

**VISA AND PASSPORT
SECURITY
STRATEGIC PLAN**

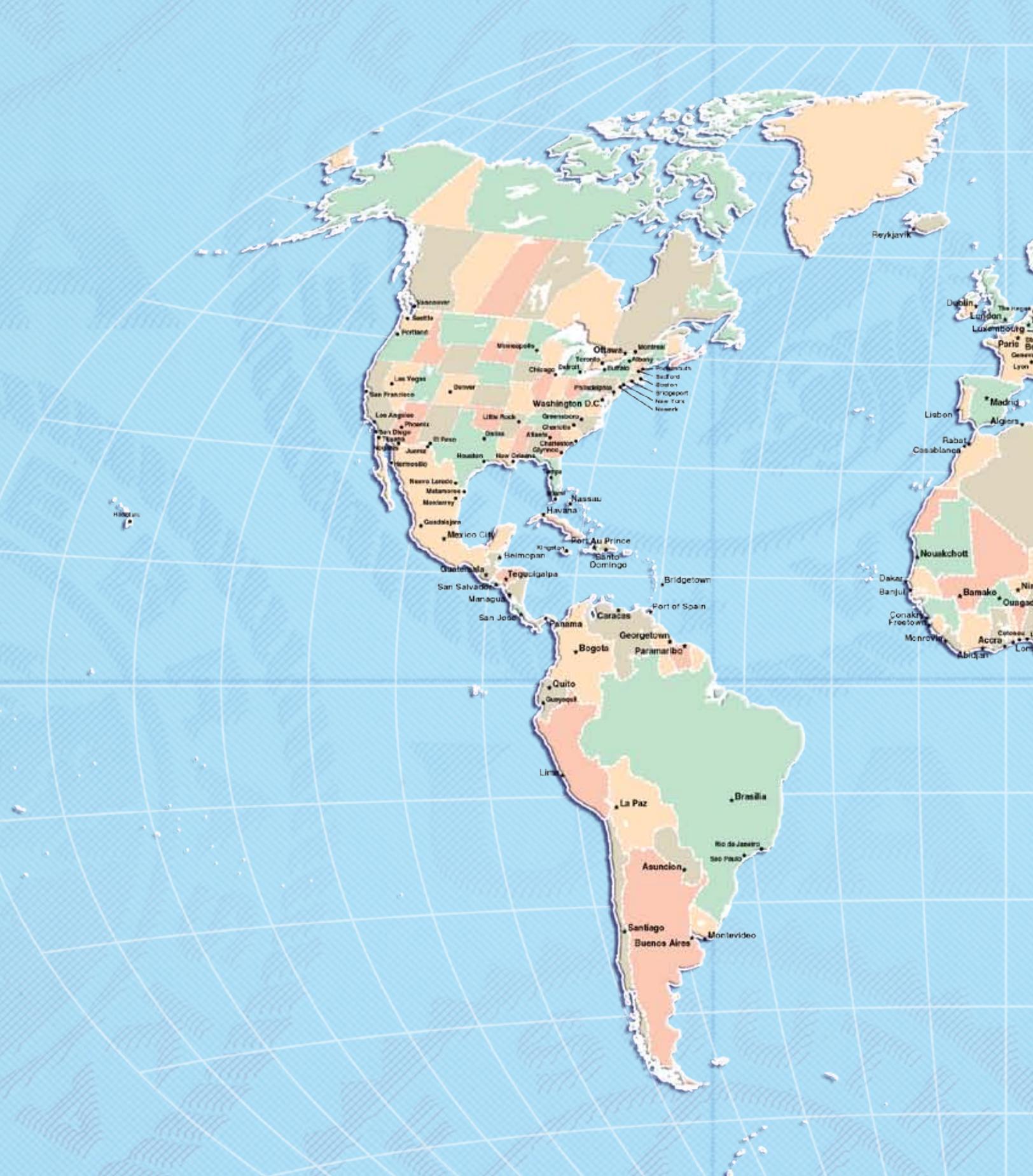


United States

Department of State

MISSION STATEMENT

The Bureau of Diplomatic Security is dedicated to the U.S. Department of State's vision to create a more secure, democratic, and prosperous world for the benefit of the American people and the international community. To meet the challenge of safely advancing and protecting American interests and foreign policy, the Bureau of Diplomatic Security's global law enforcement mission protects the U.S. Secretary of State; secures American diplomatic missions and personnel; and upholds the integrity of U.S. visa and passport travel documents.



With representation in 238 cities worldwide, federal law enforcement's most



Worldwide, the Bureau of Diplomatic Security is the most expansive global organization.

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In accordance with the requirements of Section 7218 of the Intelligence Reform and Terrorism Prevention Act of 2004 (IRTPA), I am pleased to submit the Visa and Passport Security Strategic Plan of the Bureau of Diplomatic Security (DS).

As the law enforcement entity in the Department of State, the Bureau of Diplomatic Security upholds the integrity of U.S. visa and passport documents through the enforcement of Chapter 75 (Passports and Visas) of the U.S. Criminal Code, including our visa and passport fraud statutes. The Special Agents of the Bureau of Diplomatic Security conduct criminal investigations into passport and visa violations throughout the Department's foreign diplomatic missions and domestic issuance facilities. Overseas, DS Special Agents work with our foreign partner nations to target and disrupt document fraud rings and human smuggling networks. In the homeland, our agents work with local, state, and federal law enforcement agencies to investigate, arrest, and prosecute document fraud violators. Through this global network of law enforcement professionals, DS Special Agents are on the frontlines of combating terrorist travel.

