



## 2020 U.S. BORDER PATROL STRATEGY



U.S. Customs and  
Border Protection



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# Message from the Chief



**Carla L. Provost**  
Chief  
U.S. Border Patrol

**F**or nearly 100 years the U.S. Border Patrol has been drawn to action to safeguard the nation's borders. The work we did then, and the work we do now, is bound by a common purpose. We must achieve operational control of the border. We must make our communities safer for all Americans.

After the terrorist attacks of September 11, 2001, the Border Patrol underwent significant change; doubling our workforce and our resources. As a result, we calibrated our strategy to allocate these resources based on detailed threat and risk assessments. This process led to the risk-based approach used in the 2012–2016 *Border Patrol Strategic Plan*. Now, at the core of the 2020 *U.S. Border Patrol Strategy* is a holistic, innovative approach to achieving Operational Control (OPCON) of the border.

This document introduces the three essential elements of OPCON: Situational Awareness — collecting and assessing information and integrating that intelligence into our operations; Impedance and Denial — stopping illegal crossings or slowing them down to allow additional response time; and Response and Resolution — rapidly responding to threats determined in the areas of highest risk. This plan expands the OPCON concept to include a path for measuring and assessing our performance, and improving our ability to clearly articulate our status and progress.

This document articulates the path to achieving Border Patrol's unique contributions to border security in the coming years. It looks to our future while honoring our past and identifies opportunities within the challenges we face. Goal 1 focuses on the Border Patrol's pursuit of OPCON and identifies a path to achieving it. The foundations of our future success, found in Goal 2 and Goal 3, focus on taking care of our workforce, inspiring innovation, and communicating clearly and effectively both inside and outside the U.S. Border Patrol. Ultimately, border security is national security. Enforcement of immigration law is the foundation of a secure border and a secure nation, and I look forward to continuing that work by achieving the Goals outlined in this plan.

Achievement of this strategy will also contribute to the goals and objectives of the National Security Strategy, DHS Strategic Plan, and the 2020–2025 CBP Strategy, as we have worked closely with our partners in the development of those documents. This ensures the vital national security interests of physical security of our homeland and the economic prosperity of our citizens are what drives our mission.

Our commitment to consistent and fair enforcement of the law is demonstrated on a daily basis through our guiding principles and the unbiased professionalism of the Border Patrol workforce. This commitment is highlighted by the compassion exhibited towards the aliens we encounter — particularly the most vulnerable. The world is watching our actions more closely than ever before, and you have demonstrated time and time again that we do not leave our humanity behind when we report for duty.

As your Chief, my highest priority remains each of you. I am resolved to ensure our men and women of the U.S. Border Patrol have the tools, training, and resources necessary to carry out our evolving mission to keep America's border secure.

Honor First!





Honor Guard representing the Border Patrol at a community event.



# Guiding Principles

## Preventing Terrorism and Protecting the American Way of Life

Everything we do in the U.S. Border Patrol must be focused on the safety and security of the American people. As the global community grows closer, and trade and travel become freer, we face greater risks from criminals and other nefarious actors exploiting fast growing international commerce networks. The United States and our partners have been increasingly effective at cutting off revenue streams of terrorist organizations. This has forced those organizations to fund their activities through transnational organized crime and increased the likelihood that they will use such illicit networks to coordinate and execute attacks. In addition, nations across the world struggle to maintain sovereignty when corrupt officials give criminal organizations space to operate and thrive. Criminal and terrorist organizations continue to use this freedom of action to develop new ways and means to achieve their desired ends. In light of these dynamics, law enforcement agencies must seek to evolve and remain nimble to limit their advantages.

## Focusing on Statutory Responsibilities While Coordinating with Other Agencies

The U.S. Border Patrol responsibilities have always been physical security at the border between the ports of entry. Our approach to these responsibilities has evolved over the years through new technology and in response to more sophisticated criminal activity. We have expanded our use of intelligence techniques and investigative activities as we collaborate with law enforcement agencies throughout government, particularly on the northern and coastal borders where we have limited resources. These partnerships enhance our ability to carry out our statutory mission, and builds coalitions whose combined authorities and capabilities can overwhelm criminal organizations when harnessed effectively. As we change, however, we cannot take our eye off what the American people have tasked us to do, and that is deny illegal border crossings as close to the border as possible.

## The Layered and Risk-Based Approach

The threats at or near our borders do not reveal themselves in all places at all times. Likewise, the U.S. Border Patrol cannot expand its footprint to cover all borders at all times. Through intelligence and historical trends, we ensure deployment of our limited resources to areas where they are most effective given the time, space, and potential for illegal activities. Based on assessments of risk to national security, mission accomplishment, and public safety we invest our resources in ways that are appropriate to the threat and consequences of known vulnerabilities.

On the other hand, geospatial technology and change detection tactics are more appropriate in rural and remote areas where there are extended vanishing times. In support of those activities, the U.S. Border Patrol must also layer capabilities away from the border to act as a backstop to operations at the border, including ports of entry. This pushes smuggling attempts away from communities and to areas where law enforcement has the tactical advantage to prevent the illegal activity from becoming a hazard to the economic and physical security of the American people.

# Mission and Vision

## Mission

We safeguard the nation's borders, preserve public trust, and support the men and women who selflessly protect America.

## Vision

Steeped in tradition. Agile through innovation. Drawn to action.  
Bound by common purpose. We are the U.S. Border Patrol.







Relocatable tower used for tactical placement of surveillance capabilities.

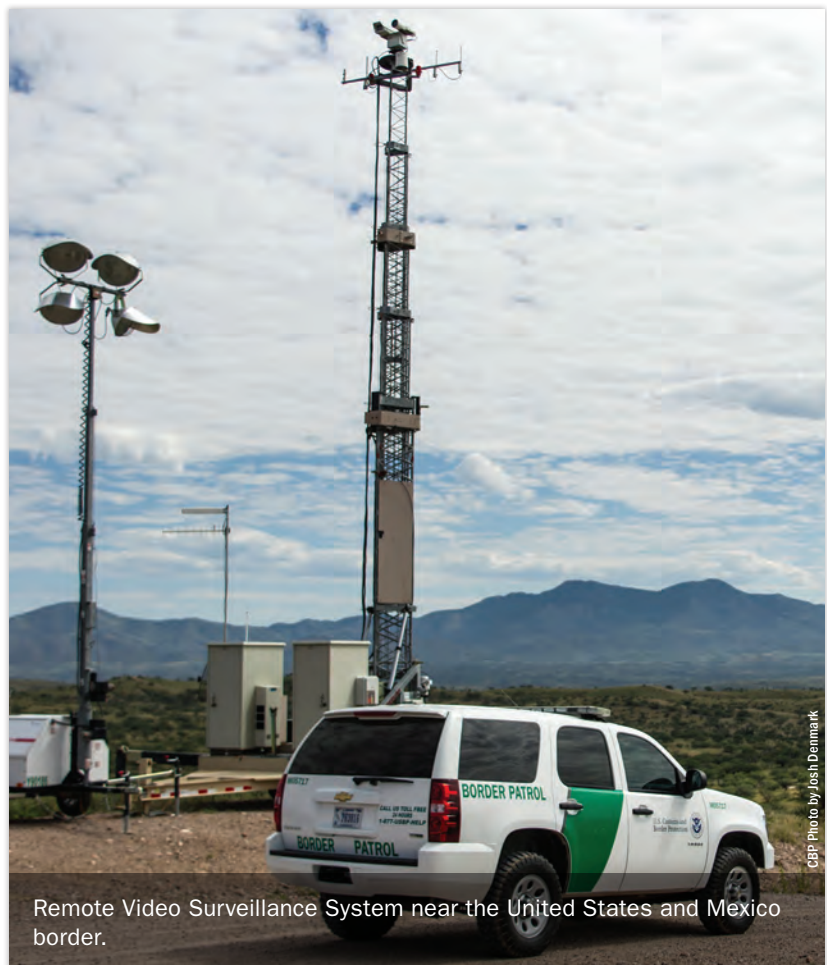


# GOAL 1: Pursue OPCON



**T**he operational goal of this updated U.S. Border Patrol (USBP) Strategy is Operational Control (OPCON) at the international borders between the ports of entry. OPCON is the ability to perceive and comprehend the operating environment (Situational Awareness), mobilize assets, infrastructure and barriers to prevent criminal activity (Impedance & Denial), and respond to and resolve any illicit cross-border incursions (Response & Resolution). Execution of these elements and the related tasks are rooted in the USBP's unique statutory and implied authorities, but we do not perform them in a vacuum.

