



DEPARTMENT OF HOMELAND SECURITY NORTHERN BORDER STRATEGY

June 12, 2018

Vision: The Department of Homeland Security, in collaboration with federal, state, local, and tribal partners, and Canadian and international counterparts, secures the Northern Border to prevent threats at the earliest opportunity; preserves and upholds economic security through efficient lawful trade and travel; and promotes cross-border critical infrastructure protection and community resilience.



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EXECUTIVE SUMMARY

The international border between the United States and Canada separates two friendly nations with a long history of social, cultural, and economic ties. United States and Canadian economic and security interests rest on the facilitation of safe, secure, and efficient flow of cross-border traffic and securing the border against threats. Security and facilitation of trade and travel are not competing goals, but rather are mutually reinforcing. To preserve and uphold U.S. economic security and prosperity, and secure our border, the U.S. Department of Homeland Security (DHS) must facilitate lawful trade and travel, reduce security risks and vulnerabilities, and promote cross-border resiliency and collaborative partnerships.

In 2017, DHS conducted an assessment of Northern Border security and concluded that while the Northern Border remains an area of limited threat in comparison to the U.S. Southern Border, safeguarding and securing the Northern Border presents unique challenges.¹ The most common threat to U.S. public safety along the Northern Border continues to be the bi-directional flow of illicit drugs. Transnational criminal organizations (TCOs) are also active along the border and they continually adapt their drug production, smuggling methods, and routes to avoid detection by U.S. and Canadian law enforcement. Potential terror threats are primarily from homegrown violent extremists in Canada who are not included in the U.S. Government's consolidated terrorist watch list and could therefore enter the United States legally at Northern Border ports of entry (POEs) without suspicion.

This Strategy establishes a clear vision and discrete actions that will collectively improve DHS's efforts to safeguard the Northern Border against terrorist and criminal threats, facilitate the flow of lawful cross-border trade and travel, and strengthen cross-border community resilience. It aligns with the requirements of the *Northern Border Security Review Act*.² The Strategy and its companion Implementation Plan will improve the Department's ability to identify capability gaps and evaluate measures to address them, allowing DHS to improve management oversight and optimize taxpayer resources. The Strategy articulates three main goals with key objectives identified under each goal (NOTE: sub-objectives are detailed in the body of the Strategy).

GOAL 1: Enhance Border Security Operations

- Objective 1 - Exchange timely and actionable information and intelligence on cross-border terrorism and illicit activities with federal, state, local, tribal, and international partners.

¹ Department of Homeland Security, "Northern Border Threat Analysis Report: Public Summary" (July 2017), available at [https://www.dhs.gov/sites/default/files/.../17_0731_Public_Summary_NBSRA_0.pdf].

² Public Law No. 114-267; enacted on December 14, 2016.

- Objective 2 - Improve coordination, integration, and analysis across domestic and international domain surveillance and information-sharing systems.
- Objective 3 - Use intelligence, risk assessments, and capability gap assessments to inform placement of surveillance and detection assets and resources.
- Objective 4 - Promote and improve integrated operations to identify, interdict, investigate, and disrupt terrorist and other illicit cross-border activities.
- Objective 5 - Use public and private-sector outreach to deter adversaries from exploiting the Northern Border to harm the United States.

GOAL 2: Facilitate and Safeguard Lawful Trade and Travel

- Objective 1 - Enhance cross-border collaboration, capability improvements, and continued partner engagement to safeguard and secure transportation networks.
- Objective 2 - Promote the utilization of Trusted Traveler and prescreening programs and continue to develop and enhance inspection and screening capabilities, processes, and technologies to enable rapid processing of travelers.
- Objective 3 - Continuously improve cargo and trade facilitation and enforcement policies, processes, and technologies to enable a fair and competitive trade environment.
- Objective 4 – Enhance Northern Border capacity and efficiencies through infrastructure, resource, personnel, and capability improvements to meet mission requirements.

GOAL 3: Promote Cross-border Resilience

- Objective 1 - Enhance cross-border, multi-sectoral emergency communication to facilitate effective response and recovery operations.
- Objective 2 - Support and enhance cross-border response and recovery capabilities with and between federal, state, local, tribal, and Canadian partners through mutual aid agreements, cooperative planning, and multi-sectoral exercises.

- Objective 3 - Protect and enhance the security and resilience of critical infrastructure through improved threat and risk awareness, vulnerability reduction, and hazard mitigation.



