



Agency Priority Goal Action Plan

Enhance Southern Border Security

Goal Leader:

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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

Challenge

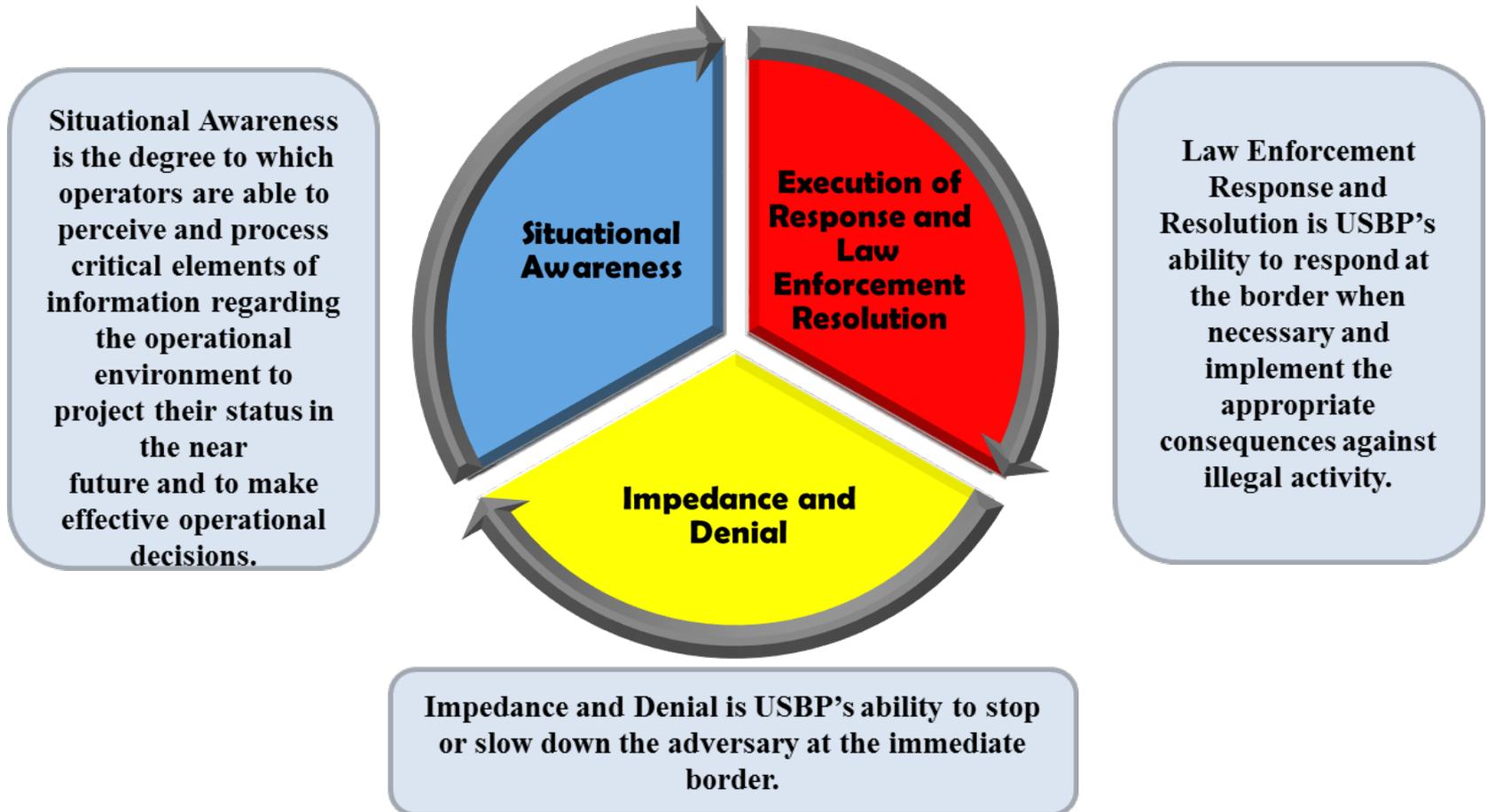
- United States Border Patrol (USBP) works in a dynamic environment with multiple and varied threats that are constantly changing and evolving
- Southern border environment consists of 1,993 miles of varied terrain including deserts, rugged mountainous areas, forests and coastal areas
- Partnerships 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

- 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
- 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