The USBP must participate in and lead interagency homeland security efforts that reduce the influence and effectiveness of transnational organized crime and support foreign nation capacity building. We will expand these efforts in the near future with advanced technology, enhanced training that reflects our operating environment, and investments in facilities and infrastructure. More than anything, the intent of this strategy is to move the workforce of the U.S. Border Patrol forward with renewed guidance and focus.



Remote Video Surveillance System near the United States and Mexico border.



USBP P 17 Meter aerostat in use in the Rio Grand Valley Sector.

CBP Photo by Kerry Vaneek

## Objective 1.1: Enhance Situational Awareness

**The knowledge and understanding of the border environment, including cross-border threats of illicit trafficking and unlawful crossings along the international borders of the United States, is a crucial element necessary to gain and maintain OPCON. In addition, to determine the proper response, the USBP must possess and understand information about worldwide socioeconomic, political, and environmental shifts, as well as the transnational criminal organizations that support illicit trafficking.**

### Activities/Projects/Initiatives

#### a. Establish a Comprehensive Operational Picture through Partnerships and Intelligence

Integrating interagency information, intelligence, and all available resources to establish a comprehensive operational picture will enable decision makers to make the most impact when

deploying limited resources. The USBP must invest in analytics, such as modeling and simulation, that can use historical trends data and assist leaders in making informed decisions regarding potential threats, future courses of action, and appropriate resource levels.

A robust intelligence program and collaborative partnerships will fuel increased coordination with domestic and international partners and stakeholders and provide additional situational awareness. This includes modular Sensitive Compartmented Information Facility deployments, the Intelligence Support Center at the Pentagon, the Northern Border Coordination Center, National Targeting Center, and additional foreign liaisons and attaché positions.

#### b. Deploy Innovative Technology

The USBP continues to identify and deploy modern technology, to include commercial innovation, to improve operational efficiency and effectiveness. Small Unmanned Aerial Systems coupled with Team Awareness Kit deployments, and other similarly innovative investments, will improve the tactical common operating picture

through real-time feedback on target tactics, thereby improving USBP command and control capabilities.

#### c. Increase the Zone of Security Away from the Physical Borders

By increasing the zone of security away from the physical borders through an expanded global footprint, the USBP can further develop our understanding of global trigger events that cause population migrations and the resulting effects on regional actors. The USBP will implement this through efforts and programs that improve relationships and partnerships with foreign and domestic counterparts. Other efforts include foreign deployments in support of host-country counter-TCO efforts, and participation in various internationally focused task forces. ■

### Outcomes

The USBP will have the appropriate, time sensitive and relevant information/intelligence available to decision makers regarding threats to our national security resulting in effective and efficient operational planning and resourcing.



## Objective 1.2: Strengthen Impedance & Denial

**As with any law enforcement effort, the ultimate intent is to prevent the crime from occurring in the first place. Deterring cross-border illicit activity begins with predicting trends. Identifying illicit pathways, political and social events that could lead to increased migration, specific transportation nodes and links, and cycles in the cultivation and manufacture of narcotics are all key to stop smuggling and trafficking at or before they reach the border. Barriers, both man-made and natural, are an effective tool in denying illegal entry or impeding attempts to the point that law enforcement gains an advantage in time and space to respond to and resolve those entries.**

### Activities/Projects/Initiatives

#### a. Physical Infrastructure

##### Investment

Barriers, roads, and technology deployed as a system are key to an enduring and sustainable terrain denial capability. The USBP employs an independently verified methodology to determine the most appropriate locations in which to construct border barrier systems to provide agents with needed impedance and denial, complemented by access and mobility and situational awareness.

#### b. Foreign Partnership and Intelligence Sharing

Expanding the zone of security beyond the U.S. borders will increase our ability to impede or deny illegal border crossings. Making sound investments with partner nations in the western hemisphere will be mutually beneficial in securing their borders from undocumented and potentially nefarious terrorist related migration, while also slowing traffic transiting through those nations on their way

to the U.S. border. Investments in biometric identification technologies allow us to identify potential targets of interest and provide an early warning of threats in the hemisphere. Expanding deployment of foreign liaisons and attachés will foster stronger partnerships and greater support from foreign partners.

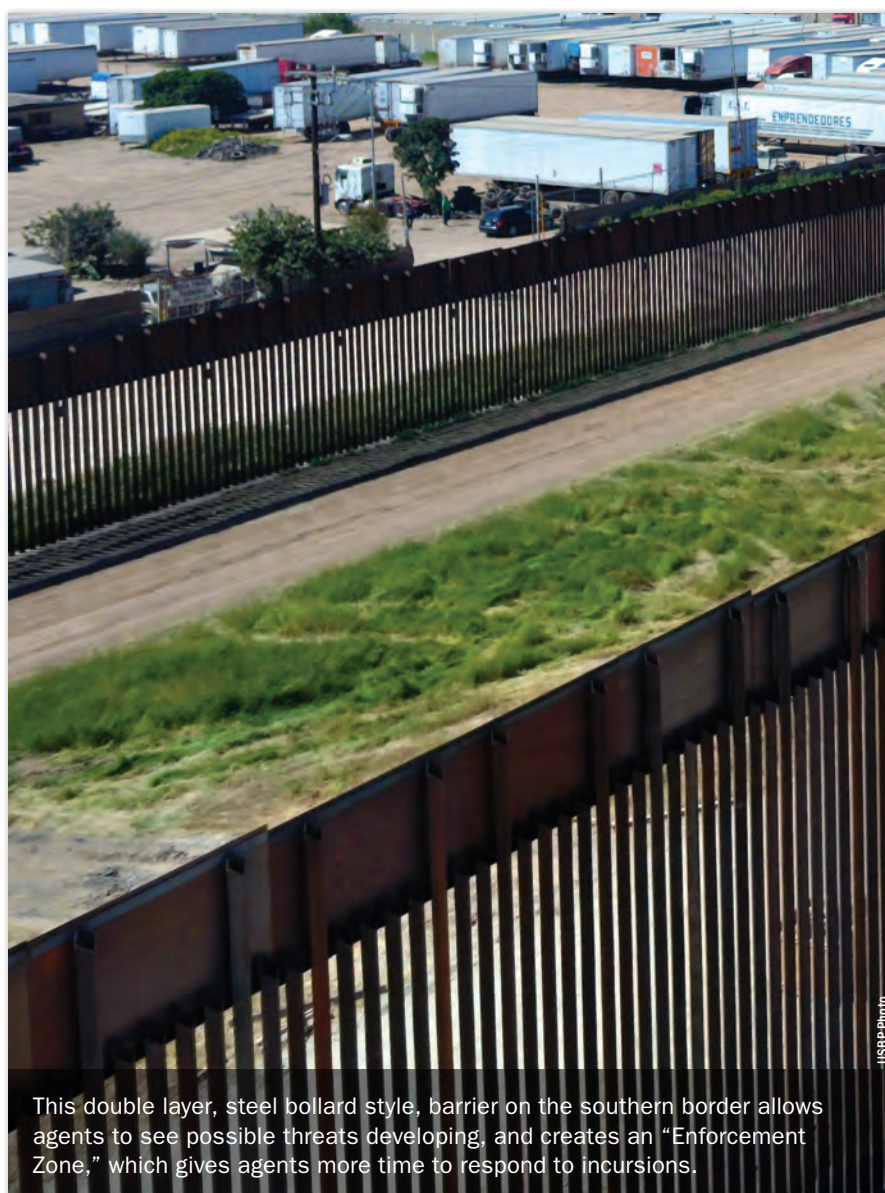
#### c. Consequence Delivery and Detention & Prosecution Support