To illustrate the magnitude of the fraudulent travel document challenge that must be confronted to protect the homeland, I would like to draw your attention to DS's investigative efforts in Surabaya, Indonesia. Over the past two years, the DS Regional Security Office in Surabaya has solicited the cooperation of Indonesian law enforcement authorities to curb the availability of illegally obtained and counterfeit identification documents. The ensuing joint DS and Indonesian operation resulted in 20 police raids in Surabaya and Bali. These raids generated 84 arrests, 6 fugitive extraditions to the United States, and shut down 20 vendors of fraudulent documents. Criminal charges filed include such violations as human trafficking, prostitution, child pornography, and pedophilia. It is estimated that these vendors were used by more than 8,000 individuals seeking fraudulent documentation. Most disturbing was the discovery that these document rings were used by members of the Indonesian terrorist group, Jamal Islamyia, to obtain counterfeit identification documents. Included in the appendix of the Plan is a case overview of Operation Triple X, detailing the successes of DS's investigative efforts and partnership with Indonesian law enforcement.

The Surabaya case, Operation Triple X, is but one example of individuals and groups around the world that seek to manipulate and exploit vulnerabilities within the travel document system. As federal law enforcement's most expansive global organization, DS is uniquely positioned and committed to meet this challenge. To achieve success, DS has crafted a Strategic Plan that leverages our international expertise and presence and focuses on the key components of aggressive enforcement action, coordinated intelligence efforts, and foreign capacity building. This strategy provides the framework for a worldwide Visa and Passport Security Program and will augment significantly the Department's efforts to identify, disrupt, and target terrorist travel.

Implementation of the Department's Visa and Passport Security Program will be dependent upon significant new resources and the global deployment of additional DS Special Agents, intelligence analysts, Foreign Service national investigators, and support staff. Within three years, DS will have dedicated Special Agents combating terrorist travel, document fraud, and human smuggling and trafficking at 200 overseas posts. I am committed to fulfilling the strategy's vision and look forward to working with Congress to obtain the personnel and resources essential for the Program's success.