INTRODUCTION

The international border between the United States and Canada separates two friendly nations with a long history of social, cultural, and economic ties. At 5,525 miles—1,500 of which are shared by Alaska with British Columbia and the Yukon Territory in Canada—the border is the longest land boundary between two countries in the world. The border terrain varies widely—from sparsely populated open plains and rugged mountains, to major metropolitan centers and vast lakes heavily utilized for recreational and commercial activities. Each terrain presents its own detection and interdiction challenges, requiring the tailored application of security measures along the full length of the border.

The volume of legal traffic across the border reflects the significant economic importance of the U.S. Northern Border. Approximately 400,000 people and over \$1.6 billion in goods cross the Northern Border daily through more than 120 POEs. Facilitating the safe, secure, and efficient flow of cross-border traffic is vital to both United States and Canadian economic interests. DHS has committed significant personnel resources to securing the Northern Border, including over 3,600 U.S. Customs and Border Protection (CBP) Officers, 2,200 U.S. Border Patrol Agents, 180 CBP Agriculture Specialists, 230 CBP Air and Marine personnel, 1,300 U.S. Immigration and Customs Enforcement (ICE) Special Agents, and 8,000 U.S. Coast Guard (USCG) personnel.

In 2017, DHS conducted an assessment of Northern Border security in accordance with the *Northern Border Security Review Act*.³ The resultant Threat Assessment Report⁴ indicates that while the Northern Border remains an area of limited threat in comparison to the U.S. Southern Border, it continues to play a crucial role in fostering U.S. economic growth and prosperity. However, the Northern Border is not without safety, security, and resiliency challenges. The most common threat to U.S. public safety along the Northern Border continues to be the bi-directional flow of illicit drugs. The Threat Assessment Report indicates that cocaine and methamphetamine move north into Canada after transiting the United States from Mexico, while fentanyl, marijuana, and ecstasy flow south from Canada into the United States. Transnational criminal organizations (TCOs) continually adapt their drug production, smuggling methods, and routes to avoid detection by U.S. and Canadian law enforcement. The topography along mountainous parts of the Northern Border is occasionally exploited by smugglers flying private aircraft at low altitude to evade radar detection, but there are no reports to suggest that the tactic is employed on a large scale. The unique nature of the maritime

³ Public Law No. 114-267; enacted on December 14, 2016.

⁴ The Threat Assessment is a For Official Use Only/Law Enforcement Sensitive document but a public summary is available. See Department of Homeland Security, “Northern Border Threat Analysis Report: Public Summary” (July 2017), available at [https://www.dhs.gov/sites/default/files/.../17_0731_Public_Summary_NBSRA_0.pdf].

boundaries between the United States and Canada create a conducive environment for TCOs to traffic drugs, people, and other contraband. High-density recreational boating traffic and short transit distances between the two countries, along with a myriad of jurisdictions along the border, create a complex problem set for law enforcement. TCOs may also attempt to move narcotics internationally using commercial cargo transportation methods.

The large volume of legitimate travel across the Northern Border and the long stretches of difficult terrain between ports of entry (POEs) provide potential opportunities for individuals who may pose a national security risk to enter the United States undetected. However, encounters with individuals associated with transnational crime or terrorism remain infrequent, and sensor technology plays an important role in locations where full-time deployment of enforcement personnel is not practical. Known illegal crossings on the Northern Border conform to established migration patterns between large population centers. Terrain, weather, and distance are factors that constrain illegal migrant travel in remote areas of the border. The number of individuals apprehended while entering the United States from Canada between POEs fluctuates but has remained below 800 per year over the last five years, with the largest share of these apprehended individuals being Canadians. By contrast, apprehensions at the Southern Border number in the hundreds of thousands, and about two-thirds of the people that U.S. Border Patrol agents apprehend along the Northern Border entered the United States through Mexico.

The Threat Assessment Report concludes that potential terror threats on the Northern Border are primarily from homegrown violent extremists in Canada who are not included in the U.S. Government's consolidated terrorist watch list and could therefore enter the United States legally at Northern Border POEs without suspicion. Canada has been an effective partner in working with the United States to keep foreign terrorist suspects from entering North America, especially with initiatives undertaken as part of the 2011 *U.S.-Canada Beyond the Border Initiative*.

As a follow-on to the requirements set forth in the *Northern Border Security Review Act*, the findings of the Threat Assessment Report, and pursuant to a direct tasking by the Secretary of Homeland Security, this Strategy establishes a clear vision and discrete actions that will collectively improve DHS's efforts to safeguard the Northern Border against terrorist and criminal threats, facilitate the flow of lawful cross-border trade and travel, and strengthen cross-border community resilience.

