

UNITED STATES DEPARTMENT OF HOMELAND SECURITY



**DHS**

**Southwest Border Mass  
Irregular Migration  
Contingency Plan**

February 17, 2022

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## EXECUTIVE SUMMARY

### *The DHS Southwest Border (SWB) Mass Irregular Migration Contingency Plan*

**Mission:** When directed by the Secretary of Homeland Security, the Department of Homeland Security (DHS), in conjunction with international and homeland security enterprise mission partners, will take action to humanely prevent and respond to surges in irregular migration across the U.S. Southwest Border Security and Irregular Migration Zone (SWB-IMZ).<sup>1</sup> This will be done while ensuring that migrants can apply for any form of relief or protection for which they may be eligible, including asylum, withholding of removal, and protection from removal under the regulations implementing United States obligations under the Convention Against Torture.

**Purpose:** This Plan complies with *Executive Order 14010—Creating a Comprehensive Regional Framework to Address the Causes of Migration, to Manage Migration Throughout North and Central America, and to Provide Safe and Orderly Processing of Asylum Seekers at the United States Border* and is designed to meet the immediate needs (current and near-term) of humanely stemming irregular migration at the SWB by creating capacity, security, and cooperation across the whole Western Hemisphere. Leveraging whole of government diplomacy, legislation, policy, partner engagements, command-control-communications, intelligence, and surveillance enhancements, it will set the foundation for long-term solutions in a Whole of Western Hemisphere<sup>2</sup> approach. The Plan replaces the *DHS Campaign Plan for Securing the United States Southern Border and Approaches* (2015) and *DHS SWB Land Migration Contingency Plan* (2015). This Plan will remain in effect until rescinded and will be updated at least once every 18 months after approval.

**Overview:** The *DHS Southwest Border (SWB) Mass Irregular Migration Contingency Plan* (hereafter the Plan) is a scalable and flexible plan of action that improves upon currently approved plans and operational activities. The Plan is based upon lessons learned and best practices garnered from 2016 through 2022 to meet current and anticipated migration activity and surges.

The Plan was developed and reviewed by DHS Components, Offices, and the Joint Task Force - East (JTF-E) before being approved by the Secretary.

*The United States (U.S.) Customs and Border Protection (CBP) Southwest Border (SWB): Contingency Plan CBP Integrated SWB Mass Irregular Migration*, is nested underneath the DHS Plan; specifically addresses how migrants will be processed; can be implemented as a stand-alone document or as a subordinate plan to the DHS SWB Mass Irregular Migration Contingency Plan. The CBP plan provides specific details on operational and tactical operations that will be conducted within the SWB area of operations.

Both plans are aligned in support of the Department's Whole of Western Hemisphere approach to prevent and respond to a Mass Irregular Migration events along the SWB.

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<sup>1</sup> The Southwest Border Security and Irregular Migration Zone accounts for irregular migration across the Hemisphere from the Pacific Ocean off Southern California, across the Caribbean to Puerto Rico and the Virgin Islands, and on to South America. The region includes approximately 2,000 miles of land border with Mexico, 3,050 miles of coastline along California, the Gulf of Mexico, and Florida, as well as the airspace spanning U.S. territorial land and waters, and international waters of the Eastern Pacific Ocean, and Caribbean Sea.

<sup>2</sup> Whole of Western Hemisphere is defined as the North America (including the United States), Central and South America, and the Caribbean islands and surrounding waters that encompass the major transit corridor for illicit narcotics and are the primary source of irregular migration to the United States. The focus is upon the 35 independent states of the Americas that constitute the main governments in the Hemisphere and their relationship with the United States with regards to border security and immigration enforcement.

**The Plan:**

- Provides a flexible and scalable framework to address extreme variances in migration across the SWB-IMZ. The Plan provides the base structure to prevent and respond to dramatic increases in irregular migration created by changes in U.S. and international policy, judicial rulings, Executive Orders, and law, as well as persistent crime, corruption, war, disease, economics, trade, travel, and other environmental factors.
- Focuses on current and anticipated irregular migration surges throughout the DHS SWB-IMZ, which includes domestic and international areas of interest and influence.
- Assumes that (a) under the Homeland Security Act and the Immigration and Nationality Act, the Department will serve as the lead federal agency for border security and immigration enforcement, and (b) pursuant to Homeland Security Presidential Directive 5 (HSPD-5), the Department will coordinate the overall federal effort to an irregular migration surge requiring an interagency response. Identifies CBP as the Supported Component. Proposes in Phase 1 that the Secretary establish an internal DHS SWB coordination capability (SWB Coordination Center, SBCC), designate a Senior Coordinating Official (SCO), and begin a graduated activation of a supporting general staff structure (Level 3 SBCC staffing or 10-25%) to coordinate DHS operational activities focused on the SWB, and Multi-Agency Group – Policy Committee (MAG-P). In Phase 2, the SCO will be re-designated as a Senior Response Official (SRO) and he/she will activate general staff Level 2 SBCC staffing (25-75%) to ensure readiness to address irregular migration contingencies and enhance the United States Government (USG) and DHS coordination of strategy, policy, resource allocation prioritization, intelligence sharing, and operations across the whole-of-government in accordance with HSPD-5. Phase 3 SBCC includes Level 1 full general staff activation (100%) to address a mass irregular migration contingency.
- Identifies areas for the development of pre-scripted federal to federal support agreements.
- Was developed with the understanding that the anticipated SWB-IMZ situation will exceed the current capacity of DHS Components resulting in the need for a concerted effort to bring in additional DHS and other agency and partner resources.
- Leverages recent USG and DHS incident and migration lessons learned and best practices.
- Anticipates the eventual rescission of Title 42 public health order and associated expulsion authority for all populations. An action that will likely cause a surge in irregular immigration and have a direct impact to short-term holding and processing capacity along the SWB.
- Is organized along four lines of efforts (LOEs) to be implemented in three phases.

**Plan Lines of Effort (LOEs):**

1. DHS SWB Integrated Operations. The purpose of this LOE is to ensure Department operations are focused on looking forward (proactive versus reactive) to prevent and, if required, respond to a surge or mass irregular migration along the SWB.
2. DHS SWB Infrastructure and Resources. This LOE is designed to ensure DHS has established the necessary infrastructure and resources (permanent and temporary) capacity to prevent and respond to a surge or mass irregular migration along the SWB.
3. External Collaboration and Coordination. The purpose of this LOE is to ensure that DHS has established the necessary communication architecture to address the significant external collaboration and coordination required to facilitate prevention and response efforts with homeland security enterprise partners.

4. **Strategic Communications.** The purpose of this LOE is to enhance efforts to stem irregular migration through regional partnerships across the SWB-IMZ through detailed partner outreach efforts designed to support the achievement of the other three lines of effort.

**Concept of Operation Overview:** The base Plan will follow four phases. While the Phases are arranged sequentially, they do not all need to be activated, the goal is to seek offramps before the incident reaches the triggers for the next Phase. Ultimately, this Plan is a guide to actions that once in place will reduce irregular migration and its impact. Details of the phases of the plan can be found in the Annex C. Key activities in the four phases include:

- Phase 1: Initial Influx (Level 3 SBCC general staff activation ~10-25% for internal coordination)
  - ❖ Establish initial Departmental command, control, and coordination - Secretary designates DHS SWB Senior Coordinating Official (SCO) and establishes the SWB Coordination Center (SBCC), an internal National Incident Management System (NIMS) Incident Command System (ICS) general staff built around a core maintained at DHS Headquarters.
    - The Secretary will designate a senior DHS executive as the SCO assisted by a core cadre general staff, and a MAG-P designed to provide strategic prioritization and resource support to DHS irregular migration prevention and response operations.
    - The Secretary will designate CBP as the Primary Supported Component, and CBP will activate its operational coordination capability and Emergency Operations Center (currently the Southwest Border Action Group or SWAG), that will in turn establish reporting to the SCO, general staff, and MAG-P via the National Operations Center.
  - ❖ Initiate immediate actions - SCO in coordination with DHS Components, Offices, and Directorates, will assess temporary and permanent infrastructure required to support steady-state and surge migrant operations via gap analysis and the development of federal-to-federal, pre-scripted support agreements (support agreements for contingency relief based on lessons learned and covering contracts, requests for assistance, etc.) necessary to effect a rapid expansion of transportation, facility, medical, and processing capabilities for CBP and ICE in the SWB-IMZ main area of operations.
  - ❖ Capitalize on the existing DHS SWB Task Force<sup>3</sup> - The SCO and general staff shall capture the existing efforts regarding biometric, biographic, data analysis, and other technology enhancement capability to support and increase efficiency of migrant processing and migration modelling.
- Phase 2: Major Influx (Level 2 SBCC general staff activation ~25-75% expansion to interagency coordination)
  - ❖ Coordinate strategic resources – The SCO will be re-designated as an SRO to coordinate multi-agency strategic resources allocation, prioritization, and intelligence and information sharing across the entirety of the USG to holistically address irregular migration.
    - SRO will work with Departments and Agencies across the USG to address critical shortfalls and capability gaps at the strategic level and utilize federal-to-federal support agreements to develop interim and long-term solutions as appropriate to affect a rapid expansion of transportation, facility, medical, and processing capabilities for CBP and ICE in the SWB-IMZ main area of operations.

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<sup>3</sup> The DHS SWB Task force was established in February 2021 to improve DHS Headquarters situational awareness regarding irregular migration. This Task Force developed numerous digital tools and databases that will be critical for the SBCC to adopt and maintain.

- SRO will establish a Joint Information Center for the development and implementation of a supporting strategic communications plan.
- SRO will engage with Department of Justice (DOJ) to increase Executive Office for Immigration Review judge capabilities to reduce case backlog.
- ❖ SRO will work with CBP and ICE to gather the requisite intelligence and information to support the Secretary's efforts to seek contingency appropriations to address anticipated and no notice irregular migration.
- ❖ SRO will leverage DHS PLCY and Component international networks to enhance current USG international engagement activities and expand upon pathway programs.
- Phase 3: Mass Irregular Migration (Level 1 SBCC general staff activation 100%)
  - ❖ Activate whole of government assistance – The SRO will activate pre-scripted support agreements developed in Phase 1 and 2 to: provide immediate contingency relief and additive scalable surge capabilities to such actions as rapid increases in air and ground transportation, creating bed-space capability for CBP, and adding additional capacity to stand up, expand, or reinforce Central Processing Centers and Joint Reception Centers; provide for more efficient end-to-end processing from encounter to removal or granting of benefits; and establish higher staffing levels for medical personnel.
  - ❖ SRO will actively engage with international partners to address current capability shortfalls and champion Western Hemisphere efforts to humanely stem the flow of irregular migration and establish the groundwork to address root causes of immigration via consultation with Congress, civil society, international organizations, the private sector, other U.S. Departments and Agencies, and governments across the SWB-IMZ.
- Phase 4: Transition to Steady-State. (Level 4 SBCC general staff activation ~10% or less)
  - ❖ SRO, with Direction from the Secretary, will commence standing down of the SBCC general staff and transfer of capacity and coordination to CBP, ICE, and USCIS.

**Summation:** The immediate priorities of this Plan are to establish the methods for coordinating USG contingency response to humanely prevent and respond to irregular migration while limiting disruptions to legitimate trade and travel and ensuring protections for those migrants who are seeking relief or protection for which they may be eligible. Working collectively in a Whole of Western Hemisphere approach, DHS, in conjunction with international and homeland security enterprise mission partners, will ensure the integrity of the SWB and set the foundation for future hemispheric migration reform. The near-term goal is to create sustainable capacity and capability to process migrants quickly, safely, and humanely at the SWB and the interior. Long term priorities include addressing the root causes of migration by improving conditions across the SWB-IMZ through the development of sustainable capacity and capability.

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## 1. SITUATION.

- A. **Mission:** When directed by the Secretary of Homeland Security, the Department of Homeland Security (DHS), in conjunction with international and homeland security enterprise mission partners, will take action to humanely prevent and respond to surges in irregular migration across the U.S. SWB Security and Irregular Migration Zone (SWB-IMZ).<sup>4</sup> This will be done while ensuring that migrants can apply for any form of relief or protection for which they may be eligible, including asylum, withholding of removal, and protection from removal under the regulations implementing United States obligations under the Convention Against Torture.
- B. **Background.** Current Situation.
- 1) COVID-19, extreme weather, earthquakes and other natural disasters, and severe economic decline are compounding longstanding challenges in the region, leading far too many individuals to conclude that the future they desire for themselves, and their children, cannot be found at home. Persistent instability and insecurity across the SWB-IMZ have gone on for too long. Poverty and economic inequality, pervasive crime and corruption, and political leaders' drift toward authoritarian rule have stunted economic growth and diverted critical resources from healthcare and education, robbing citizens of hope and spurring migration. The worsening impacts of climate change, manifesting as prolonged periods of drought and devastating storms have exacerbated these conditions and undermine U.S. and international interests. The complexity of multiple factors contributes to irregular migration.<sup>5</sup>
  - 2) DHS is responding to the rapid growth in irregular migration by seeking to enhance, and where needed, create capacity across the SWB-IMZ through diplomacy, legislation, policy, partner engagement, command-control-communications, intelligence, and surveillance enhancements; and provide the basis of long-term solutions to perennial shortfalls in processing, logistics, and medical capability through a Whole of Western Hemisphere approach.
  - 3) DHS developed the Plan with the Sept 2021 surge at Del Rio Texas and two encounter-based scenarios for irregular migration in mind. A graphic of the SWB-IMZ along with a snapshot in time of SWB irregular migration on 25 September 2021, and depictions of the two encounter-based planning scenarios for Irregular Migration Contingencies are provided in Figures 1-4 on pages 8 and 9.

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<sup>4</sup> *The Southwest Border Security and Irregular Migration Zone accounts for irregular migration across the Hemisphere from the Pacific Ocean off Southern California, across the Caribbean to Puerto Rico and the Virgin Islands, and on to South America. The region includes approximately 2,000 miles of land border with Mexico, 3,050 miles of coastline along California, the Gulf of Mexico, and Florida, as well as the airspace spanning U.S. territorial land and waters, and international waters of the Eastern Pacific Ocean, and Caribbean Sea.*

<sup>5</sup> The US Strategy for Addressing the Root Causes of Migration in Central America

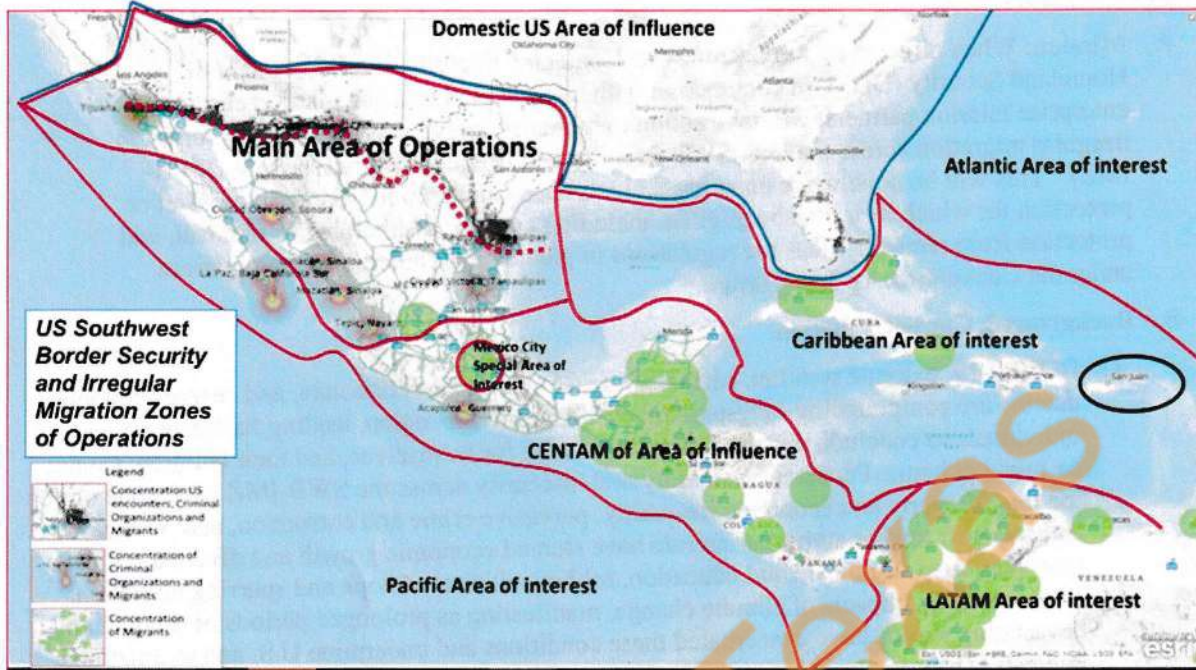


Figure 1: US SWB-IMZ

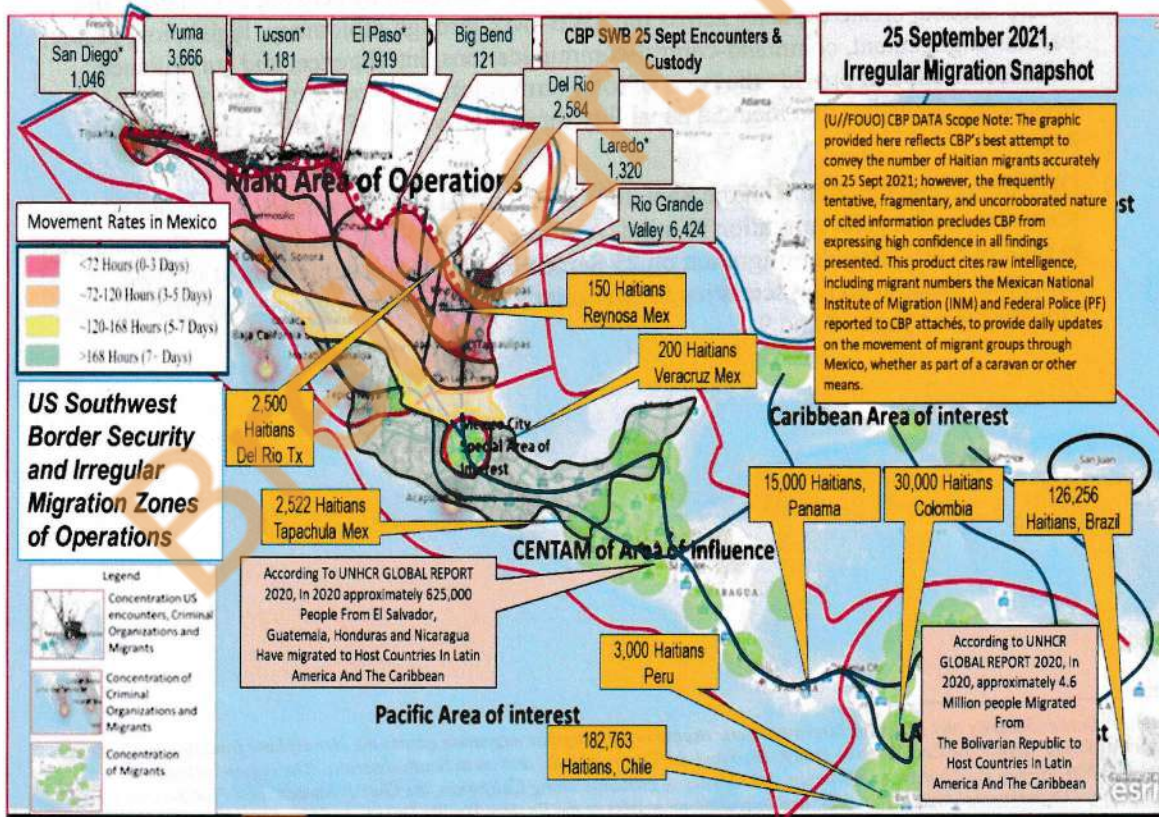
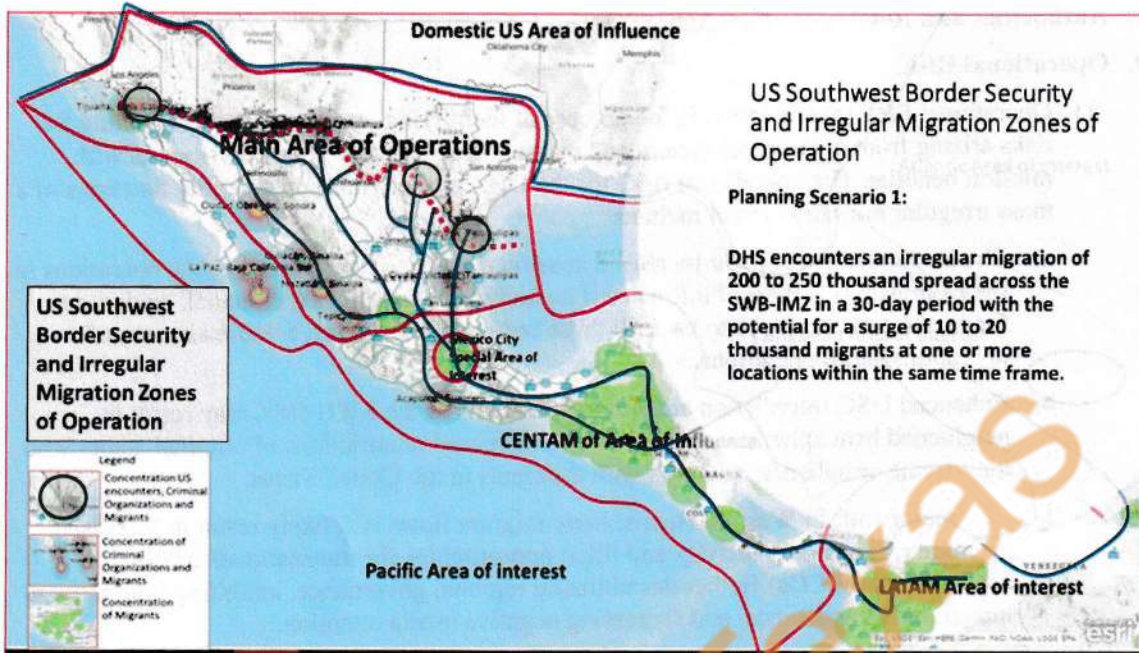
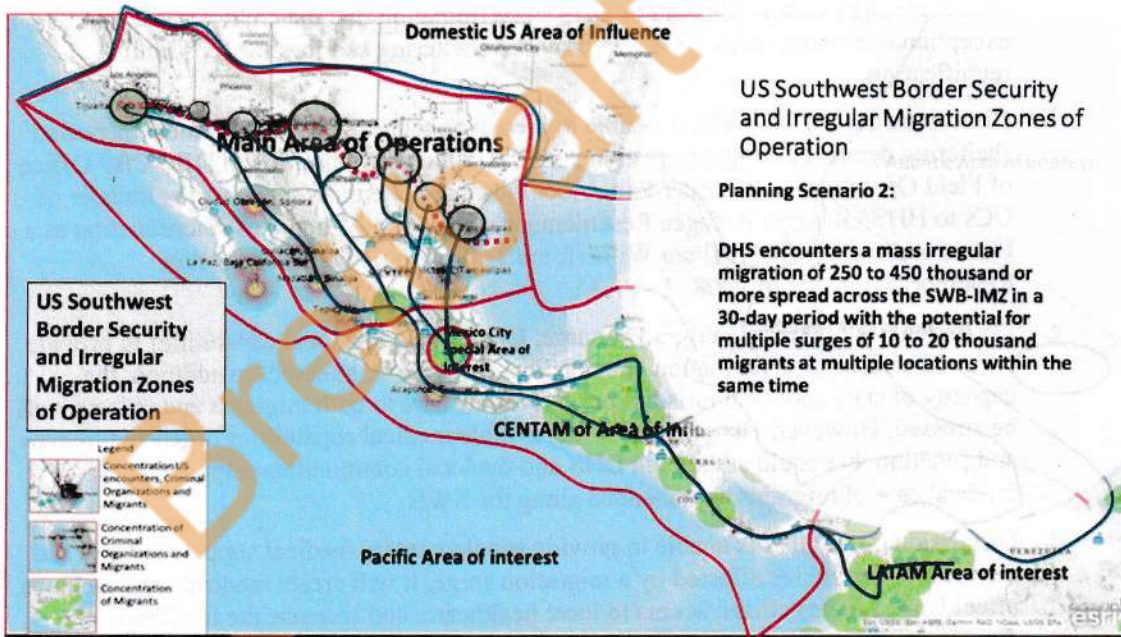


Figure 2: Snapshot in time of SWB irregular migration on 25 September 2021





**Figure 3: Planning Scenario 1:** DHS encounters an irregular migration of 200 to 250 thousand spread across the SWB-IMZ in a 30-day period with the potential for a surge of 10 to 20 thousand migrants at one or more locations within the same time frame.



**Figure 4: Planning Scenario 2:** DHS encounters a mass irregular migration of 250 to 450 thousand or more spread across the SWB-IMZ in a 30-day period with the potential for multiple surges of 10 to 20 thousand migrants at multiple locations within the same time frame.

*(Projections by Joint Incident Advisory Group based on data from DHS Secretary's SWB-Task Force Dashboard)*

**C. Authorities and References** (See Annex X).

**D. Operational Risk.**

- 1) Operational Risk identification is the process of identifying, assessing, and controlling for risks arising from operational factors and making decisions that balance risk costs with mission benefits. The operational risks for the DHS primary mission essential functions of a mass irregular migration event include:
  - a. The Department will incur increased mission execution risk to steady state operations in the Domestic U.S. area of influence if no additional resources (personnel, equipment, funds, etc.) are provided to backfill those redirected to support SWB main area of operations surge operations.
  - b. Enhanced USG interdiction and enforcement across the SWB-IMZ may result in heightened hemispheric instability due to increased repatriations of criminal actors who may create or enhance networks with criminals in the United States.
  - c. Any major shift in Western Hemispheric migrant flows will likely result in increased asymmetric predatory activity and illicit opportunities for transnational criminal organizations (TCOs) further destabilizing regional governance, inhibiting international humanitarian assistance, and fomenting negative media attention.

**E. Critical Interagency Dependencies.**

1. Department of Health and Human Services (HHS)
  - a. **Dependency #1.** The HHS Office of Refugee Resettlement (ORR) assumes custody of UCs from DHS within 72 hours of DHS's determination that the child is a UC, unless exceptional circumstances exist, and provides sheltering services for UCs until reunification.
  - b. **Discussion #1.** If HHS ORR is unable to increase sheltering capacity to meet increased sheltering demand during a migration surge, it will create a backlog at DHS/CBP Office of Field Operations and Border Patrol facilities that potentially prevents the transfer of UCs to HHS/Office of Refugee Resettlement care within 72 hours of determination as a UC, as required by the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008 (TVPRA).
  - c. **Dependency #2.** During a migration surge, DHS, State, and local capabilities to provide required screening, examination, and medical care will be stressed. In addition, the capacity of state and local jurisdictions to provide care to both migrants and citizens will be stressed. However, HHS maintains deployable medical capabilities organized by type and function that could assist both DHS and the local communities responsible for medical care of migrants apprehended along the SWB.
  - d. **Discussion #2.** If HHS is unable to provide supplementary medical support to DHS and the local communities affected by a migration surge, it will create medical care backlogs, affect United States citizen access to local healthcare, and increase the likelihood of disease spread among the apprehended migrants, USG personnel, and amongst the local population of United States citizens.
  - e. **Policy Issues for Resolution:**
    - (1) Will HHS agree to develop pre-scripted support agreements with DHS through the SRO general staff and MAG-P to support DHS actions to address irregular migration

contingency events?

- (2) Is HHS prepared with funding, staffing, and associated logistics to assume responsibility for routine (expected steady state) and surge UC operations?
- (3) Is HHS prepared for a land migration contingency involving UCs?
- (4) Is HHS prepared to provide screening, examination, and medical care support to both DHS and affected local jurisdictions during a migration contingency?

1) Department of Justice (DOJ).

- a. Dependency. The chief function of the DOJ Executive Office of Immigration Review (EOIR) is to administer removal proceedings under the Immigration and Nationality Act.
- b. Discussion. If the EOIR is unable to increase the number of removal proceedings for migrants during a land migration surge, it will contribute to overcrowding at CBP Office of Field Operations and Border Patrol temporary holding facilities and ICE holding and detention facilities.<sup>6</sup>
- c. Dependency. DOJ manages prosecution for all transborder crime impacting irregular migration, from smuggling and trafficking to organized crime.
- d. Discussion. DHS law enforcement Components regularly work jointly with DOJ law enforcement Agencies particularly at the field office level. To affect the intent of the Mass Irregular Migration Contingency Plan to prevent and respond to a Mass Irregular Migration in a Whole of Western hemisphere approach DOJ and DHS law enforcement must work together seamlessly at the strategic level.
- e. Policy Issue for Resolution.
  - (1) Is DOJ prepared to increase bond hearings, removal proceedings, review of credible fear and reasonable fear determinations, and review of the new Asylum Officer Rule NPRM adjudications in terms of capability and capacity (judges and associated administrative support) for a limited notice or no-notice migration contingency?
  - (2) Will DOJ agree to develop pre-scripted support agreements with DHS through the SRO general staff and MAG-P to support the Whole of Western Hemisphere approach to stemming irregular migration up to and including establish joint domestic and international strategy and operations against smugglers, traffickers, and transnational organized crime?

2) Department of Defense (DOD).

- a. Dependency. DOD is the primary provider of security sector assistance, if DOD reduces the number of National Guard, Reserve, and Active-Duty personnel and specialized equipment available to support SWB and Security Sector Reform operations it will have a negative impact on efforts to stem irregular migration.
  - (1) DOD has regularly, through the Request for Assistance (RFA) process, provided personnel and specialized equipment to support surveillance and Port of Entry (POE) hardening at the SWB, and security sector reform throughout the SWB-IMZ.
  - (2) If DOD reduces personnel and specialized equipment to support surveillance, POE

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<sup>6</sup> While EOIR has a 1 million plus backlog of cases, there are no limitations by EOIR on the number of removal proceedings that can be initiated. Additionally, DHS's authority to detain is solely for the purposes of immigration proceedings and removal. Thus, if a noncitizen is not in proceedings or subject to a final order of removal, DHS would have the authority to detain (DHS OGC, 2.7.2022).

hardening at the SWB, and security sector reform it may contribute to the push and pull factors that are inherent root causes of migration.

- b. Dependency. If DOD reduces access to HHS UC shelter space and other capabilities on DOD facilities, it may contribute to a backlog at DHS facilities holding UCs.
    - (1) DOD has provided facilities on DOD installations for HHS to administer UC sheltering.
    - (2) In the past, lengthy DOD medical screening and other requirements have restricted DHS's ability to transport UCs from CBP facilities to HHS shelters on DOD facilities in accordance with the Flores Settlement.
    - (3) If DOD restricts HHS ability to utilize emergency UC shelter space on DOD facilities, it may contribute to backlog at DHS facilities holding UCs causing a potential violation of Flores Settlement and TVPRA requirements.
  - c. Policy Issues for Resolution.
    - (1) Has DOD ameliorated or adjusted medical screening and other UC housing requirements to support emergency high operational tempo migrant surge operations?
    - (2) Has DOD set aside adequate emergency sheltering space on DOD facilities as requested by DHS to support a limited or no-notice migration contingency?
    - (3) Will DOD agree to develop pre-scripted support agreements with DHS and HHS through the SRO general staff and MAG-P to support DHS actions to address irregular migration contingency events, particularly regarding transportation, housing, medical support, and facility improvement (such as POE hardening)?
    - (4) Confirm that current DOD support (FY22 RFA and COVID-19 RFA) will remain in place, sourced, and executed at current levels through September 30, 2022.
- 3) Department of State (DOS).
- a. Dependency. The United States Ambassador/Chief of Mission is the principal United States official at United States embassies overseas. All United States Government activities in host nations are under the authority of the Chief of Mission and much of the foreign partner security assistance funding necessary to identify or mitigate a migration surge is provided by DOS.
  - b. Discussion. Will DOS provide timely assistance in host Nations, assist DHS with foreign engagement efforts, and provide access to country experts to ensure receipt of advance warning of, and mitigation against, a surge in irregular migration?
  - c. Policy Issues for Resolution.
    - (1) Has DOS, in partnership with DHS, conducted preparatory diplomatic and development activities in host nations to address the root causes of and/or prepare for a migration surge?
    - (2) Are necessary contingency funds identified and available to support a potential migration contingency?
    - (3) Will DOS share in country reports with DHS to assist in anticipating mass migration flows. Access to these reports would provide much needed data to aide in the creation of a mass irregular migration early warning system.

- (4) Will DOS participate in diplomatic activities to address root causes of migration such as climate change issues, desertification, crime, corruption, and security?
- (5) Will DOS agree to develop pre-scripted support agreements through the SRO general staff and MAG-P to support DHS international actions and foreign assistance to address irregular migration contingency events?
- (6) Is DOS taking the necessary steps to establish in country processing<sup>7</sup> in Central American countries to reduce the flow of migrants attempting to cross the SWB?