Sincerely,



Richard J. Griffin
Assistant Secretary
Bureau of Diplomatic Security



THE BUREAU OF DIPLOMATIC SECURITY: A BRIEF HISTORY

The Bureau of Diplomatic Security is the security and law enforcement arm of the U.S. Department of State. Throughout its 90-year history, DS has contributed significantly to the Department's mission and to the national security of the United States.

HISTORICAL VISA AND PASSPORT INVESTIGATIVE FUNCTION

Security within the U.S. Department of State was established formally in 1916 under U.S. Secretary of State Robert Lansing. At that time, the Chief Special Agent also carried the title Special Assistant to the Secretary and reported directly to the Secretary of State on special matters. A handful of agents worked out of Washington, D.C. and New York City and conducted a wide range of sensitive investigations, with a special focus on the operations of foreign agents and their activities in the United States.

DS's authorities pertaining to travel documents were established in 1918, when Congress passed legislation requiring passports for Americans traveling abroad and visas for foreign nationals seeking to enter the United States. Soon thereafter, the Department of State's Chief Special Agent's Office—DS's predecessor—began investigating passport and visa fraud. Ensuring the integrity of the U.S. passport and visa has remained a core responsibility, even as DS's mission continues to evolve to meet the changing security needs of the State Department.

In 1984, in the aftermath of the Beirut terrorist bombings, U.S. Secretary of State George Shultz formed an advisory panel to study the increasing problem of terrorist attacks on U.S. diplomats and facilities overseas. Chaired by retired U.S. Navy Admiral Bobby Inman, the Advisory Panel on Overseas Security (Inman Panel) conducted an exhaustive examination of the Department's security programs. In June 1985, the Inman Panel submitted its recommendations to the Secretary of State, which resulted in the creation of the Bureau of Diplomatic Security and the Diplomatic Security Service. The Inman Panel's recommendations also encompassed ensuring the integrity of U.S. visas and passports. The recommendations were codified by Congress with passage of the Omnibus Diplomatic Security and Antiterrorism Act, which was signed into law by President Reagan on August 27, 1986.



AN ESTABLISHED AND UNIQUE GLOBAL PRESENCE

The tragic 1998 bombings of U.S. embassies in East Africa served as a catalyst to enhance DS's responsibilities for ensuring the security of State Department personnel and facilities. DS partnered with the Bureau of Overseas Buildings Operations to establish blast-resistant, yet aesthetically pleasing, office space worldwide. That partnership has resulted in more than 50 new embassy compounds and design innovations that make possible the building of facilities in challenging environments, such as construction of the new embassy compound in Baghdad.

Another outcome of the 1998 East Africa bombings was the expansion of DS's federal law enforcement efforts, engendering a truly global presence and impact. In addition to DS's 25 field and resident offices in the United States, one-third of DS Special Agents are assigned to U.S. embassies and consulates in 159 foreign nations, providing security for 269 U.S. diplomatic posts. No other federal law enforcement agency can boast such a geographically diverse presence in the international law enforcement community. This has allowed DS to forge working relationships with foreign police, security services, and international law enforcement organizations worldwide. In the post-9/11 world, DS's ability to coordinate a myriad of foreign and U.S. local, state, and federal law enforcement agencies to protect U.S. interests is both unparalleled and critical. DS can identify and facilitate the arrests and prosecutions of potential terrorist suspects through this global network before they even reach American shores.

VISA AND PASSPORT FRAUD: AN OVERVIEW

THE 9/11 COMMISSION REPORT

“For terrorists, travel documents are as important as weapons. Terrorists must travel clandestinely to meet, train, plan, case targets, and gain access to attack. Because they must pass through regulated channels—presenting themselves to border security officials—or attempt to circumvent inspection points, international travel poses great danger to terrorists. In their travels, terrorists use evasive methods, such as altered and counterfeit visas and passports, surreptitious travel methods and routes, liaisons with corrupt government officials, human smuggling networks, supportive travel agencies, and immigration and identity fraud.”