The USBP must strive to maximize the available resources and apply appropriate prosecutorial pressure in order to discourage initial and subsequent illegal entry into the U.S. This means applying the appropriate consequences to those entering the

U.S. illegally. Close coordination with partner agencies is paramount in this effort to identify shared objectives and proper courses of action to assist in their management of the humane, efficient and expeditious detention and repatriation of subjects in custody. ■

### Outcomes

Providing the appropriate consequence delivery with increased technological and infrastructure developments will improve the USBP's ability to meet the congressional and component requirement of OPCON.



This double layer, steel bollard style, barrier on the southern border allows agents to see possible threats developing, and creates an “Enforcement Zone,” which gives agents more time to respond to incursions.



## Objective 1.3: Enhance Response & Resolution

Response and resolution is the USBP's ability to react to illicit cross border activity in a timely and efficient manner, and to contribute to investigations into transnational criminal organizations. Crime prevention is never one hundred percent effective, external push and pull factors will always motivate cross-border illicit activity, so the USBP must be prepared to respond to and resolve any incursions. USBP's response capability must include expanded access to borderlands, while being good environmental stewards and respecting property rights. In addition, technologies that independently detect, identify, classify and communicate threats allow more effective use of personnel and will allow a single agent team to control vastly more area. At the macro level, the USBP will continue to expand mobility through relocation programs so shifts in resources can address emerging threats. The USBP will continue developing analytical tools to determine the appropriate levels of law enforcement and mission support personnel, and the proper priority for deploying equipment to high-risk areas.

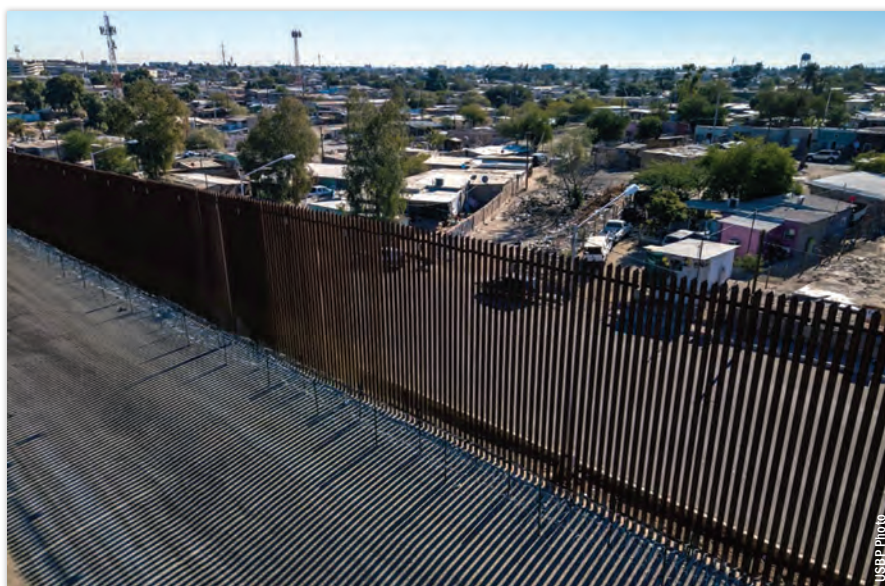
### Activities/Projects/Initiatives

#### a. Tactical Mobility & Freedom of Movement

The USBP will continue to respond more rapidly to identified threats. This strategy includes a multi-pronged approach, including community engagement, advocacy with lawmakers, and infrastructure improvements. Working with landowners and public land



Border barrier along the United States and Mexico border.



30 foot border barrier at the United States and Mexico border.

managers, the USBP will balance the needs of the patrol with public lands stewardship and economic prosperity on private lands, thereby creating an atmosphere where the community feels involved and open to opportunities for better access. Where appropriate, the USBP will advocate for legislative assistance in easing restrictions that unduly burden agents and slow response times. Finally, as financially prudent and necessary, the USBP will invest in roads and tactical infrastructure as part of the complete enforcement

system that ensures response times align with potential vanishing points for smuggling activity.

#### b. Technology Investments

Investments in technology are critical to increasing arrests and promoting border security in the 21st century. The USBP's ability to gain new and emerging technology will sustain border security against a new generation of technology exploited by TCOs. Team Awareness Kits are the first step in creating a tactical operating picture so agents



can better coordinate with other support elements. The USBP will also continue to seek technology that can freely detect, identify, classify, track, and communicate threats to enable limited response resources to focus on the highest risk locations.

**c. Supporting Counter Network and the Layered Approach**

Partnerships and investigations into the networks that support kinetic cross-border illicit activity are critical to increasing OPGON in the border environment. The USBP will continue to support the DHS Southern Border and Approaches Campaign and find new areas where other agency authorities and practices can supplement current efforts. Modernizing checkpoint operations is also a focus of this strategy. Linking systems, tactics, and information with the corresponding ports of entry will enable USBP checkpoint operations to be more effective while limiting disruption to legitimate traffic.

**d. Recruiting, On-Boarding & Rightsizing the Workforce**

The recruitment and hiring of quality personnel who meet the standards of our law enforcement mission is our highest priority. The USBP must support our dedicated workforce by retaining, and properly training our personnel. With this priority, USBP is seeking analytical systems that streamline the placement and employment of our workforce. In addition, introducing modeling and simulation of the operating environment will assist in improved tactical operational planning. ■

**Outcomes**

The USBP has sufficient personnel, appropriate and functional equipment, and the necessary infrastructure to access and respond to all areas of the U.S. Border between the ports of entry in a sustainable and timely manner.



Border Patrol marine agents performing maritime patrol operations.



Border Patrol agent patrolling rough terrain on an all-terrain vehicle.



Border Patrol Horse Patrol agents cross a low water crossing while patrolling the border.





Border Patrol Honor Guard presenting the colors at a public sporting event.



## GOAL 2: Organizational Excellence



**T**he USBP recognizes that by investing in our workforce, we will create a mission ready organization with skilled employees and leaders who serve with integrity and share our vision, mission, goals, and values. The ability to effectively plan at the strategic, operational, and tactical levels, supported by robust analysis, and resource acquisition allows the USBP to carry out the mission successfully while maintaining a steady state of readiness. Streamlining and integrating internal processes and removing redundant and ineffective policies and procedures encourages employees to develop innovative solutions, placing the USBP at the forefront of law enforcement.



Chief Carla Provost meets with stakeholders at Border Patrol Headquarters in Washington, DC.





Border Patrol Special Operations Group K9 unit on patrol.

## Objective 2.1: Invest in Our Workforce

**The expectations of the contemporary employee and applicant have shifted since the turn of the century. All employees, both law enforcement and professional staff, expect the organization to understand, respect, and value their needs and balance those with the needs of the organization. Enabling our team to seek educational and professional development opportunities will pay dividends in retention and recruitment. Satisfied employees who feel valued work harder, spark innovation, and embrace the organization's mission as their own.**

### Activities/Projects/Initiatives

#### a. Recruitment, Retention & Support

The USBP will seek to fill its ranks with a diverse, professional workforce that is prepared to serve. Establishing new and innovative ways to expand

the hiring pipeline is key to this effort. There is no one source for qualified Border Patrol agents, and because of the vast areas of the U.S. where there is no Border Patrol presence, we must seek out and recruit those applicants where they live.