**F. Critical Facts and Key Actions.**

- 1) The U.S. continues to face challenges with the potential for an increase of individuals attempting to enter the U.S. in stressing numbers.
- 2) A Whole-of-Western Hemisphere (WWH) approach is required to manage migration in a safe orderly and humane manner.
- 3) USG ability to address current and emerging migrant flow and contain the impact requires immediate funding support [identified funds to support or emergency supplemental].
- 4) Facilitation of legitimate trade and travel will remain a priority on the SWB, and personnel and resources should remain dedicated to support a standard volume of operations.
- 5) In coordination with DOS, DHS will coordinate directly with the governments of source and transit countries to build political will within these countries to manage their borders and address irregular migration more effectively to the United States through and from the region.
- 6) Removal and repatriation operations are contingent on the degree to which foreign governments accept back their nationals who have received final orders of removal.
- 7) The Government of Mexico (GOM) will continue efforts to manage migration in its southern border region.
- 8) DHS will continue to support GOM efforts to manage migration (Mexican Refugee Commission (COMAR), National Migration Institute (INM), etc.) in its southern border region as resources are available and authorities allow.
- 9) Although capacity to receive and reintegrate returned migrants across the SWB-IMZ will remain low, the political will of the source country governments to receive returned migrants will fluctuate depending on a variety of factors.
- 10) Increased capacity and political will of GOM to return migrants apprehended by the Mexican government will provide support to broader DHS goals and objectives in the region.
- 11) United States public focus on migrant encounters at the SWB will remain high.
- 12) Initial health interview with UC will be conducted by CBP.
- 13) DOD facilities are generally only provided for HHS-administered sheltering of UCs and not for Family Units or Single Adults.
- 14) HHS will request ongoing support for HHS UC surge shelters from DOD and other external partner facilities during a surge, if necessary.
- 15) DHS ability to expand capacity to address current and emerging irregular migration requires

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<sup>7</sup> Important to highlight that operation of the US Refugee Admissions Program relies on DHS/USCIS resources to conduct refugee interviews.

immediate funding support above that already appropriated.

- 16) The current use of Title 42 of the U.S. Code for public health expulsions is specific to the COVID-19 pandemic and is not intended to for long-term use, and therefore the current processes and procedures associated with the execution of Title 42 based expulsions are subject to suspension with little notice.
- 17) Any significant increase in new arrivals due to a surge in irregular migration is likely to result in requests from border States for federal assistance.
- 18) COVID-19 exacerbates current capability shortfalls to address irregular migration along U.S. borders.
- 19) Changes to DHS staffing or other critical resources that increase processing time and increase migrant flows would significantly challenge DHS's ability to respond in a coordinated and timely manner.
- 20) Irregular migration surge operations will require collaboration with federal, state, local, tribal, territorial, interagency, and international partners and must address the operational needs from these partners and operational impacts.
- 21) Unpredictability of contagious diseases will complicate the management of irregular migration throughout the system.
- 22) Irregular migration surge management processes, from encounter through final disposition (removal or grant of benefits), will require additional resources during any surge.
- 23) Health risk in overcrowded facilities will increase as irregular migration surge numbers increase.
- 24) Coronavirus Aid, Relief, and Economic Security Act (CARES) funding will remain available for CBP requirements. Criteria for use of CARES funds will not change:
  - a. Must be related to medical care.
  - b. Must be for persons eligible for treatment, defined as in CBP custody under Title 42 or Title 8 Authority.
  - c. Must be to prevent, prepare for, or respond to COVID-19.

**G. Critical Assumptions.**

- 1) The irregular migration situation across the SWB-IMZ suffers from extreme variance with dramatic increases and decreases created by seasonality and changes to U.S. and international policy, judicial rulings, executive orders, law, crime, corruption, disease vectors, economics, trade, travel, and other environmental factors and will remain so for the foreseeable future.
- 2) When the CDC order under Title 42 U.S. Code, and associated expulsion authority is no longer in effect, DHS can expect an increase in arrivals along all U.S. borders - to include the SWB - due to the perception that restrictions to entry will be reduced.
- 3) Utilization of Title 19 U.S. Code authority to restrict travel for noncitizen, non-LPR travelers who are not "fully vaccinated" (based on January 22, 2022 changes to T19 notice).
- 4) DHS utilizes a variety of pathways programs for removal and repatriation to address irregular migration.
- 5) DHS will request additional funding to execute this Plan and the related missions.

- 6) A lapse in USG appropriations will significantly detract from DHS's ability to perform SWB operations.
- 7) Unlawful migration will continue if the USG does not take immediate and decisive action.
- 8) Litigation against DHS/CBP/ICE will continue to impact Department border operations.
- 9) The lifting of border travel restrictions (i.e., Title 19 restrictions on travel at the SWB and US Northern Border) will impact the DHS workforce.
- 10) DHS will continue to follow Centers for Disease Control and Prevention (CDC) guidelines on social distancing/separation, isolation, quarantine, testing, PPEs, vaccination schedule and recommendations on ventilation and air filtration.
- 11) Current pathways to removal will be limited. Component use of broadscale release mechanisms (i.e., Own Recognizance (OR) with issuance of a Notice to Appear (NTA), or parole and Alternatives to Detention (ATD)) with administrative tools are necessary to ensure humane and efficient treatment of migrants.<sup>8</sup>
- 12) DHS will comply with time in custody (TIC) restrictions to the greatest extent possible; however, the sheer volume encountered will dictate the processing times.
- 13) Non-Governmental Organizations (NGOs) will continue to leverage the FEMA Emergency Food and Shelter Program (EFSP) to provide life sustaining food, shelter, and supporting services. In addition, NGOs shall provide travel assistance from CBP custody.<sup>9</sup>
- 14) ICE ATD will be implemented on a greater scale.<sup>10</sup>
- 15) COVID testing of migrants would be contracted out to efficiently integrate into operations and should be conducted as close to the point of encounter as possible.
- 16) Title 42 for Single Adults (SA) will remain a short-term measure that will not continue indefinitely.
- 17) Current DOD support (FY22 RFA, COVID-19 RFA) will remain in place and be sourced and executed at current levels through September 30, 2022.
- 18) Increasing the availability of lawful methods of entry such as of temporary work visas with requisite increased biometric and biographic data requirements may disincentivize unlawful irregular migration.

## 2. MISSION.

**Mission:** When directed by the Secretary of Homeland Security, the Department of Homeland Security (DHS), in conjunction with international and homeland security enterprise mission partners, will take action to humanely prevent and respond to surges in irregular migration across the U.S. SWB Security and Irregular Migration Zone (SWB-IMZ). This will be done while ensuring that migrants can apply for any form of relief or protection for which they may be eligible, including asylum, withholding of

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<sup>8</sup> Initially migrants would be placed into immigration proceedings and would be screened using traditional processes. Eventually our traditional processing capability would be overwhelmed, and DHS would begin to focus on increasing broadscale release techniques.

<sup>9</sup> The American Rescue Plan Act of 2021 made available \$110 million to FEMA EFSP for this purpose.

<sup>10</sup> Increased processing speeds, throughput, and the use of ATD is the quickest solution for processing FMUA where T42 is no longer viable. However, relatively low percentages of FMUA reported for removal proceedings in the past once released on ATD. There is no evidence that a higher percentage of noncitizens will report for removal proceedings in the future if released, regardless of how expeditiously they are processed.

removal, and protection from removal under the regulations implementing United States obligations under the Convention Against Torture.

### 3. EXECUTION.

#### A. Secretary's Intent.

- 1) **Purpose:** The purpose of this plan is to describe a proactive approach that humanely prevents and responds to surges in irregular migration across the U.S. SWB-IMZ. This will be done while ensuring that migrants can apply for any form of relief or protection for which they may be eligible, including asylum, withholding of removal, and protection from removal under the regulations implementing United States obligations under the Convention Against Torture.
- 2) **Method:** This Plan addresses mass irregular migration across the SWB-IMZ of operations by:
  - Implementing a “Whole of Western Hemisphere” approach to build capacity and respond to irregular migrant flows across the SWB-IMZ.
  - Implement a proactive whole of government approach to prevent and respond to irregular migrant flows and build capacity to enable the Department and DHS Components to enforce immigration laws.
  - Mitigate/eliminate current SWB-IMZ capability gaps.
  - Provide the operational oversight and coordination architecture for a whole of government approach to minimize complexities of joint, multi-agency operations.
  - Create the foundation to enable DHS to become operational/logistically self-sufficient and not dependent on external support for steady-state operations.<sup>11</sup>
  - Ensuring unity of effort with a lead federal agency and organizing around NIMS/ICS principles.
  - Managing U.S. government operational resources in a manner that will utilize resources and manpower from departments/agencies where most needed and implement economy of force operations in other areas.
- 3) **End State:** Execution of this Plan will meet the immediate needs of stemming migration by creating capacity across the SWB-IMZ through recommended diplomacy, legislation, policy, partner engagement, command-control-communications, intelligence and surveillance, and budget enhancements, and long-term improvement to processing, logistics, and medical capabilities.

**B. Concept of Operations.** The Department will expand our existing capabilities (diplomacy, policy, partner engagement, command-control-communications, intelligence and surveillance, and budget enhancements, and long-term improvement to processing, logistics and medical capabilities) to deter and respond to irregular migration throughout the SWB-IMZ. DHS will actively engage with external partners (international and homeland security enterprise partners) to humanely prevent and respond to irregular migration. This will be accomplished through a comprehensive Whole of Western Hemisphere approach. Correspondingly, DHS will be poised to

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<sup>11</sup> *Steady state is defined as those operations which can be accomplished by an area's organic resources without adversely impacting overall safety, security, and mission execution.*



immediately respond to any surge in irregular migration through an aggressive capacity building program within the main area of operations. These efforts are designed to stabilize and reduce the irregular migration flow throughout the SWB-IMZ. This will be done while ensuring that migrants have the ability to apply for any form of relief or protection for which they may be eligible, including asylum, withholding of removal, and protection from removal under the regulations implementing United States obligations under the Convention Against Torture.

**C. Plan Lines of Effort:** *The SWB Mass Irregular Migration Plan* has four lines of effort.<sup>12</sup> Each LOE is a functional, cross-programmatic effort team established to identify priority requirements. These teams have been established based on the following:

- Mission analysis indicates a potential shortfall or complication in the delivery of one or more core capabilities that requires dedicated contingency planning support.
- The situation presents unique challenges to formulate a cohesive concept of operations or support constructs across multiple functions, programs, areas of responsibility (AOR), and disciplines.
- The scale, scope, and complexity of the issue requires extraordinary coordination between and among DHS components.
- The situation requires a level of support and coordination that exceeds the capacity capabilities of a single DHS component.
- DHS SWB LOE working groups will be established within the SBCC general staff and functional area leads will be designated by the SCO/SRO to develop federal-to-federal support agreements. All LOE working groups will be identified and coordinated by the SCO/SRO through the SBCC general staff chief of staff. Proposals for new support agreements or changes to LOE will be provided to the SCO/SRO and the MAG-P and include a justification and proposed concept of implementation.

A summary of the four DHS SWB LOE is provided in the paragraphs below.

1) LOE # 1: DHS SWB Integrated Operations.

- a. Purpose. This LOE ensures that the Department approach is forward looking (proactive versus reactive) and prepared to immediately prevent and respond to a surge or Mass Irregular Migration along the SWB.
- b. End State. The desired end-state is that DHS integrated operations result in discouraging large scale illegal migrant flow across the SWB and enables the Department to better address prevention and response actions.
- c. Delegated Authority. The LOE working group will operate within established DHS protocols and statutory authorities. Additional guidance/authority will be provided by the Secretary, Deputy Secretary, and SCO/SRO as appropriate.
- d. Resources. This LOE will require support agreements to marshal resources in support of operations across the SWB-IMZ:
  - (1) Provide intelligence and expedited multi-agency/cross-Component headquarters coordination/deconfliction capabilities to support integrated operations.
  - (2) Develop/sustain the capability to rapidly shift capabilities (transportation, holding,

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<sup>12</sup> A line of effort (LOE) is a mechanism that links multiple tasks and activities using purpose (cause/effect) toward achieving specific strategic and operational level conditions.

medical, etc.) based on migrant flow that exceeds DHS capabilities.

- (3) Subject matter expertise in the form of detailed staff from DHS Components, Offices, and JTF-E to the SBCC general staff.

2) LOE # 2: DHS SWB Infrastructure and Resources.

- a. Purpose. This LOE is required to ensure that the Department has established the necessary infrastructure and resources (permanent and temporary) to prevent and immediately prepare to respond to a surge or Mass Irregular Migration along the SWB.
- b. End State. The desired end-state is that DHS can effectively hold, transport, detain, and process migrants in a surge or Mass Irregular Migration environment and then demobilize to steady-state conditions as appropriate.
- c. Delegated Authority. The LOE working group will operate within established DHS protocols and statutory authorities. Additional guidance/authority will be provided by the Secretary, Deputy Secretary, and SCO/SRO as appropriate.
- d. Resources. This LOE will require the following support agreements to marshal resources to in support of operations across the SWB-IMZ:
  - (1) Sufficient CBP holding capacity to manage up to twenty thousand undocumented migrants across the SWB.
  - (2) Ability to rapidly transport and disaggregate migrants to temporary processing centers across the SWB.
  - (3) Provide intelligence and expedited multi-agency headquarters coordination, deconfliction, and prioritization capabilities to support integrated operations and provide early warning of mass irregular migration.
  - (4) Include a dedicated Technical & Data working branch in the general staff that integrates dashboards, modelling, and operational efficiencies through digitization and automation efforts to integrate SWB operations.
  - (5) Obtain sufficient supplemental funding to support expanded operations.
  - (6) Subject matter expertise in the form of detailed staff from DHS Components, Offices, and JTF-E to the SBCC general staff.

3) LOE # 3: External Collaboration and Coordination.

- a. Purpose. This LOE is required to ensure that DHS has established the necessary architecture to address the significant external collaboration and coordination required to prevent migrant flow and facilitate response with border homeland security enterprise partners.
- b. End State. The desired end-state is that DHS establishes the ability to rapidly engage with external mission partners to coordinate or deconflict SWB security operations.
- c. Delegated Authority. The LOE working group will operate within established DHS protocols and statutory authorities. Additional guidance/authority will be provided by the Secretary, Deputy Secretary, and SCO/SRO as appropriate.
- d. Resources. This LOE will require the following support agreements to marshal resources to in support of operations across the SWB-IMZ:
  - (1) For Phase 2, subject matter expertise in the form of detailed or virtual staff from

selected Departments/Agencies (DOD, HHS, DOS, and DOJ) and other homeland security partners (State, local, tribal, private sector, and NGOs) to the SBCC general staff.

(2) Ability to engage with external partners in person or virtually.

4) LOE # 4: DHS Strategic Communications.

- a. Purpose. This LOE has been established to support achieving the Secretary’s intent and three other lines of effort.
- b. End State. The desired end-state is DHS leverages all available communication forums to prevent continued/future large scale migrant flow and informs audiences (external and internal) of Department goals and objectives.
- c. Delegated Authority. The LOE working group will operate within established DHS protocols and statutory authorities. Additional guidance/authority will be provided by the Secretary, Deputy Secretary, and SCO/SRO as appropriate.
- d. Resources. This LOE will require the following support agreements to marshal resources to in support of operations across the SWB-IMZ:
  - (1) Establish and staff a SWB Joint Information Center (JIC).
  - (2) Provide resources to support the execution of a supporting USG/DHS strategic communications plan to enhance Department goals and objectives.

5) Comparison of the Plan and CBP SWB Plan LOE.

- a. The matrix in Figure 5 summarizes how the CBP LOE nest underneath the DHS SWB LOE.
- 6) Phase Triggers. The Plan Phase Triggers are synchronized with the CBP Plan and are associated with credible intelligence specifying indications and warnings from along the route of migration of mass irregular migration formation, allowing DHS to conduct preparatory and anticipatory prevention and response actions see Figure 6: Plan Phasing for more detail regarding triggers of a major influx.

DHS LOE CBP LOE	Integrated Operations	Infrastructure & Resources	External Collaboration	Strategic Communication
Intelligence	X	X	X	
Processing	X	X		X
Transportation		X		
Enforcement	X		X	X
Medical	X	X	X	X
Personnel	X	X		X
Security	X	X		
Facilities	X	X		X
Policy/Legal	X	X	X	X

DHS LOE CBP LOE	Integrated Operations	Infrastructure & Resources	External Collaboration	Strategic Communication
Finance, Procurement, Resources	X	X		X
Communications	X			X
Logistics	X	X		
Detention/ Holding	X	X		X
Partnerships	X	X	X	X

**Figure 5: Crosswalk of DHS Plan and CBP Plan Lines of Effort**

7) Phasing.

This operation will be conducted in four phases to facilitate the organization /deployment of capabilities across time and space. Both the DHS SBCC and CBP Plans use the same triggers and phase construct (See Figure 6 for a summary of each phase). The phases are:

- Phase 1: Initial Influx
- Phase 2: Major Influx
- Phase 3: Mass Irregular Migration<sup>13</sup>
- Phase 4: Transition to Steady-State

8) Fundamental information on DHS SWB phases.

- a. Phase changes are directed by the Secretary, Deputy Secretary, or their designee.
- b. Activities from previous phases continue into succeeding phases as appropriate.
- c. Sequence of phasing is based on the operating environment (Phase changes are situation dependent and can include a leap forward, transition back to a previous phase or off ramp to last phase).

9) Phase 1: Initial Influx. Level 3 SBCC staffing.

Phase 1 begins with the Secretary's direction to implement the Plan, designation of the SCO, establishment of the SBCC, and ends when directed by the Secretary:

- a. As the Lead Federal Agency establishes Departmental Command, Control, and Coordination - Secretary designates a DHS SWB SCO and establishes a SBCC, an internal National Incident Management System (NIMS) Incident Command System (ICS) general staff built around a core maintained at DHS Headquarters.
- b. The Secretary will designate a senior DHS executive as the SCO assisted by a core cadre SBCC general staff, and a MAG-P designed to provide strategic prioritization and resource support to DHS irregular migration prevention and response operations.
- c. The Secretary will designate CBP as the Primary Supported Component, and CBP will activate its internal coordination capabilities and Emergency Operations Center (currently

<sup>13</sup> "Mass migration" is a term of art under EO 13276 that refers to "a migration of undocumented aliens that is of such magnitude and duration that it poses a threat to the national security of the United States, as determined by the President." Since "mass migration" has a specific meaning and triggers specific responsibilities and authorities for the Secretary under EO 13276, and requires a Presidential determination, this term is not used in this document.

the Southwest Border Action Group or SWAG), that will in turn establish reporting to the SCO/SRO, SBCC general staff, and MAG-P via the National Operations Center (NOC).

- d. Capitalize on the existing DHS SWB Task Force - The SCO/SRO and SBCC general staff shall capture the existing efforts regarding biometric, biographic, data analysis, and other technology enhancement capability to support and increase efficiency of migrant processing and migration modelling.
- e. DHS serves as the lead federal agency for border security and immigration enforcement and prepares to coordinate the overall federal effort under HSPD-5.
  - (1) Initiate immediate actions - SCO in coordination with DHS Components, Offices, and Directorates will assess temporary and permanent infrastructure required to support steady-state and surge migrant operations via gap analysis and the development of federal-to-federal, pre-scripted support agreements (support agreements for contingency relief based on lessons learned and covering contracts, requests for assistance, etc.) necessary to effect a rapid expansion of transportation, facility, medical, and processing capabilities for CBP and ICE in the SWB-IMZ main area of operations.
  - (2) Set Level 3 staffing (monitoring/ anticipatory operations, Phase 1 initial influx) is the lowest level of activation. DHS leadership designates and activates a Senior Coordinating Official (SCO) at this time along with a small core cadre SBCC general staff and the organization of the MAG-P to coordinate support and develop support agreements. (~10-25% Staffing)
  - (3) Senior Coordinating Official (SCO) will coordinate with all DHS components and appropriate SLTT-P organization involved with immigration and to ensure coordination of DHS resource allocation and prioritization.
  - (4) The SCO shall be supported by a general staff designed to coordinate DHS operational support to SWB operational activities, resource allocation, and prioritization requirements and Multi-Agency Group Policy Forum (MAG-P) to ensure interagency policy and strategy are well coordinated.
  - (5) DHS via SCO, general staff and MAG-P shall coordinate support to CBP and ICE to facilitate expansion of transportation, holding, medical, and processing capabilities in the SWB main area of operations.
  - (6) DHS via SCO, general staff will begin development of federal-to-federal support agreements for USG support and enhancement of facilities for CBP and ICE expansion of transportation, holding, medical, and processing capabilities in the SWB main area of operations.
  - (7) DHS via SCO, SBCC general staff will initiate key strategic communication efforts designed to prevent and respond to irregular migration to the United States.
  - (8) Enhancement of internal communications/information technology infrastructure.
  - (9) Augmentation of response efforts with additional resources (DHS Volunteer Force, homeland security enterprise partners, Law Enforcement assistance, etc.).
  - (10) Application of recent lessons learned and best practices.
  - (11) Reporting from SWAG to general staff begins.
  - (12) Enhanced outreach with federal, state, local, volunteer, and international partners.

Subject	Phase 1: Initial Influx	Phase 2: Major Influx	Phase 3: Mass Irregular Migration	Phase 4: Transition to Steady-State
Phase Begins	When Directed	When Directed	When Directed	When Directed
<b>Trigger</b>	<ul style="list-style-type: none"> <li>Irregular migration levels strain DHS humane management capacity in the SWB area of operations.</li> <li>&gt;75% to 100% (&gt;7,500-15,000) pre-COVID capacity across <b>all</b> SWB sectors/field offices.</li> </ul>	<ul style="list-style-type: none"> <li>Irregular migration levels stress DHS humane management capacity in one or more locations in the SWB area of operations.</li> <li>&gt;100% pre-COVID Capacity (&gt;15,000) across <b>all</b> SWB sectors/field offices <b>or</b> a daily average of 5,000 encounters in a single sector over a 72-hour period.</li> </ul>	<ul style="list-style-type: none"> <li>Irregular migration levels reach the mass irregular migration threshold, significantly impacting DHS humane management capacity across the SWB.</li> <li>&gt;100% pre-COVID capacity (over 15,000) across <b>all</b> SWB sectors/field offices <b>and</b> a daily average of 5,000 encounters in a single SWB sector/field office <b>or</b> a SWB wide daily average of 9,000 encounters over a 72-hour period.</li> </ul>	<ul style="list-style-type: none"> <li>Irregular migration levels decrease due to effective humane response and conditions return to steady state.</li> <li>Return to &lt; 75% pre-COVID capacity (&lt;7,500) across all SWB sectors/field offices.</li> </ul>
<b>Key DHS Actions</b>	<ul style="list-style-type: none"> <li>Set Level 3 SBCC staffing (monitoring/ anticipatory operations, Phase 1 initial influx) is the lowest level of activation. DHS leadership designates and activates a Senior Coordinating Official (SCO) at this time along with a small core cadre general staff to form the SBCC and the organization of the MAG-P to coordinate support and develop support agreements. (~10-25% Staffing)</li> <li>The Secretary will designate CBP as the Primary Supported Component and will initiate preparatory and anticipatory prevention and response actions on their authority, such as standing up UCG and EOC, establishment of additional Processing Centers and related actions in response to early warning signs from systems along the route of migration. DHS makes preparation to assume its role as the SWB lead federal agency (LFA) based on authority over immigration and border security.</li> </ul>	<ul style="list-style-type: none"> <li>Set Level 2 SBCC staffing (partial activation, Phase 2 major influx) involves the SCO redesignation as the SRO and expanding of the SBCC core cadre of staff members by requesting representatives for temporary duty assignments from DHS Components and Interagency partners to fill out the general staff and add to the MAG-P. The SCO, now SRO, with the MAG-P will solicit additional support from interagency partners on an as-needed basis. Time-sensitive tasks and needs may extend beyond core business hours. (~75% staffing).</li> <li>Given its statutory authorities, DHS serves as the lead federal agency for immigration enforcement and border security, and per HSPD-5, would coordinate the interagency response if other federal agencies become substantially involved in the response. Seeking a formal designation of the Secretary's HSPD-5 coordination responsibilities at the outset is not required; however, an official</li> </ul>	<ul style="list-style-type: none"> <li>Set Level 1 SBCC staffing (full activation, Phase 3 mass irregular migration) is the highest level, requiring a 24/7 USC-wide effort. This level of staffing anticipates the full cadre of DHS and Interagency personnel as indicated in the chart below (~100% staffing)</li> <li>Activate whole of government assistance – The SRO will activate pre-scripted support agreements developed in Phase 1 and 2 to: provide immediate contingency relief and additive scalable surge capabilities to such actions as rapid increases in air and ground transportation, creating bed-space capability for CBP, and adding additional capacity to stand up, expand, or reinforce Central Processing Centers and Joint Reception Centers; provide for more efficient end-to-end processing from encounter to removal or granting of benefits; and establish higher staffing levels for medical personnel.</li> <li>SRO will actively engage with international partners to address current capability shortfalls and champion Western Hemisphere efforts to humanely stem the flow of irregular migration and establish the groundwork to address root causes of</li> </ul>	<ul style="list-style-type: none"> <li>Set Level 4 SBCC staffing (normal operations, Phase 0) is the steady state pre-activation maintenance level with no active staff. In this level of staffing an SCO/SRO, general staff and MAG-P participants can be pre-designated for planning purposes.</li> <li>SRO, with Direction from the Secretary, will commence standing down of the general staff and transfer of capacity and coordination to CBP, ICE, and USCIS.</li> <li>DHS sustains Western Hemisphere Engagement.</li> <li>SCO/SRO, general staff, and all SWB temporary facilities/capabilities demobilize as appropriate.</li> <li>DHS adjusts operations based on lessons learned.</li> <li>Reporting terminates.</li> </ul>

Subject	Phase 1: Initial Influx	Phase 2: Major Influx	Phase 3: Mass Irregular Migration	Phase 4: Transition to Steady-State
	<ul style="list-style-type: none"> <li>The Secretary will designate a senior DHS executive as a Senior Coordinating Official (SCO) to coordinate with all DHS components, and appropriate SLTT-P organization involved with immigration and to direct coordination of DHS resource allocation and prioritization.</li> <li>The SCO shall be supported by a general staff designed to coordinate support to SWB operational activities, resource allocation, and prioritization requirements and Multi-Agency Group Policy Forum (MAG-P) to ensure interagency policy and strategy are well coordinated.</li> <li>DHS via SCO, general staff and MAG-P shall coordinate support to CBP and ICE to facilitate expansion of transportation, holding, medical, and processing capabilities in the SWB main area of operations.</li> <li>DHS via SCO, general staff will begin development of federal-to-federal support agreements for USG support and enhancement of facilities for CBP and ICE expansion of transportation, holding, medical, and processing capabilities in the SWB main area of operations.</li> <li>DHS via SCO, general staff will initiate key strategic communication efforts designed to prevent and respond to irregular migration to the United States.</li> <li>Enhancement of internal communications/information technology infrastructure.</li> <li>Augmentation of response efforts with additional resources (DHS Volunteer</li> </ul>	<p>designation from the President that the Secretary is executing HSPD-5 responsibilities would likely increase interagency support for and participation in the Department's overall coordination efforts.</p> <ul style="list-style-type: none"> <li>DHS develops and expands upon Western Hemisphere Engagement.</li> <li>Coordinate strategic resources – The SCO will be redesignated as an SRO to coordinate strategic resources allocation, prioritization, and intelligence and information sharing across the entirety of the USG to holistically address irregular migration.</li> <li>SRO will work with Departments and Agencies across the USG to address critical shortfalls and capability gaps at the strategic level and utilize federal-to-federal support agreements to develop interim and long-term solutions as appropriate to affect a rapid expansion of transportation, facility, medical, and processing capabilities for CBP and ICE in the SWB-IMZ main area of operations.</li> <li>SRO will establish a Joint Information Center for the development and implementation of a supporting strategic communications plan.</li> <li>SRO will engage with Department of Justice (DOJ) to increase Executive Office for Immigration Review judge capabilities to reduce case backlog.</li> <li>DHS adjusts operations based on situation. Including having the ability to shift transportation assets, leveraging enhanced internal communications</li> </ul>	<p>immigration via consultation with Congress, civil society, international organizations, the private sector, other U.S. Departments and Agencies, and governments across the SWB-IMZ.</p> <ul style="list-style-type: none"> <li>CBP temporary holding capability increased based on migrant flow.</li> <li>DHS adjusts operations based on situation.</li> <li>Reporting continues.</li> </ul>	

Subject	Phase 1: Initial Influx	Phase 2: Major Influx	Phase 3: Mass Irregular Migration	Phase 4: Transition to Steady-State
	<p>Force, homeland security enterprise partners, Law Enforcement assistance, etc.).</p> <ul style="list-style-type: none"> <li>• Application of recent lessons learned and best practices.</li> <li>• Reporting from SWAG to general staff begins.</li> <li>• Enhanced outreach with federal, state, local, volunteer, and international partners.</li> </ul>	<p>and information technology infrastructure to support operations, possessing the ability to expand or compress augmentation across the area of operations when required, increase, or decrease additional resources as required, and continued engagement with international partners to deter/reduce flow based on operational success.</p>		
<b>Oversight</b>	<ul style="list-style-type: none"> <li>• Strategic: S1</li> <li>• Operational: SWB SCO &amp; Component Heads</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic: S1</li> <li>• Operational: SWB SCO/SRO &amp; Component Heads</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic: S1</li> <li>• Operational: SWB SRO &amp; Component Heads</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic: S1</li> <li>• Operational: Component Heads</li> </ul>
<b>Phase Ends</b>	When Directed	When Directed	When Directed	When Directed

**Figure 6: SWB 2021 Migration Plan Phasing**

10) Phase 2: Major Influx, Level 2 SBCC Staffing.

Phase 2 begins when directed by the Secretary and ends when DHS deterrence and response efforts result in a significant reduction of migrant flow returning to steady-state norms or increased migrant flows require a shift to Phase 3, Mass Irregular Migration.

- a. DHS assumes the role of overall federal coordinator under HSPD-5 to ensure a unified interagency response.
- b. The Secretary-designated SCO becomes the Senior Response Official, supported by an interagency general staff and MAG-P, coordinates with all USG D&A, and SLTT-P organizations involved with immigration and to direct coordination of DHS resource allocation and prioritization.
- c. DHS develops and expands upon Western Hemisphere Engagement.
- d. Coordinate strategic resources – The SCO will coordinate strategic resources allocation, prioritization, and intelligence and information sharing across the entirety of the USG to holistically address irregular migration.
- e. SRO will work with Departments and Agencies across the USG to address critical shortfalls and capability gaps at the strategic level and utilize federal-to-federal support agreements to develop interim and long-term solutions as appropriate to affect a rapid expansion of transportation, facility, medical, and processing capabilities for CBP and ICE in the SWB-IMZ main area of operations.
- f. SRO will establish a Joint Information Center for the development and implementation of a supporting strategic communications plan.



- g. SRO will engage with Department of Justice (DOJ) to increase Executive Office for Immigration Review judge capabilities to reduce case backlog.
- h. DHS adjusts operations based on situation. Including having the ability to shift transportation assets, leveraging enhanced internal communications and information technology infrastructure to support operations, possessing the ability to expand or compress augmentation across the area of operations when required, increase, or decrease additional resources as required, and continued engagement with international partners to deter/reduce flow based on operational success.

11) Phase 3: Mass Irregular Migration.

Phase 3 begins when directed by the Secretary and migrant flow is determined to meet the criteria for Mass Irregular Migration along the SWB.

- a. Activate whole of government assistance – The SRO will activate pre-scripted support agreements developed in Phase 1 and 2 to provide immediate contingency relief and additive scalable surge capabilities to such actions as rapid increases in air and ground transportation, creating bed-space capability for CBP, and adding additional capacity to stand up, expand, or reinforce Central Processing Centers and Joint Reception Centers; provide for more efficient end-to-end processing from encounter to removal or granting of benefits; and establish higher staffing levels for medical personnel.
- b. SRO, in coordination with DOS, will engage with international partners to address current capability shortfalls and champion Western Hemisphere efforts to humanely stem the flow of irregular migration and establish the groundwork to address root causes of immigration via consultation with Congress, civil society, international organizations, the private sector, other U.S. Departments and Agencies, and governments across the SWB-IMZ.
- c. DHS will continue activities from the first two phases and take additional actions to prevent/respond the flow to set the conditions to transition to steady-state operating environment.

12) Phase 4: Transition to Steady State.

Phase 4 begins with when directed by the Secretary and ends when migrant flows return to steady-state norms.