The borders of the United States are at risk every day from individuals who attempt to secure valid U.S. visas or passports by illegal means. The Department’s consular officers are challenged constantly in their efforts to identify potential irregularities in visa applications, false documents, and a host of other deceptions that individuals employ to obtain a U.S. visa by fraudulent means. The difficulty of this mission is compounded by the sheer number of valid applications and by the location of U.S. consular facilities overseas. In many locations, applicants have unlimited access to fraudulent documents and/or corrupt officials who illegally provide apparently legitimate travel documents. Many of these applicants will spend their life savings to obtain fraudulent travel documents or the services of smuggling networks even if they are given no guarantee of success. The U.S. passport is in even greater demand. The most valuable travel document in the world, it establishes U.S. citizenship and allows its bearer unlimited access to the United States and many other countries.

Counterfeiting of visas and passports is at the core of a wide range of threats posed by terrorists and transnational criminal organizations. DS's partnership with the State Department's Bureau of Consular Affairs (CA) is essential for DS to investigate and enforce violations of visa and passport criminal statutes in both the United States and overseas. DS criminal investigations have uncovered a wide range of illicit travel facilitation crimes, including:

- ★ *Terrorists who use counterfeit, criminally acquired, or altered travel documents;*
- ★ *Narcotics traffickers and others who attempt to acquire U.S. passports under false names to avoid detection by law enforcement;*
- ★ *Fugitives from justice who use aliases to obtain U.S. passports;*
- ★ *Individuals and groups that supply travel and supporting documents to criminals, human smuggling and trafficking organizations, and identity theft and financial fraud rings;*
- ★ *Visa applicants who use fraud in an attempt to visit, work, or reside illegally in the United States.*

The 9/11 terrorists succeeded in carrying out their attacks through the use of fraudulently obtained, but genuine, U.S. travel documents. Throughout the 1990s, members of al-Qaeda learned to exploit weaknesses in the immigration, passport, visa, and entry systems of the United States. They successfully instituted a travel facilitation operation in Afghanistan through the use of travel agents, document forgers, and corrupt government officials. The 19 hijackers employed a variety of methods to conceal their identities, including the use of 364 aliases, fraudulent entry-exit stamps, and altered passports. Through these fraudulent methods, the 9/11 terrorists obtained legitimate passports and tourist visas, entered the United States, and perpetrated the largest terrorist attack in our nation's history.

(Source: 9/11 and Terrorist Travel. Staff Report of the National Commission on Terrorist Attacks Upon the United States).

INTRODUCTION

In December 2004, Congress passed the Intelligence Reform and Terrorism Prevention Act (IRTPA) to implement the recommendations of the 9/11 Commission. The 9/11 Commission had identified a number of factors that allowed terrorists to exploit the vulnerabilities of U.S. travel documents. The IRTPA directed the National Counterterrorism Center (NCTC) to develop a National Strategy to Combat Terrorist Travel (NSCTT). That strategy, which was submitted in March 2006, enhances the capabilities of the United States and its foreign partners to “constrain terrorist mobility overseas” and “deny terrorists the ability to enter, exit, and travel within the United States.” The President’s updated “National Strategy for Combating Terrorism,” issued in September 2006, builds upon the NSCTT and reinforces the twofold need to “deny terrorists entry to the United States and disrupt their travel internationally” and “strengthen coalitions and partnerships.”

In anticipation of the NSCTT, Section 7128 of the IRTPA mandated the establishment of a Visa and Passport Security Program (Program) within the Department of State’s Bureau of Diplomatic Security to safeguard the integrity of U.S. travel documents. The Program is required to target and disrupt terrorist travel and includes the following four components: Analysis of Methods; Identification of Individuals and Documents; Identification of Foreign Countries Needing Assistance; and Inspection of Applications.