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

Summary of Progress – FY18 Q3

Progress Update

- At the end of June, the Planning Division traveled to San Diego Sector to conduct the first OPCON pilot, with various sector personnel over 5 days, allowing for the ability to baseline OPCON in two San Diego stations:
 - Day 1: Briefed San Diego sector leadership on OPCON framework, measures, and methodology and solicited leadership input. Gathered preliminary data from leadership with a weighting exercise to determine relative emphasis and importance of the OPCON elements and mission tasks within the elements, to ensure the proper calibration of the OPCON score. We will re-run the weighting exercise using lessons learned from the June visit.
 - Day 2: Briefed Brownfield station leadership and line agents, and solicited input. Gathered preliminary data via the weighting exercise, which determines relative emphasis and importance of the OPCON elements based on their perspective in the field as with the leadership on Day 1.
 - Day 3: Briefed Imperial Beach station leadership and line agents, and solicited input. Gathered preliminary data via the weighting exercise, as with leadership on Day 1. Operational conditions at Imperial Beach are very unique from those at Brownfield, so the importance of the weighting exercises and lessons learned from them is to appropriately tailor the emphasis of the OPCON taxonomy for each station's needs.
 - Day 4: Conducted the Intelligence Capability Measure (ICM) exercise for San Diego Sector leadership, to introduce the sector to this qualitative assessment of our ability in the field to perceive, comprehend, and predict events in our operating environment. This is done through three scenario based exercises. The ICM will be a key measure used to calculate the Situational Awareness element of OPCON.
 - Day 5: Conducted the ICM exercise for supervisors and line agents from all eight San Diego Sector stations.
 - Completed a draft set of measures for each element of OPCON and established a methodology by which those measures and OPCON would be assessed.

Summary of Progress – FY18 Q3

Next Steps

- Coordination will take place with Brownfield and Imperial Beach stations for their input on maps provided by the Headquarters Geographic Information Systems team to enable the station to identify (1) areas of access; (2) “vanishing lines” (areas beyond which, apprehensions are difficult due to assimilation into urban areas or egress via highways; and (3) optimal apprehension areas. These three pieces of information are needed for measures within the OPCON framework.
- The Planning Division is making minor changes to the measures in the OPCON framework based on the input we received from San Diego Sector and station personnel.
 - The Planning Division is identifying data that are available for collection and input into the measures framework, and data we do not yet collect, but need to in the future.
 - Data will be pulled from several disparate sources – these need to be identified and data pulls need to be scheduled.
- Conduct second pilot test for implementing measures in OPCON framework at the Laredo Sector in Q4.
- Conduct in depth training for two representatives from each sector on the measures in the OPCON framework over a 3 day period at a centralized location to further acclimate personnel and build momentum in implementing and measuring OPCON.
- Collect, evaluate and approve Master Concept of Operations (CONOPS) submissions for all southern border sectors. The CONOPS will demonstrate how well sectors understand and articulate their roles in pursuit of OPCON in their areas of operation. The FY19 CONOPS documents will serve as operational road maps for how sectors will employ existing capabilities and how they are mitigating gaps in pursuit of the achievement of OPCON.

Key Milestones

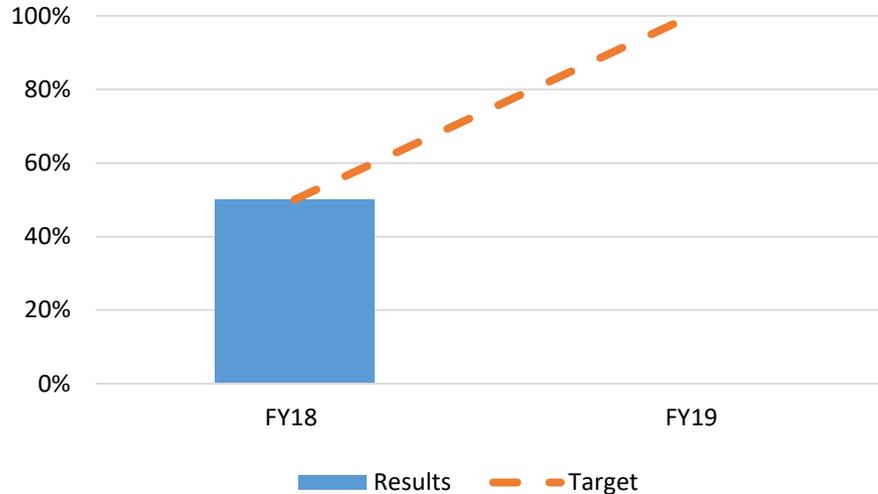
Key Milestone	Milestone Due Date	Milestone Status	Comments
Develop an operational plan template for field use	Q3, FY18	Complete	The concept of operations (CONOPs) template has been sent out to the field for completion and we are expecting all sectors to return it to HQ by the end of July. The CONOPs template will allow sectors to focus their operations around achieving results that feed into OPCON, which is also a major shift in thinking for the field as it encourages not only a tactical mindset, but the impact those operations have strategically.
Establish initial index methodology for the OPCON framework	Q3, FY18	Complete	The Planning Division completed the methodology for the measures within the OPCON framework and we are now in the process of piloting.
Pilot the measures used to gauge OPCON implementation for one station.	Q4, FY18	Complete	The pilot testing of the measures of the OPCON framework along the southern border was completed as planned in Brownfield and Imperial Beach stations. This information will be used to modify as needed the approach for developing OPCON plans and their measurement. These modifications will then be tested and further refined with deployment activities to other sectors during FY19.