- a. This phase is characterized by how the Department demobilizes temporary capabilities (personnel, facilities, resources, etc.), ensures continuity of operations throughout the transition, and integrates lessons learned/best practices into future operations.
- b. SRO, with Direction from the Secretary, will commence standing down of the general staff and transfer of capacity and coordination to CBP, ICE, and USCIS.
- c. These activities include transition of SCO/SRO general staff activities, demobilization of temporary facilities (CPCs, Soft Sided Facilities, etc.), deactivation of SWB Regional Commands/EOCs, redeployment of deployed staff, and publication of lesson/learned/best practices for integration as appropriate.

**D. Key Roles and Responsibilities.**

- 1) Common Roles and Responsibilities for all DHS Components, Offices, and Joint Task Force -

East.

- a. Support the designated SCO/SRO and provide resources, staff, and coordination capabilities to the SBCC general staff as needed.
  - b. Each DHS Component, Office, and JTF-E will develop a supporting plan as soon as possible after approval of this Plan, if appropriate.
  - c. Support DHS SWB strategic/operational level coordination/deconfliction in collaboration with internal and external mission partners.
  - d. Facilitate DHS Unity of Effort for national-level policy engagement including NSM-2 processes and external messaging.
  - e. Provide recommendations to the Secretary on DHS requirements that cannot be resolved within the SWB area of operations.
  - f. Meet in the MAG-P at a frequency designated by the SCO/SRO and commensurate with the mission environment.
  - g. Provide access and accommodate migrants with disabilities and provide language services for migrants with limited English proficiency in its operations and/or services.
- 2) DHS SBCC general staff [Senior Headquarters].<sup>14</sup>
- a. The SCO/SRO shall coordinate with appropriate USG Departments and Agencies, and State, Local, Tribal, Territorial, and Private organizations involved with immigration, establish federal-to federal support agreements (both pre-scripted and emergent), and direct coordination of DHS Component strategic resource allocation and prioritization including:
    - (1) Establishing the general staff to support SCO/SRO actions to coordinate operations across the SWB-IMZ and synchronize activity to the response phases that are triggered by key Departmental indicators and warnings.
    - (2) Defining the SBCC mission and setting the strategic direction and decision-making process for the MAG-P.
    - (3) Hosting and facilitating the MAG-P.
    - (4) Coordinating the policy and providing guidance on prioritization and allocation of resources with Interagency Partners and Components.
    - (5) Identifying and coordinating priorities and policy guidance on multi-agency operations.
    - (6) Coordinating with peer senior executives and officials.
    - (7) Coordinating Strategic Communications and public information.
    - (8) Coordinating guidance to regional and international coordination cells and the CBP Emergency Operations Center (EOC).
    - (9) Establishing and, if needed, amending, and expanding reporting requirements.
    - (10) Coordinating and developing multi-agency pre-scripted support agreements.

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<sup>14</sup> The SCO/SRO with the general staff coordinates resource, allocation, prioritization, and strategic decision-making required to support CBP, the supported Component, to prevent and respond to a mass irregular migration event.

- (11) Coordinating financial and legal reviews and assessments corresponding to support agreements and irregular migration prevention and response programs and projects.
  - (12) Establishing, staffing, and overseeing LOE working groups and other general staff, staff sections, branches, and units.
  - (13) Coordinating irregular migration root cause intelligence, information sharing, and investigations across the SWB-IMZ.
  - (14) Coordinating Interagency partner and DHS Component interactions with international, and interagency partner actions aimed at disrupting TCOs that are contributing to irregular migration.
  - (15) Monitoring indications and warning of irregular migration within the area of operations to further inform stabilization, restoration, and response operations, policy, and guidance.
  - (16) Coordinating interagency and Departmental operations undertaken across the SWB-IMZ to prevent and respond to irregular migration.
  - (17) Establishing real-time information sharing and synchronizing reporting and external coordination and communications with the CBP led SWAG/EOC to ensure consistent, mutually supporting operations consistent with law and DHS privacy policy.
  - (18) Integrating counter-network operations intended to target the illicit networks' infrastructure, logistics, communications, and financial capabilities and capacities to diminish the surge across the SWB.
  - (19) Coordinating with the Interagency and Components to unify international and interagency intelligence, interdiction, and investigative efforts to target the identified illicit networks' infrastructure, logistics, communications, and financial capabilities and capacities of criminal organizations involved in smuggling and trafficking.
  - (20) Coordinating with the Interagency and Components to identify and prioritize facilitators associated with human smuggling networks and customize consequence delivery (administrative, investigative and enforcement) leveraging interagency and international partners prosecutorial and jurisdictional capabilities from point of origin to destination.
- b. Support the MAG-P to support SBCC directed strategic resource allocation, prioritization, and coordination actions in support of CBP, to coordinate Command, Control, Communications, and Coordination across the SWB-IMZ.
- (1) Utilize existing USG and Partner Command, Control and Coordination structures to organize a Whole of Western Hemisphere approach to stemming irregular migration and its root causes.
  - (2) Leverage existing international and inter-governmental partners and programs to identify, prioritize and target illicit networks associated with irregular migration. Generate after action reviews, update plans, and apply best practices for responding to future surge operations.
  - (3) Leverage existing communications platforms to provide clear, concise,

consistent messaging and promote efforts to prevent and respond to irregular migration threats within the area of operations.

- c. Coordinate with appropriate DHS, USG, and Partner organizations to synchronize existing, strategic resources for contingency logistics across the SWB-IMZ.
  - (1) Including air and ground transportation resources (e.g., DOD, DOJ, CBP, ICE [Homeland Security Investigations (HSI) & ERO], and USCG) to disaggregate masses of migrants threatening to stress border stations and POE capacity, and expeditiously repatriate migrants to their countries of origin or to transfer migrants from a DHS temporary holding facility to a DHS holding facility or HHS shelter.
  - (2) Based on DHS holding and detention capacity and time-in-custody, coordinate with appropriate DHS Components, USG, and Partner organizations to incorporate additional air and ground transportation resources to disaggregate migrants within the area of operations.
  - (3) Facilitate the strategic resources needed to increase air transportation capabilities to support timely repatriation of undocumented migrants.
- 3) U.S. Customs and Border Protection (CBP) [Supported Component/Main Effort].
  - a. CBP is the Main Effort reporting to and coordinating support through the Senior Headquarters, the SCO/SRO general staff.
  - b. Establish CBP Emergency Operation Center (EOC) to coordinate with the general staff and oversee UCG operations and.
  - c. Establish coordination capabilities based on the Incident Command Structure (ICS).
  - d. Utilize intelligence to develop an early warning system for the workforce and external partners.
  - e. Expeditiously move noncitizens through CBP processing.
  - f. Safely and expeditiously transport noncitizens to their next destination in the process as appropriate.
  - g. Provide medical triage and health resources (See Annex M).
  - h. Maintain levels of training and security standards to safely process noncitizens.
  - i. Ensure the safety and security of noncitizens and the workforce.
  - j. Identify shortfalls in funding and resourcing, define requirements, and work with the general staff to request necessary goods and services to meet those requirements.
  - k. In coordination with the SBCC general staff and MAG-P to establish pre-scripted support agreements and request support from across the whole of government.
  - l. In coordination with the SBCC general staff and MAG-P to manage interagency requests and actions.
  - m. Provide front line personnel with appropriate wellness and resilience support.
  - n. Facilitate and support this Plan to ensure CBP, ICE, and I&A create an inclusive intelligence, interdiction, investigative, and enforcement capability coupled with enhanced foreign partnerships, while also addressing educational, economic, and rule of

law gaps.

- 4) Joint Task Force - East (JTF-E) [Supporting].
  - a. In coordination with the SBCC general staff, establish pre-scripted support agreements, provide requested support, resources, and personnel to meet mass irregular migration events, as available.
  - b. Provide operational support to the UCG as needed via coordination with the general staff and EOC.
  - c. Monitor indications and warnings and coordinate maritime operations to support migration surge operations.
  - d. In coordination with the appropriate supporting organization/Component, augment aviation and maritime assets to fulfill operational requirements.
  - e. Leverage intelligence and international affairs.
  - f. Align internal and external messaging efforts.
  - g. In coordination with Components, de-conflict overlapping targeting efforts throughout the JTF-E area of operations.
- 5) U.S. Immigration and Customs Enforcement (ICE) [Supporting].
  - a. In coordination with the SBCC general staff, establish pre-scripted support agreements, provide requested support, resources, and personnel to meet mass irregular migration events, as available.
  - b. Provide operational support and staffing to the SBCC and MAG-P as needed via coordination with the general staff and EOC (see Annex A Tab A and B for general staff and MAG-P requirements).
  - c. ICE-ERO will transport Family Units and Single Adults that are going to be booked into ICE's custody, to appropriate ICE, contract, or intergovernmental service agreement facilities (ERO).
  - d. On a case-by-case basis, transport UCs to HHS-administered shelters (ERO) within ICE's funded and authorized limitations on total numbers that may be detained by ICE. Establish and maintain facilities for Family Units and Single Adults consistent with legal settlement agreements (e.g., *Orantes* and/or *Flores*), law and policy (ERO).
  - e. Provide access and accommodate migrants in ICE's custody, with disabilities and provide language services for migrants with limited English proficiency in its operations and/or services.
  - f. Manage the detained and non-detained dockets for all migrants that have been processed by ICE and placed on an ICE detained or non-detained docket to ensure ICE's compliance with federal immigration laws (ERO).
  - g. Coordinate border security and surge prevention activities through ICE attachés deployed to CENTAM and Mexico (ICE).
  - h. Coordinate anti-smuggling operations (ICE-HSI).
  - i. Coordinate occupational safety and health reviews of facilities housing ICE detainees and residents to mitigate the spread of infectious diseases (ICE-ERO).

- j. Coordinate with source country consular officials to ensure their nationals have the appropriate protections and travel documents necessary for repatriation (ICE-ERO).
  - k. Conduct removal operations (ERO).
  - l. In coordination with ICE, DHS I&A, and SBCC general staff, provide intelligence, analysis, and ongoing support for foreign and domestic counter-surge operations.
  - m. ICE, DHS I&A, and SBCC general staff shall coordinate to disrupt Transnational Organized Criminal (TOC) networks.
  - n. Coordinate with DHS Operational Components and DOS to leverage Mexican and CENTAM partner support to DHS priorities.
  - o. Work with CBP and CMO to ensure COVID testing takes place as early as possible and before transferring detainees to ICE custody.
  - p. Report on current data relating to changes in migratory flow and results of the outlined operations.
  - q. De-conflict targeting intelligence and notify Components of the timeline for integrated counter-network actions (e.g., financial, communications and logistical).
  - r. Ensure intake medical and mental health screening and provide medical care in accordance with applicable ICE holding standards or Family Residential Standards.
  - s. ICE OPLA represents DHS in proceedings before the Immigration Courts and the Board of Immigration Appeals.
  - t. ICE-HSI being the official investigative arm of DHS will lead all criminal investigations for DHS and all its Component agencies with a nexus to SWB operations to include, but not limited to Narcotics, human Trafficking, Smuggling, Public Safety, child exploitation, and fraudulent violations of Immigration Laws as outlined under the Immigration and Nationality Act (INA).
  - u. Human Trafficking and Smuggling along the SWB: To address Mass Irregular Migration challenges, including potential human trafficking and migrant smuggling more effectively and efficiently, the Department will leverage DHS ICE-HSI, CBP-Intelligence, USCIS-Fraud Detection and National Security Directorate (FDNS), and DHS-I&A intelligence mechanisms, targeting and interdiction capabilities, including ICE's broad investigative and repatriation authorities in a synchronized, cross component approach.
  - v. DHS components abroad will work collaboratively with foreign partners and U.S. foreign mission personnel to extend our border enforcement capabilities outward to provide early warning.
  - w. DHS will also provide support and funding to component agency's capacity building and technical assistance to mitigate the push-pull factors inherent in irregular migration to the United States.
  - x. Facilitate and support this Plan to ensure CBP, ICE, and I&A create an inclusive intelligence, interdiction, investigative, and enforcement capability coupled with enhanced foreign partnerships, while also addressing educational, economic, and rule of law gaps.
- 7) U.S. Coast Guard (USCG) [Supporting].

- a. All support from USCG is contingent upon official request and availability of personnel and resources.
  - b. In coordination with the SCO/SRO and general staff, establish pre-scripted support agreements, provide requested support, resources, and personnel to meet mass irregular migration events, as available.
  - c. Provide operational support and staffing to the SBCC general staff, MAG-P as needed via coordination with the general staff and CBP SWAG/EOC (see Annex A Tab A and B for general staff and MAG-P requirements).
  - d. Success in land migration may coincide with success in maritime migration and that may be an increasing strain on CG resources.
  - e. Provide support to DHS SWB general staff through the CBP EOC and SWAG.
  - f. Provide air transportation for undocumented migrants.
  - g. Provide incident management and planning assistance via the USCG Incident Management Assistance Team.
  - h. Provide migrant medical screening support to non-medical CBP law enforcement officers.
  - i. Provide maritime law enforcement support in littorals adjacent to the DHS SWB-IMZ main area of operations and across the CENTAM area of influence and Caribbean, Pacific, and Atlantic areas of Interest.
  - j. Provide logistical, contracting, and incident management and planning expertise as appropriate.
  - k. Facilitate and support this Plan to ensure an inclusive intelligence, interdiction, investigative, and enforcement capability coupled with enhanced foreign partnerships, while also addressing educational, economic, and rule of law gaps.
- 8) Office of the General Counsel (OGC) [Supporting].
- a. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for general staff and MAG-P requirements).
  - b. Responsible for legal review and legal planning efforts supporting the agency's response to a surge or emergency event.
  - c. Responsible for providing real-time legal guidance on emerging issues related to the agency's coordination and management of surge response-related policies and operations.
  - d. Responsible for coordinating with the Department of Justice, Civil Division, and the HHS Office of the General Counsel and in relation to preparations for and response to a surge or emergency event.
  - e. Represent DHS, through ICE OPLA, in proceedings before the Immigration Courts and the Board of Immigration Appeals.
  - f. Provide advice on applicable decisions, policies, guidance, and other relevant documents to ensure compliance with constitutional, legal, regulatory and policy requirements.
- 9) United States Citizenship and Immigration Services (USCIS) [Supporting].

- a. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for general staff and MAG-P requirements).
  - b. Adjudicate applications for immigration benefits filed by non-citizen family units, single adults, and unaccompanied children, including asylum applications and applications filed under the new Asylum NPRM.
  - c. Conduct telephonic credible fear and reasonable fear screenings for individuals processed for expedited removal who express a fear of persecution or torture, a fear of return to their home country, or an intention to apply for asylum and who have been referred to USCIS, and Title 42-related Convention Against Torture screenings and Migrant Protection Protocol (MPP) non-refoulement interviews for family units and single adults who express a fear of persecution (MPP only) or torture (MPP and T42) in the country to which they would be sent and who have been referred to USCIS.
  - d. Take steps to offer appropriate accommodations to migrants with disabilities and migrants with limited English proficiency in its operations to ensure the equitable provision of services.
- 10) *Office of Intelligence and Analysis (I&A)* [Supporting].
- a. In coordination with the SBCC general staff and MAG-P facilitate and support this Plan to ensure CBP, ICE, and I&A create an inclusive early warning, intelligence, interdiction, investigative, and enforcement capability coupled with enhanced foreign partnerships, while also addressing educational, economic, and rule of law gaps.
  - b. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for SBCC general staff and MAG-P requirements).
  - c. Ensure the DHS Migration Cell coordinates with the SWB general staff to ensure dedicated intelligence support to activities.
  - d. Support collection opportunities that enable comprehensive assessments related to a migration surge that fuses input from both the DHS Intelligence Enterprise and the Intelligence Community.
  - e. Provide national-level intelligence to DHS Component stakeholders and senior leadership to help prevent and/or respond to a migration surge.
  - f. Monitor indications and warnings of a pending surge with DHS Intelligence Enterprise and Intelligence Community stakeholders and advise the Office of the Secretary as needed.
- 11) *Countering Weapons of Mass Destruction (CWMD)* [Supporting].
- a. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for SBCC general staff and MAG-P requirements).
  - b. The Chief Medical Officer (CMO) serves as the principal advisor to the DHS Secretary on medical and public health issues.



- c. Ensure the health and well-being of the DHS workforce involved in the execution of this Plan by providing health and medical guidance to medical and non-medical personnel.
- d. Provide medical direction and oversight of DHS personnel involved in the screening of migrants and detainee care programs.
- e. Provide health guidance for the care and custody of interdicted and housed undocumented migrants, to include emerging infectious diseases.
- f. Provide for the coordination of interagency health issues as they pertain to the preparation and execution of this Plan including workforce and persons in the care and custody of DHS.
- g. Provide reports and updates on pandemic or emerging infectious diseases to DHS leadership and the Department with situational awareness products and reports via the National Bio-Surveillance Integration Center (NBIC) layer of the DHS Common Operating Picture.
- h. At the Secretary's or Deputy Secretary's direction, coordinate with the National Security Staff and appropriate Congressional Committees as well as interagency partners, state, local, tribal, and territorial entities regarding health-related issues.

12) *Office of Strategy, Policy, and Plans* (PLCY) [Supporting].

- a. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for SBCC general staff and MAG-P requirements).
- b. Coordinate through the SCO/SRO and general staff for the implementation of senior leadership irregular migration policy and guidance including:
  - (1) Coordinate international partner assistance with DOD and DOS as appropriate.
  - (2) Coordinate international interagency processes with federal partners.
  - (3) Coordinate cross-Component policy issues.
  - (4) Support senior-level engagement between DHS, external partners, including international partners, foreign governments, and other communities of interest, as needed.
  - (5) Coordinate with DOS for engagement with international partners and to initiate reception processing for removed individuals.
  - (6) Coordinate application of domestic immigration policy.
- c. Support and work with and through the SBCC general staff, and MAG-P to:
  - (1) Expand international engagement (including conducting meetings or a conference) to facilitate stemming the flow of migrants across the Western Hemisphere.
  - (2) Work with DOS to request UNHCR and other organizations coordinate transportation of migrants with USG and partner nations to deter/reduce the humanitarian aid burden at the SWB NLT one month after the Plan is approved.
  - (3) Support the expansion of DHS presence across the region to support a Whole of Western Hemisphere approach to stem the flow of migrants within sixty days of plan approval.

- (4) Increase engagement with INA and CBP and ICE Attachés and DOS to track/share migrant movement in Mexico and CENTAM with planning stakeholders NLT one month after the Plan is approved.
- (5) Encourage and incentivize, GOM to ensure compliance with Mexican immigration law to deter/reduce migrant flow NLT one month after the Plan is approved.
- (6) Advance DHS mission sets with host nations, support program implementation, and create cooperation frameworks to improve international engagement.

13) Federal Emergency Management Agency (FEMA) [Supporting].

- a. When requested by the DHS Secretary, FEMA will provide technical assistance to assist the SBCC general staff and MAG-P in coordinating with interagency partners to deliver federal support across core capabilities.
- b. As required, Region 6 and 9 assists in coordination with state emergency managers on potential impacts to local communities and NGOs.
- c. Provide logistical, contracting, incident management and planning expertise.

14) Office of Partnership and Engagement (OPE) [Supporting].

- a. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for general staff and MAG-P requirements).
- b. Coordinate outreach to Federal, State, Local, Tribal, and Territorial elected and appointed officials, in conjunction with SBCC general staff and MAG-P, OPA, FEMA, CBP, ICE, and others as appropriate.
- c. Coordinate the deployment of Component personnel for the purposes of serving as intergovernmental liaison officers in impacted areas on an as-needed basis, in conjunction with SBCC general staff and MAG-P, OPA, FEMA, CBP, ICE, and others as appropriate.
- d. Provide strategic advice and input to DHS and Component leadership regarding potential messaging and outreach strategies for the purposes of engaging state, local, tribal, and territorial elected and appointed officials.

15) Management Directorate (MGMT) [Supporting]

- a. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for SBCC general staff and MAG-P requirements).
- b. Assist the Secretary, SCO/SRO, general staff and MAG-P with urging Congress to provide supplemental funding for SWB contingency operations and with seeking the establishment of a general non-year fund for domestic contingencies.
- c. Coordinate technology and data, procurement, budget, facilities, and other support via the SCO/SRO, general staff, and MAG-P with Component and Interagency counterparts.
- d. SWB Technology Integration Program led by OCIO to work with the SCO/SRO, general staff, MAG-P, CBP EOC, and OBIM to develop and implement cross-Component, Multi-Agency biometric and biographic technology enhancement capabilities to support and

increase efficiency of migrant interviews and processing.

16) *Office of Public Affairs* (OPA) [Supporting].

- a. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for SBCC general staff and MAG-P requirements).
- b. Coordinate public announcements and press releases about UC shelters and Family Residential Centers in conjunction with the White House Office of Communications, the National Security Council Press Office, HHS, DHS components, and other departments as appropriate.
- c. Establish a Joint Information Center (JIC) within the SBCC general staff, and MAG-P to support the prevention and response to irregular migration and its root causes.
- d. Utilize established Federal protocols to coordinate communications such as the National Incident Communications Conference Line (NICCL), and State Incident Communications Conference Line (SICCL).
- e. Work with the SCO/SRO to coordinate internal messaging and help disseminate key policy, procedural and operational information to the Department's employees.
- f. Anticipate needs and prepare for augmenting Public Affairs and Intergovernmental Affairs staff on the SBCC general staff, and MAG-P and CBP Joint operational units located in impacted border regions.
- g. Streamline the release of statistical data regarding a surge.
- h. Increase the amount and timeliness of information being released in Spanish both domestically and internationally and ensure consistent messaging.
- i. Coordinate the engagement with relevant migrant communities within the United States with DHS CRCL, DOJ, DOS, and other agencies.
- j. Develop a communication and outreach package in coordination with HHS and others to build stakeholder and community buy-in at sites chosen to house undocumented migrants; deploy outreach efforts and notification process.

17) *Office of Operations Coordination* (OPS) [Supporting].

- a. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for general staff and MAG-P requirements).
- b. The National Operations Center (NOC) will maintain migration surge situational awareness, provide a common operating picture, conduct information fusion and dissemination, and facilitate communications between the CBP EOC and SCO/SRO, general staff and MAG-P in support irregular migration missions as directed.
- c. Support SCO/SRO, general staff, and MAG-P and EOC reporting requirements utilizing DHS OPS NOC existing coordination structures, including providing an irregular migration focused Crisis Action Team as requested (see Annex A Tab A and B, and Annex R for SCO/SRO, general staff, and MAG-P requirements).

- d. Coordinate, via the NOC, Office of the Secretary interagency teleconferences at the direction of the DHS Chief of Staff and SBCC general staff, Chief of Staff.
- e. Maintain irregular migration as an event on the Homeland Security Information Network Common Operating Picture as directed by the Office of the Secretary.
- f. Support the Secretary, SCO/SRO, and other DHS Leadership with situational awareness and information sharing regarding irregular migration prevention actions and response activities as required.

18) *Office for Civil Rights and Civil Liberties* (CRCL) [Supporting].

- a. In coordination with the SBCC general staff and MAG-P, establish pre-scripted support agreements, provide requested support, resources, and staffing to assist the general staff with coordinating the USG efforts to prevent and respond to irregular migration (see Annex A Tab A and B for general staff and MAG-P requirements).
- b. Advise and assist in coordinating the application of domestic immigration policy in a way that recognizes and respects the civil rights and civil liberties of all persons affected by DHS activities, including the rights of migrants with disabilities and limited English proficiency, as well as protecting against discrimination based on race, gender, and orientation status.
- c. Provide support and CRCL expertise in planning, setting standards for and oversight of DHS facilities that house individuals in DHS custody.
- d. Provide civil rights and civil liberties expertise and advice to Components before any new measures are taken to delegate immigration authority to state or local law enforcement.
- e. Facilitate meetings between DHS (and its contractors) and Non-Governmental Organizations (NGOs), contractors and pro bono providers as needed to field and address concerns related to care and custody of UC and Family Units.
- f. Review and investigate allegations of civil rights and civil liberties violations.
- g. Provide advice on applicable decisions, policies, and guidance, and ensure compliance with constitutional, legal, regulatory, and policy requirements.

**E. Department Objectives.**

- 1) **Main Objective:** In conjunction with international and homeland security enterprise mission partners, meet the immediate needs of stemming irregular migration and limiting disruptions to legitimate trade and travel while respecting human rights by creating capacity to ensure the integrity of the SWB.
  - a. Transfer custody of UC from DHS to HHS within 72 hours of being identified as an UC unless exceptional circumstances exist as required by the TVPRA. Measurement: Time UC are held in DHS custody unless exceptional circumstances exist.
  - b. Ensure all detainees in DHS custody are treated in accordance with legal settlement agreements, law, and policy. Measurement: Comparison of available residential and holding facility amenities compared to requirements prescribed in legal settlement agreements (e.g., *Orantes and/or Flores*), law, and policy.
  - c. Dissuade migration across the U.S. SWB by undocumented migrants. Measurement: Reduced number of migrants departing their home countries or countries of residence, as

compared to either previous surges (for predictable yearly surge incidents) or as compared to numbers within an existing surge (trend lines, etc.).

- d. Ensure increases of CBP temporary holding capacity to accept custody of high volumes of Family Units and Single Adults in a humane manner. Measurement: Facility capacity available meets anticipated increases in irregular migration encounters.
- e. Ensure transportation does not create a backlog in the overall movement of migrants from CBP holding facilities to appropriate facilities, leveraging existing CBP contracts. Measurement: Transportation capacity available compared to transportation requirements.
- f. Ensure the governments of transit countries are supporting operations, to the best of their abilities, to stop, detain, and/or return migrants crossing their borders with the intent of reaching the United States. Measurement: Increased operations to stop UC, Family Units and Single Adults from departing their countries of residence.
- g. Ensure capacity to provide language services (translation and interpretation), including for communications with speakers of indigenous languages. Measurement: Language services available compared to established need, and average wait time for language services to be made available.
- h. Ensure sufficient health and medical capabilities for DHS and the local communities impacted by a migration surge. Measurement: Ratio of resolved/unresolved health and medical screening requests for assistance submitted by DHS to external partners during each phase of a migration surge.

**D. Critical Information Requirements (CIR).**

- 1) Reports of increased migration towards the SWB (e.g., location, demographics, size, etc.) above steady state amounts.
- 2) Increased interdiction of migrants at the SWB above steady state amounts.
- 3) UC in CBP custody more than 72 hours when no exceptional circumstances apply.
- 4) Holding capacity has been exceeded at multiple stations by more than 75%.
- 5) Maximum capacity has been surpassed for long-term DHS family unit and adult holding capacity to meet surge requirements.
- 6) CBP transportation capabilities to move migrants' front point of encounter to processing areas has been exceeded.
- 7) Changes to border security policies in or related to Mexico or CENTAM that have the potential to increase migration to the United States.
- 8) Reports of emerging infectious diseases in source nations.
- 9) Reports of emerging infectious diseases in CBP holding centers or HHS shelters.

**4. ADMINISTRATION, RESOURCES, AND FUNDING.**

- A. Administration.** DHS will coordinate steady-state administrative procedures regarding the irregular migration unless an escalation in administrative posture indicates otherwise.
- B. Resources.** The SCO/SRO, general staff and MAG-P will coordinate strategic resource allocation and prioritization for operational needs identified by the UCG (via the EOC) for housing, care, and transportation of migrants in accordance with current settlements, law, policy, and standards.

- 1) Concept of Logistics Support. The EOC and UCG will identify needed logistics support to meet the requirements of preventing and responding to irregular migration.
- 2) The SCO/SRO, general staff and MAG-P will develop pre-scripted support agreements to meet the requirements identified by the UCG (via the EOC) with regard to personnel, equipment, and capabilities required to support apprehension, processing and holding during normal operations and all subsequent phases. All related logistical support will comply with current policies, procedures, and guidelines of supporting agencies.
- 3) Logistics Management. Supporting Components, Departments and Agencies will use their existing data management systems for tracking logistical requirements/support during all phases of this Plan.
- 4) Interagency Logistics Reporting. Supporting Departments and Agencies will report their strategic-level logistic capabilities (see Annex A, pre-scripted support agreements) provided to facilitate irregular migration prevention and response efforts directly to the SCO/SRO, general staff and MAG-P, and all Operational-level support provided directly to the supported Component to the EOC throughout all phases of this Plan.
- 5) Departmental Logistics Reporting. Supporting Components will report their logistical requirements and support provided to irregular migration prevention and response efforts of the supported Component to the SCO/SRO, general staff, and MAG-P via the EOC throughout all phases of this Plan.
- 6) Personal Protective Equipment logistics management for emerging infectious diseases, including COVID-19, will be conducted in compliance with CDC and OMB guidance and the DHS *Pandemic and Emerging Infectious Disease Workforce Protection Plan* (PEIDWPP), and PEIDWPP-directed Component plans.

**C. Funding.** Initial response activities will be funded by participating agencies' existing budgets and the Economy Act. During on-going phases, DHS will champion and coordinate requests for emergency supplemental funding from Congress based on mission requirements necessary to execute this Plan. Funds not allocated for border response operations cannot be used to fund prevention and response activities.

## **5. OVERSIGHT, COORDINATING INSTRUCTIONS, AND COMMUNICATIONS.**

### **A. Oversight.**

- 1) General: DHS, via the designation of an SCO/SRO, general staff, and MAG-P, in collaboration with homeland enterprise partners, will lead, coordinate, and synchronize all Federal Communications, messaging, and release of information regarding irregular migration prevention and response. External partners, including other federal partners, will provide support coordinated through the SCO/SRO, general staff, and MAG-P, as requested, to assist with related preparedness and response activities.
  - a. The MAG-P is Chaired by the SCO/SRO and consists of senior Department and Agency administrators, executives, and/or their designees who can authoritatively speak on behalf of their department or agency and is supported at the action-officer level by the general staff. The MAG-P provides the SCO/SRO a way to organize policy-level officials to enhance unity of effort at the senior level to support the operators in the field.
  - b. The general staff and MAG-P operate under the leadership of the SCO/SRO and are the senior part of the off-site incident management structure of NIMS and in this case are utilized to provide strategic-level coordination. The general staff and MAG-P consist of

representatives from stakeholder agencies, departments, and organizations.

2) Department-level Oversight:

- a. Strategic Oversight will be provided by the Secretary and Deputy Secretary. These efforts will be supported by the MAG-P and established USG and DHS leadership forums (via Principals and Deputies Committees etc.).
- b. Operational Oversight will be provided by the DHS SWB SCO/SRO in coordination with Component heads (via DHS Senior Leadership Group, Deputies Management Action Group, Counter Threat Advisory Board, etc.).
- c. These efforts will be supported the MAG-P, general staff, EOC, and existing Component and interagency coordination mechanisms and staffs (See Annex A for Specific information on the SCO/SRO, general staff, and MAG-P, EOC, and UCG).

**B. Coordinating Instructions.**

- 1) Secretary approval and direction results in immediate implementation of the Plan.
- 2) The Interagency process outlined in NSM-2 provides a forum for policy coordination efforts with external partners, which will continue during surge events.
- 3) Reporting requirements will follow the established Department protocols unless otherwise directed.

**C. Communications.**

- 1) DHS, as appropriate, will lead and coordinate all Federal communication, messaging, and release of information across the federal government. Within DHS, the DHS Secretary's office will provide guidance.
- 2) When established the JIC within the SCO/SRO, general staff and MAG-P will coordinate strategic communications for mass irregular migration activities and coordination.
- 3) Communications external to DHS will be managed through the National Joint Information Center and the National, State, and Private Sector Incident Communications Conference Lines, as appropriate.

**ANNEXES:**

Annex A: DHS SWB Coordination Architecture

Annex C: DHS SWB Operations

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## Annex A: DHS SWB Coordination Architecture

1. **Purpose.** The purpose of this annex is to describe the Plan coordination, communication, and command (C3) architecture, and relationships to establish a single, comprehensive approach to prevent, prepare for, respond to, and recover from mass irregular migration incidents. This annex further assigns responsibilities for the establishment and operation of the strategic-level SCO/SRO, general staff and MAG-P, and interoperability with the CBP Emergency Operations Center (EOC) for operational-level regional and international coordination.
2. **References.** See Annex X.
3. **Execution.**
  - a. **Concept of the Operation.** See Base Plan and Annex A: Tabs A and B.
  - b. **General.**

To ensure the requirements of EO 14010 on *Creating a Comprehensive Regional Framework to Address the Causes of Migration, to Manage Migration throughout North and Central America, and to Provide Safe and Orderly Processing of Asylum Seekers as the United States Border* are met, the Department will coordinate the overall federal effort to, to encourage participation by select external Departments and Agencies, State, Local and International Partners, may elect to seek a formal designation or memorandum from the White House to memorialize this responsibility.