In establishing this Program, Section 7218 required that DS:

... shall ensure the preparation of a Strategic Plan to target and disrupt individuals and organizations, within the United States and in foreign countries that are involved in the fraudulent production, distribution, use, or other similar activity—

(A) of a United States visa or United States passport;

(B) of documents intended to help fraudulently procure a United States visa or United States passport, or other documents intended to gain unlawful entry into the United States; or

(C) of visas and passports issued by foreign countries intended to gain unlawful entry into the United States.

The DS Strategic Plan (Plan) incorporates the principles of the NSCTT and the President’s overarching national strategy and addresses the IRTPA’s objective to target and disrupt individuals and organizations that attempt to compromise the integrity of U.S. travel documents. Successful implementation of the strategy will diminish terrorists’ opportunities to operate and recruit; restrict access to potential U.S. targets; and allow U.S. domestic agencies to concentrate more of their resources on critical infrastructure, border security, and immigration policy. The Plan will require the deployment of additional DS personnel at critical posts around the globe, resources to enhance intelligence and data-sharing efforts, and vital training and technical assistance to our foreign partners.

The Plan is built upon three strategic goals:

Strategic Goal 1

Defend the homeland and our foreign partners from terrorist attack through aggressive and coordinated international law enforcement action.

Strategic Goal 2

Detect terrorist activity, methods, and trends that exploit international travel vulnerabilities.

Strategic Goal 3

Disrupt terrorist efforts to use fraudulent travel documents through strengthening the capacities of foreign partners.

Achieving these three strategic goals will require the creation of a robust global force capable of combating terrorist travel and attempts to obtain U.S. visas and passports by illegal means. The Plan emphasizes law enforcement efforts and coordination; interagency collaboration, information exchange, and intelligence analysis; and foreign cooperation and capacity building.

The success of the Plan will be a direct result of collaboration with bureaus within the State Department. The databases and expertise of the Bureau of Consular Affairs are critical to identifying and disrupting terrorist travel. The Department can leverage additional expertise in identification and analysis of suspicious patterns, symbols, or associations from the NCTC and the Human Smuggling and Trafficking Center (HSTC) and dedicate resources appropriately. Such analysis will assist border screeners, ease impediments to legitimate travel, and stop terrorists before they ever reach U.S. shores.



DS also works closely with the Secretary's Counterterrorism Coordinator and the Bureau of International Narcotics and Law Enforcement in their missions to enhance the counterterrorism capacity of foreign governments. This Plan builds upon existing cooperative relationships and outlines expanded efforts to provide training through the International Law Enforcement Academies. By developing local expertise and regional cooperation, the Plan will increase dramatically the ability of the United States and its partners to inhibit terrorists' mobility.

DS and the security entities that preceded it at the State Department have conducted passport and visa fraud investigations since 1918. The men and women who join DS do so because they want to serve the federal law enforcement community in overseas locations. DS personnel receive rigorous and specialized law enforcement, intelligence, and language training to ensure they are properly prepared to perform their duties at State Department posts throughout the world. DS's unique combination of foreign and domestic partners will facilitate the effective implementation of this Strategic Plan.



STRATEGIC GOAL 1

Defend the homeland and our foreign partners from terrorist attack through aggressive and coordinated international law enforcement action.

Investigating and targeting criminals who generate and/or use fraudulent travel documents is the most effective means by which to disrupt terrorist mobility, human smuggling, and human trafficking. Such investigations require a coordinated international and domestic law enforcement effort to ensure that terrorists and criminal violators are investigated, arrested, and prosecuted wherever these transgressions occur. DS is uniquely positioned to accomplish this increasingly important dimension of U.S. counterterrorism activities and crime prevention.

Overseas, DS created a pilot project that assigned Special Agents to investigate visa and passport fraud at posts where high levels of fraudulent travel documents had been detected. These agents work with their host countries' law enforcement authorities to combat the production of fraudulent travel documents in order to disrupt terrorist travel. Since the pilot project's inception in 2004, the results have been promising: 1,045 arrests for document fraud and related offenses; 3,439 visa refusals and revocations; and 6,216 foreign law enforcement and security personnel trained.