Scope

The *DHS Northern Border Strategy* encompasses the complex network of DHS activities with multi-sectoral partners and stakeholders along the air, land, and maritime borders between Canada and the United States, including Alaska, and the maritime border with Russia. It addresses the full spectrum of border-related issues including: preventing terrorism and criminal threats; disrupting illicit border activity; leveraging intelligence and information sharing; facilitating the safe, efficient, and secure flow of legal trade and travel; promoting continued joint cross-border operations, exercises, and

programs with multi-sectoral partners; and supporting cross-border resiliency efforts for shared resources and critical infrastructure.

Guiding Principles

The *DHS Northern Border Strategy* is consistent with the following guiding principles:

- Preserve national security, protect economic security and vitality, and promote community resilience;
- Support legitimate cross-border travel and trade;
- Protect individual civil rights, civil liberties and privacy, as required under law and policy;
- Promote organizational integration, innovation, and agility and improve unity of effort across DHS.

Strategy Development and Coordination

DHS's Office of Strategy, Policy, and Plans (PLCY) led the development of this Strategy in close coordination with the following DHS Components:

- CBP;
- Office of Countering Weapons of Mass Destruction (CWMD);
- Federal Emergency Management Agency (FEMA);
- Office of Intelligence and Analysis (I&A);
- Immigration and Customs Enforcement (ICE);
- National Protection and Programs Directorate (NPPD);
- Office of the General Counsel (OGC);
- Science and Technology Directorate (S&T);
- Transportation Security Administration (TSA); and
- United States Coast Guard (USCG).

Partnerships and Implementation

Partnerships. DHS will engage with other federal departments and agencies, as well as with key state, local, tribal, and Canadian partners to implement this Strategy. Realization of the goals, objectives, and end-states described in this Strategy will not be possible without close and continued collaboration with our partners.

Implementation. DHS will develop the "Northern Border Strategy Implementation Plan" (Implementation Plan) within 180 days of the Strategy's approval. The Implementation Plan will outline Departmental lead and support roles, responsibilities, programs, and timelines for accomplishing the Strategy's goals and objectives for fiscal years (FYs) 2020-2024. In addition, the Joint Requirements Council (JRC) will utilize this Strategy and the corresponding Implementation Plan to support the review of capability gap analyses and requirements that the relevant DHS Components generate.

DHS will use this Strategy and corresponding Implementation Plan to prioritize Departmental resources and achieve the specified outcomes over five years, beginning in FY 2020. PLCY will coordinate with relevant DHS Components to provide the DHS Secretary, Deputy Secretary, and Component leadership with annual progress reports regarding the implementation of this Strategy.

DHS will review and update the *Northern Border Strategy* every five years.



GOAL 1: ENHANCE BORDER SECURITY OPERATIONS

Over the past decade, the strategic threat environment of the United States has been evolving. Terrorists and drug smugglers supported by TCOs have demonstrated their desire to find vulnerabilities in the U.S. national security posture to cross borders and attack U.S. citizens or pursue criminal activities. DHS must improve its ability to prevent, deter, disrupt, interdict, and investigate terrorism and illicit activity on the Northern Border by advancing situational awareness of the threat landscape in the air, maritime, land, and cyber domains. DHS must also continue to improve mechanisms for timely, reciprocal sharing of intelligence and information with key federal, state, local, tribal, and international partners.

Objective 1.1: Exchange timely and actionable information and intelligence on cross-border terrorism and illicit activities with federal, state, local, tribal, and international partners.

DHS does not, and cannot, secure the Northern Border without the information and intelligence support of other federal, state, local, tribal, and international partners. DHS must continue to foster and expand these strategic partnerships through established outreach efforts and further develop information and intelligence sharing agreements and arrangements. A common understanding of information and intelligence across agencies, borders, and levels of government enables a holistic and proactive enforcement posture and aids in the early detection and interdiction of illicit cross-border or terrorist activities.

Sub-Objectives:

- 1.1.1 Develop and maintain bilateral intelligence consultations and share finished intelligence products on border security threats to enhance shared understanding of the current and future threat environment.
- 1.1.2 Improve or expand upon intelligence and information exchange agreements and arrangements between DHS and international intelligence and law enforcement partners to improve the timeliness of those exchanges.
- 1.1.3 Expand participation in collaborative efforts such as joint fusion centers and task forces with federal, state, local, tribal, and international partners to promote coordinated, efficient border operations.
- 1.1.4 Expand private sector information-sharing partnerships to improve data sharing of critical need-to-know information, including vulnerabilities and emerging threats.
- 1.1.5 Enhance tactical information-sharing programs among federal, state, local, tribal, and international partners.