In accordance with the Plan, DHS will utilize the National Incident Management System – Incident Command System (NIMS-ICS) multi-agency coordination model modified to support HSPD-5<sup>15</sup> and to meet the requirements of addressing the root causes of migration. The NIMS structure will improve operational coordination among the diverse participating organizations, via regionally and internationally organized coordination capabilities across the entirety of the SWB-IMZ. To manage this coordination structure the DHS Secretary, in the HSPD-5 interagency coordination role, will designate an SCO/SRO to lead the Department's strategic coordination efforts in support of USG efforts to prevent and respond to irregular migration throughout the SWB-IMZ. The SCO/SRO will be supported by a general staff and MAG-P. These organizations will assist the SCO/SRO to facilitate a holistic and humane 'Whole-of-Western Hemisphere' approach to preventing and responding to irregular migration contingencies. The SCO/SRO, general staff, and MAG-P, CBP SWAG/EOC and regional UCG will work together to support strategic and operational coordination of Field Offices, Sectors, Regions, State, Local and International efforts on up to the Headquarters and White House levels to identify, align, and prioritize the application of capabilities to meet irregular migration contingency coordination requirements.

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<sup>15</sup> Homeland Security Presidential Directive-5 (HSPD-5). Management of Domestic Incidents. HSPD-5 ensures that all levels of government across the Nation have the capability to work efficiently and effectively together, using a national approach to domestic incident management.



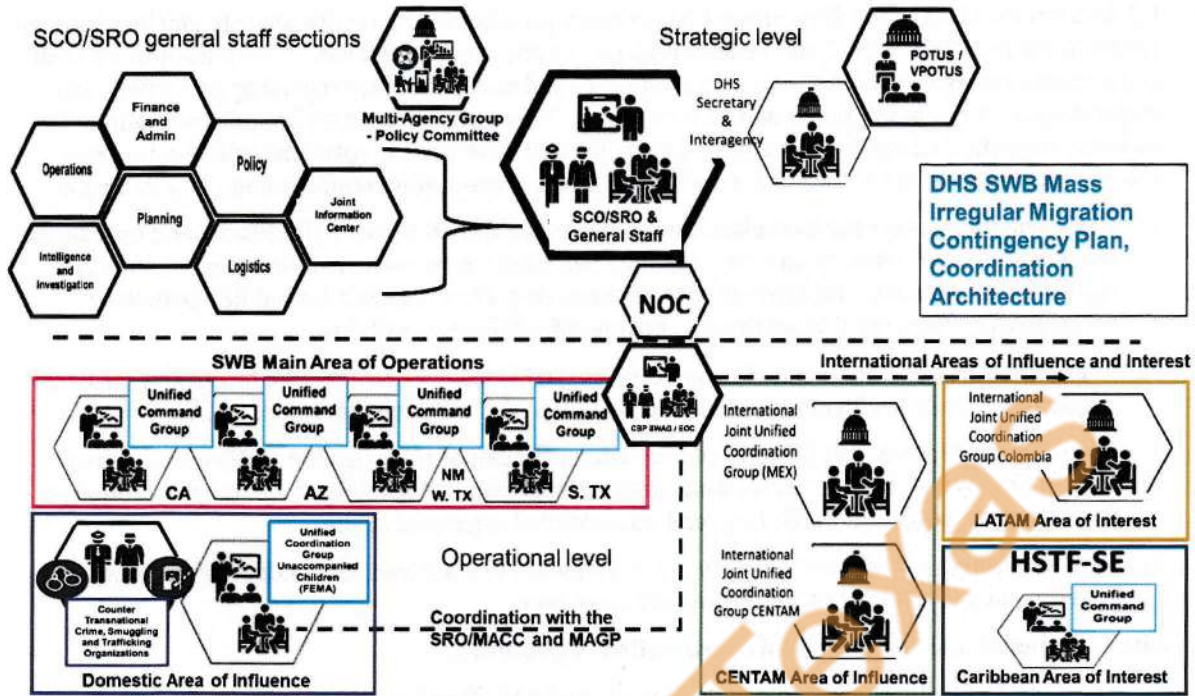


Figure 7: DHS SBCC Coordination Architecture

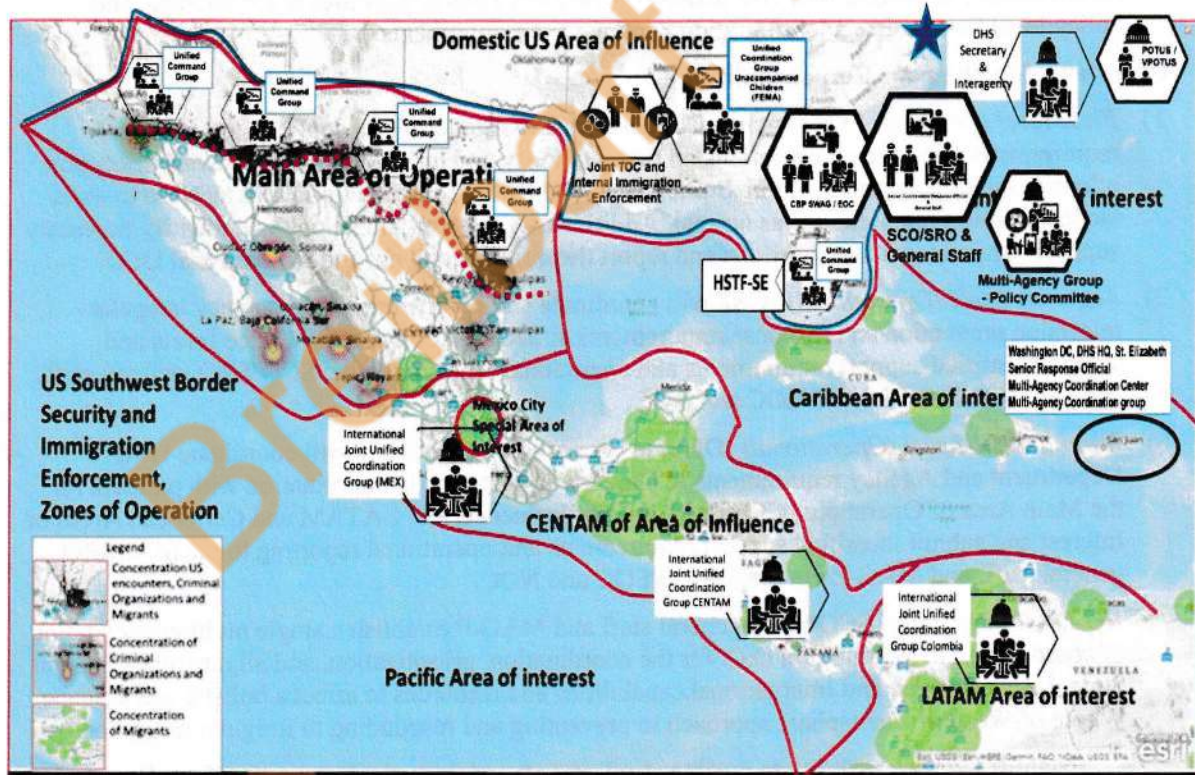


Figure 8: DHS SBCC Coordination Architecture Map.

- c. C3 Construct.** The Federal Government has primary jurisdiction for border security and immigration enforcement and DHS is the Lead Federal Agency for this function. However, various other Federal departments and agencies have their own authorities and responsibilities regarding preventing and responding to irregular migration and its root causes. This means that, in an irregular migration incident, multiple Federal departments and agencies will have leading roles that will require cross-coordination (See Annex E for more details on strategic cross-cutting requirements). For example:
- 1) DHS Secretary, under the Homeland Security Presidential Directive 5 (HSPD-5), will coordinate the overall federal effort to and, to encourage participation by select external Departments and Agencies, State, Local and International Partners, may elect to seek a formal designation or memorandum from the White House to memorialize this responsibility.
  - 2) The Department of Health and Human Services (HHS) leads Federal public health and medical response to public health emergencies and incidents, and care and placement of UC.
  - 3) The Attorney General and Director of the Federal Bureau of Investigation (FBI) execute their lead responsibility for law enforcement, international criminal investigation, and prosecution for cross-border smuggling, trafficking, and transnational organized crime.
  - 4) The Department of State and Department of Defense have the lead for conducting international government and security sector reform and assistance.
- d. SBCC Regional and International coordination capabilities.**
- 1) The SCO/SRO will establish the general staff and MAG-P and organize a system for coordination and reporting of operational activity and requirements via the EOC to ensure coordination, identification, alignment, and prioritization of resources and capabilities at the strategic and policy level to meet irregular migration contingency requirements.
- e. Overview of Participant Responsibilities:**
- 1) *Field-level (Tactical):* Departments, Components and Agencies will continue to coordinate requirements and conduct operations on their authority and jurisdiction at each field office, port of entry, sector and other Federal, State, Local, and Partner organization Field location to meet tactical mission requirements as normal. Additionally, these organizations will identify necessary support requirements and shortfalls and report them to the regional and international UCG.
  - 2) *Regional-Level (Operational):* CBP will coordinate USG Department and Agency irregular migration prevention and response requirements at Sector, Region, Field Office levels and submit identified support requirements and operational reporting to the SCO/SRO, general staff, and MAG-P via the SWAG/EOC and NOC.
  - 3) *International-Level (Operational):* DHS, in coordination with DOS, will coordinate USG Department and Agency requirements at Diplomatic Missions in coordination with partners for the Main Area of Operations, CENTAM Area of Influence, and LATAM and Caribbean Areas of Interest and submit identified support requirements and operational reporting to the SCO/SRO, general staff, and MAG-P via the SWAG/EOC and NOC.
  - 4) *HQ Level (Strategic):* SCO/SRO, general staff and MAG-P establish a single multi-agency point of coordination in Washington D.C. for the coordination, prioritization, and alignment of Federal, State, Local, Partner, and International capabilities and resources to affect a holistic and humane Whole of Western Hemisphere approach to preventing and responding to irregular migration by:
    - a. Establishing the capability to receive requirements and operational reporting from Regional and International UCG via the EOC and NOC.

- b. Establishing clear lines of communication and coordination with the interagency via the SBCC and the MAG-P.
- c. Establishing pre-incident federal-to-federal support agreements to meet the needs of irregular migration operations in coordination with interagency and international partners.
- d. Ensuring that SCO/SRO, general staff, and MAG-P, and SWAG/EOC work together to manage the incidents strategic resource allocation and prioritization.
- e. Ensuring effective communications, data coordination, and alignment of Federal, State, Local, Partner and International organization information.
- f. Ensuring that strategic and policy level incident objectives are met and are not in conflict with operations and vice versa.

Organization	Purpose	Lead	Key Responsibilities	Coordination Architecture	Remarks
<i>HQ Level (Strategic)</i>					
<b>DHS SWB GENERAL STAFF</b>	Provides coordination and deconfliction for DHS/USG strategy, policy and resource prioritization and allocation, intelligence, and information sharing, in support of Department irregular migration prevention and response operations.	Senior Response Official (SCO/SRO)	Provides Strategy, Policy, resources, and deconfliction to support DHS Component operations in the SWB-IMZ (allows them to focus on operations).	Reports to the Secretary and Deputy Secretary.	Would include any International UCG's that are activated to support the mission.
<b>DHS SWB Task Force</b>	The DHS SWB Task force was established in February 2021 to improve DHS Headquarters situational awareness regarding irregular migration. This Task Force developed numerous digital tools and databases that will be critical for the SBCC to adopt and maintain	Director DHS SWBTF	Provides Strategy and Policy for SWB operations.	Reports to the Secretary and Deputy Secretary.	Superseded by the SCO/SRO and SBCC general staff, and MAG-P.
<b>Other Federal Departments, Agencies, Components and Joint Task Forces supporting Headquarters</b>	Provides oversight for their jurisdictions and authorities.	Secretaries, Directors and Administrators of Departments, Agencies, Components and Joint Task Forces	In an irregular migration contingency provide strategic resources and capabilities to support DHS lead SWB-IMZ operations via support agreements.	Working through the MAG-P to develop Pre-scripted and emergent support agreements.	See TAB B of Annex A to see the coordination architecture via the SCO/SRO, general staff, and MAG-P

<i>Regional and International - Level (Operational)</i>					
<b>CBP EOC</b>	Central collection point to report and submit requests for resources and capabilities, and for collecting and sharing intelligence and information on irregular migration.  CBP HQ, Provides operational guidance and direction to CBP SWB operations.	TBD	Facilitates CBP UCG coordination. Directs operations to meet Secretary's desired end-state in the SWB-IMZ.	Reports to the SCO/SRO, general staff, and MAG-P via the NOC.	CBP EOC activation and link to NOC and SCO/SRO, general staff, and MAG-P per CBP Plan.
<b>SWB Unified Commands</b>	Provides DHS horizontal/vertical coordination, and intelligence and information gathering within SWB corridor (CA, AZ, NM/WT, & ST) to support DHS SWB prevention and response operations.	Director	Facilitates coordination across the SWB-IMZ Main Area of Operations.	Reports to SWB SCO/SRO, general staff, and MAG-P via the EOC and NOC.	Four Unified Commands (CA, AZ, NM/WT, and ST) along the SWB. Includes participation by ICE, USCIS, HHS, and other partners.
<b>Joint International Unified Commands</b>	Provides DHS horizontal/vertical coordination and intelligence and information gathering with DOS and DHS International Liaisons to support DHS SWB prevention and response operations.	Director	Facilitates coordination across the SWB-IMZ Caribbean, CENTAM and LATAM Areas of Influence.	Reports to SWB SCO/SRO, general staff, and MAG-P via the EOC and NOC.	Three Joint Unified Commands, (Mexico, Guatemala, and Colombia) Includes participation by DOS, CBP, ICE, USCIS, HHS, and other partners.
<b>Domestic Operations, Existing Task Forces and Coordination Groups</b>	Provides DHS horizontal/vertical coordination, and information and intelligence sharing with existing coordination groups and Task Forces to support DHS SWB prevention and response operations.	Task Force and Coordination Group Leadership	Facilitates coordination across the SWB-IMZ Domestic Area of Influence.	Reports to SWB SCO/SRO, general staff, and MAG-P via the NOC.	Existing Task Forces such as the Counter Transnational Organized Crime and Smuggling and trafficking; and Coordination Groups such as the UC-UCG.
<i>Field-level (Tactical) and Department, Agency, and Component internal coordination</i>					
<b>USBP SWB Sectors</b>	Responsible for the detection, interdiction, and apprehension of those who attempt to illegally enter or smuggle any person or contraband	Sector Chiefs	Interdict and detain migrant noncitizens. Perform health interviews. Process and determine custody disposition. Ensure	Reports to Regional office who report to the EOC.	Nine USBP Sectors along the SWB. Report to designated office

	between the official ports of entry.		safety of migrants and workforce.		
<b>OFO SWB Field Offices</b>	Responsible for the detection, interdiction, and apprehension of those who attempt to illegally enter or smuggle any person or contraband at official ports of entry.	Field Directors		Reports to Regional office who report to the EOC.	Four OFO Field Offices along the SWB.
<b>ICE Field Offices</b>	Responsible for the detention, removal, location, and arrest of at large non-citizens with final orders of removal.	Field Office Directors (AORs)	TBD	In steady state reports to the EAD of ICE-ERO, and the ICE Deputy Director's Office. In contingency will also report irregular migration activities to the nearest coordination capability.	Support information gathering and intelligence sharing.
<b>USCIS Field Offices</b>	Responsible for the interviewing and preliminary adjudication of asylum and related humanitarian protection claims. Responsible for the detection of fraudulent claims with a nexus to the SW border and national security related cases.	HQ Asylum Division; supported by Field Office and FDNS Directorates	Screen, review, and adjudicate immigration benefits and conduct asylum and related protection screening interviews for cases referred to USCIS.	In steady State report to the AD of the Refugee, Asylum, and International Operations Directorate and to the USCIS Director.  In contingency will also report irregular migration activities to the nearest coordination capability.	USCIS's primary response to the SW Border begins after migrants have already been encountered by CBP or ICE. USCIS's ability to respond to SW Border operations will be contingent on current operational priorities and available resources.
<b>Other Federal Departments, Agencies, Components and Joint Task Forces supporting Field Operations</b>	Federal Departments, Agencies, Components and Joint Task Forces not otherwise addressed in this matrix will continue to conduct operations as normal in steady state.	D&A, and Component regional Offices	In an irregular migration contingency, they will provide support to DHS as requested and agreed upon in support agreements and to ensure coordination and intelligence and information sharing.	Link to the nearest coordination capability or directly to the EOC as appropriate.	Conduct operations and support irregular migration prevention and response in accordance with authorities and jurisdiction.

Figure A-2 DHS SWB Mass Irregular Migration Contingency Plan C3 Matrix

**f. SCO/SRO.**

- 1) When an irregular migration incident occurs with requiring functional department and Component overlap, the Secretary under LFA authority, will designate a single SCO with overall incident departmental coordination responsibility as outlined in PPD-44. The SCO is responsible for the overall coordination of strategic prevention and response resourcing for the Department. This occurs in Phase 1 of this Plan and includes Level 3 SBCC staffing.
- 2) When an irregular migration incident occurs with a multitude of jurisdictional and functional department and agency overlap, the Secretary will designate a single SRO with overall federal coordination responsibility as outlined in HSPD-5. Figure A-3 in Tab A to Annex A depicts an example organizational structure for the SRO and supporting SBCC general staff, and MAG-P.
- 3) The SRO, designated by the Secretary, will coordinate irregular migration prevention and response strategic actions, policy, and resource allocation and prioritization across the SWB-IMZ. The SRO is responsible for the overall coordination of strategic prevention and response resourcing for the USG.
- 4) The SRO shall coordinate with all USG Departments and Agencies, and State, Local, Tribal, Territorial, and Private organizations involved with immigration, to establish federal-to-federal support agreements (both pre-scripted and emergent), coordinate intelligence and information capabilities focused on early warning and root cause mitigation of irregular migration, and to direct coordination of DHS Component strategic resource allocation and prioritization for the same including:
  - a. Establishing the general staff and MAG-P to support SRO actions to coordinate operations across the SWB-IMZ and synchronize activity to the response phases that are triggered by key Departmental indicators and warnings.
  - b. Defining the mission and set the strategic direction and decision-making process.
  - c. Hosting and facilitating the MAG-P.
  - d. Setting the policy and provide guidance on prioritization and allocation of resources in coordination with Interagency Partners and Components.
  - e. Identifying and setting priorities and providing policy guidance on multi-agency operations.
  - f. Coordinating with peer senior executives and officials.
  - g. Coordinating Strategic Communications and public information.
  - h. Providing guidance to regional and joint international entities and the CBP Emergency Operations Center (EOC).
  - i. Establishing and, if needed, amending, and expanding reporting requirements.
  - j. Coordinating and developing multi-agency pre-scripted support agreements.
  - k. Coordinating financial and legal reviews and assessments corresponding to support agreements and irregular migration prevention and response programs and projects.
  - l. Establishing, staffing, and overseeing LOE working groups and other general staff sections, branches, and units.
  - m. Coordinating irregular migration root cause intelligence, information sharing, and investigations across the SWB-IMZ.
  - n. In coordination with DOS, coordinating Interagency partner and DHS Component

interactions with international, and interagency partner actions aimed at disrupting TCOs who are contributing to irregular migration.

- o. Monitoring indications and warning of irregular migration within the area of operations to further inform stabilization, restoration, and response operations, policy, and guidance.
- p. Coordinating interagency and Departmental operations undertaken across the SWB-IMZ to prevent and respond to irregular migration.
- q. Establishing real-time information sharing and synchronizing reporting and external coordination and communications with the SCO/SRO, general staff, and MAG-P to ensure consistent, mutually supporting operations consistent with law and DHS privacy policy.
- r. Coordinate counter-network operations intended to target the illicit networks' infrastructure, logistics, communications, and financial capabilities and capacities to diminish the surge across the SWB.
- s. Coordinate with the Interagency and Components to unify international and interagency intelligence, interdiction, and investigative efforts to target the identified illicit networks' infrastructure, logistics, communications, and financial capabilities and capacities of criminal organizations involved in smuggling and trafficking.
- t. Coordinate with the Interagency and Components to identify and prioritize facilitators associated with human smuggling networks and customize consequence delivery (administrative, investigative and enforcement) leveraging interagency and international partners' prosecutorial and jurisdictional capabilities from point of origin to destination.

#### 4. Coordinating Instructions.

##### a. SCO/SRO's SBCC General Staff.

- 1) Regardless of the size, complexity, or scope of the irregular migration incident, effective coordination—using flexible and standard NIMS processes and systems—helps save lives and stabilize the situation. For this Plan the general staff is designed to conduct strategic-level coordination across of five areas of responsibility. The general staff exists to coordinate these five areas across the different functional Department, Agency, and Component groups active in an irregular migration contingency. The five areas are:
  - a. Coordinate prioritization and allocation of resources from across the USG to support prevention and response operations.
  - b. Facilitate development of federal-to-federal support agreements and requests for assistance from across the SWB-IMZ and particularly in the main area of operations.
  - c. Enable multi-agency resource and capability tracking, assistance, support, and information gathering, analysis, and sharing.
  - d. Coordinate policy guidance, international engagement, and senior-level decision making.
  - e. Coordinate and conduct outreach and communication with the media and public to keep them informed about the incident.
- 2) **Role and Responsibility of the general staff.** The general staff is a general staff under the leadership of the SCO/SRO and is the senior part of the off-site incident management structure of NIMS and in this case is utilized to provide strategic-level coordination. The general staff when fully stood up, consists of representatives from stakeholder agencies, departments, and organizations. It is established and organized to facilitate cooperative multiagency coordination

regarding irregular migration strategy, policy, resource allocation, and prioritization among elected, appointed officials, and the CBP EOC responsible for managing the incident at the operational level. The general staff assists the SCO/SRO with establishing non-Stafford Act irregular migration federal-to-federal support agreements with supporting Departments, Agencies, Components, and International Partners.

- 3) **Role of the Multi-Agency Group - Policy Committee (MAG-P).** This committee is Chaired by the SCO/SRO and consists of senior Department and Agency administrators, executives, and/or their designees who can speak on behalf of their department or agency and is supported at the action-officer level by the general staff. The MAG-P provides the SCO/SRO a way to organize policy-level officials to enhance unity of effort at the senior level to support the operators in the field. The permanent members of the MAG-P are designated representatives from DHS, DOD, DOJ, DOS, and HHS. The MAG-P is primarily responsible for socializing support requests among Departments and Agencies, organizing multi-agency capabilities and resources to meet those requests, and providing strategic guidance on the priority of the requests and allocations.
- 4) **Roles and Responsibilities of the CBP Headquarters Emergency Operations Center (EOC) or Southwest Border Action Group (SWAG).** The CBP SWAG/EOC is responsible for managing the incident at the operational level within the SWB-IMZ Main Area of Operations. The SWAG is the conduit between the operational Regional offices and the SBCC. The EOC reports on irregular migration operations and the resources needed to effect change. The SWAG/EOC coordinates with the SCO/SRO, general staff and MAG-P via the NOC and assists with gaining situational awareness over operations, resources and capabilities needed from supporting Departments, Agencies, Components, and International Partners.
- 5) **Roles and Responsibilities of the Component Regional coordination capabilities.** Components establish varying coordination capabilities across the SWB to coordinate operations and identify resource shortfalls. The regions report these operations and shortfalls to the SBCC, and MAG-P via the SWAG/EOC. This reporting is essential to execute the Plan LOE and achieve a whole of government approach more effectively and simultaneously. A strong working relationship between the SWAG/EOC and the SBCC and MAG-P is necessary to identifying and requesting support from across the whole of government. Operationally, the Regions will need to coordinate and manage noncitizen processing near the border to bring together all the agencies that support migrant processing (CBP, ICE, USCIS, and the Office of Refugee Resettlement). Regions establishment and management of streamlined processing will allow the U.S. government to provide a streamlined and more humane way to process noncitizens encountered at or in-between POEs. Further, the Regions will assist CBP and ICE with the redesign of referral processes, better regulate and utilize forward deployed ICE Deportation Officers, and organize transportation from POEs to local NGOs, final destinations, or reception centers.
- 6) **Roles and Responsibilities of the International coordination groups.** The SBCC and MAG-P are the strategic-level coordination and communication center for Plan execution, and they are linked to international Component and Interagency coordination actions and efforts via the SWAG/EOC. Establishing international coordination at select Embassies (Mexico, Guatemala, and Colombia) across the SWB-IMZ, and coordinating through the SBCC and MAG-P via the SWAG/EOC is essential to execute the lines of effort and achieving a whole of government approach more effectively and simultaneously. DHS must work alongside the DOS, DOD, DOJ and other USG and International partners in coordination with the Chief of Mission, to prevent and respond to irregular migration. Operationally, DHS should establish international coordination at the Embassies in Mexico, Guatemala, and Colombia to better share intelligence information, and craft and deliver messaging aimed at countering irregular migration. In the



international sphere, DHS Components must work jointly to address rapidly rising irregular migration flows. A coordinated establishment of international coordination will ensure the more efficient deployment of personnel and programs to support partnerships critical to the Whole of Western Hemisphere approach. This approach includes coordinated outreach to countries all along the migration routes to make maximum use of immigration, government, and law enforcement reform programs. International government engagement should address three inter-related goals, the weight of which varies depending upon the country: 1) improvement of economic infrastructure; 2) enhancement of shared border control of migration routes; and 3) effective shared opportunity and consequence messaging.

- 7) **Non-Stafford Act irregular migration federal-to-federal support agreements.** Pre-scripted agreements between DHS as the LFA, the Supported Component, and supporting Departments, Agencies, and Components hereafter other Federal agencies (OFA).
  - a. Federal irregular migration operations support agreements: Federal operations support agreements are pre-incident agreed upon support Federal agencies agree to provide Federal-to-Federal allowing DHS to coordinate the USG irregular migration missions.
  - b. Federal-to-Federal irregular migration support agreements are 100 percent federally funded. As with other Non-Stafford Act contingencies the initial response activities will most likely be funded by OFA existing budgets and via the Economy Act. Funds not allocated for border response operations cannot be used to fund this response. However, during on-going phases, DHS will champion and coordinate requests for emergency supplemental funding from Congress based on mission requirements necessary to execute this Plan.
  - c. Federal operations support agreements: DHS, and the supported Component, will via the SBCC, and MAG-P, seek to coordinate federal-to-federal support agreements during and prior to an irregular migration incident for activities required to respond to or prepare for an anticipated incident.
  - d. Pre-scripted support assignment (PSSA): A PSSA is not an official support agreement but is a preliminary Statement of Work (SOW) and cost estimate jointly developed by DHS and an OFA prior to an irregular migration incident to expedite the processing once it is required. As general guidance, the development of a PSSA is not required however, as they are created for capabilities that involve known or frequently used resources for services such as irregular migration related logistics, communications, mass care, transportation, holding and detention, processing, health services, and public safety, they will be used as a starting point in the development of an SOW.
  - e. All support agreements must have a Statement of Work (SOW) and Cost Estimate: The SBCC, MAG-P, along with OFA action officers coordinate to develop SOW, cost estimates and period of performance for an depending on the incident conditions.
  - f. Support agreements are confirmed in writing by authorized DHS officials to an OFA, identifying the specific task to be performed and the requirements or criteria to be followed. The SCO/SRO is the person designated to serve as the irregular migration support agreement administrator for the duration of the contingency.
  - g. The closeout of support agreements is properly managed after the tasks have been completed and all financial obligations have been accounted for by the OFA.
- 8) **General Staff Activation.** The general staff will grow as the size, scope, and complexity of the irregular migration incident grows. If the incident management efforts require additional support and coordination, the SCO/SRO may request additional staff from across the USG to involve

more disciplines, mobilize additional resources, inform the public, address media inquiries, involve senior elected and appointed officials, and request outside assistance.

- 9) **General Staff Deactivation.** The SCO/SRO, at the direction of the Secretary will deactivate the general staff and MAG-P as circumstances allow. Deactivation typically occurs when the incident no longer needs the support and coordination functions provided by the SCO/SRO, general staff and MAG-P or those functions will be managed by individual organizations or by steady-state coordination mechanisms. general staff leadership will phase deactivation depending on mission needs. The general staff shall complete resource demobilization and transfer any ongoing activities to the supported Component before deactivating. General staff planners will include after-action reviews and improvement planning as part of the deactivation planning process.
- 10) **General staff.** The general staff consists of immigration and border security subject matter experts and administrative personnel detailed from across DHS, DOJ, DOD, DOS and HHS. Once formed the general staff assists the SCO/SRO with leveraging and expanding relationships with international, federal, state, and local governmental partners and the private sector to assist coordination to ensure communication and resource allocation and prioritization across the SWB-IMZ. Effective communication between the general staff, the UCGs, and policy-level officials fosters trust and helps ensure that all leaders have the information they need to make informed decisions. To ensure this communication and coordination the SCO/SRO establishes the general staff. The general staff and MAG-P do not perform incident command functions, nor do they replace the primary functions of operations, direction, or dispatch other organizations. The general staff and MAG-P coordinate the development of policy, and collection and provision of resources and capabilities from across the USG especially when competition for these resources is significant. (See Tab A to Annex A for more details on the general staff and MAG-P).

**Tab A, to Annex A: General Staff**

**Reference: Annex A: DHS SWB Coordination Architecture**

**General staff General Staff Characteristics and Organization.**

1. The general staff will form around a core cadre of DHS Headquarters and Component administrative and coordination personnel who enable the start-up needs by providing an on-call nucleus for coordination at the outset of a contingency. Once the SCO/SRO is designated, they will seek appropriate Department and Agency staffing to manage incident-related decision-support information such as tracking critical resources, the situation status, investigative information, and providing public information to the news media and public.
2. The general staff section describes the general staff structure and explains how it supports the different levels of incident management.
3. General Staff for a detailed Table of Organization for the general staff see TAB B of this Annex).

The SCO/SRO by the authority of the Secretary requests personnel to make up the general staff as needed to support the coordination functions. The general staff typically includes a Chief of Staff (COS), and a Policy Section consisting of the Public Information Officer (PIO), a Safety Officer, and a Liaison Officer who report directly to the SCO/SRO and have one to two assistants as necessary. The SCO/SRO may request and designate additional advisors to the Policy Section as needed. Additionally, the SCO/SRO will establish Strategic Operations Coordination, Planning, Finance/Administration, and Intelligence and Investigations Sections. These sections are responsible for the functional aspects of the general staff. The SCO/SRO activates these sections and their chiefs as needed. The lead of these functions' defaults to the SCO/SRO and COS until a section chief is assigned. The section will have a deputy and two to three staff as necessary. The general staff is discussed more fully below.

- a) *Chief of Staff.* The COS is the point person for all the individuals who work on behalf of the SCO/SRO within the general staff and is responsible for the internal coordination, development, organization, and training of the general staff. The COS:
  1. Manages the requisitions for new staff from Departments and Agencies and oversees the needs of the various general staff sections.
  2. Attends meetings on behalf of the SCO/SRO and reports back with relevant information.
  3. Draft's correspondence, speeches, and official statements.
  4. Provides insight and feedback to the SCO/SRO and general staff to assist with the decision-making processes.
  5. Acts as a sounding board to help with brainstorming relevant subject matter.
  6. Schedules and prioritizes appointments so the SCO/SRO can make the most of their time.
  7. Oversees staff and handles problems before reporting them up the chain of command.
  8. Above all else, the most important job function is time management.
- b) *Policy Section, Public Information Officer.* The PIO advises the SCO/SRO on matters relating to the media and public engagement. The PIO organizes and leads the Joint Information Center (JIC) and interfaces with the public, media, and/or with other agencies with incident-related information needs. The PIO gathers, verifies, coordinates, and disseminates accessible, meaningful, and timely information on the incident for both internal and external audiences. The PIO also monitors the media and other sources of public information to collect relevant information and transmits this information to the appropriate components of the incident management organization.

