview (cont.)

- **Opportunity**

- USBP has the opportunity to improve southern border security and protect the Nation by articulating a framework to advance operational control of the border. This framework relies on the interconnectedness of the three pillars of OPCON: Situational Awareness, Impedance and Denial, and Law Enforcement Resolution.
- OPCON is our results-based framework, which is defined as: USBP's ability to impede or deny illegal border crossings, maintaining situational awareness, and applying the appropriate, time-bound, law-enforcement response between the ports of entry as its contribution to DHS's overall border-security mission.
- Implementation of the OPCON framework will align our strategies, tools, and tactics across the southern border. It will also incorporate the use of intelligence and decision support tools to advance border security. Additionally, CBP will develop methods to measure and communicate the results of implementation to advance understanding of the current security on the southern border.
- Once matured and deployed along with southern border, future efforts plan to expand the OPCON framework to the Northern Border and Coastal sectors, so that OPCON is the established end state for all land borders between ports of entry.

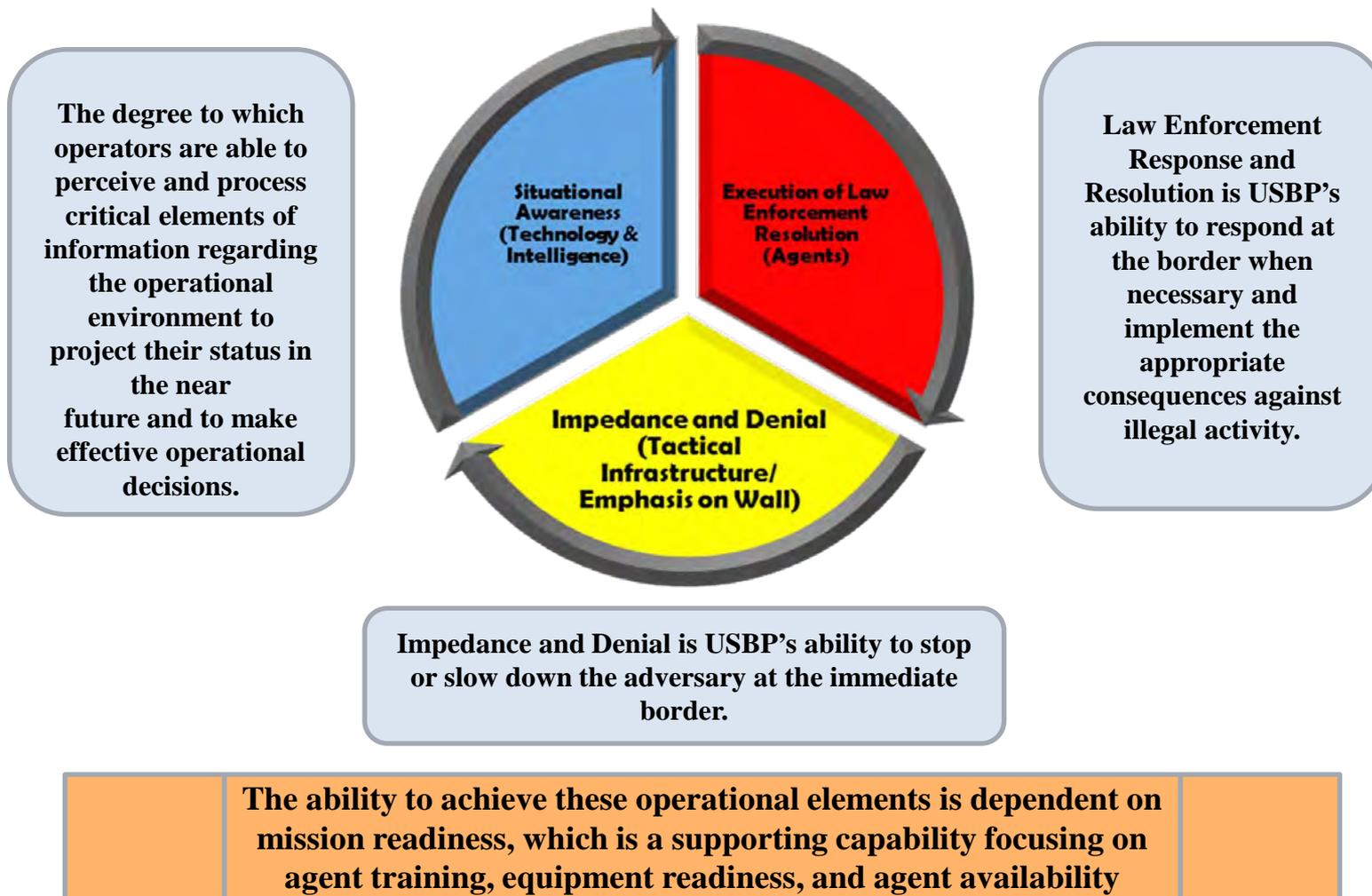
Goal Structure and Strategies

Overview

- The issuance in January 2017 of *Executive Order (EO) 13767: Border Security and Immigration Enforcement Improvements* provided an opportunity to revisit methods to gaining operational control of the border
 - The EO establishes the aspirational goal of obtaining complete control of the border
 - CBP must employ a strong methodology or framework to accomplish such an ambitious goal
- USBP has been implementing refinements to key components of an operational control framework for many years
- OPCON requires attaining three interrelated, operational elements:
 - Impedance and denial
 - Situational awareness
 - Execution of a law enforcement response
- The ability to achieve these operational elements is dependent on mission readiness, which is a supporting capability focusing on agent training, equipment readiness, and agent availability