Key Milestones

Key Milestone	Milestone Due Date	Milestone Status	Comments
Gather data and analyze feedback/results from pilot station	Q4,FY18	On Track	Requested data for each of the measures within the framework from U.S. Border Patrol Headquarters and input from San Diego sector for data they house as well.
Brief USBP, CBP, and DHS leadership on results	Q4, FY18	On Track	Once the Planning Division compiles the data for the measures framework for Brownfield station, the results, framework, and methodology will be presented to leadership.
Conduct second pilot at the Laredo Sector, TX	Q4,FY18	On Track	This second pilot for Laredo will have the same agenda as the San Diego pilot.
Conduct training for two representatives from each sector on the measures in the OPCON framework over a 3 day period	Q4,FY18	On Track	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 Q3 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

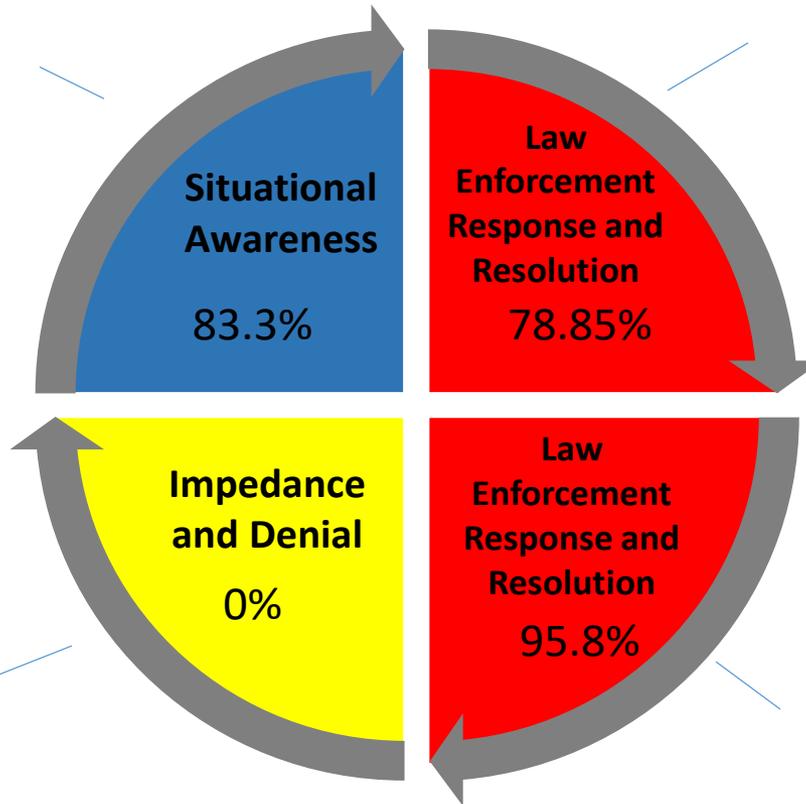
This measure will begin reporting in FY19 as the APG makes progress through a phased rollout.

The target of 50% in FY18 was achieved marking the halfway point in progress for this measure. The second half of the 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. U.S. Border Patrol 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. Further, plans are being developed to bring 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.

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

Performance Measures – FY18 Q3 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%)**