Once we have hired qualified people, we must support them in their day-to-day lives, both professionally and personally. The USBP will continue to invest in chaplaincy and peer support and will identify and pursue other work-life balance programs. The USBP will also continue to expand opportunities for workforce mobility. Mobility develops well-rounded employees who can draw from a diversity of experience to introduce potential solutions to problems.

#### b. Workforce Development

In order for the USBP to mature as a professional, world-class law enforcement agency, we must enable our people to grow through education and certification opportunities beyond the basic skills required for daily operations. Creating a structured career path

for agents and professional staff will assist employees by outlining what education is available and desired for advancement, what assignments they should seek for career enhancement, and other self-growth opportunities (professional certifications, degrees, etc.) that are available.

#### c. Professional Staff

Operations cannot be effective without professional mission support. The USBP will recruit and retain non-uniform professional staff with the same vigor applied to law enforcement employees. Full integration into one team will result in fewer agents assigned to non-enforcement duties and more effective operations overall. ■

### Outcomes

A sustainable trained, prepared and supported workforce that is able to chart individual career paths, adapt to an evolving mission space and be resilient in the face of personal and professional challenges.



## Objective 2.2: Integrate Intelligence, Planning, and Analysis Capabilities

**Effectively planning at the strategic, operational, and tactical levels, supported by robust analysis, is necessary in order for the USBP to acquire resources and sustain the mission. Alignment of the planning, programming, budget, and accountability process also allocates resources to programs and activities supporting USBP objectives and priorities.**

### Activities/Projects/Initiatives

#### a. Master Concepts of Operations & Analysis

Since 2013, the USBP has been building on its mission analysis capability through intelligence

preparations of the operating environment and the Capability Gap Analysis Process. Moving into the future, the USBP will focus on using these products to align operational planning to the strategic OPLAN approach through the introduction of sector master concepts of operation (CONOPs). These CONOPs will identify priority capability gaps for each sector and that sector's plan to reduce those gaps through materiel or non-materiel solutions and related measures. Those measures will then be associated to individual measures within the OPLAN framework to demonstrate how tactical and operational action affects strategic goals.

#### b. Improve the Asset Reallocation Process

The USBP will become more agile by creating or improving ways to reallocate assets based on requirements. By integrating

operational planning into the strategic OPLAN framework and ensuring traceability of the mission essential tasks and master capabilities, the USBP will be better prepared to respond to rapidly evolving threats.

#### c. Optimize Evolving Methodologies and Tools

The USBP will optimize evolving methodologies and tools such as the personnel requirements determination and modeling and simulation to right-size the organization, increase operational effectiveness and efficiency, and project future requirements. ■

### Outcomes

A seamless, integrated planning and programming process across all disciplines within the USBP.



Border Patrol Bike Patrol unit.

USBP Photo

## Objective 2.3: Optimize Mission Readiness

**The USBP has made great strides in the past decade in understanding our mission essential tasks and our strengths and capability gaps. Moving forward, the USBP must further understand what is required to accomplish our most vital tasks, track how well resources and investments are performing, and be able to forecast future resource needs.**

### Activities/Projects/Initiatives

#### a. Articulating Readiness

The USBP will complete and implement the resource readiness and personnel requirements

determination processes and integrate them with equipment and training requirements. As these processes combine, the USBP will be able to speak of station and sector resource needs in terms of people and equipment. The process will also enable leadership to defend budget and resource requests outside of the organization with analytically informed, process driven requirements.

#### b. Planning, Programming, Budget and Analysis

CBP continues to add business processes across the component, and the USBP will spearhead those efforts by working with component offices to refine the joint requirements process and identify budget priorities. Through coherent planning and specific requirements generation, the USBP will build defensible budgets with scientifically validated and

easily communicated outcomes. As evidence based budgeting becomes the rule instead of the exception, the USBP will be prepared.

#### c. Traceability

Once an investment has been budgeted and acquired, the job is not complete. The USBP will develop and start a logistics and sustainment traceability process that ensures contractual and program performance meets expectations. This will ensure mission ready personnel, forecast lifecycles of equipment, technology, and other investments, and replace them before there are critical failures. ■

### Outcomes

The USBP is mission ready with reduced shortages in work force, training, or equipment.



A Border Patrol mechanic providing crucial vehicle maintenance in support of the agency's mission.





USBP Photo

Border Patrol agents performing at the quarterly qualification.





USBP Photo

A Border Patrol agent launching an aUAS that will offer him a bird's eye view of the immediate area.

## Objective 2.4: Capitalize on Innovative Solutions to Organizational Needs

**The USBP encourages innovation and promotes best practices that will help to move our organization forward. Being proactive and creative as an organization requires harnessing the ideas of our talented workforce. That policy will become the standard by which we judge all internal activities.**

### Activities/Projects/Initiatives

#### a. Evaluate Our Policies and Practices

Continually evaluating our policies and practices will promote

transparency, reduce inefficiencies, and encourage ingenuity to develop and introduce new ways to solve complex problems. Often times, we continue to operate and conduct business as we have done in the past, even if the practice is no longer valid or applicable. By removing inefficient policies that have accumulated over the years, the USBP enables creative solutions.

#### b. Create Pathways to Innovation

The USBP believes that harnessing the power of our talented workforce will foster solutions to many of our current and future challenges. By creating pathways and mechanisms to promote intrapreneurship (self-motivated, proactive and action-oriented people who are comfortable taking the initiative) and internal

innovation, we can proactively address our most complex problems. Intrapreneurship and actively engaging industry professionals allows the USBP to be on the cutting-edge of emerging technology and the new ideas that lead to mission success. Concurrently, expanding industry partnerships and participating in programs with the CBP Innovation Team (INVNT) aid the USBP in developing future capabilities. ■

### Outcomes

Continuously reassessing existing programs and assumptions puts the USBP at the forefront of government initiatives and enables the USBP to take advantage of innovative solutions.









The Border Patrol works with foreign government partners to share expertise and accomplish the mission.



## GOAL 3: Stakeholder Engagement



**T**he USBP recognizes that open communication with employees, stakeholders, citizens, and partners is invaluable. Direct engagement results in increased trust and credibility, improves feedback, informs operations, and improves desired outcomes.

We will strengthen communication by the best use of current and emerging technologies to disseminate effective, transparent, and timely information while recognizing that circumstances dictate which method to use.



BORSTAR agents discussing plans and coordinating in the field.



### Objective 3.1: Foster Relationships with Governmental Stakeholders

By harnessing the political, social, economic, information, infrastructure, and technology assets and resources made available to the USBP by our inter-governmental partners and stakeholders, we multiply the effectiveness of our operations.

#### Activities/Projects/Initiatives

##### a. Develop Shared Vision with Law Enforcement Partners

The USBP will take steps toward developing a shared vision with law enforcement partners. By including strategic partners in our Capability Gap Analysis Process to identify and reduce current operational and process gaps, the USBP will promote transparency and shared vision. Joint operational planning and intelligence support centers will strengthen long-standing

relationships, as well as create new partnerships.

##### b. Re-examine Policies and Agreements Pertaining to Stakeholders

Re-examining policies and agreements to build and expand partnerships will enable the USBP to increase liaisons at home and abroad. Fully engaging with Operation Stonegarden partners

and other federal, state, local, and tribal partners is mutually beneficial. ■

#### Outcomes

The USBP maximizes enforcement capabilities through mutually beneficial partnerships with inter-governmental stakeholders.



Joint Operation training class.