- c) *Policy Section, Safety Officer.* The Safety Officer monitors incident strategic level operations and advises the SCO/SRO on matters relating to the health and safety of incident personnel. Ultimate responsibility for the safe conduct of incident management rests with the SCO/SRO and Unified Commands at all levels. The Safety Officer is responsible to the SCO/SRO for establishing the systems and procedures necessary to coordinate resources to mitigate hazardous environments.
- d) *Policy Section, Liaison Officer.* The Liaison Officer coordinates the activities and administration of all Liaisons provided to the general staff. Through the Liaison Officer, the Liaisons (LNO) provide input on their department, agency, organization, or jurisdiction's policies, resource availability, and other incident-related matters. The Liaison Officers are the general staff points of contact and representatives of governmental agencies, jurisdictions, NGO, and private sector organizations that are not specifically included in the general staff.
- e) *Policy Section, Protection Advisor.* The Protection Advisor advises the SCO/SRO on matters relating to civil rights and civil liberties and other protections under federal law and policy. The Protection Advisor coordinates with the DHS Office for Civil Rights and Civil Liberties and other federal personnel as needed to address issues.
- f) *Additional Staff Positions.* Additional Staff positions may be necessary, depending on the incident and specific requirements established by the SCO/SRO. For instance, the SCO/SRO may request technical specialists to serve as advisors from departments, agencies, organizations, or jurisdictions with specialized knowledge need to prevent and respond to irregular migration.
- g) *Strategic Operations Coordination Section.* Is comprised of the Section Chief a Deputy for Operations and a Deputy for Technology and Data and each with two to three subject matter expert staff. The SCO/SRO selects the Operations Section Chief based on irregular migration priorities. The Operations Section personnel plan and perform actions to achieve the incident objectives established by the SCO/SRO. Objectives typically focus on saving lives, protecting human rights, reducing the immediate hazard, protecting property and the environment, establishing situational control, and restoring normal operations.  
Key functions of the Operations Section personnel include the following:
  - 1. Directing the management of general staff migration strategy, policy, resource prioritization and allocation, and enabling decision making objectives and LOE on the SCO/SROs behalf.
  - 2. Developing and implementing strategies and policies to achieve incident objectives.
  - 3. Coordinating contingency Information Technology, Data and Biometric/Bio-graphic data management.
  - 4. Expanding leadership visibility through integrated dashboards and operational efficiencies through digitization and automation efforts.
  - 5. Organizing the Operations Section to best meet the incident's needs, maintain a manageable span of control, optimize the use of resources.
  - 6. Supporting contingency priority development for each operational period.
- h) *Strategic Planning Section.* Is comprised of the Section Chief a Deputy and two to three subject matter expert staff. The Planning Section personnel provide situational awareness regarding migration strategy, policy, and resource prioritization and allocation. The staff within this section prepare status reports, display situation information, maintain the status of assigned resources, work with the operations section to facilitate the incident action planning process, and prepare updates to the Plan based on input from other sections and guidance from the SCO/SRO.

Key functions of Planning Section personnel include:

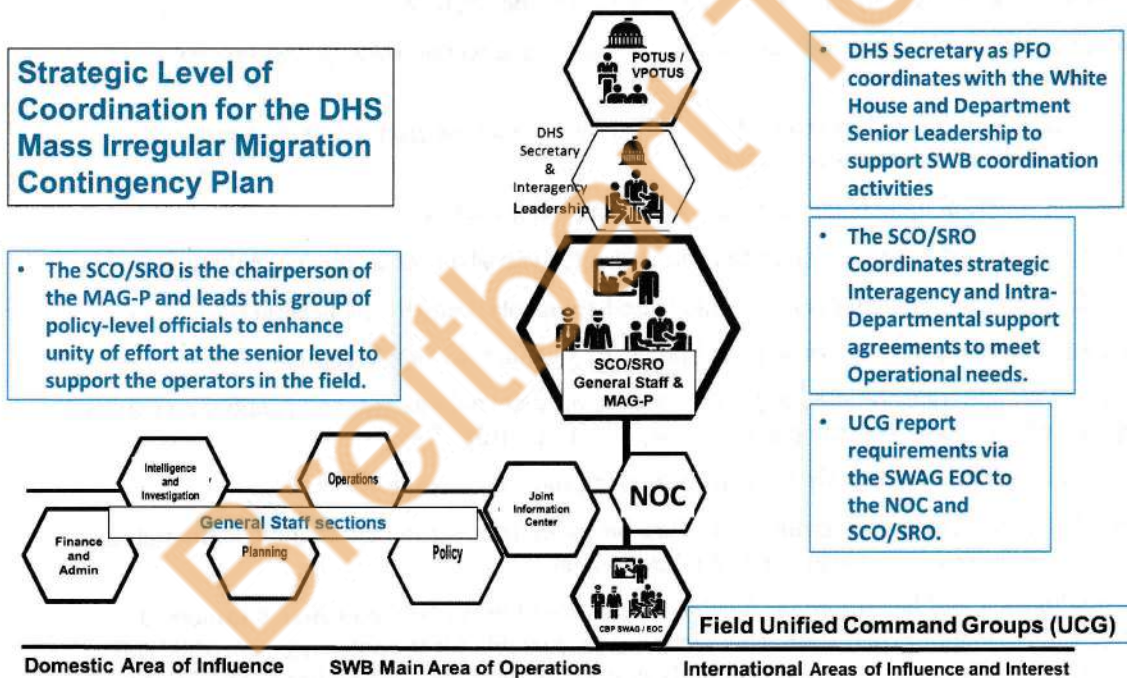
1. Facilitating incident planning meetings.
  2. Recording the status of resources and anticipated resource needs.
  3. Collecting, organizing, displaying, and disseminating incident status information and analyzing the situation as it changes.
  4. Planning for the orderly, safe, and efficient demobilization of incident resources; and
  5. Collecting, recording, and safeguarding all incident documents.
- i) *General staff Finance/Administration Section.* Is comprised of the Section Chief a Deputy and two to three subject matter expert staff. The SCO/SRO establishes a Finance/Administration Section when the incident management activities involve incident-specific finance and administrative support services. Finance/Administration staff responsibilities include recording general staff personnel time. They also provide subject matter expertise on negotiating leases and contracts, administering claims, and tracking and analyzing incident costs. Finance staff should closely coordinate with the Planning and Logistics Sections to reconcile operational records with financial documents. In large, complex incidents involving funding originating from multiple sources the section's staff track and report the accrued costs as the incident progresses. This allows the SCO/SRO to forecast needs and request additional funds as needed.

Key functions of Finance and Administration Section personnel include:

1. Tracking costs, analyzing cost data, making estimates, and recommending cost savings measures.
  2. Analyzing, reporting, and recording financial concerns resulting from property damage, responder injuries or fatalities at the incident.
  3. Managing financial matters concerning leases and vendor contracts.
  4. Managing administrative databases and spreadsheets for analysis and decision making.
  5. Recording time for incident personnel and leased equipment used by the general staff.
  6. Ordering, receiving, storing/housing, and processing incident-related resources.
  7. Providing ground transportation to general staff as needed, maintaining, and supplying vehicles, keeping vehicle usage records, and developing incident traffic plans.
  8. Setting up, maintaining, securing, and demobilizing incident facilities.
  9. Maintaining an incident Communications Plan and acquiring, setting up, issuing, maintaining, and accounting for communications and IT equipment.
- j) *Strategic Intelligence and Investigations Section.* Is comprised of the Section Chief, a Deputy, and two to three subject matter expert staff. This section is responsible for the collection, analysis, and sharing of incident-related information. This activity is vitally important for all irregular migration incidents across the SWB-IMZ. Irregular migration prevention and response requires intensive intelligence gathering and investigative activity coordination across many jurisdictional and authority lines. The purpose of the Intelligence and Investigations function is to ensure that irregular migration intelligence and investigative operations and activities are resourced, prioritized, and coordinated to ensure maximum effectiveness across the USG.

Key functions of the Intelligence and Investigations Section personnel:

1. Create an inclusive early warning, intelligence, interdiction, investigative, and prosecutorial capability coupled with enhanced foreign partnerships.
2. Prevent and respond to potential unlawful activity, incidents, and/or attacks that have a nexus to irregular migration (such as smuggling and trafficking).
3. Collect, process, analyze, secure, and disseminate information, intelligence, and situational awareness to the SCO/SRO, general staff, and MAG-P.
4. Identify, document, process, collect, safeguard, examine and analyze, and store irregular migration information.
5. Coordinate thorough and comprehensive investigations that lead to the perpetrators' identification and apprehension.
6. Coordinate missing persons and mass fatality/death investigations.
7. Coordinate, inform and support life safety operations, including the safety and security of all response personnel, by helping to prevent future attacks or escalated impacts.
8. Determine the root causes and origination point of irregular migration and the source or cause of an ongoing migration incident (e.g., disease outbreak, crime, conflict, corruption) to control its impact and/or help prevent the occurrence of similar migration incidents.



**Figure A-3. SBCC Strategic Coordination Structure**

4. Establishment of clear lines of Communication, Coordination and Command (C3)
  - a) The SCO/SRO, general staff, and MAG-P in coordination with relevant Department, Agency, Component, and UCG leadership must clearly establish the C3 functions at the beginning of an irregular migration event.
  - b) The C3 functions will create the information flow that will enable the SCO/SRO to establish strategic objectives and resource prioritization that will drive resourcing, policy, and capability sharing.
5. Management of Priorities
  - a) Management by objectives and Plan LOE includes the following:
    1. Establishing specific, measurable objectives to achieve the Plan LOE.
    2. Identifying strategies, policies, tasks, and actions to achieve the objectives and Plan LOE.
    3. Developing and issuing assignments, plans, procedures, and protocols for various management functional elements to accomplish the objectives and the Plan LOE.
    4. Documenting results against the objectives and Plan LOE to measure performance, facilitate corrective actions, and inform development of new strategies, policies, and resource needs and allocations for the subsequent operational period and as directed the SCO/SRO.

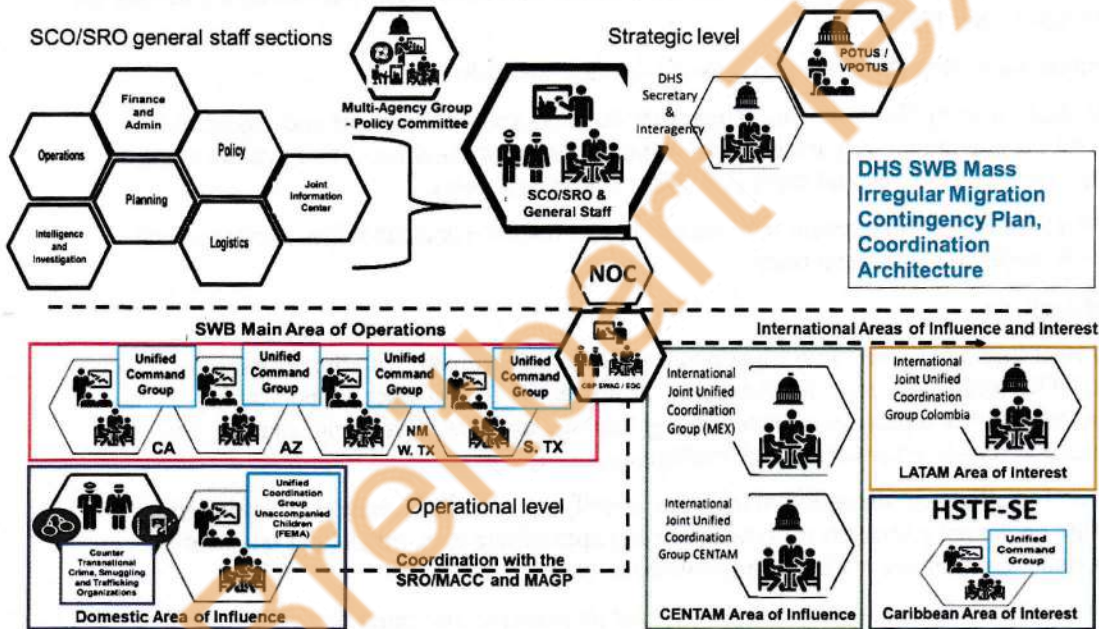


Figure A-4. SBCC SWB-IMZ Layered Coordination Structure

6. Chain-of-Command and Responsibility
  - a) The SCO/SRO is responsible to the Secretary for the coordination, identification, alignment, and prioritization of resources and capabilities at the strategic and policy level to meet irregular migration contingency requirements.
  - b) Responsibility for functions that subordinates perform defaults to the next higher supervisory position until the supervisor delegates those responsibilities.

7. Whole of Government Contingency Planning
  - a) Even in a large-scale contingency such as mass irregular migration, coordinated planning guides management of resourcing activities.
  - b) Planning represents the concise, coherent method of capturing and communicating strategic objectives and supporting agreements to meet the needs of operational activities.
  - c) The general staff will conduct iterative planning and produce branches and sequels to the Plan to capture changes in the environment, policy, and strategy during specified periods and as directed the SCO/SRO.
8. Comprehensive Strategy, Policy, Resource and Capability Management
  - a) The SCO/SRO and general staff will conduct strategic resource and capability management including but not limited to allocation and prioritization of personnel, equipment, teams, supplies, and facilities available or potentially available by support agreement.
  - b) Maintaining an accurate and up-to-date inventory of strategic resources is an essential component of coordination and will require significant reporting from the field to the general staff via the NOC.
  - c) Resources should deploy only when the SCO/SRO and supported organization determine they are necessary, at which time the general staff coordinates OFA through established request for assistance, request for support, and PSSA.
9. Information Management (Reporting, Requests for Assistance, and Information)
  - a) The general staff Planning Section coordinates with the NOC and Departments and Agencies to manage the robust operational reporting requirements necessary to facilitate situational awareness with regards to critical resource and capability allocation and requests.
  - b) The focus of information management is to ensure that all resource and capability allocation and prioritization is based in operational need.
10. Intelligence Management
  - a) The general staff Intelligence and Investigations Section will coordinate with the Supported Component, NOC, and I&A Center for Emerging Threats (CETC) and other supporting IC organizations to establish a process for receiving, gathering, analyzing, assessing, sharing, and managing incident-related information and intelligence.
  - b) Information and intelligence management includes identifying essential elements of information (EEI) to ensure personnel gather the most accurate and appropriate data, translate it into useful information, and communicate it with appropriate personnel.
  - c) The focus of intelligence management is to ensure that all resource and capability allocation and prioritization is activity and threat based.



**Tab B, to Annex A: SBCC General Staff and MAG-P Table of Organization**

**Reference: Annex A: DHS SWB Coordination Architecture**

**General Staff Table of Organization**

- 1. The SCO/SRO, general staff will consist of a core cadre and detailed staff from across the USG homeland security enterprise.**

Section	Rank/Grade Equivalent	Providing Organization
<b>Command Staff</b>		
Senior Response/ Coordination Official	SES	DHS
Deputy Senior Response/ Coordination Official	SES	DHS or Other Federal Agency (OFA) [any Department or Agency]
Chief of Staff	SES	DHS
Special Advisor	GS 14-15	DHS Secretary's Office
Executive Assistant	GS 11-12	DHS
Executive Assistant	GS 11-12	OFA
Medical Officer	SES/GS-15	DHS – CWMD/CMO
<b>Policy Section</b>		
Public Information Officer (PIO)	SES/GS-15	DHS OPA
Public Affairs/ Engagement	GS-14-15	DHS OPE
Congressional Affairs	GS-14-15	OFA
Intergovernmental Affairs	GS-14-15	OFA
Private Sector	GS 14-15	DHS/OFA
Volunteer Organization Coordinator	GS 14-15	DHS
<b>Safety Officer (SO)</b>	SES/GS-15	DHS MGMT
Assistant Safety Officer	GS-14-15	DHS CBP
Legal Officer	GS-14-15	DHS OGC
<b>Protection Officer</b>	SES/GS-15	DHS CRCL
Assistant Protection Officer	GS-14-15	DHS CRCL
<b>Liaison Coordination Officer (LNO)</b>	SES/GS-15	DHS HQ (MGMT, PLCY)

LNO DOD	GS-14-15	DOD
LNO DOJ/AG	GS-14-15	DOJ
LNO DOS	GS-14-15	DOS
LNO HHS	GS-14-15	HHS
LNO OFA	GS-14-15	OFA as needed
<b>Additional Policy Staff Advisors</b>		
Advisor Trade and Economic Policy	GS14-15	DHS PLCY Trade and Economic Security
Advisor Border Security and Immigration Policy	GS14-15	DHS PLCY Border Security and Immigration
Advisor International Affairs	GS14-15	DHS PLCY Office of International Affairs
<b>Strategic Operations Coordination Section</b>		
Section Chief	SES/GS-15	CBP
Assistant Chief		ICE
Public Safety/National Security Staff Officer	GS14-15	OFA
Geographic Coordination Branch, Staff Officer	GS13-14	CBP
Geographic Coordination Branch, Staff Officer	GS13-14	OFA
Public Health and Medical, Staff Officer	GS13-14	HHS
LOE Manager, Staff Officer	GS13-14	CBP
<b>Strategic Operations Coordination, Technology and Data Branch</b>		
Branch Chief	SES/GS-15	DHS MGMT Office of the Chief Information Officer
Assistant Chief / USDS Lead	GS-15	OMB / U.S. Digital Service
Assistant Chief	GS14-15	CBP
Technology Integration, Staff Officer	GS13-14	DHS Component IT Detailee
Data Integration, Staff Officer	GS13-14	DHS Component IT Detailee

Data Management and Reporting, Staff Officer	GS13-14	DHS PLCY Office of Immigration Statistics
<b>Strategic Planning Section</b>		
Section Chief	SES/GS-15	CBP or DHS MGMT or PLCY
Assistant Chief	GS14-15	CBP or DHS MGMT or PLCY
Planning Unit, Staff Officer	GS13-14	CBP
Planning Unit, Staff Officer	GS12-13	OFA
Critical Resource Unit, Staff Officer	GS13-14	CBP
Critical Resources Unit, Staff Officer	GS12-13	ICE
Situation Unit, Staff Officer	GS13-14	OFA
Situation Unit, Staff Officer	GS12-13	OFA
GIS Technical Specialist	GS13-14	OFA
GIS Technical, Specialist	GS12-13	OFA
<b>Strategic Intelligence and Investigations Section</b>		
Section Chief	SES/GS-15	DOJ/DHS-ICE/HSI
Assistant Chief	GS14-15	DOJ/DHS-ICE/HSI
Strategic Analysis, Unit Staff Officer	GS13-14	DHS Intelligence and Analysis (I&A)
Strategic Analysis, Unit Staff Officer	GS12-13	CBP Intelligence
Investigations Coordinator, Staff Officer	GS13-14	DOJ-FBI, DHS-ICE/HSI
Intelligence Coordinator, Staff Officer	GS12-13	DOJ, DHS-ICE/HSI
<b>Finance/Administration Section.</b>		
Section Chief	SES/GS-15	DHS MGMT
Assistant Chief	GS14-15	DHS MGMT
Administration Staff Officer	GS13-14	OFA
Administration Staff Officer	GS112-13	OFA

**TAB B Figure 1A, General Staff Table of Organization**

D/A MAG-P Representatives	Name	Position
Chairman		Senior Response Official
Facilitator		GENERAL STAFF Chief of Staff
DHS		
•		Deputy Under Secretary Office of Strategy, Policy, and Plans
•		Deputy Under Secretary Office of Management
•		CBP Deputy Commissioner
•		ICE Deputy Director
•		USCIS Associate Director Refugee, Asylum, and International Operations Directorate
•		FEMA Deputy Associate Administrator Office of Response and Recovery
•		USCG Deputy Commandant for Operations
DOD		
•		Assistant Secretary for Homeland Defense and Global Security
•		Deputy Assistant Secretary of Defense for Western Hemisphere
•		Joint Staff, Deputy Joint Chief of Staff for Domestic Operations
•		National Guard Bureau, J3 Domestic Operations
DOS		
•		Deputy Assistant Secretary Bureau of Western Hemisphere Affairs
•		USOAS Permanent Representative Bureau of Western Hemisphere Affairs
•		Deputy Assistant Secretary for Mexico Bureau of Western Hemisphere Affairs
•		Deputy Assistant Secretary for Caribbean Affairs and Haiti
•		Principal Deputy Assistant Secretary and Special Envoy for the Northern Triangle Bureau of Western Hemisphere Affairs
DOJ		
•		Executive Office for Organized Crime Drug Enforcement Task Forces
•		Executive Office for Immigration Review

•		Federal Bureau of Investigation
•		Offices of the United States Attorneys
HHS		
•		Assistant Secretary Office of Refugee Resettlement
•		Office of Refugee Resettlement, UC
•		Office of Refugee Resettlement, Refugees
OFA		
•		OFA SES
•		OFA SES
•		OFA SES

**TAB B Figure 2A, MAG-P Table of Organization**

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**Tab C. Annex A: Activation Levels and requirements for the SWB Coordination Center Organization and Structure.**

**Staff Activation Levels, Capabilities and Requirements.**

**Staff Activation Levels (with triggers)**

The SCO/SRO, general staff and MAG-P can be activated in response to mass irregular migration contingencies. There are four different levels of activation, depending on the scale of the event.

- **Level 4 SBCC activation (normal operations, Phase 0)** is the steady state pre-activation maintenance level with no active staff. In this level of staffing an SCO/SRO, general staff and MAG-P participants can be pre-designated for planning purposes.
- **Level 3 SBCC activation (monitoring/ anticipatory operations, Phase 1 initial influx)** is the lowest level of SBCC staff activation. DHS leadership designates and activates a Senior Coordinating Official (SCO) at this time along with a small core cadre general staff and the organization of the MAG-P to coordinate support and develop support agreements. (~10-25% Staffing)
  - **Trigger** 7-day average daily in-custody greater than 75% of existing capacity (and include indications of rising numbers) or credible indications and warnings identify irregular migration movement in numbers that would put the 7-day average daily in-custody greater than 75% of existing capacity.
- **Level 2 SBCC activation (partial activation, Phase 2 major influx)** involves the SCO redesignation as the SRO, establishing an interagency coordination capability, within the SBCC and expanding of the core cadre of staff members by requesting representatives for temporary duty assignments from DHS Components and Interagency partners to fill out the general staff and add to the MAG-P. The SCO, now SRO, with the MAG-P will solicit additional support from interagency partners on an as-needed basis. Time-sensitive tasks and needs may extend beyond core business hours. (~75% staffing).
  - **Trigger** 7-day average daily in-custody greater than 100% of existing capacity (and include indications of rising numbers) or credible indications and warnings identify irregular migration movement in numbers that would put the 7-day average daily in-custody greater than 100% of existing capacity.
- **Level 1 SBCC activation (full activation, Phase 3 mass irregular migration)** is the highest level SBCC activation, requiring a 24/7 USG-wide effort. This level of staffing anticipates the full cadre of DHS and Interagency personnel as indicated in the chart below (~100% staffing).<sup>1</sup>

Tab C to Annex A describes how DHS activates the general staff and MAG-P. It also describes the capabilities and requirements needed to ensure that the general staff and MAG-P are set up to meet the SCO/SRO's needs. Table A.C.1 and 2 display the Tables of Organization with Activation Levels.

Staff Activation Level	Section	Rank/Grade Equivalent	Providing Organization
	Command Staff		
3	Senior Response Official	SES	DHS
4	Chief of Staff	SES	DHS
4*/3	Special Advisor	GS 14 -15	DHS Secretary's Office, part-time advisory role for level 4

4	Executive Assistant	GS 11-12	DHS
2	Executive Assistant	GS 11-12	OFA Other Federal Agency (OFA) [any Department or Agency]
3	Medical Officer	SES/GS-15	DHS – CWMD/CMO
<b>Policy Section</b>			
3	Public Information Officer (PIO)	SES/GS-15	DHS OPA
3	Public Affairs/ Engagement	GS-14-15	DHS OPE
2	Congressional Affairs	GS-14-15	OFA
2	Intergovernmental Affairs	GS-14-15	OFA
2	Private Sector	GS 14-15	DHS/OFA
3	Volunteer Organization Coordinator	GS 14-15	DHS
2	<b>Safety Officer (SO)</b>	SES/GS-15	DHS MGMT
2	Assistant Safety Officer	GS-14-15	DHS CBP
3	Legal Officer	GS-14-15	DHS OGC
2	<b>Protection Officer</b>	SES/GS-15	DHS CRCL
3	Assistant Protection Officer	GS-14-15	DHS CRCL
3	<b>Liaison Officer (LNO)</b>	SES/GS-15	DHS MGMT or PLCY
2	LNO DOD	GS-14-15	DOD
2	LNO DOJ/AG	GS-14-15	DOJ
2	LNO DOS	GS-14-15	DOS
2	LNO HHS	GS-14-15	HHS
1	LNO OFA	GS-14-15	OFA as needed
<b>Additional Policy Staff Advisors</b>			
1	Advisor Trade and Economic Policy	GS14-15	DHS PLCY Trade and Economic Security
3	Advisor Border Security and Immigration Policy	GS14-15	DHS PLCY Border Security and Immigration
2	Advisor International Affairs	GS14-15	DHS PLCY Office of International Affairs
<b>Strategic Operations Coordination Section</b>			
3	Section Chief	SES/GS-15	CBP
4	Assistant Chief	GS14-15	ICE

2	Public Safety/National Security Staff Officer	GS14-15	OFA
3	Geographic Coordination Branch, Staff Officer	GS13-14	CBP
2	Geographic Coordination Branch, Staff Officer	GS13-14	OFA
2	Public Health and Medical, Staff Officer	GS13-14	HHS
3	LOE Manager, Staff Officer	GS13-14	CBP
	<b>Strategic Operations Coordination, Technology and Data Branch</b>		
3	Branch Chief	SES/GS-15	DHS MGMT Office of the Chief Information Officer
4	Assistant Chief / USDS Lead	GS 14 -15	OMB / U.S. Digital Service
2	Assistant Chief	GS14 -15	CBP
3	Technology Integration, Staff Officer	GS13-14	DHS Component IT Detailee
2	Data Integration, Staff Officer	GS13-14	DHS Component IT Detailee
3	Data Management and Reporting, Staff Officer	GS13-14	DHS PLCY Office of Immigration Statistics
	<b>Strategic Planning Section</b>		
3	Section Chief	SES/GS-15	CBP or DHS MGMT or PLCY
4	Assistant Chief	GS14-15	CBP or DHS MGMT or PLCY
3	Planning Unit, Staff Officer	GS13-14	CBP
2	Planning Unit, Staff Officer	GS12-13	OFA
3	Critical Resource Unit, Staff Officer	GS13-14	CBP
2	Critical Resources Unit, Staff Officer	GS12-13	ICE
3	Situation Unit, Staff Officer	GS13-14	OFA
2	Situation Unit, Staff Officer	GS12-13	OFA
3	GIS Technical Specialist	GS13-14	OFA
2	GIS Technical, Specialist	GS12-13	OFA
	<b>Strategic Intelligence and Investigations Section</b>		



3	Section Chief	SES/GS-15	DOJ/DHS-ICE/HSI
3	Assistant Chief	GS14-15	DOJ/DHS-ICE/HSI
2	Strategic Analysis, Unit Staff Officer	GS13-14	DHS Intelligence and Analysis (I&A)
2	Strategic Analysis, Unit Staff Officer	GS12-13	CBP Intelligence
1	Investigations Coordinator, Staff Officer	GS13-14	DOJ-FBI, DHS-ICE/HSI
1	Intelligence Coordinator, Staff Officer	GS12-13	DOJ, DHS-ICE/HSI
<b>Finance/Administration Section.</b>			
3	Section Chief	SES/GS-15	DHS MGMT
4	Assistant Chief	GS14-15	DHS MGMT
2	Administration Staff Officer	GS13-14	OFA
1	Administration Staff Officer	GS112-13	OFA

**Table A.C.1 GENERAL STAFF Table of Organization with Activation Levels.**

Activation Level	D/A MAG-P Representatives	Position
3	Chairman	Senior Response Official
3	Facilitator	GENERAL STAFF Chief of Staff
	DHS	
3		Deputy Under Secretary Office of Strategy, Policy, and Plans
3		Deputy Under Secretary for Management
3		CBP Deputy Commissioner
3		ICE Deputy Director
3		USCIS Associate Director Refugee, Asylum, and International Operations Directorate
3		FEMA Deputy Associate Administrator Office of Response and Recovery
3		USCG Deputy Commandant for Operations
	DOD	
3		Assistant Secretary for Homeland Defense and Global Security

2		Deputy Assistant Secretary of Defense for Western Hemisphere
2		Joint Staff, Deputy Joint Chief of Staff for Domestic Operations
3		National Guard Bureau, J3 Domestic Operations
	DOS	
3		Deputy Assistant Secretary Bureau of Western Hemisphere Affairs
2		USOAS Permanent Representative Bureau of Western Hemisphere Affairs
2		Deputy Assistant Secretary for Mexico Bureau of Western Hemisphere Affairs
2		Deputy Assistant Secretary for Caribbean Affairs and Haiti
2		Principal Deputy Assistant Secretary and Special Envoy for the Northern Triangle Bureau of Western Hemisphere Affairs
	DOJ	
2		Executive Office for Organized Crime Drug Enforcement Task Forces
3		Executive Office for Immigration Review
2		Federal Bureau of Investigation
2		Offices of the United States Attorneys
	HHS	
3		Assistant Secretary Office of Refugee Resettlement
2		Office of Refugee Resettlement, UC
2		Office of Refugee Resettlement, Refugees
3		Assistant Secretary for Preparedness and Response
	OFA	
1		OFA SES
1		OFA SES
1		OFA SES

**Table A.C.2 MAG-P Table of Organization with Activation Levels.**

## **General staff and MAG-P capabilities and requirements and stand-up considerations.**

### **1. Determining Personnel Space Requirements**

**1.1. Functional design.** General staff and MAG-P functions and activities along with the needs of the situation drive design and layout considerations. The general staff and MAG-P's key activities include the following:

- Coordinating staff activation
- Leading general staff activities
- Gathering and providing information to inform MAG-P participants
- Identifying and addressing issues at the strategic and policy levels
- Providing connectivity, access to data and ensuring interoperable communications capabilities among all partner agencies and organizations (within the general staff and participating in the MAG-P)
- Response planning and future planning
- Demobilization management

Each key activity comprises critical tasks. In turn, each critical task has resource requirements (personnel, equipment, and supplies). These resource requirements drive general staff and MAG-P design. A crucial step in designing a general staff and MAG-P is to determine which capabilities are necessary to establish design criteria.

Some general staff and MAG-P functions may happen offsite. For example, the JIC may or may not be co-located with the general staff and MAG-P. The site plan must therefore support operations at the general staff and MAG-P while also considering the need for connectivity to remote locations.

### **1.2. Space Requirements**

Planners should consider both flexible operating space with both minimum and maximum staffing levels, including staff necessary to sustain 24-hour operations. Staffing numbers should include any liaisons from other agencies or levels of government required to respond to an incident.

### **1.3. Additional Personnel Space Requirements**

Planners should consider the need for support services, restroom space, meeting space and a "quiet room" for stress counseling. Ideally, personnel will also have designated areas for meals, rather than having to eat in their workspace, as well as a space set aside for breaks and relaxation, where feasible. Finally, planners should consider the need for executive office space.

### **1.4. Sustained Operations**

Another consideration is the length of time that the general staff and MAG-P may have to be in operation. The space chosen for use must be capable of hosting sustained operations without a preset end date.

## **2. Communications Requirements**

The general staff and MAG-P's ability to function depends on its ability to communicate. Planners must therefore consider several challenges involved in maintaining a functional communications system. Voice and data communications in and out of the general staff and to support the SBCC must be reliable to ensure that information and critical decisions can transfer quickly to the correct personnel. The general staff design must also facilitate face-to-face communication to optimize coordination efforts. Planners should tailor the communications infrastructure to support both internal and external functional needs, integrated with other

incident management elements. Most communications support for the SBCC shall be provided via the NOC, MGMT OCIO, and St Elizabeth Facilities Management Office.

### **2.1. Interoperability**

The SBCC must have the capacity to integrate expanded incident operations to include Departments and agencies that respond alongside DHS. These include the specialized operations centers that coordinate operations centers for various Joint Task Force and Operation Centers. Among these are the NJTTF, National CTOC, and national Smuggling and Trafficking task forces etc. Coordination with these organizations is the responsibility of the SBCC while communications shall be established through the NOC.

### **2.2. Telecommunications and IT Requirements (Including Teleconferencing, Video teleconferencing, Text Messaging and Fax)**

The general staff should have adequate information technology infrastructure for full operations. These shall be provided by the NOC, MGMT OCIO, and St Elizabeth Facilities Management Office. Planners should consider landline capabilities, digital systems and other reliable voice and data communications options as a primary system.

Understanding the general staff and MAG-P functions allows the planner to determine the technology required to perform those functions. In addition to communications requirements, successful general staff and MAG-P activity relies heavily on modern digital technology.

### **2.3. Internet Connectivity**

General staff planning should include expandable space and system requirements to enable these capabilities. Access shall be provided by the NOC, MGMT OCIO, and St Elizabeth Facilities Management Office.

As mentioned in the Telecommunications section above, functioning internet capability usually requires IT redundancy. Upon acquiring technology, planners should test it to ensure it is ready for real-world activation. Connectivity options include the following:

- Mobile Wi-Fi hotspot: This portable device allows users to set up an internet connection almost anywhere. It works by taking an LTE (long-term evolution) wireless broadband signal from a cellular network provider and converting it to a Wi-Fi signal that a laptop computer or smartphone can use.
- Portable routers and boosters: Portable routers transfer data, via internet protocol (IP) packages from a given source, to create an internet hotspot. Wi-Fi boosters extend the range of the existing Wi-Fi in a location by receiving the wireless signals from the router and repeating them with powerful amplifiers and antennas.

### **2.4. Computer Systems**

The planners start by considering the functions users will perform. This information provides insight into the number of computers necessary and the potential processing load on the system. Additional systems shall be provided by the MGMT OCIO, and St Elizabeth Facilities Management Office upon request.

Some organizations block access to certain websites (such as social media sites) during normal operations, but allows access to them in an incident, knowing they may be useful. If the organization permits and authorizes, approved general staff personnel may arrange to have such restrictions removed from computers located in or activated during general staff and MAG-P operations.