Goal Structure and Strategies

The Three Elements of the OPCON Framework



Goal Structure and Strategies

Planning

- Incorporating OPCON framework in the field will require:
 - Articulating how the operational control strategy implements USBP statutory authorities and how that authority fits into the overall departmental and national border security effort
 - Developing Sector-based operational implementation plans for achieving the elements of OPCON
 - Sectors will utilize OPCON as a planning tool to establish the means, ways, and ends, by which they will achieve OPCON based on the resources available
 - Sectors will identify their gaps in each element of OPCON, relying on risk assessments to inform identification of gaps
 - Once Sectors identify their gaps, they will identify objectives and initiatives to improve success

Goal Structure and Strategies

Efforts and Initiatives

- Initial efforts and initiatives will describe what needs to improve:
 - Situational Awareness (SA):
 - Determining requirements for improved SA and identifying sectors that have plans to increase their SA
 - Validating the Situational Awareness by developing a model for estimating the total unknown flow of illegal entrants, which will facilitate strategic resourcing decisions and tactical resource deployment
 - Law Enforcement Response:
 - Continuing to improve the rigor of the Interdiction Effectiveness Rate measure by improved awareness of illegal entries, and developing strategies for improved response and mobility to entries, even as USBP experiences a 9% shortfall in agents on board
 - Working through the personnel requirements determination process to determine the number of agents needed in given locations
 - Prioritizing the hiring of additional agents to incrementally raise the onboard agent population above the current Congressional mandate of 21,360 agents
 - Impedance and Denial:
 - Developing and testing wall prototypes and determining optimal placement for new wall systems along the border
 - Repairing and replacing existing wall along the border to ensure wall integrity

Goal Structure and Strategies

Roll-out Plan

- USBP will implement the OPCON framework in all nine southwest border sectors, which will entail:
 - Socializing the re-introduction of OPCON for today's border operations to distinguish it from its prior use in FY 2005 – 2009 as a resource based performance goal
 - Establishing education and communication tools which will facilitate understanding of implementing OPCON as a strategy and the essential elements needed to attain OPCON, and how this contributes to enhancing overall border security
 - Traveling to each of the USBP Sectors in a “roadshow” to articulate the OPCON concept to key staff and personnel, and to learn how OPCON will relate to the individual sectors, given the different environments against complex threats
 - There are nine southwest border sectors and 75 stations within those sectors for which implementation plans need to be developed

Goal Structure and Strategies

Roll-out Plan (cont.)

- Sectors will develop problem sets, objectives, and activities related to elements of OPCON
- Sector's Operation Plans will indicate/record steps taken towards those objectives, and ultimately OPCON, at the operational/tactical level
- OPCON will be measured at the station level.
 - Stations will either have OPCON or not, measures from elements will be used to show improvement
- Establishing measures for each of the three elements of OPCON that will enable decision support for whether and how well OPCON is implemented in the field
- Piloting the OPCON framework to one station which has written out its Operation Plan with established activities and measures within each element to achieve OPCON

Contributing Programs

- **Border Security Operations:** The nine U.S. Border Patrol Sectors along the Southwest Border and their associated stations will implement the OPCON framework through developing sector-based operational implementation plans that reflect their unique terrain, threats, flow, and resources.
- **Air and Marine Operations:** This program increases awareness of the air and maritime domain to detect, interdict, and disrupt illegal border crossings, and shares that information with the USBP.
- **Office of Intelligence:** develops, provides, coordinates and implements intelligence capabilities to support the execution of U.S. Customs and Border Protection's primary mission to secure America's borders while facilitating legitimate trade and travel.
- **State and Local Law Enforcement:** Local law enforcement programs are key to our efforts to secure the southwest border through information sharing, and at times joint operations such as Operation Stonegarden.
- **Task Forces:** USBP sectors run various task forces with our federal, state, and local partners who will help us contribute to OPCON elements of situational awareness and response and resolution.
- **International partners:** These partners, especially Canada and Mexico, will help in producing results delivered by the OPCON framework through joint operations, information sharing, and collaboration on shared security problems.