Border Patrol Explorers work as a team on a litter carry, as part of a field exercise that covers emergency medical care.





Yuma Sector Chief Patrol Agent Anthony Porvaznik addresses community members participating in a Citizens Academy.

## Objective 3.2: Improve Communication and Collaboration with Internal Stakeholders

**Engaging in partnerships with stakeholders within CBP and DHS ensures the expansion of USBP capabilities in our joint border security undertaking. Mission success hinges on the understanding and full participation of all DHS partners; as such, it is crucial that the USBP lead the way in continuing to support DHS integration.**

### Activities/Projects/Initiatives

#### a. Open Avenues for Innovation

Employee ideas will be the bedrock of our future organization. Understanding that, and enabling and encouraging an innovative

culture, is key to improving morale and increasing buy-in to the USBP's mission. Expanding ways through which our workforce can exchange ideas and best practices is paramount to future success and a priority moving forward.

#### b. Establish Touch Points and Joint Assignments with CBP and DHS

Planning, programming, budgeting, and accountability happen at every level and in every component of DHS. Identifying resource gaps and communicating with our counterparts within the department will increase the efficiency in which we acquire resources. The USBP will seek opportunities to assign employees to joint assignments and reward those who have gained this valuable perspective and experience. Employees with experience in their assignments at various levels of the agency have the ability to see how legislation affects policies and

methodologies all the way down to an agent patrolling the border.

#### c. Further Integrate OPCON Efforts with Counter-Network Enterprise

Border security is a whole-of-government enterprise. The USBP has statutory and resource limitations that focus our mission; however, it remains a priority to participate in and contribute to the overall counter network effort. USBP remains committed to developing shared goals and objectives to make the homeland safer by breaking down our bureaucratic barriers to success. ■

### Outcomes

The USBP establishes joint priorities and objectives with our DHS partners and creates an engaged workforce that operates with a shared purpose.

### Objective 3.3: Engage Non- Governmental Organizations, Private Citizens and Oversight Organizations

The USBP lives and works in the communities we protect. Active, transparent engagement with citizens and non-governmental organizations increases public support and available assistance necessary to meet mission objectives.

#### Activities/Projects/Initiatives

##### a. Broaden the USBP's Messaging Footprint

Broadening the USBP's messaging footprint through programs that help build understanding of the USBP mission in communities and beyond governmental agencies. Using social media to engage citizens and non-governmental organizations will also aid the USBP in increasing general awareness of important USBP initiatives while increasing public engagement to support our mission.

##### b. Strengthen Public Trust Through Transparency and Accountability

Transparency and accountability are key elements in strengthening



BPA's Kaylee Tang and Michelle Hernandez gained valuable experience as BP Explorers before starting their careers as BP agents.



Border Patrol liaises with stakeholders and law enforcement partners to accomplish the mission.



Agents introduce partners to one of the USBP's command and control centers.

public trust in USBP's mission. By increasing public engagement through forums such as town hall meetings and citizens' advisory boards, USBP can keep stakeholders informed of important ongoing efforts while providing reliable platforms for addressing public issues or concerns related to the border security mission.

##### c. Expand Publicly Reported Measures

A comprehensive set of publicly reported measures is essential to "telling the USBP story" through successful mission accomplishments while also showing where more resources are needed to fill operational gaps. The USBP

continues to work with the Office of Management and Budget, the Government Accountability Office, and Congress to develop publicly reported measures that clearly convey USBP progress toward strategic goals to both elected officials and the public. ■

#### Outcomes

Through active, transparent engagement with the public, non-government organizations and oversight entities, the USBP can build a mutual respect that enables understanding and support for the USBP mission.





A vehicle mounted light illuminating the road at an angle that makes footprints easier for agents to see while on patrol.

# Appendix

## As of January 1, 2019

The U.S. Border Patrol is implementing its strategy with a commitment to continuous evaluation toward achieving our performance goals. Solid evaluation comes with well-defined performance measures that link to goals, and sound analytical tools and processes. This allows us to understand data and make resource and strategic decisions to improve outcomes. The reasons for building performance assessment into our process are:

- **Resource allocation:** Leadership decision making will always be grounded in experience and good judgment, but many decisions require optimizing existing and planned resources in combinations that bring about the best outcomes. Objective analysis of data and results from performance measures can help leaders understand how to apply resources in the best locations and configurations to impact outcomes.
- **Mission alignment:** With access to quantifiable evidence of performance toward well-understood goals, field agents and leadership can coordinate operational adjustments and strategic investments to improve mission performance.
- **Resource acquisition process:** A mission-focused performance measure framework, coupled with data analysis, produces valuable data for new acquisition decisions.
- **Accountability to stakeholders:** We want to be able to show Congress, oversight organizations, and the American public what we are achieving with their tax dollars.

## Current Measures for Assessing Performance — GOAL 1, PURSUE OPCODE

The U.S. Border Patrol already has several publicly reported measures of performance that satisfy requirements of the Government Performance and Results Act Modernization Act of 2010 (GPRAMA). Ten such measures are categorized as strategic or management level<sup>1</sup> and are calculated quarterly with annual results reported in the DHS Annual Performance Report (APR) and the Future Year Homeland Security Program (FYHSP) report. Additional measures are reported quarterly via the DHS Agency Priority Goal (APG), “Enhance Southern Border Security,” posted publicly each quarter to: <https://performance.gov>. Following is a breakdown of these measures, including an indication of the support they show to measuring success in the three elements of OPCODE, discussed above in Goal 1.

Measure Name	Measure Description	FY18/ FY19 Targets	FY18 Result	OPCODE Element Linkage	GPRAMA or APG
<b>Rate of interdiction effectiveness along the Southwest Border between the ports of entry (IER)</b>	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.	FY18: 81.00% or greater  FY19: 81.00% or greater	79.69%	Response and Resolution	GPRAMA: Strategic
continued					

<sup>1</sup> “Strategic” GPRAMA measures are those that communicate achievement of strategic goals and objectives delivered to stakeholders. They help explain overall mission accomplishment, justify resources, and serve as feedback to future strategic planning. “Management” GPRAMA measures help support resource allocation analyses; justify budget requests; and monitor programmatic performance.



# Appendix

Measure Name	Measure Description	FY18/ FY19 Targets	FY18 Result	OPCON Element Linkage	GPRAMA or APG
<b>Percent of people apprehended multiple times along the Southwest Border (Recidivism)</b>	This measure examines the percent of deportable individuals who have been apprehended multiple times by the U.S. Border Patrol. This measure also identifies the percentage of people apprehended multiple times along the Southwest border over the previous twelve months. Effective and efficient application of consequences for illegal border crossers should, over time, reduce overall recidivism.	FY18: 17% or less  FY19: 15% or less	10.8%	Impedance and Denial	GPRAMA: Strategic
<b>Average number of apprehensions for persons with multiple apprehensions along the Southwest Border (Average number of apprehensions per recidivist)</b>	This measure examines the average number of apprehensions for deportable individuals who have been apprehended multiple times by the U.S. Border Patrol over the previous twelve months. The measure identifies the frequency at which illegal aliens continually cross the U.S. Border. Effective and efficient application of consequences for illegal border crossers should, over time, reduce the average number of apprehensions per recidivist and reduce overall recidivism.	FY18: 2.42 or less  FY19: 2.42 or less	2.33	Impedance and Denial	GPRAMA: Management
<b>Percent of time USBP meets its goal of responding to potential illegal activity in remote, low-risk areas to effectively determine the nature of activity</b>	In order to ensure an effective response, the U.S. Border Patrol (USBP) aims to respond to potentially illicit activity in remote low risk areas within 24 hours. This measure gauges U.S. Border Patrol's ability to meet that goal and ensure potential illegal activity is responded to and properly assessed.	FY18: 96.0% or higher  FY19: 95.0% or higher	92.2%	Situational Awareness	GPRAMA: Strategic
<b>Percent of recurring border surveillance implemented in remote, low-risk areas between ports of entry</b>	This measure represents the percentage of remote low risk areas along the land border that are covered by recurring surveillance that can detect possible illicit activity. Low risk areas are geographically remote parts of the border that also have historically had low levels of illegal activity. Recurring surveillance is achieved through geospatial capabilities that monitor these areas for potential illicit activity and provide information to CBP Office of Intelligence analysts who review the information and determine if a response is needed. The measure demonstrates the Border Patrol's ability to maintain awareness of illicit activity without needing to have agents directly located in these remote areas.	FY18: 93.0% or more  FY19: 96.0% or more	99.0%	Situational Awareness	GPRAMA: Strategic
<b>Number of joint operations conducted along the Southwest Border by USBP and Mexican law enforcement partners</b>	This measure tracks the number of initiated joint operations that are formalized by operations orders which define levels of participation and dedication of resources. Bi-lateral law enforcement efforts between CBP/Border Patrol and Mexican law enforcement partners at local, state, and federal levels improve the ability to ensure legal trade and travel, while mitigating border security threats, including illicit activity by criminal organizations and others who would do harm to our nation.	FY18: 20 or more  FY19: 20 or more	43	Situational Awareness	GPRAMA: Management
continued					