Outcome: DHS, federal, state, local, tribal, and international partners are able to share intelligence and information and have a common understanding of the threat environment across the air, maritime, land, and cyber domains along the Northern Border.

Objective 1.2: Improve coordination, integration, and analysis across domestic and international domain surveillance and information-sharing systems.

Domain awareness along the Northern Border is an enduring challenge due to the wide variance in environmental conditions and terrain. Different types of sensor technologies provide information about the air, maritime, or land domains, with several domestic and international law enforcement, intelligence, and open source databases providing additional layers of information to support domain awareness. DHS must continue to improve integration of these sensor networks and information databases to ensure a more robust multi-domain awareness and an inclusive and accurate data picture. This integration should also protect and safeguard data from cyber threats.

Sub-Objectives:

- 1.2.1 Improve air, maritime, and land domain sensor integration and analysis at and between POEs along the Northern Border.
- 1.2.2 Improve database integration and analysis.
- 1.2.3 Establish functional evaluation processes to continually assess DHS domain surveillance and information sharing and provide recommendations for improvement.
- 1.2.4 Protect integrated sensor networks from tampering.
- 1.2.5 Protect integrated information databases from cyber threats.

Outcome: DHS and federal, state, local, tribal, and international partners establish and maintain integrated and secure land, air, maritime, and cyber domain awareness of the Northern Border.

Objective 1.3: Use intelligence, risk assessments, and capability gap assessments to inform placement of surveillance and detection assets and resources.

Accessibility along the Northern Border varies greatly due to changes in terrain and seasonal weather conditions, and the areas, routes, and methods used by nefarious actors are constantly changing. DHS utilizes a variety of surveillance, detection, and monitoring assets such as drones, ground sensors, and fixed towers to protect and secure the border. Intelligence products, risk assessments, and capability gap assessments assist DHS decision-makers in optimizing and appropriately prioritizing the mix of technology, equipment, and personnel utilized at various points along the border. DHS must improve its process for identifying surveillance “blind spots” in order to position the right technology, people, and assets in the right locations at the right times to affect interdictions.

Sub-Objectives:

- 1.3.1 Quantitatively assess and prioritize the relative risks associated with areas along the Northern Border.
- 1.3.2 Support efforts to jointly catalogue existing U.S.-Canadian surveillance capabilities along the Northern Border to identify, prioritize, and mitigate coverage gaps.
- 1.3.3 Enhance surveillance and detection technologies through integrated research, development, and innovation programs.

Outcome: DHS maintains an appropriate mix of surveillance capabilities along the Northern Border to meet mission requirements.

Objective 1.4: Promote and improve integrated operations to identify, interdict, investigate, and disrupt terrorist and other illicit cross-border activities.

Multiple agencies from all levels of government on both sides of the border conduct operations to disrupt terrorist and other illicit cross-border activities. DHS must continue to promote and improve interoperable communications and expand efforts to plan and execute integrated operations and investigations with federal, state, local, tribal, and international partners. To further strengthen integrated operations and enable timely and rapid responses, the Department must continue to pursue cooperative co-location of capabilities and coordination of asset coverage with these partners. These programs enable a more robust layered defense strategy that would deploy forces in mutually supportive layers based on Component authorities and capabilities. Additionally, DHS must leverage internationally-deployed assets and international information-sharing partnerships to support interdiction or disruption of terrorist or other illicit activity at the earliest possible juncture.

Sub-Objectives:

- 1.4.1 Strengthen and expand the use of joint operations and task forces with federal, state, local, tribal, and Canadian partners.
- 1.4.2 Enhance joint investigation efforts for national security and transnational criminal investigations.
- 1.4.3 Enhance existing joint operations programs to include counterterrorism activities.
- 1.4.4 Develop intelligence-driven, targeted operations in the inbound and outbound environment that focus on current threat analysis.
- 1.4.5 Enhance coordination of Component activities in the Northern Border environment.
- 1.4.6 Leverage and optimize the roles of the DHS Component liaisons to provide actionable intelligence and to support and enhance coordinated interdictions.

Outcome: DHS actively participates in and promotes integrated operations with international, federal, state, local, and tribal partners, resulting in the identification, interdiction, investigation, and disruption of terrorist actions and illicit cross-border activities.