### **3. Supplies and Equipment Requirements**

After leaders have determined the layout of the general staff and support needed by the SCO/SRO and MAG-P, they define the requirements for equipment as described below. All SBCC supplies and equipment shall be provided by DHS headquarters through MGMT.

### **3.1. Furniture and Office Equipment**

DHS HQ must provide all necessary furniture and office equipment to facilitate a functional general staff to support the SCO/SRO and MAG-P.

### **3.2. Status and Situation Boards**

Visual displays are important because they provide staff members with immediate access to information without verbal interruptions.

### **3.3. Administrative Supplies**

general staff should keep enough supplies on hand to conduct efficient incident operations and support janitorial services for an extended period. The Core cadre should also keep a hard copy of relevant forms, documents, checklists and so on, in addition to the copies that the responsible parties maintain.

### **3.4. Support Services**

Like any other office facility, a general staff requires support services, and the demand for these services may increase during activation. For example, janitorial services usually occur once a day, at night. However, a facility operating 24 hours a day will need more frequent trash pickup and restroom maintenance.

The general staff core cadre must decide what services are necessary routinely and what services should increase during activation. The core cadre should consider adding emergency clauses to existing service contracts and developing standby contracts. Finally, they should identify multiple vendors for critical services.

Essential elements include the following:

- Establishing activation, operation and deactivation criteria, processes and procedures with all virtual partners and participants
- Defining clear roles and responsibilities involved in an activated virtual general staff
- Conducting partner training and exercises in all relevant virtual general staff and MAG-P operations
- Ensuring that the technology to support internet connectivity, teleconferencing, videoconferencing, real-time status monitoring, alerts/notifications, telecommunications, and mobile/radio communications is available and operational 24/7
- Monitoring, tracking, reporting, and maintaining documentation on event status, personnel, and other resources
- Incorporating lessons learned in ongoing, comprehensive virtual general staff planning and coordination

### **3.5. Physical Access**

Physical access to the SBCC workspaces shall be coordinated through MGMT. If the general staff shares access with another organization or other government services, leaders should implement processes to restrict access to operational areas when appropriate. This could include controlling entry to the general staff using a card access system that provides 24-hour access to the facility. Ensure that none of the access control systems (card access, elevators, lock-out stairwells) could prevent access to or egress from the facility if they become nonoperational (for example, if primary and auxiliary power systems fail or network/server outages occur). Planners should also consider security measures for parking areas.

### **3.6. Operations Room**

The general staff should reserve its Ops Room Floor 0 St Elizabeth West Addition main conference room—home to its displays, equipment, and emergency functions—for activations and other scheduled activities, such as authorized classroom training. The Ops Room should not become an informal workspace or overflow office space.

### **3.7. Meeting Rooms**

St Elizabeth West Addition Task Force spaces room 300 and Conference Center. The general staff normally needs nearby conference facilities where key incident personnel and the MAG-P can discuss priority problems away from the noise and disruption of the general staff rooms. If these conference areas are shared, they should be marked as intended primarily for the general staff use (under mutually agreed-upon criteria, terms, and conditions). The core cadre should establish procedures that give the general staff immediate priority access during incident operations.

## **4. Information/Data Management Tools**

Effective irregular migration response involves knowledge of critical information that can help inform an appropriate response. DHS MGMT Office of the Chief Information Officer and US Digital Service shall provide this service and additionally, shall transfer the SWB-Task Force digital dashboard to the SBCC. The following tools and capabilities are other examples that may be useful during incident response:

- Geospatial data and analysis capability: Will the general staff have access to geospatial information for the jurisdiction—maps, imagery, or GIS?
- Threat prediction and monitoring capability: Will the general staff have migration prediction capabilities (models) that can plot and predict migration?
- Crisis information management system: Will the general staff have a crisis information management system that integrates the necessary information so users can access it quickly and efficiently?
- Personnel qualification and certification system: Will the general staff have a system to track qualified and certified personnel within the jurisdiction?

### **4.1. Geospatial Data and Analysis Capability**

Knowing the precise location of buildings, roads and critical infrastructure is essential to an effective response. The NOC and OCIO shall provide this capability to the SBCC. The general staff should have the capability to access geographical information quickly and effectively. This information can take the form of specialized databases or incident logs that list critical infrastructure.

### **4.2. Migration Prediction and Monitoring Capability**

Migration prediction encompasses general staff ability to predict and monitor impending or existing irregular migration. this capability may include computer modeling for irregular migration. Since the general staff varies in size, scope and capability, general staff may or may not have staff trained in and familiar with threat and migration prediction and monitoring capability the DHS PLCY office of Immigration Statistics and the DHS MGMT Office of the Chief Information Officer shall provide these services. Consider migration prediction and monitoring training and expertise when recruiting staff and assessing skillsets.

### **4.3. Crisis Information Management System**

The core cadre in coordination with the NOC, CBP CAG, PLCY Immigration Statistics, and MGMT OCIO Technology Integration Program must develop and maintain a crisis information management system for rapid sharing of irregular migration information. The system should capitalize on existing SWB-TF dashboards. The system should manage key information such as GIS information and migration prediction models. An irregular migration crisis information management system should help users manage the incident and track resource deployment, response teams and other response capabilities, according to the jurisdiction's

plan. It should also manage diverse data elements such as threat assessments, status reports, incident alerts, contingency plans, response plans, damage assessments, supplies, personnel data (including certifications and phone numbers), recovery plans and incident logs.

### **SBCC Management**

This section discusses functions and considerations for supporting and sustaining general staff operations.

#### **1. Standard Operating Procedures**

As part of the planning process, leaders should develop and distribute standard operating procedures to all designated staff and MAG-P committee members. Procedures should describe the layout and functions, the duties of major sections and branches and individuals and the use of dashboards, displays, message forms and other operational coordination forms.

During a developing irregular migration response activation, the standard operating procedures clearly outline simple processes for opening the general staff, including the following elements:

- Authority
- Senior leaders
- Conditions for activation
- Notice events
- Notifications
- Setup
- Deactivation
- Annual review
- Testing and exercising activation procedures

##### **1.1. Authority**

Standard operating procedures should list at least three officials—by title, not name—with the authority to activate the facility and call-in general staff.

##### **1.2. Senior Leaders**

Senior Leader Toolkit includes the Senior Leader Quick Reference Guide. This guide contains:

- Overarching priorities that apply to every incident
- Essential responsibilities of senior executives
- What to expect
- Public messaging examples

Intentionally broad, the guide applies to diverse organizations across the nation. The reference guide should include organizational points of contact (POC) and relevant operational details, such as how often the general staff will provide situation reports. Incident managers should review the customized reference guide with their leadership before an incident occurs. To view an example tool kit, see the FEMA Senior Leader Toolkit, visit <https://www.fema.gov/emergency-managers/nims/components/senior-leader-toolkit>.

##### **1.3. Conditions for Activation**

Standard operating procedures or other documents should clearly address questions such as these: Under what conditions should the general staff be activated (see Staffing goals and Levels). To what level of activation? Who can activate the general staff and incident staff for a surprise emergency exercise?

#### **1.4. Notice Events**

The general staff may activate merely in anticipation of a potential incident, not in response to one. To be clear, the general staff can be activated for incidents (unplanned and unscheduled). Staff members should account for known risks and threats and establish policies and procedures that can adapt as necessary to changing requirements.

#### **1.5. Notifications**

Standard operating procedures should include a notification contact list of all team members, including work, home, and other phone numbers at which they can be reached. The list should also designate which agencies inside and outside the jurisdiction leaders should notify in an incident, depending on the nature of the incident. Jurisdictions may consider using a high-speed notification system to notify staff about activation.

#### **1.6. Deactivation**

It is rare that the general staff will deactivate all at once. The best deactivation method scales back functions over time, as resources become unnecessary. Standard operating procedures should detail the deactivation process: Who determines when an operation can deactivate, and who is responsible for cleanup and replenishing expendables?

Deactivation should include after-action reports, which are valuable in communicating operational deficiencies and lessons learned to state, federal and cooperating agencies and jurisdictions.

#### **1.7. Annual Review**

The general staff core cadre should review their standard operating procedures annually to ensure consistency with current plans, procedures, equipment, recordkeeping systems, display devices and communications capabilities. Contact lists also require regular updating. After leaders update the procedures, they can schedule short training sessions or exercises to reinforce changes in the operating procedures.

#### **1.8. Testing and Exercising Activation Procedures**

Like any aspect of incident operations, leaders should test general staff activation and setup procedures using drills or training sessions. Leaders can then modify the procedures to fit the jurisdiction's needs and the changing capabilities of the general staff and incident equipment. See the Planning, Training and Exercises section of this document, below, for more details.

### **Planning and Exercises**

#### **1. Planning**

Effective planning ensures that the whole community is represented and involved in the planning process.

##### **1.1. The Preparedness Cycle**

Planning, especially in the general staff context, includes the collection, evaluation and dissemination of strategic and operational information related to an incident. The Planning Section maintains information on the current situation, the forecast and the status of resources assigned to the incident.

general staff Skillset planning outlines planning for the following tasks:

- Reference pre-incident plans and pre-scripted support agreements
- Develop and write general staff action plans and other irregular migration specific plans



- Disseminate strategic-level plans
- Facilitate the ongoing planning process

*Planning is one of the key components of the preparedness cycle.*

## **1.2. Incident Action Planning**

The incident action planning process and IAPs are central to managing incidents. IAPs help synchronize operations and ensure that operations support incident objectives. Using a disciplined system of planning phases and meetings fosters collaboration/partnerships and keeps incident operations focused. The incident action planning process has the following phases:

- Understand the situation
- Establish incident objectives
- Develop the plan
- Prepare and disseminate the plan
- Execute, evaluate, and revise the plan

## **2. Exercises**

Conducting exercises is an integral part of the preparedness cycle. Exercises provide leaders with an opportunity to shape planning, assess/validate capabilities and identify strengths and areas for improvement. The Homeland Security Exercise and Evaluation Program (HSEEP) provides a set of guiding principles for exercise and evaluation programs, as well as a common approach to exercise program management, design/development, conduct, evaluation, and improvement planning. This section covers exercise concepts.

### **2.1. HSEEP Principles**

HSEEP is the cornerstone of the nation's guidance for exercise design, development, and evaluation. HSEEP is flexible, scalable, adaptable, and designed for use by stakeholders across the whole community. Nationwide use of HSEEP supports a consistent approach to exercises and measuring progress toward building, sustaining, and delivering core capabilities. The fundamental principles of HSEEP, detailed below, align, and support the NIMS guiding principles:

- Driven by senior leader guidance
- Informed by risk
- Capability based and objective driven
- Follows a progressive exercise planning approach
- Encourages whole community integration
- Uses a common methodology

### **Exercise Types**

The type of exercise selected will depend on the specific objectives, goals, resources and needs of the jurisdiction planning the exercise. HSEEP has two broad categories of exercises—discussion-based and operations-based—which together encompass seven exercise types:

#### **Discussion-based exercises:**

- Seminars: familiarize players with current plans, policies, agreements, and procedures

- Workshops: achieve a specific goal or build a product (for example, standard operating procedures, policies, or plans)
- Tabletop exercises: help participants understand and assess plans, policies, procedures, and concepts
- Games: explore decision-making processes and examine the consequences of decisions

**Operations-based exercises (the higher level of the exercise program):**

- Drills: test a single operation or function
- Functional exercises: test and evaluate capabilities, functions, plans and staffs in real time; movement of resources is usually simulated
- Full-scale exercises: typically, the most complex and resource intensive; implement and analyze plans, policies, procedures, and cooperative agreements; usually include real-time movement of resources

**Facility drills** are training activities aimed at perfecting facility functions and skills. The drills help staff members become proficient in their incident functions through repetitive practice. They are usually short in duration. Trainers can either announce them ahead of time or execute them as a surprise to test capability and proficiency.

Breitbart Texas

**Annex C: DHS SWB Operations**

1. **Purpose.** The purpose of this annex is to provide information, prescribe procedures, and assign responsibilities for operational requirements and reporting associated with the *DHS SWB Mass Irregular Migration Contingency Plan*.
2. **References.** SEE Annex X
3. **Execution.**
  - a. **Concept of the Operation.** See Base Plan
  - b. **DHS SWB Phased Decision and Action Matrix**

**Figure C-1 DHS SWB Mass Irregular Migration Operational Phases**

Subject	Phase 1: Initial Influx	Phase 2: Major Influx	Phase 3: Mass Irregular Migration	Phase 4: Transition to Steady-State
<b>Phase Begins</b>	When Directed	When Directed	When Directed	When Directed
<b>Trigger</b>	<ul style="list-style-type: none"> <li>Irregular migration levels strain DHS humane management capacity in the SWB area of operations.</li> <li>&gt;75% to 100% (&gt;7,500-15,000) pre-COVID capacity across all SWB sectors/field offices.</li> </ul>	<ul style="list-style-type: none"> <li>Irregular migration levels stress DHS humane management capacity in one or more locations in the SWB area of operations.</li> <li>&gt;100% pre-COVID Capacity (&gt;15,000) across all SWB sectors/field offices or a daily average of 5,000 encounters in a single sector over a 72-hour period.</li> </ul>	<ul style="list-style-type: none"> <li>Irregular migration levels reach the mass irregular migration threshold, significantly impacting DHS humane management capacity across the SWB.</li> <li>&gt;100% pre-COVID capacity (over 15,000) across all SWB sectors/field offices and a daily average of 5,000 encounters in a single SWB sector/field office or a SWB wide daily average of 9,000 encounters over a 72-hour period.</li> </ul>	<ul style="list-style-type: none"> <li>Irregular migration levels decrease due to effective humane response and conditions return to steady state.</li> <li>Return to &lt; 75% pre-COVID capacity (&lt;7,500) across all SWB sectors/field offices.</li> </ul>
<b>Key DHS Actions</b>	<ul style="list-style-type: none"> <li>Set Level 3 staffing (monitoring/ anticipatory operations, Phase 1 initial influx) is the lowest level of activation. DHS leadership designates and activates a Senior Coordinating Official (SCO) at this time along with a small core cadre general staff and the organization of the MAG-P to coordinate support and develop support agreements. (~10-25% Staffing)</li> <li>The Secretary will designate CBP as the Primary Supported Component and will initiate preparatory and anticipatory prevention and response actions on</li> </ul>	<ul style="list-style-type: none"> <li>Set Level 2 staffing (partial activation, Phase 2 major influx) involves the SCO redesignation as the SRO and expanding of the core cadre of staff members by requesting temporary duty assignments from DHS Components and Interagency partners to fill out the general staff and add to the MAG-P. The SCO, now SRO, with the MAG-P will solicit additional support from interagency partners on an as-needed basis. Time-sensitive tasks and needs may extend beyond core business hours. (~75% staffing).</li> </ul>	<ul style="list-style-type: none"> <li>Set Level 1 staffing (full activation, Phase 3 mass irregular migration) is the highest level, requiring a 24/7 USG-wide effort. This level of staffing anticipates the full cadre of DHS and Interagency personnel as indicated in the chart below (~100% staffing)</li> <li>Activate whole of government assistance – The SRO will activate pre-scripted support agreements developed in Phase 1 and 2 to: provide immediate contingency relief and additive scalable surge capabilities to such actions as rapid increases in air and ground transportation, creating bed-space capability for CBP, and adding additional capacity to stand up, expand, or reinforce</li> </ul>	<ul style="list-style-type: none"> <li>Set Level 4 staffing (normal operations, Phase 0) is the steady state pre-activation maintenance level with no active staff. In this level of staffing an SCO/SRO, general staff and MAG-P participants can be pre-designated for planning purposes.</li> <li>SRO, with Direction from the Secretary, will commence standing down of the general staff and transfer of capacity and coordination to CBP, ICE, and USCIS.</li> <li>DHS sustains Western Hemisphere Engagement.</li> <li>SCO/SRO, general staff, and all SWB temporary</li> </ul>

Subject	Phase 1: Initial Influx	Phase 2: Major Influx	Phase 3: Mass Irregular Migration	Phase 4: Transition to Steady-State
	<p>their authority, such as standing up UCG and EOC, establishment of additional Processing Centers and related actions in response to early warning signs from systems along the route of migration. DHS makes preparation to assume its role as the SWB lead federal agency (LFA) based on authority over immigration and border security.</p> <ul style="list-style-type: none"> <li>The Secretary will designate a senior DHS executive as a Senior Coordinating Official (SCO) to coordinate with all USG D&amp;A, and SLTT-P organization involved with immigration and to direct coordination of DHS resource allocation and prioritization.</li> <li>The SCO shall be supported by a general staff designed to coordinate multi-agency support to SWB operational activities, resource allocation, and prioritization requirements and Multi-Agency Group Policy Forum (MAG-P) to ensure interagency policy and strategy are well coordinated.</li> <li>DHS via SCO, general staff and MAG-P shall coordinate USG support to CBP, and ICE facilitate expansion and transportation, holding, medical, and processing capabilities in the SWB main area of operations.</li> <li>DHS via SCO, general staff will begin development of federal-to-federal support agreements for USG support and enhancement of facilitates for CBP and ICE expansion of transportation, holding, medical, and processing capabilities in the SWB main area of operations.</li> </ul>	<ul style="list-style-type: none"> <li>Given its statutory authorities, DHS serves as the lead federal agency for immigration enforcement and border security, and per HSPD-5, would coordinate the interagency response if other federal agencies become substantially involved in the response.</li> <li>Seeking a formal designation of the Secretary's HSPD-5 coordination responsibilities at the outset is not required; however, an official designation from the President that the Secretary is executing HSPD-5 responsibilities would likely increase interagency support for and participation in the Department's overall coordination efforts.</li> <li>The Secretary-designated SCO becomes the Senior Response Official, supported by the general staff and MAG-P, coordinates with all USG D&amp;A, and SLTT-P organization involved with immigration and to direct coordination of DHS resource allocation and prioritization as the SRO.</li> <li>DHS develops and expands upon Western Hemisphere Engagement.</li> <li>Coordinate strategic resources – The SCO will be redesignated as an SRO to coordinate strategic resources allocation, prioritization, and intelligence and information sharing across the entirety of the USG to holistically address irregular migration.</li> <li>SRO will work with Departments and Agencies across the USG to address critical shortfalls and capability gaps at the strategic level and utilize</li> </ul>	<p>Central Processing Centers and Joint Reception Centers; provide for more efficient end-to-end processing from encounter to removal or granting of benefits; and establish higher staffing levels for medical personnel.</p> <ul style="list-style-type: none"> <li>SRO will actively engage with international partners to address current capability shortfalls and champion Western Hemisphere efforts to humanely stem the flow of irregular migration and establish the groundwork to address root causes of immigration via consultation with Congress, civil society, international organizations, the private sector, other U.S. Departments and Agencies, and governments across the SWB-IMZ.</li> <li>CBP temporary holding capability increased based on migrant flow.</li> <li>DHS adjusts operations based on situation.</li> <li>Reporting continues.</li> </ul>	<p>facilities/capabilities demobilize as appropriate.</p> <ul style="list-style-type: none"> <li>DHS adjusts operations based on lessons learned.</li> <li>Reporting terminates.</li> </ul>

Subject	Phase 1: Initial Influx	Phase 2: Major Influx	Phase 3: Mass Irregular Migration	Phase 4: Transition to Steady-State
	<ul style="list-style-type: none"> <li>DHS via SCO, general staff will initiate key strategic communication efforts designed to prevent and respond to irregular migration to the United States.</li> <li>Enhancement of internal communications/information technology infrastructure.</li> <li>Augmentation of response efforts with additional resources (DHS Volunteer Force, homeland security enterprise partners, Law Enforcement assistance, etc.).</li> <li>Application of recent lessons learned and best practices.</li> <li>Reporting from SWAG to general staff begins.</li> <li>Enhanced outreach with federal, state, local, volunteer, and international partners.</li> </ul>	<p>federal-to-federal support agreements to develop interim and long-term solutions as appropriate to affect a rapid expansion of transportation, facility, medical, and processing capabilities for CBP and ICE in the SWB-IMZ main area of operations.</p> <ul style="list-style-type: none"> <li>SRO will establish a Joint Information Center for the development and implementation of a supporting strategic communications plan.</li> <li>SRO will engage with Department of Justice (DOJ) to increase Executive Office for Immigration Review judge capabilities to reduce case backlog.</li> <li>DHS adjusts operations based on situation. Including having the ability to shift transportation assets, leveraging enhanced internal communications and information technology infrastructure to support operations, possessing the ability to expand or compress augmentation across the area of operations when required, increase, or decrease additional resources as required, and continued engagement with international partners to deter/reduce flow based on operational success.</li> </ul>		
<b>Oversight</b>	<ul style="list-style-type: none"> <li>Strategic: S1</li> <li>Operational: SWB SCO/SRO &amp; Component Heads</li> </ul>	<ul style="list-style-type: none"> <li>Strategic: S1</li> <li>Operational: SWB SCO/SRO &amp; Component Heads</li> </ul>	<ul style="list-style-type: none"> <li>Strategic: S1</li> <li>Operational: SWB SRO &amp; Component Heads</li> </ul>	<ul style="list-style-type: none"> <li>Strategic: S1</li> <li>Operational: Component Heads</li> </ul>
<b>Phase Ends</b>	When Directed	When Directed	When Directed	When Directed

Subject	Phase 1: Initial Influx
<b>Phase Begins</b>	The Plan will begin execution upon Direction by the Secretary.
<b>Threat</b>	<input type="checkbox"/> Irregular migration levels strain DHS humane management capacity in the SWB area of operations. <input type="checkbox"/> >75% to 100% (7,500-15,000) pre-COVID capacity across all SWB sectors/field offices.
<b>International</b>	<input type="checkbox"/> Leverage current relationships (Attachés, Sector Security Assistance, etc.) and existing agreements to set the stage for Plan implementation (All).
<b>Key Secretary Decisions &amp; Actions.</b> <i>Decisions and actions that the Secretary may decide to implement in any of the phases of this plan—these are listed with the understanding that they present a scalable menu of decisions and actions.</i>	<input type="checkbox"/> Consistent with Phase II of this Plan, begin coordinating the federal response consistent with HSPD-5. Seeking a formal designation of the Secretary’s HSPD-5 coordination responsibilities at the outset is not required; however, an official designation from the President that the Secretary is executing HSPD-5 responsibilities would likely increase interagency support for and participation in the Department’s overall coordination efforts. <input type="checkbox"/> Designate SWB SCO with core cadre of a general staff and MAG-P (S1 or S2). <input type="checkbox"/> Approve use of DHS Volunteer Force for SWB contingency support (S1, S2 or designee). <input type="checkbox"/> Approve development and submission of federal-to-federal support agreements by the SCO, general staff, MAG-P for all supporting Departments and Agencies (S1, S2 or designee). <input type="checkbox"/> Conduct press conference to address migration events and dissuade mass irregular migration formation (S1, S2 or designee). <input type="checkbox"/> Coordinate with White House/ NSC on national mitigation efforts to include seeking Emergency Declarations and Supplemental funding (S1, S2 or designee). <input type="checkbox"/> Coordinate with DOS, UN, and foreign governments on mitigation efforts and messaging across the SWB Security and Immigration Enforcement Zone (S1, S2 or designee). <input type="checkbox"/> Designate CBP as the lead Component for SWB migration efforts (S1, S2 or designee). <input type="checkbox"/> Direct SLG, DMAG or CTAB meeting(s) as needed to ensure Departmental support to the Plan execution (S1, S2 or designee). <input type="checkbox"/> Direct NICCL or SICCL Call(s) (OPA, transition to JIC once the SCO/SRO, general staff, MAG-P established) (S1, S2 or designee). <input type="checkbox"/> Direct DHS Components to provide support to the SCO, general staff, and MAG-P. <input type="checkbox"/> Engage with Cabinet (Principles or Deputies) to implement whole of Western-Hemisphere Approach effort (S1 or S2). <input type="checkbox"/> Engage with Governors of SWB states most likely to be impacted about mitigation efforts (TX, AZ, NM, CA) (S1, S2 or designee). <input type="checkbox"/> Engage with Western Hemisphere states most likely to be impacted about mitigation efforts (S1 or designee). <input type="checkbox"/> Engage with the IO and NGO leadership to address the root causes of migration (S1, S2 or designee). <input type="checkbox"/> Engage with the United States Trade Representative, the Secretary of Commerce, and the Secretary of Labor to ensure compliance with EO 14010 efforts.

Subject	Phase I: Initial Influx
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Expand efforts to redirect, disrupt, and delay Coordinated Migrant Activity and irregular migration formation by increasing legal migration and seasonal labor options and availability (S1, S2 or designee).</li> <li><input type="checkbox"/> Request HHS declare a Public Health Emergency when appropriate (S1, S2 or designee).</li> <li><input type="checkbox"/> In coordination with HHS, deploy assets from the Strategic National Stockpile (SNS) or seek further delegation of Defense Production Act (DPA) authority, as needed (S1, S2 or designee).</li> <li><input type="checkbox"/> Request external Departments and Agencies augment DHS SWB the SCO, general staff, and MAG-P (S1, S2 or designee).</li> <li><input type="checkbox"/> Take other action to support the Plan as needed.</li> </ul>
<p><b>DHS HQ Actions</b></p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Augment SCO, general staff, and MAG-P and provide direct support as required by the Plan (All DHS Components and Offices).</li> <li><input type="checkbox"/> Activate the JIC within the general staff, and MAG-P (OPA).</li> <li><input type="checkbox"/> Continue to expand DHS capacity for UAC, Family Units, and Single Adults to meet mass irregular migration needs (SCO/SRO, general staff, and MAG-P, CBP, and supporting Components and Offices).</li> <li><input type="checkbox"/> Coordinate DHS irregular migration prevention and response support to CBP, providing operational oversight for implementation of the Plan (SCO/SRO).</li> <li><input type="checkbox"/> Establish Volunteer Force roster to expedite deployment when appropriate (MGMT) and volunteers alerted/trained for deployment with little or no notice.</li> <li><input type="checkbox"/> Request DOS assistance to address migration drivers and issues (PLCY).</li> <li><input type="checkbox"/> Request/transfer funding to the Immigration Emergency Fund (IEF) (MGMT).</li> <li><input type="checkbox"/> Request DOJ augment/increase EOIR capacity along SWB (PLCY).</li> <li><input type="checkbox"/> Request DOD support through pre-scripted federal-to-federal support agreements and RFA(s) (MIL and SCO, general staff, and MAG-Ponce established).</li> <li><input type="checkbox"/> Waive the Jones Act requirements to support prevention and response efforts, if appropriate (OGC and SCO, general staff, and MAG-Ponce established).</li> <li><input type="checkbox"/> Request support from NGOs to prevent and respond to increases in migrant flow (OPE and SCO/SRO, general staff, and MAG-Ponce established).</li> <li><input type="checkbox"/> Request emergency supplemental funding from Congress (MGMT and SCO, general staff, and MAG-Ponce established).</li> <li><input type="checkbox"/> Take other action to support the Plan, as needed.</li> <li><input type="checkbox"/> Facilitate the development of IT collaborative solutions and biometric and biographic technology enhancements (MGMT, OCIO Technology Integration Program and SCO, general staff, and MAG-P Strategic Operations Coordination, Technology and Data Branch)</li> </ul>
<p><b>Key CBP &amp; ICE</b></p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Provide SCO, general staff, and MAG-P senior leader and staff support as appropriate.</li> <li><input type="checkbox"/> Accelerate use of CBPOne across the entire SWB and throughout the Migration Chain (including with partner Nations).</li> </ul>

Subject	Phase 1: Initial Influx
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Develop pre-scripted support agreements with DOD and forward to MIL for review/action (CBP &amp; ICE).</li> <li><input type="checkbox"/> Establish transportation and holding surge capacity in all four SWB Corridors (CBP).</li> <li><input type="checkbox"/> Establish Component supporting operational coordinating/command structures (UCGs, EOCs, etc.) within the area of operations (CBP &amp; ICE).</li> <li><input type="checkbox"/> Increase custody transfers to ICE (CBP).</li> <li><input type="checkbox"/> Increase USBP capacity to issue NTAs (CBP).</li> <li><input type="checkbox"/> Establish processes to reduce remands to ICE (CBP).</li> <li><input type="checkbox"/> Enroll Family Units (FU) use SmartLink system and Single Adults use ankle bracelets (CBP &amp; ICE).</li> <li><input type="checkbox"/> Expand ATD co-location activities (ICE).</li> <li><input type="checkbox"/> Incentivize or modify case management from voluntary to mandatory for ATD enrollment.</li> <li><input type="checkbox"/> Use CBP OneApp upon termination of T-42 CDC order for primary or secondary inspection (CBP).</li> <li><input type="checkbox"/> Modify existing contracts and create new contracts to support migrant transportation, holding and medical requirements along the SWB.</li> <li><input type="checkbox"/> Submit capability and resource gaps to SCO, general staff, and MAG-P for action (CBP &amp; ICE).</li> <li><input type="checkbox"/> Take other action to support the Plan, as needed.</li> </ul>
<b>Key Component Actions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Provide SCO, general staff, and MAG-P senior leader and staff support as appropriate.</li> <li><input type="checkbox"/> Support DHS Volunteer Force requirements.</li> <li><input type="checkbox"/> Take other action to support the Plan as needed.</li> </ul>
<b>Reporting</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> DHS Component reporting continues through the NOC via established protocols.</li> <li><input type="checkbox"/> DHS SWB reporting begins.</li> </ul>
<b>Oversight</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Strategic: S1 and S2</li> <li><input type="checkbox"/> Operational: SWB SCO, general staff, and MAG-P &amp; Component Heads</li> <li><input type="checkbox"/> Tactical: Components</li> </ul>
<b>Phase Ends</b>	When Directed



Subject	Phase 2: Major Influx
<b>Phase Begins</b>	When Directed by the Secretary.
<b>Threat</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Irregular migration levels stress DHS humane management capacity in one or more locations in the SWB area of operations.</li> <li><input type="checkbox"/> &gt;100% pre-COVID Capacity (over 15,000) across all SWB sectors/field offices or a daily average of 5,000 encounters in a single sector over a 72-hour period.</li> </ul>
<b>International</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Expanded engagement with DOS and Western Hemisphere Partners.</li> </ul>
<b>DHS continues to execute actions from previous phase as appropriate.</b>	
<b>Key Secretary Decisions &amp; Actions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Continue SLG, DMAG, or CTAB meeting(s) (S1 or designee).</li> <li><input type="checkbox"/> Continue NICCL or SICCL Call(s) (OPA).</li> <li><input type="checkbox"/> Continue engagement with DOS assistance to address migration drivers and issues (PLCY).</li> <li><input type="checkbox"/> Continue engagement with DOJ to augment/increase EOIR capacity along SWB based on situation (PLCY).</li> <li><input type="checkbox"/> Continue engagement with DOD to support DHS capability shortfalls through support agreements and RFA(s) (MIL).</li> <li><input type="checkbox"/> Continue to engage with HHS to declare or rescind Medical Emergency based on the situation (S1 or designee).</li> <li><input type="checkbox"/> Continue to engage to address supplemental funding to Congress (MGMT).</li> <li><input type="checkbox"/> Request Components/external partners augment DHS SWB SCO/SRO, general staff, and MAG-P (S1 or designee).</li> <li><input type="checkbox"/> Engage CTOC and Counter-Smuggling and Trafficking Joint Organizations to ensure coordination.</li> <li><input type="checkbox"/> Deploy and expand DHS Volunteer Force based on situation.</li> <li><input type="checkbox"/> Develop additional pre-scripted support agreements and submit requests for additional capabilities and resources with DOD, DOJ, DOS, HHS and other Departments and Agencies as needed.</li> <li><input type="checkbox"/> Direct development of branch or sequel plan(s).</li> <li><input type="checkbox"/> Engage with the IO and NGO leadership for Hemispheric coordination and support.</li> <li><input type="checkbox"/> Engage with DOS to implement whole of Western-Hemisphere Approach effort.</li> <li><input type="checkbox"/> Modify or update NTAS Bulletin or Alert if needed (CT Coordinator).</li> </ul>
<b>Senior Response Official and GENERAL STAFF</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Redesignate the SCO as SRO. The Secretary-designated SCO becomes the Senior Response Official, supported by an interagency general staff and MAG-P, coordinates with all USG D&amp;A, and SLTT-P organizations involved with immigration and to direct coordination of DHS resource allocation and prioritization as the SRO.</li> </ul>

Subject	Phase 2: Major Influx
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Coordinate strategic resources – The SCO will be redesignated as an SRO to coordinate strategic resources allocation, prioritization, and intelligence and information sharing across the entirety of the USG to holistically address irregular migration.</li> <li><input type="checkbox"/> Continue coordinating DHS mass irregular migration prevention and response efforts and providing operational oversight for implementation of the Plan across the entirety of the SWB-IMZ.</li> </ul>
<b>DHS HQ Actions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Continue to provide support and staffing to the SCO/SRO, general staff, and MAG-P.</li> <li><input type="checkbox"/> Volunteer Force roster updated to expedite deployment when appropriate (MGMT).</li> </ul>
<b>CBP &amp; ICE</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Activate/adjust Component supporting operational coordinating/command structures (UCGs, EOCs, etc.) within the area of operations (CBP &amp; ICE).</li> <li><input type="checkbox"/> Update and identify capability gaps to SCO/SRO, general staff, and MAG-P for action (CBP &amp; ICE).</li> <li><input type="checkbox"/> Submit pre-scripted support agreements to DOD and forward to MIL for review/action (SCO/SRO, general staff, and MAG-P).</li> <li><input type="checkbox"/> Establish transportation and holding surge capacity in all four SWB Corridors (CBP).</li> <li><input type="checkbox"/> Take other action to support the Plan, as needed.</li> </ul>
<b>Key Component Actions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Provide SCO/SRO, general staff, and MAG-P senior leader and staff support as appropriate.</li> <li><input type="checkbox"/> Continue to support Volunteer Force requirements.</li> <li><input type="checkbox"/> Take other action to support the Plan as needed</li> </ul>
<b>Reporting</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> DHS Component reporting continues through the NOC via established protocols.</li> <li><input type="checkbox"/> DHS SWB reporting continues, and collection of lessons learned and best practices.</li> </ul>
<b>Oversight</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Strategic: S1 and S2.</li> <li><input type="checkbox"/> Operational: SWB SCO/SRO, general staff, and MAG-P &amp; Component Heads.</li> <li><input type="checkbox"/> Tactical: Components.</li> </ul>
<b>Phase Ends</b>	When Directed by the SCO/SRO in coordination with the Secretary.