# Appendix

Measure Name	Measure Description	FY18/ FY19 Targets	FY18 Result	OPCON Element Linkage	GPRAMA or APG
<b>Number of joint operations conducted along the Northern Border by USBP and Canadian law enforcement partners</b>	This measure tracks the number of initiated joint operations that are formalized by operations orders to engage in joint operations along the Northern Border. These bi-lateral law enforcement efforts between Customs and Border Protection and Canadian law enforcement partners at federal, provincial, territorial, and municipal (local) levels improve the ability to ensure legal trade and travel, while mitigating border security threats, including illicit activity by criminal organizations and others who would do harm to our nation.	FY18: 24 or more  FY19: 20 or more	26	Situational Awareness	GPRAMA: Management
<b>Percent of apprehensions at USBP checkpoints</b>	Checkpoints are facilities used by the Border Patrol to monitor traffic on routes of egress from areas on the Southwest and Northern borders. Checkpoints are an integral part of the Border Patrol's defense-in-depth, layered strategy. As such, measurements of activities occurring at checkpoints serve not only to gauge checkpoint operational effectiveness, but also serve as barometers of the effectiveness of the Border Patrol's overall national border enforcement strategy to deny illegal entries into the United States. This measure examines one component of checkpoint activity, the number of persons apprehended by Border Patrol agents at checkpoints, divided by all Border Patrol apprehensions made nationwide.	FY18: 5% or less  FY19: 5% or less	2.04%	Response and Resolution	GPRAMA: Management
<b>Percent of USBP agent workforce who are trained and certified to perform enforcement actions</b>	The measure assesses training readiness of U.S. Border Patrol agents. Increasing agents' levels of basic and advanced training improves U.S. Border Patrol'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.	FY18: 94% or higher  FY19: 94% or higher	96%	All Elements	GPRAMA: Management
<b>Percent of USBP equipment assessed as mission ready to support law enforcement operations</b>	The measure assesses readiness of U.S. Border Patrol (USBP) equipment used in everyday law enforcement operations. Increasing the availability and serviceability of equipment used in border environments improves U.S. Border Patrol's capability to perform mission-essential tasks. As the only CBP resources capable of many essential law enforcement functions on U.S. border between the ports of entry, ensuring awareness of resource readiness will assist field commanders in tactical decision-making and Headquarters' leadership in strategic-level decision-making regarding the placement of critical resources. U.S. Border Patrol assesses equipment readiness in three categories: agent support; vehicles/mobility; and surveillance. Examples of equipment in those categories include: hand-held radios, pistols, personal radiation detection devices, and canines; off-road patrol vehicles, road patrol vehicles, all-terrain vehicles, and snowmobiles (vehicles/mobility); and integrated fixed towers.	FY18: 90% or higher  FY19: 91% or higher	96%	All Elements	GPRAMA: Management
	continued				

# Appendix

Measure Name	Measure Description	FY18/ FY19 Targets	FY18 Result	OPCON Element Linkage	GPRAMA or APG
<b>Miles of southern border with additional pedestrian wall</b>	This measure reflects the total additional miles of primary pedestrian wall along the Southern Border with Mexico in places where no pedestrian wall existed before. 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.	FY18: 74 or more  FY19: 14 or more	20	Impedance and Denial	APG
<b>Number of miles of replacement pedestrian wall</b>	This measure reflects the total number of miles of replacement pedestrian wall that have been completed along the U.S.-Mexico border. Replacement wall consists of any pedestrian wall that removes and replaces existing pedestrian wall with primary or secondary pedestrian wall that meets current upgraded requirements. The number of miles are determined by prioritization of impedance and denial requirements according to unique needs and conditions along the border. Upgrading and replacing existing wall barriers along the highest risk areas of the U.S.-Mexico border will improve impedance and denial capabilities, a key part of the Operational Control (OPCON) framework.	FY18: N/A (did not use in FY18)  FY19: 40 or more	N/A — not reported in FY18	Impedance and Denial	APG
<b>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</b>	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.	FY18: 96% or higher  FY19: 95% or higher	88.7%	Situational Awareness	APG
<b>Percent of the southern border sectors with which the USBP has coordinated to determine how OPCON standards apply to the sectors' areas of responsibility</b>	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.	FY18: 50%  FY19: 100%	50%	All Elements	APG
<b>Percent of southern border sectors that have implemented the OPCON framework</b>	This measure represents the percent of the nine U.S. border patrol sectors that have implemented the Operational Control (OPCON) framework 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.	FY18: N/A (did not use in FY18)  FY19: 100%	N/A – not reported in FY18	All Elements	APG