Objective 1.5: Use public and private-sector outreach to deter adversaries from exploiting the Northern Border to harm the United States.

Public and private partnerships and outreach activities play a vital role in keeping communities safe by promoting public awareness of potential indicators of terrorism and illicit activity. DHS must promote border security and deter terrorism and illicit activity by embedding partner education and deterrence operations into its posture at the Northern Border.

Sub-Objectives:

- 1.5.1 Develop analytic and messaging capabilities that support outreach activities with the public and other external stakeholders.)
- 1.5.2 Coordinate messaging efforts and content with federal, state, local, tribal, and international partners.
- 1.5.3 Work with interagency partners to publicize visible operations and incorporate deterrence concepts into communications with external DHS stakeholders.
- 1.5.4 Conduct or capitalize on visible activities that will demonstrate to adversaries the obstacles they would confront when attempting to attack the United States.

Outcome: DHS deters terrorism and illicit activity through visible and non-visible capabilities demonstrations and coordinated messaging campaigns.



GOAL 2: FACILITATE AND SAFEGUARD LAWFUL TRADE AND TRAVEL

Security and facilitation of trade and travel are not competing goals, but rather are mutually reinforcing. The Northern Border represents a significant element in lawful U.S. cargo trade, finance, immigration, and travel. To preserve and uphold U.S. economic security and prosperity, the Department must facilitate lawful trade and travel while reducing security risks and vulnerabilities. DHS must also continue to encourage public and private sector participation in risk assessment programs such as traveler prescreening. Finally, DHS must remain cognizant of how identified threats and corresponding actions may impact lawful flows of people and cargo as well as our working relationships with U.S., Canadian, and international partners.

Objective 2.1: Enhance cross-border collaboration, capability improvements, and continued partner engagement to safeguard and secure transportation networks.

The global transportation framework is a vast, shared system of transportation networks that are crucial to the economic vitality of both the United States and Canada. DHS, in coordination with other partners, is tasked with securing and safeguarding these complex networks, including high volume railroad crossings, interconnecting passenger rail systems, and critical infrastructure such as highway bridges, tunnels, and pipeline crossings. In the maritime domain, DHS is responsible for securing and safeguarding the Marine Transportation System which includes a complicated system of channels, locks, rail, and other intermodal land-based connections that allow various conveyances to transport people and goods across the U.S.-Canadian border. Coordination between government and industry is vital to ensuring the security of these networks. DHS will work with private and public sector partners to continue to develop an integrated regime that reduces duplication of effort and enhances the safety and security of these networks.

Sub-Objectives:

- 2.1.1 Develop a coordinated vision with federal, state, local, tribal, international, and private sector partners for the continued stewardship of shared waterways and key transportation networks.
- 2.1.2 Enable safe, efficient, and resilient navigation on Northern Border waterways through the development and execution of regulatory regimes and waterways management.
- 2.1.3 Develop, coordinate, and conduct small vessel and recreational boater detection, identification, and screening programs.
- 2.1.4 Create a cyber-risk framework for safeguarding critical transportation network infrastructure.

- 2.1.5 Sustain collaborative partnership and information-sharing efforts with Canada on securing and safeguarding cross-border oil and natural gas pipeline infrastructure.

Outcome: DHS maintains the safety and security of critical shared transportation network elements through coordinated stewardship alongside international, federal, state, local, tribal, and private sector partners.

Objective 2.2: Promote the utilization of trusted traveler and prescreening programs and continue to develop and enhance inspection and screening capabilities, processes, and technologies to enable rapid processing of travelers.

DHS must protect the border by utilizing a layered, risk-informed process for screening travelers. Acquiring accurate and complete traveler information before, or while, travelers are in transit provides enhanced awareness and allows the Department to calculate risks and mitigate associated threats. These border risk assessment processes also increase the efficiency of passenger entry into the country. The Department must continue to evaluate and improve upon pre-vetting options, screening technologies, and integrated enforcement practices to better identify, detect, and interdict high-risk people without inhibiting legitimate travel. DHS must clearly communicate the security and economic benefits of these screening and vetting processes and continue to promote public and private sector participation in Trusted Traveler programs. DHS must also continue to work with Canadian partners to implement vital partnership agreements.

Sub-Objectives:

- 2.2.1 Expand preclearance and Trusted Traveler options for travelers crossing the Northern Border.
- 2.2.2 Increase public and private sector participation in Trusted Traveler programs.
- 2.2.3 Perform risk-informed screening of passengers through information exchanges with Canadian partners to efficiently verify traveler identities as well as address concerns regarding criminal history and national security matters.
- 2.2.4 Collaborate with Canada on traveler requirements, such as entry and exit procedures, and pursue solutions for addressing policy differences that impact travelers.