Subject	Phase 3: Mass Irregular Migration
<b>Phase Begins</b>	When Directed by the SCO/SRO in coordination with the Secretary.
<b>Threat</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Irregular migration levels reach the mass irregular migration threshold, significantly impacting DHS humane management capacity across the SWB.</li> <li><input type="checkbox"/> &gt;100% pre-COVID capacity (over 15,000) across all SWB sectors/field offices and a daily average of 5,000 encounters in a single SWB sector/field office or a SWB wide daily average of 9,000 encounters over a 72-hour period.</li> </ul>
<b>International</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Expanded engagement with DOS and Western Hemisphere Partners.</li> </ul>
<b>DHS continues to execute actions from previous phase as appropriate.</b>	
<b>Key Secretary Decisions &amp; Actions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Deploy and expand DHS Volunteer Force based on situation.</li> <li><input type="checkbox"/> Develop, submit, and request additional capabilities via pre-scripted support agreements with USG.</li> <li><input type="checkbox"/> Direct development of branch or sequel plan(s).</li> <li><input type="checkbox"/> Modify or update NTAS Bulletin or Alert (CT Coordinator).</li> <li><input type="checkbox"/> Continue SLG, DMAG, or CTAB meeting(s) (S1 or designee).</li> <li><input type="checkbox"/> Continue NICCL or SICCL Call(s) (OPA).</li> <li><input type="checkbox"/> Continue engagement with DOS to address migration drivers and issues (PLCY).</li> <li><input type="checkbox"/> Continue engagement with DOJ to augment/increase EOIR capacity along SWB based on situation (PLCY).</li> <li><input type="checkbox"/> Continue engagement with DOD, DOS, DOJ, and HHS to support DHS border security and immigration enforcement capability shortfalls through pre-scripted support agreements (SCO/SRO, general staff, and MAG-P, MGMT and MIL).</li> <li><input type="checkbox"/> Continue to engage with HHS to declare or rescind Medical Emergency based on the situation (S1 or designee).</li> <li><input type="checkbox"/> Continue to engage to address supplemental funding to Congress (OLA &amp; MGMT).</li> <li><input type="checkbox"/> Request Components/external partners augment DHS SWB SCO/SRO, general staff, and MAG-P (S1 or designee).</li> <li><input type="checkbox"/> Engage CTOC and Counter-Smuggling and Trafficking Joint Organizations to ensure coordination.</li> <li><input type="checkbox"/> Engage with the IO and NGO leadership for Hemispheric coordination and support.</li> <li><input type="checkbox"/> Engage with DOS to implement whole of Western-Hemisphere Approach effort.</li> <li><input type="checkbox"/> Take other action to support the Plan, as needed.</li> </ul>
<b>DHS HQ Actions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> SCO/SRO augmented by SCO/SRO, general staff, and MAG-P continues coordinating DHS irregular migration prevention and response efforts and providing operational oversight for implementation of the Plan (SCO/SRO).</li> </ul>

Subject	Phase 3: Mass Irregular Migration
	<ul style="list-style-type: none"> <li><input type="checkbox"/> Volunteer Force roster updated to expedite deployment when appropriate (MGMT).</li> <li><input type="checkbox"/> Take other action to support the Plan as needed.</li> </ul>
<b>Key CBP &amp; ICE</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Activate/adjust Component supporting operational coordinating/command structures (UCGs, EOCs, etc.) within the area of operations (CBP &amp; ICE).</li> <li><input type="checkbox"/> Update and identify capability gaps to SCO/SRO, general staff, and MAG-P for action (CBP &amp; ICE).</li> <li><input type="checkbox"/> Submit pre-scripted support agreements to DOD and forward to MIL for review/action (SCO/SRO, general staff, and MAG-P).</li> <li><input type="checkbox"/> Establish transportation and holding surge capacity in all four SWB Corridors (CBP).</li> <li><input type="checkbox"/> Take other action to support the Plan, as needed.</li> </ul>
<b>Key Component Actions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Continue to support Volunteer Force requirements.</li> <li><input type="checkbox"/> Provide SCO/SRO, general staff, and MAG-P senior leader and staff support, as appropriate.</li> <li><input type="checkbox"/> Take other action to support the Plan, as needed.</li> </ul>
<b>Reporting</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> DHS Component reporting continues through established protocols.</li> <li><input type="checkbox"/> DHS SWB reporting continues, and collection of lessons learned and best practices.</li> </ul>
<b>Oversight</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Strategic: S1 and S2.</li> <li><input type="checkbox"/> Operational: SWB SCO/SRO, general staff, and MAG-P &amp; Component Heads.</li> <li><input type="checkbox"/> Tactical: Components.</li> </ul>
<b>Phase Ends</b>	When Directed.

Subject	Phase 4: Transition to Steady-State
<b>Phase Begins</b>	When Directed by the SCO/SRO in coordination with the Secretary.
<b>Threat</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Irregular migration levels decrease due to effective humane response and, conditions return to steady state</li> <li><input type="checkbox"/> Return to less than 75% pre-COVID capacity (7,500) across all SWB sectors/field offices.</li> </ul>

Subject	Phase 4: Transition to Steady-State
<b>International</b>	<input type="checkbox"/> Continued engagement with DOS and Western Hemisphere Partners to build on success of and future surge/mass irregular migrations to the U.S. SWB.
<b>DHS continues to execute actions from previous phase as appropriate.</b>	
<b>Key Secretary Decisions &amp; Actions</b>	<input type="checkbox"/> Approve redeployment/compression of DHS Volunteer Force based on situation. <input type="checkbox"/> Approve redeployment of non-DHS capabilities to parent organizations (DOD). <input type="checkbox"/> Direct development of branch or sequel plan(s). <input type="checkbox"/> Modify or update NTAS Bulletin or Alert (CT Coordinator). <input type="checkbox"/> Reduce/terminate SLG, DMAG, or CTAB meeting(s) (S1 or designee). <input type="checkbox"/> Reduce/terminate NICCL or SICCL Call(s) (OPA). <input type="checkbox"/> Continue to engage with DOS and the IO and NGO leadership to implement whole of Western-Hemisphere Approach to stem irregular migration through prevention and response strategies. <input type="checkbox"/> Continue engagement with DOS assistance to address migration drivers and issues (PLCY). <input type="checkbox"/> Inform DOJ to EOIR augmentation is no longer required along SWB based on situation (PLCY). <input type="checkbox"/> Engage to address supplemental funding to Congress if appropriate (MGMT). <input type="checkbox"/> Continue to engage with IO and NGOs to deter migrant flows (PLCY). <input type="checkbox"/> Take other action to support the Plan, as needed.
<b>DHS HQ Actions</b>	<input type="checkbox"/> SCO/SRO, general staff, and MAG-P begin demobilizing efforts and transition operational coordination back to steady-state conditions. <input type="checkbox"/> Volunteer Force volunteers return to parent organizations (MGMT). <input type="checkbox"/> Take other action to support the Plan as needed.
<b>Key CBP &amp; ICE</b>	<input type="checkbox"/> Deactivate/demobilize Component supporting operational coordinating/command structures (UCGs, EOCs, etc.) within the area of operations (CBP & ICE) based on the situation. <input type="checkbox"/> Transition additional capabilities (transportation, holding, medical) to pre-crisis conditions, as appropriate. <input type="checkbox"/> Deactivate transportation and holding surge capacity in all four SWB Corridors (CBP). <input type="checkbox"/> Capture lessons learned and best practices. <input type="checkbox"/> Take other action to support the Plan, as needed.
<b>Key Component Actions</b>	<input type="checkbox"/> Capture lessons learned and best practices. <input type="checkbox"/> Take other action to support the Plan as needed.

Subject	Phase 4: Transition to Steady-State
<b>Reporting</b>	<input type="checkbox"/> DHS Component reporting continues through established protocols. <input type="checkbox"/> DHS SWB reporting terminates and reporting returns to steady state.
<b>Oversight</b>	<input type="checkbox"/> Strategic: S1 and S2. <input type="checkbox"/> Operational: Component Heads. <input type="checkbox"/> Tactical: Components.
<b>Phase Ends</b>	When Directed.

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**Annex E: Executive Order 14010 Strategic Requirements**

**1. Purpose.** The purpose of this annex is to provide information on the requirements of Executive order 14010 which was published in the Federal Register on February 5. *Executive Order 14010—Creating a Comprehensive Regional Framework to Address the Causes of Migration, To Manage Migration Throughout North and Central America, and To Provide Safe and Orderly Processing of Asylum Seekers at the United States Border.* When designated the SCO/SRO, general staff, and MAG-P will facilitate the operationalizing of these strategic requirements.

**2. References.** SEE Annex X.

- a. Executive Order 14010, Creating a Comprehensive Regional Framework to Address the Causes of Migration, To Manage Migration Throughout North and Central America, and To Provide Safe and Orderly Processing of Asylum Seekers at the United States Border
- b. CBP SWB Contingency Plan

**3. Execution.**

**a. Key Concepts:**

- 1) Combating corruption, strengthening democratic governance, and advancing the rule of law.
- 2) Promoting respect for human rights, labor rights, and a free press.
- 3) Countering and preventing violence, extortion, and other crimes perpetrated by criminal gangs, trafficking networks, and other organized criminal organizations.
- 4) Combating sexual, gender-based, and domestic violence.
- 5) Addressing economic insecurity and inequality.
- 6) Consulting and collaborating with the office of the United States Trade Representative, the Secretary of Commerce, and the Secretary of Labor to evaluate compliance.

**b. The Collaborative Migration Management Strategy** shall identify and prioritize actions to strengthen cooperative efforts to address migration flows, including by expanding and improving upon previous efforts to resettle throughout the region those migrants who qualify for humanitarian protection. To support the development of the Collaborative Management Strategy, the United States Government shall promptly begin consultations with civil society, the private sector, international organizations, and governments in the region, including the Government of Mexico. These consultations should address:

- 1) The continued development of asylum systems and resettlement capacities of receiving countries in the region, including through the provision of funding, training, and other support.
- 2) The development of internal relocation and integration programs for internally displaced persons, as well as return and reintegration programs for returnees in relevant countries of the region.
- 3) Humanitarian assistance, including through expansion of shelter networks, to address the immediate needs of individuals who have fled their homes to seek protection elsewhere in the region.

**4. Requirements.** *(These actions require verification of completion)*

**A. The Secretary of Homeland Security shall:**

- 1) Consider taking all appropriate actions to reverse the 2017 decision rescinding the Central American Minors (CAM) parole policy and terminating the CAM Parole Program, see

"Termination of the Central American Minors Parole Program," 82 Fed. Reg. 38,926 (August 16, 2017), and consider initiating appropriate actions to reinstitute and improve upon the CAM Parole Program.

- 2) Consider promoting family unity by exercising the Secretary's discretionary parole authority to permit certain nationals of the Northern Triangle who are the beneficiaries of approved family-sponsored immigrant visa petitions to join their family members in the United States, on a case-by-case basis.
  - 3) Evaluate and implement measures to enhance access for individuals from the Northern Triangle to visa programs, as appropriate and consistent with applicable law.
  - 4) Review and determine whether to terminate or modify the program known as the Migrant Protection Protocols (MPP), including by considering whether to rescind the Memorandum of the Secretary of Homeland Security titled "Policy Guidance for Implementation of the Migrant Protection Protocols" (January 25, 2019), and any implementing guidance. In coordination with the Secretary of State, the Attorney General, and the Director of CDC, the Secretary of Homeland Security shall promptly consider a phased strategy for the safe and orderly entry into the United States, consistent with public health and safety and capacity constraints, of those individuals who have been subjected to MPP for further processing of their asylum claims.
  - 5) Review and consider whether to modify, revoke, or rescind the designation titled "Designating Aliens for Expedited Removal," 84 Fed. Reg. 35,409 (July 23, 2019), regarding the geographic scope of expedited removal pursuant to INA section 235(b)(1), 8 U.S.C. 1225(b)(1), consistent with applicable law. The review shall consider our legal and humanitarian obligations, constitutional principles of due process and other applicable law, enforcement resources, the public interest, and any other factors consistent with this order that the Secretary deems appropriate. If the Secretary determines that modifying, revoking, or rescinding the designation is appropriate, the Secretary shall do so through publication in the Federal Register.
  - 6) Cease implementing the "Prompt Asylum Case Review" program and the "Humanitarian Asylum Review Program" and consider rescinding any orders, rules, regulations, guidelines, or policies implementing those programs.
- B. The Secretary of State and the Secretary of Homeland Security** shall review mechanisms for better identifying and processing individuals from the Northern Triangle who are eligible for refugee resettlement to the United States.
- 1) Consideration shall be given to increasing access and processing efficiency.
  - 2) Identify and implement all legally available and appropriate forms of relief to complement the protection afforded through the United States Refugee Admissions Program.
  - 3) The Secretary of State and Secretary of Homeland Security shall submit a report to the President with the results of the review.
- C. The Secretary of Homeland Security and the Director of the Centers for Disease Control and Prevention (CDC), in coordination with the Secretary of State,** shall promptly begin consultation and planning with international and non-governmental organizations to develop policies and procedures for the safe and orderly processing of asylum claims at United States land borders, consistent with public health and safety and capacity constraints.
- D. The Secretary of HHS and the Director of CDC, in consultation with the Secretary of Homeland Security,** shall promptly review and determine whether termination, rescission, or modification of the following actions is necessary and appropriate: "Order Suspending the Right To



Introduce Certain Persons From Countries Where a Quarantinable Communicable Disease Exists," 85 Fed. Reg. 65,806 (October 13, 2020); and "Control of Communicable Diseases; Foreign Quarantine: Suspension of the Right to Introduce and Prohibition of Introduction of Persons into United States from Designated Foreign Countries or Places for Public Health Purposes," 85 Fed. Reg. 56,424 (September 11, 2020) (codified at 42 C.F.R. 71.40).

- E. **The Secretary of Homeland Security, in consultation with the Attorney General, the Secretary of Health and Human Services (HHS), and the Director of CDC,** shall promptly begin taking steps to reinstate the safe and orderly reception and processing of arriving asylum seekers, consistent with public health and safety and capacity constraints.
- F. **The Attorney General and the Secretary of Homeland Security**
- 1) Review and determine whether to rescind the interim final rule titled "Aliens Subject to a Bar on Entry Under Certain Presidential Proclamations; Procedures for Protection Claims," 83 Fed. Reg. 55,934 (November 9, 2018), and the final rule titled "Asylum Eligibility and Procedural Modifications," 85 Fed. Reg. 82,260 (December 17, 2020), as well as any agency memoranda or guidance that were issued in reliance on those rules.
  - 2) Review and determine whether to rescind the interim final rule titled "Implementing Bilateral and Multilateral Asylum Cooperative Agreements Under the Immigration and Nationality Act," 84 Fed. Reg. 63,994 (November 19, 2019), as well as any agency memoranda or guidance issued in reliance on that rule. In the interim, the Secretary of State shall promptly consider whether to notify the governments of the Northern Triangle that, as efforts to establish a cooperative, mutually respectful approach to managing migration across the region begin, the United States intends to suspend and terminate the following agreements:
    - a) Agreement Between the Government of the United States of America and the Government of the Republic of Guatemala on Cooperation Regarding the Examination of Protection Claims," 84 Fed. Reg. 64,095 (July 26, 2019).
    - b) "Agreement Between the Government of the United States of America and the Government of the Republic of El Salvador for Cooperation in the Examination of Protection Claims," 85 Fed. Reg. 83,597 (September 20, 2019).
    - c) "Agreement Between the Government of the United States of America and the Government of the Republic of Honduras for Cooperation in the Examination of Protection Claims," 85 Fed. Reg. 25,462 (September 25, 2019).
- G. **The Secretary of Homeland Security, with support from the United States Digital Service within the Office of Management and Budget,** shall promptly begin a review of procedures for individuals placed in expedited removal proceedings at the United States border. Within 120 days of the date of this order, the Secretary of Homeland Security shall submit a report to the President with the results of this review and recommendations for creating a more efficient and orderly process that facilitates timely adjudications and adherence to standards of fairness and due process.
- H. **The Attorney General and the Secretary of Homeland Security shall:** *(These actions require verification of completion)*
- 1) **By 02 August 2021,** conduct a comprehensive examination of current rules, regulations, precedential decisions, and internal guidelines governing the adjudication of asylum claims and determinations of refugee status to evaluate whether the United States provides protection for those fleeing domestic or gang violence in a manner consistent with international standards (DHS PLCY must verify completion and impact).

- 2) **By 02 November 2021**, promulgate joint regulations, consistent with applicable law, addressing the circumstances in which a person should be considered a member of a "particular social group," as that term is used in 8 U.S.C. 1101(a)(42)(A), as derived from the 1951 Convention relating to the Status of Refugees and its 1967 Protocol (DHS PLCY must verify completion and impact).

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**Annex G: Glossary**

SELECTED ACRONYMS	
ACRONYM	DEFINITION
AARs	After Action Reviews
AMCIT	American Citizen
CAT	DHS Crisis Action Team
CBP	United States Customs and Border Protection
CBRNE	Chemical, Biological, Radiological, Nuclear or Explosive
CIR	Critical Information Requirement
CMO	Chief Medical Officer
CONUS	Contiguous United States
CRCL	Office for Civil Rights and Civil Liberties
CWMD	Countering Weapons of Mass Destruction Office
DHS	United States Department of Homeland Security
DOD	United States Department of Defense
DOJ	United States Department of Justice
DOS	United States Department of State
DOT	United States Department of Transportation
EOC	Emergency Operations Center
ERO	ICE/Enforcement and Removal Operations
eTD	Electronic Travel Documents
FAA	Federal Aviation Administration
FAMS	Federal Air Marshal Service
FEMA	Federal Emergency Management Agency

FIER	Federal Interagency Emergency Repatriation Workgroup
FOUO	For Official Use Only
HHS	United States Department of Health and Human Services
HSIN	Homeland Security Information Network
I&A	Office of Intelligence and Analysis
ICE	United States Immigration and Customs Enforcement
INA	Immigration and Nationality Act
JIAG	Joint Incident Advisory Group
JIC	Joint Information Center
JTF	Joint Task Force
JTF-E	Joint Task Force-East
JTF-I	Joint Task Force-Investigations
JTF-W	Joint Task Force-West
LNO	Liaison Officer
LPR	Lawful Permanent Resident
MAG-P	Multi-Agency Group Policy Committee
MEFs	Mission Essential Functions
MIL	Military Advisor's Office
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NCR	National Capital Region
NIMS	National Incident Management System
NOC	National Operations Center
NSC	National Security Council
OCHCO	Office of the Chief Human Capital Officer

OCONUS	Outside of Contiguous United States
OLA	Office of Legislative Affairs
OPA	Office of Public Affairs
OPS	Office of Operations Coordination
ORR	Office of Refugee Resettlement
PLCY	Office of Strategy, Policy, and Plans
POC	Point of Contact
PPE	Personal Protective Equipment
PRIV	Privacy Office
SCF	Surge Capacity Force
SITREP	Situation Report
SLC	Senior Leadership Council
SME	Subject Matter Expert
SPOD	Seaport of Debarkation
TCO	Transnational Criminal Organization
TCN	Third Country National
TECC	Theater Evacuation Coordination Cell
TSA	Transportation Security Administration
TVPRA	Trafficking Victims Protection Reauthorization Act
USCG	United States Coast Guard
USCIS	United States Citizenship and Immigration Services
USG	United States Government
USNORTHCOM	United States Northern Command

**SELECTED GLOSSARY OF TERMS**

**Alien** (generally replaced by **Noncitizen** except when citing existing language from law or policy) - Any person not a citizen or national of the United States. "Foreign national" is a synonym and used outside of statutes when referring to noncitizens of the U.S.

**Application Support Center** - USCIS offices where applicants usually have their biometrics (such as fingerprints, photograph, and signature) taken.

**Asylee** - A foreign national in the United States or at a port of entry who is unable or unwilling to return to his or her country of nationality, or to seek the protection of that country because of persecution or a well-founded fear of persecution. Persecution or the fear thereof must be based on religion, nationality, membership in a particular social group or political opinion.

**Assessment** - 1. A continuous process that measures the overall effectiveness of employing joint force capabilities during military operations. 2. Determination of the progress toward accomplishing a task, creating an effect, or achieving an objective. 3. Analysis of the security, effectiveness, and potential of an existing or planned intelligence activity. 4. Judgment of the motives, qualifications, and characteristics of present or prospective employees or "agents." (JP 3-0) (US DoD)

**Biometrics** - The processes used to identify people based on their physical traits, including fingerprints, photograph, and signature.

**Board of Immigration Appeals (BIA)** - The highest administrative body within the Department of Justice that interprets and applies immigration law. The BIA hears appeals of decisions made by Immigration Judges (IJs). These decisions are binding unless overturned by the Attorney General or a federal circuit court.

**Capability Gap** - A difference in actual performance with potential or desired performance.

**Credible Fear** - Term referring to the standard of proof applied during the initial APSO interviews conducted for migrants processed for expedited removal who have expressed intent to apply for asylum or who have expressed fear of return to their countries of origin. Credible Fear interviews may be conducted at sea for migrants who have been interdicted or on land for migrants described above who have been placed in Expedited Removal proceedings. The Credible Fear standard is lower than the Well-Founded Fear standard applied in making asylum determinations in the United States and protection determinations at a non-domestic migrant processing facility. The statutory definition can be found at INA § 235 (b)(1)(B)(v).

**Credible Fear Interview** - An interview conducted by a USCIS asylum officer of an individual placed in expedited removal under INA Section 235(b) who expresses a fear of return to the country to which he or she has been ordered removed. The asylum officer will determine whether the individual has a credible fear of persecution or torture. Those who are found to have a credible fear of persecution or torture are then given an opportunity to seek asylum, withholding of removal or deferral of removal before an Immigration Judge. Those found not to have a credible fear of persecution or torture may request that an Immigration Judge review the negative credible fear determination. If an individual does not request review by the Immigration Judge or the Immigration Judge upholds the negative determination, the

<p>individual may be removed from the United States. If the Immigration Judge reverses the negative credible fear finding, the individual will be placed in proceedings before an Immigration Judge for a determination on asylum, withholding of removal or deferral of removal. May change with the Asylum Officer rule implementation. Once in effect, asylum officers will adjudicate applications for asylum in lieu of placement in 240 removal proceedings.</p>
<p><b>Critical Information Requirement (CIR):</b> Information requirements identified by the leader of the organization as being critical in facilitating timely information management and the decision-making process that affect successful mission accomplishment.</p>
<p><b>Deportation/Removal</b> - People subject to a final order of removal, who can be deported include noncitizens (including lawful permanent residents) with criminal convictions; visa overstays; refugee/asylum seekers; and those who entered without inspection (for example, by crossing the border unlawfully). Once removed, a noncitizen faces legal bars for a period that prevent his or her return or sometimes they are permanently barred.</p>
<p><b>Executive Office for Immigration Review (EOIR)</b> - The agency within the Department of Justice that administers all Immigration Courts, including those inside the detention centers, and the BIA. It is a separate agency from ICE, which is in the Department of Homeland Security. EOIR judges determine defensive asylum claims and other claims for relief or protection from removal during removal proceedings.</p>
<p><b>Family Unit (Family Units)</b> – A non-United States citizen child or children, all under the age of eighteen, accompanied by their noncitizen adult parent(s) or legal guardian(s).</p>
<p><b>Flores Settlement Agreement</b> - The Flores Settlement Agreement refers to a nationwide settlement of litigation that set standards for DHS detention and release of noncitizen children. In 1997, the U.S. government reached an agreement known as the Flores Settlement Agreement, which arose out of Flores v. Reno, a 1987 California case. It requires that minors in INS custody must be housed in facilities that meet certain standards, including state standards for housing and care of dependent children. The settlement also establishes state licensing authority over detention facilities and defines a “licensed program” as any program, agency or organization that is licensed by an appropriate state agency to provide residential, group or foster care services for dependent children.</p>
<p><b>Homeland Security Enterprise</b> – one DHS, one enterprise, a shared vision, with integrated results-based operations, the collective efforts, and shared responsibilities to maintain critical homeland security. Includes federal, state, local, tribal, and territorial governments; non-governmental, private-sector, and international partners; and individuals, families, and communities. DHS Instruction 252-06-002 - Department Reporting Requirements Instruction. <a href="https://collibra.dhs.gov/domain/ecd9b43f-92cd-4c92-9530-1c1a43791b0f">https://collibra.dhs.gov/domain/ecd9b43f-92cd-4c92-9530-1c1a43791b0f</a></p>
<p><b>ICE Family Residential Centers</b> - ICE oversees a Family Residential Program, which houses non-criminal residents in a family-friendly, shelter-like setting.</p>
<p><b>Immigration and Nationality Act</b> - An act of Congress that, along with other immigration laws, treaties, and conventions of the United States, relates to the immigration, temporary admission, naturalization, and removal of foreign nationals.</p>

<p><b>Inadmissibility</b> - Not being allowed to lawfully enter the United States or obtain a visa abroad based on acts or conduct that is listed as an inadmissibility ground in section 212 of the Immigration and Nationality Act.</p>
<p><b>Influx</b> - An arrival or entry of large numbers of illegal undocumented migrants that exceeds the capacity of normal operations.</p>
<p><b>Irregular Migration</b> – non-seasonal migration occurring due to disease (COVID-19), extreme weather, severe economic decline, economic inequality, pervasive crime, and corruption, that has diverted critical resources from healthcare and education, and public wellbeing.</p>
<p><b>Lawful Permanent Resident</b> - Any person not a citizen of the United States who is living in the U.S. under legally recognized and lawfully recorded permanent residence as an immigrant. Also known as “permanent resident alien,” “resident alien permit holder,” and “Green Card holder.”</p>
<p><b>Notice to Appear (NTA)</b> - Charging documents that DHS issues to non-citizens to allege inadmissibility or removability and subsequently initiate Section 240 Removal Proceedings with EOIR.</p>
<p><b>Non-Protected Migrant</b> - Migrant interviewed by USCIS and determined not to merit the protection of the United States Government. Such undocumented migrants that were interdicted at sea outside the territory of the U.S. are repatriated to their countries of origin when appropriate and feasible.</p>
<p><b>Mass Irregular Migration</b> – A migration event, either voluntary or forced, involving the displacement of large groups of people from one or more geographic area to another. Mass irregular migration is generally brought on by a desire by the migrants to seek improved quality of life, to escape persecution and violence, or as the result of a natural disaster. An irregular migration is considered mass when it surpasses the normal seasonal flow of migration to the receiving region by more than that regions’ capacity to absorb the influx without disruption. For the United States a mass irregular migration event is one that is very likely to pose a high risk to the capacity of the Government to secure and manage the borders, enforce immigration law, prevent terrorism, and ensure resilience.</p>
<p><b>Mass migration</b> - "Mass migration" is a term of art under EO 13276 that refers to "a migration of undocumented aliens that is of such magnitude and duration that it poses a threat to the national security of the United States, as determined by the President."</p>
<p><b>Medical Screening</b> - A screening performed by a medical or non-medical person looking for obvious signs of illness or injury and asking about any health concerns. In particular, the screen is intended to recognize signs or symptoms consistent with the Center for Disease Control definition of communicable diseases of public health concern significance under 42 C.F.R. § 34.2 and to address medical complaints identified by the person being screened.</p>
<p><b>Migrant</b> - A person who leaves his/her country of origin to seek residence in another country. For the purposes of this Plan, “migrant” refers to Unaccompanied Children, Family Units, and Single Adults when no distinction between the three types of migrant is required.</p>
<p><b>Parolee</b> -A non-citizen to whom the Attorney General has granted a temporary stay or release for urgent humanitarian reasons or significant public benefit purposes and who can be detained at any time.</p>



<p><b>Processing Facility</b> - A temporary location, not a detention facility, established to receive undocumented migrants from Transfer Points (TP) and Law Enforcement Detachment units (LEDET) and prepare the undocumented migrants for relocation to detention facilities, such as Contract Detention Facilities (CDF) or Migrant Transitional Facility (MTF). These processing facilities are charged with responsibilities of noncitizen file processing, conducting initial screenings identifying special interest noncitizens for further investigation, and transfer of noncitizens into the custody of detention personnel for relocation.</p> <p><b>Ports of Entry</b> - Any location in the United States or its territories that is designated as a point of entry for noncitizens and United States citizens. Conversely, “between the ports” refers to the land border area between the official ports of entry is the responsibility of United States Border Patrol (USBP).</p>
<p><b>Reasonable Fear Interview</b> - An interview conducted by a USCIS asylum officer of an individual ordered removed under either Section 238(b) or Section 241(a)(5) of the INA who expresses a fear of return to the country to which he or she has been ordered removed. The asylum officer will determine whether the individual has a reasonable fear of persecution or torture. Those who are found to have a reasonable fear of persecution or torture are then given an opportunity to seek withholding of removal or deferral of removal before an Immigration Judge. Those found not to have a reasonable fear of persecution or torture may request that an Immigration Judge review the negative reasonable fear determination. If an individual does not request review by the Immigration Judge or the Immigration Judge upholds the negative determination, the individual may be removed from the United States. If the Immigration Judge reverses the negative reasonable fear finding, the individual will be placed in proceedings before an Immigration Judge for a determination on eligibility for withholding or deferral of removal only.</p>
<p><b>Refugees</b> - People seeking protection and a safe place to live outside their country of origin who is unable or unwilling to return because of past persecution and/or a well-founded fear of persecution on account of their race, religion, nationality, political opinion, or membership in a particular social group. Each year, a certain number of refugees are selected by the U.S. State Department to undergo several security screenings and enter the United States through the Refugee Resettlement Program.</p> <p>One year after arriving in the United States, a refugee can apply to become a lawful permanent resident (LPR), and after five more years, can apply for U.S. citizenship.</p>
<p><b>Risk</b> - Probability and severity of loss linked to hazards.</p>
<p><b>Safe Third Country Agreement</b> - A treaty between the United States and another government to better manage the flow of refugee claimants. Under the agreement, persons seeking refugee status must make their claim in the first country they arrive in, unless they qualify for an exception.</p>
<p><b>Single Adult(s)</b> - A noncitizen(s) 18 years of age or older traveling without his or her own minor child(ren).</p>
<p><b>Steady State</b> - Those operations which can be accomplished by an area’s organic resources without adversely impacting overall safety, security, and mission execution.</p>
<p><b>Temporary Protected Status (TPS)</b> – The secretary of the Department of Homeland Security may designate a foreign country for TPS due to conditions in that temporarily prevent the country’s nationals from returning safely, or in certain circumstances, where the country is unable to handle the return of its nationals adequately. TPS is a temporary benefit that does not lead to lawful permanent resident status or give any other immigration status. However, registration for TPS does not prevent a noncitizen from:</p>

- Applying for nonimmigrant status.
- Filing for adjustment of status based on an immigrant petition.
- Applying for any other immigration benefit or protection for which they may be eligible.

**Trafficking Victims Protection Reauthorization Act of 2008 (TVPRA)** - This act of 2008 directs additional activities to monitor, and combat forced labor and child labor in foreign countries contiguous to the United States. It applies to undocumented migrants who are apprehended at the border of the United States, at a United States port of entry, or within the United States. It specifies a different process for unaccompanied noncitizen children who are apprehended, with differing treatment depending on whether the UC is from a contiguous (i.e., Mexico or Canada) or non-contiguous country.