# Appendix

## Measure Management and Development

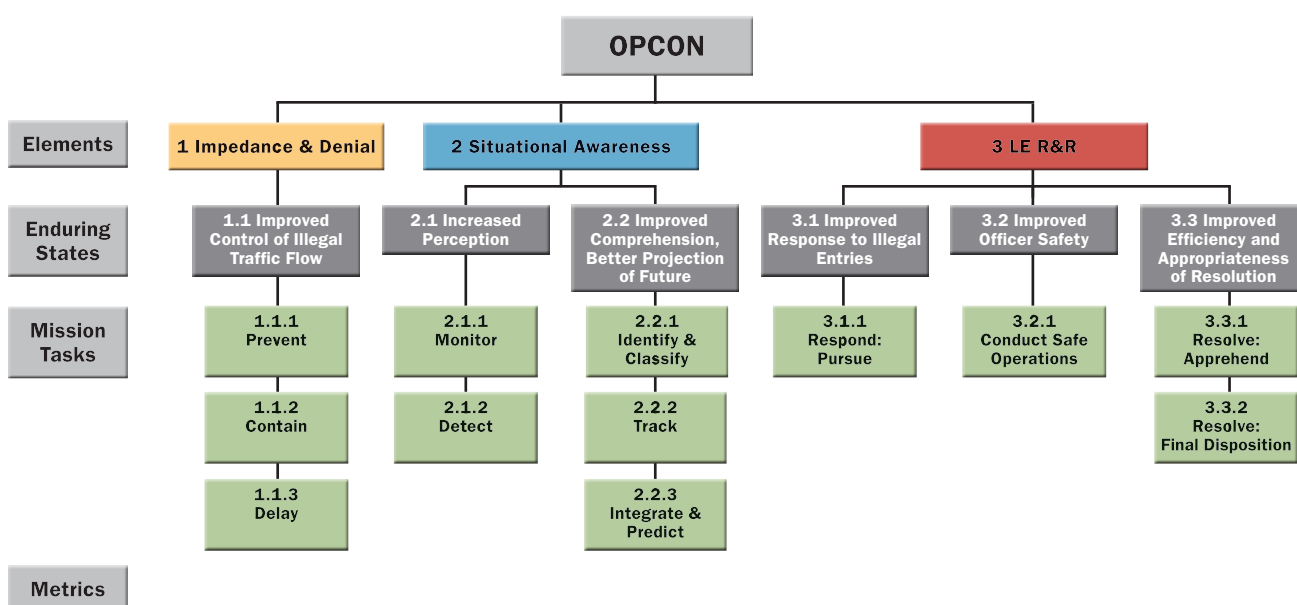
Even as USBP reports on existing measures which contribute directly or indirectly to the elements of OPCON, we continually look for ways to improve upon and evolve our collective GPRAMA measures set. While OPCON will ultimately become USBP's aggregate measure of operational success and overarching goal of organizational success, a strong, viable set of strategic and management GPRAMA measures offers key, "bite-sized" components that allow the public to understand and accept what it means when USBP claims to have "operational control" of an area. It is also important for all stakeholders, inclusive of Congress, OMB and GAO to understand that USBP applies a methodical process to pursuing and developing new measures that contribute to the goal of OPCON. Existing measures have been evaluated for how they contribute to OPCON and every new measure will be evaluated for the same. Concurrently, existing measures will also be evaluated to determine whether or not they are continuing to fulfill their primary purpose as a GPRAMA strategic or management measure. When not, we will work to refine or retire measures in lieu of more pertinent ones. This knowledge is critical to stakeholders understanding USBP's approach to developing and sustaining GPRAMA measures and how they contribute to OPCON, while being organizationally transparent in the process.

## Instituting USBP's Framework for Assessing GOAL 1, PURSUE OPCON

In addition to GPRAMA measures, the U.S. Border Patrol is implementing a process to thoroughly evaluate the three OPCON elements using a framework that is tailored to specific operational environments of the 20 sectors. The process, scheduled for completion by the end of fiscal year 2019, will launch the OPCON framework in all nine Southwest Border sectors. Efforts to introduce the framework to the Northern and Coastal borders will occur in fiscal years 2020–2021. Evaluation of progress against the OPCON elements through the framework will produce a consistent, repeatable assessment method across our sectors. The OPCON framework for the Southwest border uses a suite of over 18 measures (inclusive of select, existing GPRAMA Measures) that can be applied in a variety of environments.

## 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.

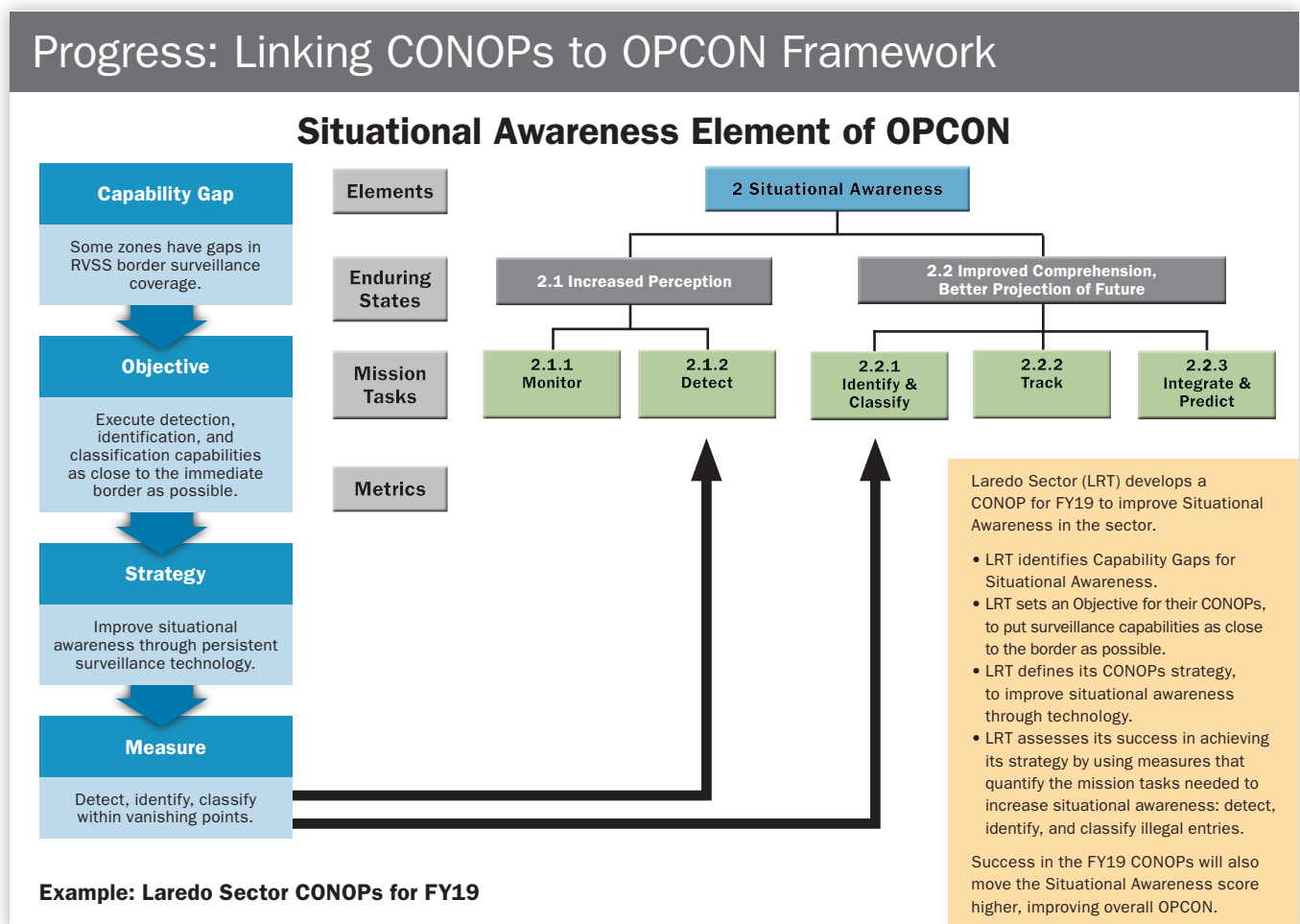
# Appendix

The framework is a hierarchy of five criteria. The first level is **OPCON**, which is the analytical measure of USBP's contribution to overall U.S. border security between ports of entry. Underneath OPCON are the three **elements** that describe one of the three required established capabilities: impedence and denial, situational awareness, and law enforcement response and resolution. Beneath each element are **enduring states**, which articulate the outcomes to be achieved. **Mission tasks** fall under enduring states, and describe the functions, activities, or actions needed to accomplish the enduring state. The last set of criteria are the metrics. The **metrics** describe and are used to measure the current station effectiveness in accomplishing the associated mission tasks.

## Strategy Implementation

Implementing the 2020 USBP Strategy is a bottom-up approach. The USBP is engaging all sectors to focus their efforts on improving the three OPCON elements in day-to-day operations. Each fiscal year the sectors will submit a Master Concept of Operation (CONOPS) — plans that outline specific actions to target identified, traceable capability gaps and advance the goals and objectives of the strategy. These plans identify the ways and means to arrive at an appropriate end state, along with measurable outputs. For Goal 1, the outputs are then directly associated to individual measures in the OPCON framework. In FY20, the measures from the strategic framework will be included as direct measures in the Southwest Border Sector CONOPs.