Outcome: DHS improves cross-border facilitation of travel by leveraging collaborative partnerships with Canada and the U.S. interagency to identify, detect, and interdict high-risk individuals.

Objective 2.3: Continuously improve cargo and trade facilitation and enforcement policies, processes, and technologies to enable a fair and competitive trade environment.

Safeguarding the U.S. economy involves targeting and stopping evasive trade practices, intellectual property rights violators, and the use of forced labor supply chains. DHS must continue to enhance our ability to identify, document, and assess cross-border cargo to determine risk and evaluate legitimacy without inhibiting legitimate trade flows. The Department must also continue to develop collaborative partnerships with the private sector, Canadian, and non-federal domestic and international law enforcement partners to deter and detect illicit trade activities.

Sub-Objectives:

- 2.3.1 Enhance screening and detection technologies through integrated research, development, and innovation programs.
- 2.3.2 Promote and improve interoperability to conduct integrated operations to facilitate trade.
- 2.3.3 Increase private sector participation in Trusted Trader programs to expedite the flow of cargo across the border.
- 2.3.4 Improve processes with Canadian partners for identifying high-risk importers and transactions.
- 2.3.5 Develop bilateral vessel entry and examination requirements to expedite the flow of commerce.
- 2.3.6 Improve targeting methods and procedures for identifying and screening high-risk importers and transactions.
- 2.3.7 Enhance enforcement of trade laws and regulations.
- 2.3.8 Strengthen collection of and enforce fees, duties, penalties, and tariffs.
- 2.3.9 Coordinate trade facilitation and security requirements with Canada and pursue solutions for addressing policy differences that impact trade and security as appropriate.

Outcome: DHS continuously improves cross-border trade facilitation and the identification, detection, and interdiction of high-risk shipments through collaborative partnerships, risk assessments, integrated enforcement operations, and intelligence-driven enforcement.

Objective 2.4: Enhance Northern Border capacity and efficiencies through infrastructure, resource, personnel, and capability improvements to meet mission requirements.

As the volume and frequency of border trade and travel continue to increase, DHS must ensure that POEs and other critical Northern Border facilities are sufficiently resourced, staffed, and that their infrastructure is capable of meeting mission requirements. Novel technology applications, mobile screening capabilities, and innovations to screening lane structures have significantly expedited the screening process for both goods and people. However, much of the infrastructure on the Northern Border is nearing or beyond its designated life cycle and lacks the structural or technological capacity to fully maximize these innovations. The Department must continue to support infrastructure maintenance, repair, and modernization to ensure it is operating at the required

capacity. Additionally, the Department must continue to ensure appropriate staffing and other resource materiel support at the Northern Border.

Sub-Objectives:

- 2.4.1 Coordinate assessments of existing infrastructure and resourcing along the Northern Border to routinely identify and prioritize capacity and/or capability gaps.
- 2.4.2 Enhance Northern Border infrastructure, personnel, and other resources in accordance with gap assessments and mission requirements.
- 2.4.3 Procure and deploy personnel, resources, and technology to meet Northern Border mission requirements.

Outcome: DHS adapts and maintains Northern Border infrastructure and resources in accordance with mission requirements.



GOAL 3: PROMOTE CROSS-BORDER RESILIENCE

Border communities frequently rely on shared critical infrastructure as well as shared resources and capabilities for responding to emergencies and disasters. Threats and hazards can encompass large areas irrespective of borders, and may pose devastating consequences to both the United States and Canada. Effective response to such events requires cross-border coordination by federal, state, local, tribal, and Canadian partners, as well as private and nonprofit sector stakeholders. DHS must continue to strengthen cross-border cooperation with key emergency management partners and stakeholders through improved operational coordination, situational awareness, mutual aid agreements, collaborative training and exercise opportunities, and coordinated community preparedness efforts. DHS must also continue to ensure safety and resilience along the Northern Border by collaborating and cooperating with these partners and stakeholders to prepare for, protect against, respond to, recover from, and mitigate threats and hazards.

Objective 3.1: Enhance cross-border multi-sectoral emergency communications to facilitate effective response and recovery operations.