**Unaccompanied Children (UC)** - The term "unaccompanied child" means a child who, has no lawful immigration status in the United States, has not attained 18 years of age; and with respect to whom there is no parent or legal guardian in the United States, or no parent or legal guardian in the United States is available to provide care and physical custody.

**Undetermined Migrant** - Migrant interdicted at sea outside the territory of the U.S. who has not received a protection determination from USCIS.

**Voluntary Departure** - DHS or an Immigration Court may, in its discretion, allow a person to depart from the U.S. at his or her own expense in lieu of removal. DHS and/or the Immigration Court will set a finite period, usually about 120 days, to depart the U.S. If the person fails to depart, they will be subject to fines and a 10-year period of ineligibility for other forms of relief. Immigrants with aggravated felonies are ineligible for voluntary departure.

**Whole of Western Hemisphere Approach** - The United States, Central and South America and the Caribbean islands and surrounding waters that encompass the major transit corridor for illicit narcotics and are the primary source of irregular migration to the United States. The focus is upon the 35 independent states of the Americas that constitute the main governments in the Hemisphere and their relationship with the United States with regards to border security and immigration enforcement.

## Annex I: DHS SWB International Security Cooperation Architecture

1. **Purpose.** The purpose of this annex is to provide information, prescribe procedures, and assign responsibilities for the conduct of international engagement in coordination with the Senior Coordination/Response Official (SCO/SRO), general staff, and MAG-P, CBP SWAG/EOC and international groups associated with the *DHS SWB Irregular Mass irregular migration Contingency Plan*.
2. **References.** SEE ANNEX X.
3. **Execution.**
  - a. **Concept of the Operation.** See Base Plan and for SCO/SRO, general staff, and MAG-P see Annex A.
  - b. **General.** The DHS Secretary will designate an SCO/SRO to lead the Department's efforts to prevent and respond to irregular migration internationally in coordination with the Department of State (DOS). The SCO/SRO supported by a general staff, MAG-P, CBP SWAG/EOC will facilitate a Whole-of-Western Hemisphere approach to this mission by establishing joint UCG at select international locations.
  - c. **Secretary's Incident Priorities for International Engagement:** This Plan addresses irregular migration and its root causes as a system requiring a coordinated USG effort that is hemispheric in outlook. The priority for international engagement is to remain vigilant for spikes in irregular migration, protect the borders and approaches to the homeland and to enable lawful trade, travel, and immigration. The political stability and strong economy of the United States act as a magnet for migrants from underdeveloped countries globally. Many migrants are fleeing countries plagued by low economic growth, poverty, violence, and crime. In the SWB-IMZ migrants principally come from the Northern Triangle, but migration is growing to encompass most of South America, Africa, and South Asia. This Plan is aligned with the *U.S. Strategy for Addressing Root Causes of Migration in Central America*<sup>16</sup> and it focuses on increasing the United States capacity to protect the borders and ensure lawful trade, travel and immigration is not hindered by the advent of irregular migration.
  - d. **Secretary's Guidance for Preventing and Responding to Irregular Migration at the International-Level:** Coordinate USG Department and Agency requirements across the SWB-IMZ in coordination with DOS and other partners for the Main Area of Operations, CENTAM Area of Influence and other Western Hemisphere Areas of Interest.
  - e. **DHS Critical Functions Preventing and Responding to Irregular Migration Internationally:**
    - 1) Serve as the Lead Federal Agency (LFA) for domestic irregular migration.
    - 2) Support DOS, the LFA for international engagement regarding irregular migration.
    - 3) Under HSPD-5, provide the necessary coordination of irregular migration prevention and domestic response across the federal government.
      - Follow the Plan phased approach to build capacity and address irregular migration.
      - Coordinate with law enforcement components and agencies to identify and counter the root causes of irregular migration.
      - Coordinate strategic communications and keep the public informed about irregular migration.

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<sup>16</sup> This strategy acknowledges that irregular migration is difficult for the countries losing citizens, it is difficult for the countries receiving those foreign nationals, and it is difficult for the countries through which these migrants pass.

- Coordinate information sharing to produce a single common operating picture of irregular migration through the NOC's National Reporting structure.
  - Ensure coordinated irregular migration domestic response across the federal government.
- f. DHS must work alongside the DOS, DOD, DOJ and other USG and International partners to take preventive action and respond to irregular migration.**
- 1) Operationally, DHS will establish coordination capabilities at the U.S. Embassies in Mexico, Guatemala, and Colombia (or other select Regional Partner Nations) to better coordinate the sharing of intelligence information, craft and deliver messaging, and counter irregular migration root causes. DHS must work jointly to leverage and strengthen these existing relationships to address the rapidly rising irregular migration flows. Regional coordination capabilities will ensure the more efficient deployment of personnel and programs to support international partnerships critical to the Whole of Western Hemisphere approach. This layered approach includes outreach to countries all along the migration routes to improve conditions and reduce the causes and impacts of irregular migration. By working jointly, DHS and USG partners can make maximum use of immigration, governmental and security sector assistance programs. International government engagement should address three inter-related goals, the weight of which varies depending upon the country:
    - Improvement of Economic Infrastructure.
    - Enhancement of Shared Border Control of Migration Routes.
    - Effective Shared Opportunity and Consequence Messaging.
- g. SCO/SRO, general staff, and MAG-P, CBP SWAG/EOC, International Coordination.**
- 1) Ensure the coordination and integration of the inter-agency response to irregular migration involving U.S. interests across the Hemisphere SWB IEZ.
  - 2) Coordinate intergovernmental requirements for resource allocation and prioritization to ensure quick and decisive action to address irregular migration.
  - 3) Utilize the MAG-P, comprised of senior interagency representatives who confer with the SCO/SRO on international event trends and root causes, to plan actions, capabilities, and resource allocation to take preventive action and respond to irregular migration.
  - 4) Support interagency partners and serve as a coordinator for DHS interagency irregular migration responses in support of DOS.
  - 5) Provide process guidance, expertise, and resources to DHS international coordination capabilities in support of coordinated federal responses to irregular migration.
  - 6) As necessary, establish international coordination capabilities, across the SWB-IMZ, and coordinate through the SCO/SRO and general staff to execute the Plan LOE more effectively and simultaneously and achieve a whole of government approach.
- h. Focus on Whole of Western Hemisphere.** The Plan is based on the idea that transnational problems require transnational solutions. The intent of this Plan is to provide the structure necessary to coordinate international public policies to prevent and respond to irregular migration while simultaneously seeking to improve economic and social conditions and provide opportunities for advancement to populations across the hemisphere to reduce the compulsion to migrate by:
- 1) Developing human talent.
  - 2) Creating more and better jobs.

- 3) Stimulating industrial and technology sectors.
- 4) Increasing access to credit and micro-credit.
- 5) Providing training for international liaisons and improving law enforcement communications.
- 6) Improving security, among other factors, so that the impulse to migrate is reduced.

#### 4. Coordinating Instructions.

- a. SCO/SRO in coordination with DHS HQ, and DHS Components and Offices (CBP, ICE, USCIS, USCG, PLCY); DOS, DOD, DOJ, other Departments and Agencies as required.
  - 1) Promote Irregular Migration Containment at The Hemispheric level.
    - a) Pay due regard for the multi-dimensional nature of migration and regional differences.
    - b) Include the topic of migration in discussions on trade and economic integration.
    - c) Establish linkages with sub regional processes, such as the Regional Conference on Migration and the South American Conference on Migration, to exchange information on the migration phenomenon.
    - d) Promote cooperation with specialized international organizations, such as the International Organization of Migration (IOM).
    - e) Strengthen mechanisms for hemispheric cooperation to address the legitimate needs of migrants and take effective measures against trafficking in human beings.
    - f) Strengthen cooperation among states to address, with a comprehensive, objective, and long-term focus, the manifestations, origins, and effects of migration in the region.
    - g) Support programs of cooperation in immigration procedures for cross border labor markets and the migration of workers, both in countries of origin and destination, to enhance economic growth.
    - h) Enhance cooperation in education and training to mitigate adverse consequences of the movement of human capital from smaller and less developed states.
    - i) Establish cooperation among countries of origin, transit, and destination to ensure protection of the human rights of migrants.
    - j) Ensure immigration laws are enforced humanely and evenly across the SWB-IMZ.
  - 2) Support Diaspora Associations and Whole of Western Hemisphere Cooperation and Dialogue.
    - a) Reaffirm the sovereign right of each State to formulate and apply its own legal framework and policies for migration, including the granting of permission to migrants to enter, stay, or exercise economic activity, in full conformity with applicable international instruments relating to human rights and in a spirit of cooperation.
    - b) Protect the rights of all migrant workers and their families, consistent with each country's internal legal framework, by taking steps, in case they do not exist, to:
      1. Invite states to exchange best practices on establishing bilateral programs for migrant workers.
      2. Provide, with respect to working conditions, the same legal protection as for national workers.

3. Facilitate, as appropriate, the payment of full wages owed when the worker has returned to his/her country and allow them to arrange the transfer of their personal effects.
  4. Encourage the negotiation of bilateral or multilateral agreements, regarding the remission of social security benefits accrued by migrant workers.
  5. Protect all migrant workers and their families, through law enforcement and information campaigns, from becoming victims of exploitation and abuse from trafficking and smuggling.
  6. Prevent abuse and mistreatment of all migrant workers by employers or any authorities entrusted with the enforcement of migration policies and border control.
  7. Prevent exploitation of all migrant workers by criminal gangs and transnational criminal organizations.
  8. Encourage and promote respect for the cultural identity of all migrants.
- c) Develop comprehensive public policies, as appropriate, to:
1. Improve the effectiveness of their contribution to the social and economic development of communities of origin, as well as to strengthen interaction with host communities.
  2. Strengthen social inclusion of migrants.
  3. Counter marginalization, victimization.
  4. Address drivers of poverty.
  5. Respect their human rights.
  6. Reduce their vulnerable conditions at work.
  7. Advocate effective compliance of the principle of equality and non-discrimination at work in accordance with international instruments.
- 3) Coordinate International Migration Policies with DOS and Partner Nations.
- a) Increase Inter-American cooperation and dialogue to reduce and discourage undocumented migration as well as to promote migration processes in accordance with the legal system of each state and applicable international human rights and refugee laws.
  - b) Support the adoption of programs for orderly migration as a factor of economic and social development.
  - c) Strengthen dialogue at the national, sub-regional, and hemispheric levels on migration policies.
  - d) Recognize the pivotal role of employment and fair remuneration.
  - e) Adopt measures, policies, and programs to facilitate orderly and regular labor migration flows.
  - f) Regularize labor mobility programs in respect of each country's laws.
  - g) Respect the human rights of migrant workers and their families.
  - h) Promote conditions for decent and dignified work.
  - i) Respect the human rights of migrants, regardless of their immigration status.

- j) Observe labor laws including the principles and rights embodied in the Declaration on Fundamental Principles and Rights at Work.
  - k) Support the activities of the Inter-American Commission on Human Rights and the Special Rapporteur for Migrant Workers for the protection of migrant workers and their families.
  - l) Strengthen and establish collaboration mechanisms among countries of transit, origin, and reception of migrant workers in the Hemisphere to disseminate information on labor rights of migrant workers.
  - m) Ensure appropriate legal protections, defense of human rights, and safe and healthy labor conditions for migrants.
  - n) Strive to ensure that migrants have access to basic social services, consistent with each country's internal legal framework.
  - o) Reaffirm the commitments made in 1998 at the Santiago Summit concerning the respect for the human rights of migrants, including migrant workers and their families.
- 4) Strengthen Programs to Prevent and Fight Illicit Smuggling of Migrants and Trafficking in Persons, Particularly of Women, Children and Adolescents.
- a) Review and develop proposals to amend laws, where appropriate, against trafficking.
  - b) Render assistance and protection to victims of trafficking.
  - c) Promote cooperation among states in accordance with the Convention Against Transnational Organized Crime and its protocols on trafficking in persons and smuggling of migrants.
  - d) Strengthen our efforts to prevent and fight the smuggling of migrants and trafficking of persons, particularly of women, children, and adolescents.
  - e) Promote cooperation among states to that end, respecting and fully protecting their human rights.
  - f) Promote efforts to criminalize migrant smuggling and trafficking in persons across the hemisphere.
  - g) Assist partner nations with effectively enforcing national laws and regulations to confront migrant smuggling and trafficking in persons.
  - h) Strengthen institutions and the training of professional staff to be better positioned to investigate and prosecute the responsible parties, undertake prevention initiatives, as well as protect and assist the victims of these crimes.
  - i) Enhance cooperation in the fight against trafficking in persons, with the widest possible exchange of information among states concerning illegal trafficking networks, developing preventative campaigns on the dangers and risks faced by migrants with a view to eradicating this crime.
- 5) Promote Efforts to Develop Appropriate Policies on Savings and Investment Opportunities to Create Jobs.
- a) Promote efforts to develop sustainable means of livelihood, for the poorest and most vulnerable sectors.
  - b) Recognizing the positive aspects and benefits of orderly migration in countries of origin, transit and destination as a factor contributing to economic growth and national and regional development.

- c) Promote appropriate policies on migration, promote savings and investment opportunities to create jobs, and develop sustainable means of livelihood, for the poorest and most vulnerable sectors.
- d) Recognize remittances as an important source of capital in many countries of the Hemisphere.
- e) Promote efforts to reduce the regional average cost of these transfers through measures such as:
  - i) Promoting competition between the providers of these services.
  - ii) Eliminating regulatory obstacles and other restrictive measures that affect the cost of these transfers, as well as the use of new technologies, while maintaining effective financial oversight.
  - iii) Promoting cooperative mechanisms that simplify and speed up the transfer of migrant remittances and substantially reduce the costs of sending them.
  - iv) Expressing the importance of cooperation between countries of origin, transit, and destination.
  - v) Supporting voluntary initiatives designed by communities or individuals for the use of funds in investment and productive projects benefitting the general welfare in communities of origin.
- 6) Encourage Sharing of Statistical Information Systems and Foster the Sharing of Information and Best Practices.
  - a) Share using new information and communications technologies, with the aim of promoting the modernization of migration management.
  - b) Seek full respect for, and compliance with, the 1963 Vienna Convention on Consular Relations, especially as it relates to the right of nationals, regardless of their immigration status, to communicate with a consular officer of their own State in case of detention.
  - c) Promote migration processes in accordance with the national legal system of each State and applicable international human rights law.



**Annex M: Medical, DHS SWB Mass Irregular Migration Contingency Plan**

1. **Purpose.** The purpose of this annex is to provide information, prescribe procedures, and assign responsibilities for medical requirements associated with the *DHS SWB Mass Irregular Migration Contingency Plan*.
2. **References.** SEE ANNEX X.
  - a. Executive Order 14010
  - b. Strategy to Address the Root Causes of Migration in Central America
  - c. CBP SWB Contingency Plan
  - d. CBP Directive 2210-004 *Enhanced Medical Support Efforts*
3. **Execution.**
  - a. **Concept of the Operation.**

Subject	Phase 1: Initial Influx	Phase 2: Major Influx	Phase 3: Mass Irregular Migration	Phase 4: Transition to Steady-State
<b>Phase Begins</b>	When Directed by the Secretary	When directed by the Secretary.	When directed by the Secretary.	When directed by the Secretary.
<b>Medical Actions</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Identify medical personnel that need to be on site and medical intelligence reporting.</li> <li><input type="checkbox"/> Identify pre-scripted support agreements to develop and enact to support operations.</li> <li><input type="checkbox"/> ICE/IHSC provides medical services to individuals that have been detained and booked into custody prior to removal or release from ICE's custody.</li> <li><input type="checkbox"/> CBP, via contracted or partner support, will conduct the initial entry processing of migrants and identify migrants requiring medical assessment for potential or suspected health / medical issues.</li> <li><input type="checkbox"/> COVID testing must be done at encounter with CBP, before migrants arrive at ICE custody.</li> <li><input type="checkbox"/> UCs, Medical clearance, including screening, evaluation, and treatment, must be increased.</li> </ul> <ul style="list-style-type: none"> <li>• DHS is the lead federal agency (LFA) for the</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> CBP, will continue to provide medical screening and vaccinations of UC at ORR shelters.</li> <li><input type="checkbox"/> ICE/IHSC will continue to provide medical services to individuals that have been detained and booked into ICE's custody prior to removal or release from ICE's custody.</li> <li><input type="checkbox"/> CBP will request augmentation via support agreements and contracts to conduct medical assessments of incoming migrants at the POEs for medical issues and evaluate their need for further transport to a medical facility in the Main Area of Operations.</li> <li><input type="checkbox"/> UC referred for placement in ORR shelters on DOD installations (if utilized) must receive vaccinations and be medically cleared before transfer.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> CBP, will continue to provide UCs medical screening and vaccinations at ORR shelters.</li> <li><input type="checkbox"/> ICE/IHSC will continue to provide medical services to individuals that have been detained and booked into ICE's custody prior to removal or release from ICE's custody.</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Reduce to normal flow medical assets and re-assess best practices for the next surge.</li> </ul>

Subject	Phase 1: Initial Influx	Phase 2: Major Influx	Phase 3: Mass Irregular Migration	Phase 4: Transition to Steady-State
	initial encounter and processing of UCs. <ul style="list-style-type: none"> <li>HHS is the lead federal agency for UC care, while FEMA also coordinates federal support along.</li> </ul>			
<b>Oversight</b>	<ul style="list-style-type: none"> <li>Strategic: S1</li> <li>Operational: SWB SCO/SRO &amp; Component Heads</li> <li>DHS CMO coordinates the overall DHS medical and public health effort</li> </ul>	<ul style="list-style-type: none"> <li>Strategic: S1</li> <li>Operational: SWB SCO/SRO &amp; Component Heads</li> <li>The Chief Medical Officer</li> <li>general staff Medical Officer</li> </ul>	<ul style="list-style-type: none"> <li>Strategic: S1</li> <li>Operational: SWB SCO/SRO &amp; Component Heads</li> <li>The Chief Medical Officer</li> <li>general staff Medical Officer</li> </ul>	<ul style="list-style-type: none"> <li>Strategic: S1</li> <li>Operational: Component Heads</li> <li>The Chief Medical Officer</li> <li>general staff Medical Officer</li> </ul>
<b>Phase Ends</b>	When directed by SCO/SRO in coordination with Secretary.	When directed by SCO/SRO in coordination with Secretary.	When directed by SCO/SRO in coordination with Secretary.	When directed by SCO/SRO in coordination with Secretary.

**Figure M-1 Building Medical Capacity aligned to Plan Phasing**

**b. Coordination**

- 1) (CMO) serves as the principal advisor to the DHS Secretary on medical and public health issues.
- 2) Reporting: DHS via SCO/SRO general staff will coordinate USG support for DHS (CBP, ICE, USCG, etc.) medical needs. CBP, ICE, USCG each maintain responsibilities within their scope, related to the medical care of those arriving at the SW border or transferred into DHS custody.
- 3) DHS SWB general staff operations Section will maintain responsibility for medical related reporting. If sharing outside of DHS, there needs to be a sharing MOA in place with partners. Info sharing with state and local partners needs to be coordinated and specifically designated as to what can be shared.
- 4) Components provide medical assessment and treatment for migrants within their scope with potential urgent or emergency health/medical issues, once transported to a USBP station, designated processing center or ICE detention facility.
- 5) Assess the viability of expanding full time DHS medical care.
- 6) Coordinate contract support for assessments and treatment.
- 7) Develop pre-scripted federal-to-federal support agreements.

**c. Critical Resources**

- 1) *Medical Personnel* - Medical Personnel to conduct initial medical evaluation of detainees for CBP and once transported to an ICE facility for detention, as well as for ongoing evaluation and

treatment of detainees within ICE facilities in support of the IHSC. Worksheet for establishing general medical specialty and number of personnel is provided in Figure M-2.

- 2) *Facilities* – Provide adequate facilities to conduct medical operations for a sustained period.
- 3) *Support Services* – Provide staffing and resources for ancillary support of medical personnel to include administrative and facilities support.
- 4) *Equipment needs* – Provide ongoing fulfillment of necessary equipment, as well as replenishment of supplies and materials to conduct medical support.
- 5) *Transportation* – Provide transportation of personnel and patients to medical facilities from locations as necessary and applicable.
- 6) *Translation services* – Provide interpretation and translation services by those with medical experience in languages spoken by migrants, including indigenous languages.
- 7) *Logistics Support* – Provide ongoing logistical support to ensure adequate facilities, staffing and materiel.
- 8) *Communications infrastructure* – Provide necessary hardware, software, and support to ensure functional communications apparatus, to include telephone lines, radios, and connectivity, are in place.

<b>Term</b>	<b>Definition</b>
<b>APP</b>	Advanced Practice Provider typically physician assistant or nurse practitioner
<b>Physician</b>	M.D. or D.O.
<b>LPN/LVN</b>	Licensed Practical Nurse/Licensed Vocational Nurse
<b>RN</b>	Registered Nurse

<b>Specialty Requirements</b>	<b># Clinical Staff Required by Location</b>	<b># ICE Employee</b>	<b># Contract Staff</b>	<b># HHS Augment</b>	<b># Other</b>
APP	TBD				
Physician	TBD				
LPN/LVN	TBD				
RN	TBD				
<b>Total</b>					

**Figure M-2, Recording requirements**

**d. Caveats**

- a. *Security Clearances*: ICE will require a copy of each health care provider’s certificate of investigation that can be forwarded to ICE security for clearance to enter the secure facilities.

- b. *Credentialing*: Credentialing packages must be provided to ICE from each health care provider's respective agency in order that ICE Health Service Corps may credential providers to practice within the ICE facilities.
- c. *Training*: Health care providers will be required to document care in the ICE electronic patient care record system. ICE will provide requisite training on eCW (electronic health record). Each provider will receive one to two days of training on site.
- d. *System and Facility Access*: ICE will facilitate badging and eCW system access.
- e. **Health Care Specialties and workplace requirements are as follows:**
  - 1) Physicians (MDs or DOs), Advanced Practice Providers (APP), Licensed Practical Nurse/ Licensed Vocational Nurse (LPN/LVN), and Registered Nurse (RN).
  - 2) Ability to provide medical evaluation to identify any medical illness or injuries requiring treatment of detainees within ICE facilities, consistent with facility capabilities and standard of care.
  - 3) Common presentations: infectious disease, trauma, exertional injuries, environmental exposure, acute exacerbation of chronic conditions.
- f. **Coordination, Interagency (dependencies)**
  - 1) HHS/Office of Refugee Resettlement (ORR) - custody of UC.
  - 2) HHS/Assistant Secretary for Preparedness and Response (ASPR) – provide Public Health Service Officers (PHSOs) for medical assessment/treatment when requested through the Readiness Deployment Group.
  - 3) DOD as required and requested – medical personnel- for CBP & ICE, plus bus drivers.
    - i. Interagency Partners medical assessment and treatment for migrants within their scope with potential urgent or emergency health/medical issues, once transported to a USBP station or designated processing center.
    - ii. This need is temporary until contract support for assessments and treatment are awarded and extended, and until contracted medical staff are hired and assigned.
  - 4) DOS/ORR- as needed for anyone remaining in Mexico or is in refugee status.
- g. **Coordination, International (dependencies)** through DOS (information passing)
  - 1) Coordination with the GOM – Through DOS, DHS and HHS have attachés in Mexico City.
    - i. International Medical surveillance CWMD/NBIC, including relationships with Mexican border states.
    - ii. Coordination with northern triangle countries – DOS and CBP attaché.

#### 4. Admin, Logistics

- a. **Personnel** – The CMO will work with the SCO/SRO general staff to identify civilian medical contract support - scale up as required, costing for DHS component medical personnel, (note there is often not enough contract personnel available where needed on the SWB) and federal-to federal support agreements as needed.
- b. **Equipment** – The CMO will work with the SCO/SRO general staff to identify any associated equipment shortfalls with associated solutions via contract or partner support and develop federal-to federal support agreements as needed.

**5. Communication and Coordination Architecture**

- a. The Chief Medical Officer (CMO) serves as the principal advisor to the DHS Secretary on medical and public health issues.
- b. Reporting: DHS via SCO/SRO general staff will coordinate USG support for DHS (CBP, ICE, USCG, etc.) medical needs. CBP, ICE, USCG each maintain responsibilities within their scope, related to the medical care of those arriving at the SW border or transferred into DHS custody.
- c. DHS SWB general staff Operations Section will maintain responsibility for medical related reporting. If sharing outside of DHS, there needs to be a sharing MOA in place with partners. Info sharing with state and local partners needs to be coordinated and specifically designated as to what can be shared.

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**Annex R: DHS SWB Reporting**

1. **Purpose.** The purpose of this annex is to provide information, prescribe procedures, and assign responsibilities for *DHS SWB Mass Irregular Migration Contingency Plan* reporting requirements.
2. **References.** See Annex X
3. **Execution.** (See Annex A, Tab A and B for coordination architecture)
  - a. **Concept of Reporting.** Steady-state reporting requirements will follow the established Department and Component protocols unless otherwise directed. DHS Components, Offices, and JTF-E will continue to report through their standard procedures. Upon activation of the Plan, the DHS general staff will activate and in coordination with the NOC and EOC assume responsibility for consolidating and disseminating operational reports associated with the Plan. The general staff Plans Section will have responsibility for this function. This will continue until the operation is completed or otherwise directed. Reporting for activities not associated with Mass Irregular Migration will remain with Department Components, Offices, and JTF-E.
  - b. The table below summarizes DHS Headquarters, Component, Office, and JTF-E reporting requirements.

Subject	Phase 1: Initial Influx	Phase 2: Major Influx	Phase 3: Mass irregular migration	Phase 4: Transition to Steady-State
<b>Phase Begins</b>	Established internal SOPs for all non-DHS SWB Mass irregular migration activities.  Begin reporting DHS SWB Mass irregular migration efforts to the general staff via the EOC and NOC.  general staff Plans Section begins receiving reports in coordination with the NOC and EOC. The Situation Unit of the Plans Section will work with the NOC and EOC to ensure consolidation and dissemination of reports per established SOPs. (via NOC and if established a Crisis Action Team processes). The DHS CAT and Situation Unit may be staffed by Inter and Intra Agency details and Volunteer Force personnel).	Continue reporting DHS SWB Mass Irregular Migration efforts to the general staff via the NOC and EOC.  general staff Plans Section continues receiving reports and consolidates/disseminates per established SOPs.	Continue reporting DHS SWB Mass Irregular Migration efforts to the general staff via the NOC and EOC.  general staff Plans Section continues receiving reports and consolidates/disseminates per established SOPs.	Return to Steady-state reporting requirements will follow the established Department and Component protocols.  Reduce reporting DHS SWB Mass irregular migration efforts to the general staff until it is no longer required.  general staff Plans Section reduces reporting consolidation/dissemination until it is no longer required.

**Figure R-1: DHS SWB Migration Reporting Responsibilities**

4. **Coordinating Instructions:**
  - a. DHS SWB Mass Irregular Migration operational reporting efforts (DHS Components, Offices, JTF-E, CBP EOC and general staff) are designed to be complementary and not in competition.
  - b. The SCO/SRO in collaboration with Component senior leadership will establish the frequency and format of DHS Mass Irregular Migration reports.

- c. Regional UCG and Joint International UCG will send operational reporting along with resource and capability shortfalls and needs to the CBP EOC. The EOC will consolidate and send to the general staff via the NOC. The NOC may establish a CAT to facilitate focused information flow.
- d. Changes and updates to policy, resource allocation, and strategic action updates will be provided from the general staff to the EOC via the NOC for dissemination to UCG and Joint International UCG.

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**Annex X: DHS SWB Authorities and References**

1. **Purpose.** The purpose of this annex is to provide a list of key authorities and references.
2. **Authorities and References.**
  - a. Homeland Security Presidential Directive - 5 (HSPD -5), *Management of Domestic Incidents, February 28, 2003, as amended*
  - b. The Homeland Security Act of 2002, as amended
  - c. The Immigration and Nationality Act of 1952, as amended
  - d. National Security Presidential Memorandum-2, *Renewing the National Security Council System*
  - e. *The National Response Framework (NRF)*, October 2019
  - f. *Orantes Stipulation and Orders*
  - g. *The Flores Settlement Agreement*
  - h. Programmatic Environmental Assessment for Actions to Address an Increased Influx of Unaccompanied Children and Family Units Across the Southwest Border of the United States (August 2014)
  - i. *Unified Coordination Group Plan for Unaccompanied Children Surge* (2015)
  - j. *DHS Pandemic and Emerging Infectious Disease Workforce Protection Plan v.2* (2016)
  - k. *DHS Unaccompanied Children Collection and Analysis Action Plan* (2015)
  - l. 42 U.S.C. § 265
  - m. *The DHS Campaign Plan for Securing the U.S. Southern Border and Approaches, September 2015*
  - n. *The Trafficking Victims Protection Reauthorization Act (TVPRA)*, October 28, 2000
3. **Execution.** N/A



**Annex Z: Deputy Secretary Signed Plan Approval Letter**

PRE-DECISIONAL/DELIBERATIVE

Office of Operations Coordination  
U.S. Department of Homeland Security  
Washington, DC 20528




**Homeland  
Security**

November 19, 2021

**DECISION**

MEMORANDUM FOR THE DEPUTY SECRETARY

FROM: Christopher J. Tomney   
Director, Office of Operations Coordination

SUBJECT: **Approval of the DHS Southwest Border (SWB) Mass Irregular Migration Contingency Plan**

**Purpose:** To obtain your approval for the *DHS Southwest Border (SWB) Mass Irregular Migration Contingency Plan*, describing how DHS would prevent and, if required, respond to a surge or mass migration along the U.S. SWB.

**Background or Context:** The Plan was developed by a multi-Component planning team and has been formally reviewed twice through the Department's executive secretary protocols.

This Plan applies a 'Whole-of-Western Hemisphere' approach to address the root causes of irregular migration and creates Department capacity to ensure the integrity of the Southwest Border. These actions also include protecting human rights and ensuring that migrants may apply for any form of relief or protection for which they may be eligible. The Plan replaces the *DHS Campaign Plan for Security the U.S. Southern Border and Approaches (2015)* and the *DHS SWB Land Migration Contingency Plan (2015)*. Customs and Border Protection developed a supporting operational level plan that is fully aligned and complimentary to this Plan.

Once approved, the Plan may be activated upon Secretary direction based on recommendations from Components and credible indications and warnings of triggers. Trigger thresholds are derived from intelligence and modeling of anticipated and emergent mass irregular migration.

**Signature Level Justification:** We are requesting Deputy Secretary approval of the Plan as it concerns directing Departmental action and Interagency coordination based on Presidential Executive Orders and in support of both National and Department Primary Mission Essential

PRE-DECISIONAL/DELIBERATIVE

**Approval of the DHS Southwest Border Mass Irregular Migration Contingency Plan**  
Page 2

Functions for securing the border, enforcing immigration laws, ensuring legitimate trade and travel, protecting human rights, and addressing the root causes of irregular migration.

**Timeliness:** Approving this Plan now will set the foundation for historic coordination and intergovernmental collaboration to meet the challenges of irregular migration and securing America's Southwest Border.

**Approval of the DHS Southwest Border Mass Irregular Migration Contingency Plan**  
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**Recommendation:** I recommend immediate approval of this Plan to ensure the Department and whole of government are prepared to prevent and respond to mass irregular migration contingencies in Fiscal Year 2022 and beyond.

Approve/date Justin J. [Signature] 2/17/2022 Disapprove/date \_\_\_\_\_

Modify/date \_\_\_\_\_ Needs discussion/date \_\_\_\_\_

Attachment: *DHS SWB Mass Irregular Migration Contingency Plan*

<sup>i</sup> **Optional General staff and MAG-P with permanent core cadre, Activation Levels**

The general staff and MAG-P can be activated in response to mass irregular migration contingencies. There are four different levels of activation, depending on the scale of the event.

- **Level 4 SBCC (normal operations, Phase 0)** is the steady state pre-activation maintenance level with only the core cadre general staff active. The core cadre are full time employees including the general staff Chief of Staff, Strategic Operations and Planning Sections deputies and two to three administrative staff (5-6 FTE staff). This core cadre staff maintains staffing rosters, manages exercises and training to sustain corporate knowledge, and facilitates maintenance of pre-scripted support agreements to allow rapid "warm start" expansion when needed. (~10% staffing).

- **Level 3 SBCC (monitoring/ anticipatory operations, Phase 1 initial influx)** is the lowest level of activation. DHS general staff core cadre staff and subject matter experts to lead the response with their program staff. (~25% staffing).
- **Level 2 SBCC (partial activation, Phase 2 major influx)** involves a large number of staff from the relevant DHS and the interagency to expand the general staff core cadre. Time-sensitive tasks and needs may extend beyond core business hours. (~75% staffing).
- **Level 1 SBCC (full activation, Phase 3 mass irregular migration)** is the highest level, requiring a 24/7 USG-wide effort. (~100% staffing).

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