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

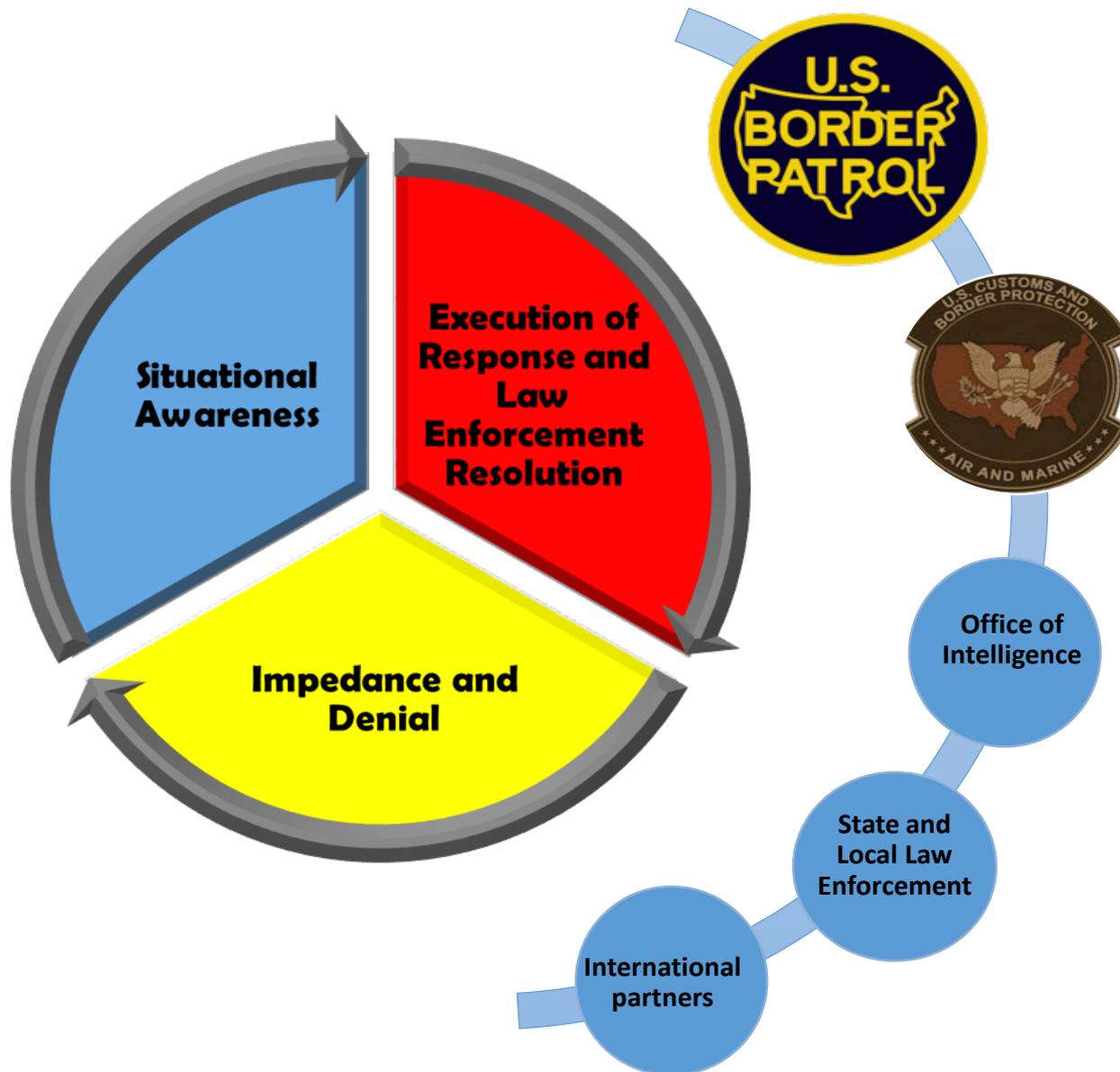
% of U.S. Border Patrol agent workforce who are trained and certified to perform enforcement actions **(Target 94%)**

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

FY18 Q3 Measure Explanations

Performance Measure	Explanation
Situational Awareness Timeliness to Assess	<p>Response rate improved by 2.3% from Q2 as a result of leaderships' 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.</p>
Law Enforcement Resolution Interdiction Effectiveness Rate	<p>The U.S. Border Patrol improved its Interdiction Effectiveness Rate (IER) this quarter, compared to last quarter, but improving enough during the next three months to bring the final FY 2018 result to 81% is not likely. Ongoing staffing shortages of border patrol agents presents an ongoing challenge to responding to illegal entries and increase the IER (21,370 border patrol agents historically authorized, 19,758 funded in FY18, 26,370 is the Administration's goal, currently 19,433 border patrol agents onboard). The timing of the increase in the IER corresponds with the deployment of National Guard personnel, who largely assist with surveillance technology and maintenance functions. Overall, the National Guard deployment has served 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. Looking forward, the U.S. Border Patrol will continue to advocate for the necessary levels of personnel, surveillance technology and infrastructure, such as wall and access roads, required to be optimally successful in detecting and interdicting illicit cross-border activity in the overall pursuit of Operational Control.</p>
Law Enforcement Resolution Agent Readiness	<p>Continued to maintain focus on excellent agent training. Ensuring adequate levels of basic and advanced training to agents exponentially improves the U.S. Border Patrol's capability to perform all mission-essential tasks critical to ensuring a law enforcement response to cross-border incursions. While there was a small drop in readiness compared to Q2 (97% to 95.8%), this change is not seen as significant at this point.</p>
Impedance and Denial Additional Border Miles	<p>U.S. Border Patrol will not meet the 74 miles of additional wall as targeted by FY18 Q4 because Congress did not appropriate the funds consistent with the President's Budget Request. However, Replacement Wall projects continue to be executed, which as of July 5th consist of 10 miles (El Paso—7.0 miles; El Centro—1.8 miles; San Diego—1.2 miles) completed out of 40 miles.</p>

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