In communities along the Northern Border, the closest emergency response personnel may be located on the opposite side of the border. Effective response operations involving personnel from multiple jurisdictions require interoperable communications and common incident management terminology, as contained in the National Incident Management System.⁵ DHS must continue to work with federal, state, local, tribal, Canadian, and private sector partners to establish cross-border methods of communication, coordinated disaster communication plans, and policy agreements on operational protocols and information sharing during disasters.

Sub-Objectives:

- 3.1.1 Promote the establishment and improvement of cross-border disaster information-sharing mechanisms with multi-sectoral partners across the emergency management, public health, medical, and critical infrastructure communities.
- 3.1.2 Enhance cross-border disaster communication plans and policy agreements.
- 3.1.3 Sustain and enhance cross-border public alert and warning capability and coordination.

⁵ Federal Emergency Management Agency, *National Incident Management System* (October 2017) available at [<https://www.fema.gov/media-library/assets/documents/148019>].

Outcome: DHS rapidly exchanges information with federal, state, local, tribal, Canadian, and private sector partners before, during, and after a disaster through established, formalized emergency communication and information-sharing processes.

Objective 3.2: Support and enhance cross-border response and recovery capabilities with and between federal, state, local, tribal, and Canadian partners through mutual aid agreements, cooperative planning, and multi-sectoral exercises.

The ability to respond effectively, recover quickly, resume essential functions, and minimize the long-term consequences from terrorist attacks, natural disasters, or other incidents in the Northern Border region is vital to border communities, as well as to both countries' governments and economies. DHS must continue to work to mitigate risks to the Northern Border environment by supporting border community preparedness and resiliency programs. In addition, DHS must continue to support and collaborate with federal, state, local, tribal, international, and private sector partners to establish and maintain coordinated response and recovery plans and procedures, conduct multi-sectoral training and exercise events, and develop resource and technical assistance sharing agreements between border communities.

Sub-Objectives:

- 3.2.1 Promote response interoperability and integration by improving cross-border emergency coordination mechanisms at all levels.
- 3.2.2 Support the operational readiness of cross-border mutual aid with federal, state, local, tribal, international, and private sector partners.
- 3.2.3 Support coordinated multi-sectoral incident response and recovery planning and procedure development with federal, state, local, tribal, and international partners.
- 3.2.4 Conduct multi-sectoral incident response and recovery exercises with federal, state, local, tribal, and international partners.

Outcome: DHS conducts rapid, integrated response and recovery activities alongside federal, state, local, tribal, and international partners on either side of the Northern Border.

Objective 3.3: Protect and enhance the security and resilience of critical infrastructure through improved threat and risk awareness, vulnerability reduction, and hazard mitigation.

Communities throughout the Northern Border region rely on shared critical infrastructure, including power grids, water supplies, forests and rangelands, fuel pipelines, communication networks, medical and public health facilities, and transportation networks and hubs. DHS must continue to work with federal, state, local, tribal, international, and private sector partners to protect critical infrastructure in the Northern Border environment ensuring controlled access to critical facilities, and

emphasizing the importance of creating and abiding by shared guidelines, regulations, and standards. DHS must also work with partners at all levels of government and the private sector to lessen the impact of disasters through proactive hazard mitigation planning and implementation. In addition, DHS must utilize domestic and international governmental and industry partners to understand and mitigate the risks to our shared critical infrastructure in the modern cyber domain.

Sub-Objectives:

- 3.3.1 Conduct structural and operational vulnerability assessments on Northern Border region critical infrastructure priorities.
- 3.3.2 Collaborate with multi-sectoral and international partners to implement mitigation measures to address identified vulnerabilities in critical infrastructure.
- 3.3.3 Promote creation and adoption of shared guidelines, regulations, and standards between the United States and Canada related to critical infrastructure security and resiliency.
- 3.3.4 Strengthen relationships with private sector critical infrastructure industry leaders to prevent, protect, and respond to risks to shared critical infrastructure.

Outcome: DHS has equipped critical infrastructure stakeholders along the Northern Border with the information and support needed to reduce vulnerabilities and mitigate the effects of disasters and hazards.

APPENDIX A: Terms of Reference

Terminology used throughout the Strategy is consistent with the following definitions:

Air domain awareness: The observation of the air domain and baseline information associated with the domain that adds meaning to what is seen, leading to the effective understanding of information, threats, and anything associated with the air domain that could impact the security, safety, or economy of the United States.

Assessment: Product and process of evaluating information based on a set of criteria for the purpose of informing priorities, developing or comparing courses of action, and informing decision-making.

Bilateral: Affecting or undertaken reciprocally between two nations or parties.