Stakeholders

- **Immigration and Customs Enforcement (ICE):** Ice is a key partner within DHS in the immigration enforcement enterprise whose processes are greatly impacted by USBP activities and the numbers of illegal immigrants transferred to ICE for detention and removal. The implementation of the OPCON framework will impact ICE operations.
- **DHS Joint Task Forces (JTFs):** The JTFs provide unique capabilities that integrate intelligence, planning, interdiction and investigative efforts to prioritize and target transnational criminal organizations who pose the greatest threat to border security. Thus the JTFs will be both a partner and a stakeholder in the implementation and effectiveness of the OPCON framework to enhance security of the border.
- **Department of Justice, Executive Office of Immigration Review:** This Office is another key part of the immigration enterprise that adjudicates immigration cases including cases involving detained illegal immigrants, criminal illegal immigrants, and those seeking asylum as a form of relief from removal.
- **Ranchers:** Ranchers and other members of the border community are key collaborators who have a stake in border security. The USBP works to build strong relationships for information sharing and access to private lands for border security purposes, a key part of the OPCON framework.
- **The Office of Management and Budget (OMB):** OMB develops the President's annual budget for submission to Congress. OMB also supports agencies in implementing Administration priorities, such as the imperative to gain operational control of the Southwest border.
- **Congress, GAO, and the general public:** A well designed OPCON framework will improve our ability to secure the border and tell our story to the public while demonstrating performance and good stewardship to Congress.

External Communications Plan

- USBP Planning has created a briefing document which will be utilized to inform agents and staff at all levels about the facts and purpose regarding the introduction of the OPCON framework
- USBP will travel to each Sector to discuss and explain the OPCON framework and how it will affect our agency
- USBP will work with contributing programs and relevant stakeholders to ensure awareness and buy in
 - This will also afford opportunities for feedback and refinement of the OPCON framework
- USBP will also be establishing a formal lexicon and communication plan to ensure that the meaning for each element is captured

Performance Measures

Key Measure

Measure Name: Percent of southern border sectors that have implemented the operational control framework

FY18: N/A

FY19: 100%

Measure Description: This measure represents the percent of the nine U.S. border patrol sectors that have implemented the Operational Control (OPCON) framework as a means to increase border security. These operational plans describe specific efforts designed to improve results in the three elements of the OPCON framework: impedance and denial; situational awareness; and applying a law enforcement resolution. By implementing these plans, progress will be made in meeting the overarching goal of border security.

Performance Measures

Supporting Measure

Measure Name: Percent of 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

FY18: 50%

FY19: 100%

Measure Description: This measure calculates the percent of the nine U.S. Border Patrol's southern border sectors that have, first, received the briefing on the new Operational Control (OPCON) strategy; and, second, have had discussions with U.S. Border Patrol Headquarters regarding how the OPCON measures framework can apply to their area of responsibility. This effort will inform the baseline from which the OPCON measures are developed for each of the sectors by aligning existing measures related to the southern border to the three elements of the OPCON framework: impedance and denial; situational awareness; and applying a law enforcement resolution.

Performance Measures

Supporting Measure: Impedance and Denial

Measure Name: Miles of southern border with additional pedestrian wall

FY18: 74 miles*

FY19: 64 miles*

Measure Description: This measure reflects the total number of additional miles of primary pedestrian wall along the southern border with Mexico in places where no pedestrian wall existed previously. The number of miles are determined by prioritization of impedance and denial requirements according to unique needs and conditions along the border. Pedestrian wall barriers along the highest risk areas of the southern border will improve impedance and denial capabilities, a key part of the Operational Control (OPCON) framework.

** The FY 2018 and FY 2019 targets remain contingent upon timely funding approvals, as well as timely execution of contracts to complete construction of pedestrian wall in the areas identified in U.S. Border Patrol plans.*

Performance Measures

Supporting Measure: Law Enforcement Resolution

Measure Name: Rate of interdiction effectiveness along the southwest border between ports of entry

FY18: 81%

FY19: 81%

Measure Description: This measure reports the percent of detected illegal entrants who were apprehended or turned back after illegally entering the United States between the ports of entry on the southwest border. The U.S. Border Patrol achieves this desired strategic outcome by maximizing the apprehension of detected illegal entrants or, 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.

Performance Measure

Supporting Measure: Situational Awareness

Measure Name: 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 southern border.

FY18: 96%

FY19: 97%

Measure Description: In order to gain situational awareness of potential illicit activity in remote, low-risk areas of the southern border, the U.S. Border Patrol aims to reach detection sites of activity in remote low-risk areas within 24 hours. This measure gauges U.S. Border Patrol's ability to meet that goal to ensure that determinations of the nature of detected activity are properly assessed and addressed.

Performance Measure

Supporting Measure: Readiness

Measure Name: Percent of U.S. Border Patrol agent workforce who are trained and certified to perform enforcement actions

FY18: 94%

FY19: 96%

Measure Description: The measure assesses training readiness of U.S. Border Patrol (USBP) agents. Increasing agents' levels of basic and advanced training enhances USBP's capability to perform mission-essential tasks. Border Patrol agents are the only CBP resources capable of many essential law enforcement functions on the U.S. border. As agent numbers fluctuate, fully trained, deployable agents can mitigate agent-hiring shortfalls. Agents complete extensive Academy Basic Training and are required throughout their career to maintain certification in areas such as Quarterly Firearms Proficiency and Use of Force Policy. In addition, because each sector has unique climate, terrain, and operational environment, each USBP sector has different region-specific training requirements. These specialties include handling canines, counter-tunnel operations, horse patrol, All-Terrain-Vehicle (ATV), radiation detection, and snowmobile training.



Homeland Security