The graphic below illustrates the CONOPs and their linkage to the OPCON framework, using an example from Laredo Sector:



In the example above, Laredo Sector developed a CONOP to improve situational awareness, one of the three elements needed to achieve OPCON. The logic model on the left dissolves the CONOP into its four basic parts: capability gaps; objective; strategy; and outputs captured by measures. As described in the box, this CONOP identified gaps in situational awareness, set an objective for



# Appendix

how to reduce the gap, defined a strategy to improve through technology, and presented its plan for assessing success by using measures. The arrows show how these CONOP measures link to measures that also exist in the OPCON framework. Success in the fiscal 2019 CONOPs will also move the score higher for the situational awareness element in the framework, improving that element and the entire OPCON. As the OPCON framework is introduced in fiscal 2019, the evaluation of the CONOPs will occur concurrently, enabling the USBP to see direct impacts of operations on identified measures.

## **Applying Data Science to OPCON**

Advancements in communications, technology, and information systems have changed modern society, creating new opportunities to gain deeper insight into the world around us. The growing field of data science has revealed new, interdisciplinary approaches and methods to blend technical knowledge of mathematics and computer programming with operational expertise. Data science is proving to be a powerful resource for organizations to make better strategic and operational decisions for improved efficiency and effectiveness.

The USBP recognizes the potential to leverage data science to improve the ability to achieve OPCON, transforming the Analysis Division into the Data Science Division. The USBP has generated a wealth of data from its border security operations ready to analyze with data science techniques. As the USBP workforce evolves, many agents today and in the future will have never known a life without the internet, mobile devices, and high-speed data. Combined with robust support from leading national research laboratories, university centers of excellence, industry innovators, and other government partners, the USBP is using agents with advanced degrees, technology skills, and operational expertise in border security for applying data science to OPCON.

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The Appendix will be updated annually to reflect ongoing end-of-year results, add any new measures to the GPRAMA or APG sets, and to discuss measure analysis efforts.



A Border Patrol agent looking across the border for any indications of incursions in the area.



# Glossary

TERM	DEFINITION
<b>Available</b>	Personnel or equipment determined (for at least half of the shift or day of data collection) to be: A) Present at the assigned location; and B) Qualified and capable of performing duties within the assigned job series or use category; and C) Primarily performing duties as specified within the assigned job series or equipment category.
<b>Border Security vs. OPCON</b>	Border security is the result of an integrated, unified, U.S. Government-wide effort to protect the United States from illegal transnational threats, whereas OPCON is a subset — the USBP's unique contribution between the ports of entry to overall border security.
<b>Capability Gap Analysis Process (CGAP)</b>	A USBP process aimed at identifying capability gaps within the USBP's workspace which are used in conjunction with analysis and other information to support the development of USBP requirements and serve as a decision support tool.
<b>Compression</b>	The capability to limit traversal distance of illegal entries.
<b>Containment Zone</b>	The portion of the immediate border area in which the interdiction of a subject crossing the border illegally is determined to demonstrate optimal law enforcement response.
<b>Defense in Depth</b>	The placement of mutually supporting positions designed to absorb an intrusion, illegal entry, prevent initial observations of the whole position by the adversary, or progressively weaken an attack, to allow the commander time to maneuver assets.
<b>Domain Awareness (subset of SA)</b>	The ability to continuously detect, identify, classify and track all border incursions (land, air, maritime, and subterranean) in targeted areas under all weather, terrain, vegetation, and light conditions for providing security-in-depth along the border area.
<b>Geospatial Intelligence</b>	The product of comprehensive analysis of imagery and geospatial information allowing the USBP to recognize changes to physical features of a selected area that could result in Prediction, Detection, Identification, Classification, Tracking, or Response to a potential threat.
<b>Government Performance and Results Act Modernization Act (GPRAMA)</b>	U.S. law enacted in 1993 and updated in 2010 that requires Federal agencies to publicly report performance measures with the intent of increasing agency efficiency and accountability.
<b>Immediate Border Area</b>	The range of geographical space near international borders in which the U.S. Border Patrol performs enforcement operations.
<b>Impedance and Denial</b>	The ability to deny the threat's use of terrain, contain the flow of illicit traffic within a geographic space, and/or delay a threat's movement from the immediate border area.
<b>Impede</b>	The installation, deployment, and/or use of U.S. Border Patrol resources in a manner that decreases the likelihood of an illegal entry or slows the travel of illicit cross-border traffic.
<b>Layered Approach</b>	A proactive operational posture for the placement of capabilities with the intent of optimizing mission performance while eliminating the potential for a single point of failure in enforcement operations.
<b>Master Capability</b>	The category of a materiel and/or non-materiel means used in U.S. Border Patrol operations to successfully accomplish mission-essential tasks.
<b>Master CONOP</b>	As required within the U.S. Border Patrol OPCON framework, a sector-specific, annual strategic planning document that outlines the commander's concept of operations for using resources that leads to a quantifiable measure of effectiveness supporting one of more of the OPCON elements.

# Glossary

TERM	DEFINITION
<b>Mobility</b>	A quality or capability of forces which permits them to move from place to place while retaining the ability to fulfill their primary mission.
<b>Op Plan</b>	A planning document for operations at the tactical level that supports concept or operations (CONOPS) by identifying resource, personnel, and asset allocations that ultimately support one of more elements of OPCON.
<b>Operational</b>	The condition of a USBP enforcement resource determined to be deployable.
<b>Operational Control (OPCON)</b>	The ability to impede or deny illegal border crossings, maintain situational awareness, and apply the appropriate, time-bound, law-enforcement response and resolution between the ports of entry.
<b>Personnel Requirements Determination (PRD) Initiative</b>	A U.S. Border Patrol effort to implement evolving processes that identify, collect, analyze and store critical work function, condition and workload data in a unified repository. This creates more reliable and valid staffing decisions across the full range of Border Patrol (agent and professional) staff positions.
<b>Readiness</b>	The ability of Chief Patrol Agents (CPA) to provide trained personnel and required equipment for the entire range of missions for which sectors are organized. These missions include immigration enforcement, anti-smuggling, anti-terrorism, and special operations.
<b>Resource Readiness Report (Triple R)</b>	The USBP program that collects, assesses, and reports the readiness of USBP, as well as each of its sectors, for critical mission essential training, equipment, and personnel. The report allows USBP leadership to examine resource availability ratings against two baselines: authorized and assigned.
<b>Response</b>	An immediate plan and/or action taken to mitigate current or emerging threats.
<b>Situational Awareness</b>	Knowledge and understanding of the border environment, including cross border threats concerning illicit trafficking and unlawful crossings.. This includes the capability to analyze worldwide socioeconomic, political, and environmental shifts, and the transnational criminal organizations that facilitate illicit trafficking in order to enable a predictive response posture.
<b>Surveillance</b>	The systematic observation of aerospace, surface or subsurface areas, places, persons, or things, by visual, aural, electronic, photographic, or other means.
<b>Surveillance Capability Score</b>	A metric that quantitatively articulates USBP's ability to actively monitor and detect activity at or near the border.
<b>Total Flow</b>	An estimate derived from modeling and simulation that uses U.S. Border Patrol operational statistics and knowledge of USBP surveillance capabilities to produce approximate illegal border crossings.
<b>Vanishing Line</b>	The boundary determined by the U.S. Border Patrol to be the point at which a subject who made an illegal entry is likely to avoid interdiction.
<b>Vanishing Point</b>	A specific point along the Vanishing Line.
<b>Vanishing Time</b>	The duration from the moment of illegal entry to the moment an illegal border crosser reaches the Vanishing Line.
<b>Wall</b>	A physical wall or other similarly secure, contiguous, and impassable physical barrier.





A Border Patrol agent looking for signs of an incursion over a barrier designed to prevent vehicles from illegally entering the United States.







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