Capability: Means to accomplish a mission, function, or objective.

Cooperation: Working together to achieve the different goals of each participant.

Critical infrastructure: Systems and assets, whether physical or virtual, so vital that the incapacity or destruction of such may have a debilitating impact on the security, economy, public health or safety, environment, or any combination of those matters, across any federal, state, regional, territorial, or local jurisdiction.

Deterrence: The prevention of action by the existence of a credible threat of unacceptable counteraction and/or belief that the cost of action outweighs the perceived benefits.

DHS screening and inspection process: Comprehensive DHS process used to detect and assess whether persons or property pose a threat or are not in compliance with the law.

Emergency management: Coordination and integration of all activities necessary to build, sustain, and improve the capabilities to prepare for, respond to, recover from, or mitigate against threatened or actual disasters or emergencies, regardless of cause.

Evaluation: Process of examining, measuring and/or judging how well an entity, procedure, or action has met or is meeting stated objectives.

Implementation: Act of putting a procedure or course of action into effect to support goals or achieve objectives.

Incident: Natural, technological, or human-caused occurrence that may cause harm and that may require action.

Information: Data in a usable form, usually processed, organized, structured, or presented in a meaningful way.

Information sharing: Exchange of data, information, or knowledge stored within discrete information systems or created spontaneously between entities or individuals using collaborative communication technologies.

Interdiction: Activities conducted in support of law enforcement to divert, disrupt, delay, intercept, board, detain, or destroy, as appropriate, vessels, vehicles, aircraft, people, and cargo.

Interoperability: Ability of systems, personnel, and equipment to provide and receive functionality, data, information, and/or services to and from other systems, personnel, and equipment, between both public and private agencies, departments, and other organizations, in a manner enabling them to operate effectively together.

Land domain awareness: Effective understanding of information, threats, and anything associated with the land domain that could affect the safety, security, commerce, or environment of the United States.

Marine transportation system: Set of waterways, ports, and inter-modal connections, vessels, vehicles, and system users, as well as federal maritime navigation systems in which marine vessels operate.

Maritime domain awareness: Effective understanding of information, threats, and anything associated with the global maritime domain that could impact the security, safety, economy, or environment of the United States.

Mitigation: Ongoing and sustained action that eliminates or reduces the potential effects of hazards.

Preparedness: Activities necessary to build, sustain, and improve readiness capabilities to prevent, protect against, respond to, and recover from natural or man-made incidents.

Private sector: Entities and individuals, including for-profit and non-profit, which are not part of any government.

Recovery: Development, coordination, and execution of service- and site-restoration plans.

Resilience: Ability to adapt to changing conditions and withstand and rapidly recover from disruption.

Risk assessment: Product or process evaluating information based on a set of criteria that assigns values to risks for the purpose of informing priorities, developing or comparing courses of action, and informing decision-making.

Stakeholder: Individual or organization having a right, share, claim, or interest in a system or in its possession of characteristics that meet its needs and expectations

Surveillance: Systematic observation or monitoring of areas, places, persons, or things, by visual, aural, electronic, photographic, or other means.

Sustain: To support, supply, and maintain the necessary level and duration of activity to achieve a given objective.

Threat assessment: Product or process of evaluating information based on a set of criteria for entities, actions, or occurrences, whether natural or man-made, that have or indicate the potential to harm life, information, operations, and/or property.

APPENDIX B: Acronyms Used

CBP	U.S. Customs and Border Protection
CBP/AMO	U.S. Customs and Border Protection/Air and Marine Operations
DHS	Department of Homeland Security
DHS/CWMD	Department of Homeland Security/Countering Weapons of Mass Destruction
DHS/I&A	Department of Homeland Security/Office of Intelligence and Analysis
DHS/JRC	Department of Homeland Security/Joint Requirements Council
DHS/OGC	Department of Homeland Security/Office of the General Counsel
DHS/OPE	Department of Homeland Security/Office of Partnership and Engagement
DHS/OLA	Department of Homeland Security/Office of Legislative Affairs
DHS/PLCY	Department of Homeland Security/Office of Strategy, Policy, and Plans
DHS/S&T	Department of Homeland Security/Office of Science and Technology
DHS/TSA	Department of Homeland Security/Transportation Security Administration
IBET	Integrated Border Enforcement Teams
ICE	U.S. Immigration and Customs Enforcement
ICE/HSI	U.S. Immigration and Customs Enforcement/Homeland Security Investigations
POE	Port of entry
TCO	Transnational criminal organization
USCG	United States Coast Guard