In addition, DS has Special Agents assigned to Regional Security Offices (RSOs) at 165 U.S. diplomatic missions and consulates that have responsibility for an additional 104 constituent posts. Through the implementation of this Strategic Plan, DS will leverage this global network of international law enforcement partners to enhance its worldwide investigative capacity.

Domestically, DS Special Agents serve in field offices and resident offices in 25 cities across the country. DS Special Agents also participate in 26 Joint Terrorism Task Forces (JTTF) and 11 Document and Benefit Fraud Task Forces. DS's Global Pursuit Initiative assigns DS Special Agents to major international airports throughout the United States to assist the U.S. Department of Homeland Security (DHS) in investigating visa and passport irregularities. In conjunction with DHS's ongoing Secure Border Initiative, these DS Special Agents contribute valuable investigative assistance. Since 2004, these DS Special Agents have arrested 2,149 individuals on passport and visa fraud charges and related offenses in the United States.

OBJECTIVE: EXPAND DS'S OVERSEAS CRIMINAL INVESTIGATOR PROGRAM

DEPLOY DS SPECIAL AGENTS TO ADDITIONAL POSTS WITH IDENTIFIED HIGH LEVELS OF FRAUDULENT TRAVEL DOCUMENTS

In 2004, the Bureau of Diplomatic Security and Consular Affairs signed a new Memorandum of Understanding for the assignment of DS Special Agents to conduct fraud investigations in consular sections abroad. This partnership has resulted in the deployment of 26 DS Special Agents (with an additional 7 in 2007) to consular posts that encounter high numbers of fraudulent travel documents. These Special Agents investigate travel document fraud and review irregular visa applications. They also develop partnerships with host countries' law enforcement officials to investigate, arrest, and prosecute those who produce and/or use fraudulent travel documents.

DS Special Agents augment visa security support by investigating suspect documents and visa/passport applications. DS Special Agents have access to law enforcement databases not generally available to consular personnel. They consult with their foreign law enforcement counterparts and question applicants based on broad knowledge of local and international law enforcement information. Integrating these capabilities will both improve and streamline the visa adjudication process.

DS's expertise in overseas operations and its impressive track record prove that the State Department's established infrastructure possesses the ability to deploy additional personnel quickly and efficiently. Using a comprehensive methodology, DS and CA have identified and prioritized additional posts with high volumes of fraudulent travel documents for future deployment of DS Special Agents. This expansion will increase the number of posts participating in the Visa and Passport Security Program and minimize their vulnerability to fraudulent travel documents.

EXPAND PARTNERSHIPS WITH FOREIGN LAW ENFORCEMENT PERSONNEL

Expansion of the Program overseas will strengthen partnerships between DS Special Agents and host governments' law enforcement and border security personnel. Such enhanced partnerships will increase the numbers of investigations, arrests, and prosecutions of those who engage in travel document fraud. Continued success with Program partners will provide fertile ground for further training in the prevention and detection of travel document fraud, and enhance the coordination of regional strategies to combat terrorist travel. In addition, DS Special Agents will be uniquely positioned to identify foreign partners that require additional training, technical assistance, and legal and administrative reform in order to achieve long-term success.

OBJECTIVE: ENHANCE DOMESTIC LAW ENFORCEMENT EFFORTS TO SUPPORT THE SECURE BORDER INITIATIVE

APPOINT A VISA AND PASSPORT SECURITY PROGRAM COORDINATOR

As required by the IRTPA, the Assistant Secretary for the Bureau of Diplomatic Security has designated the Director of Investigations and Counterintelligence as the individual responsible for implementation of the Program. This position is staffed by a Special Agent in Charge who coordinates both domestic and international law enforcement operations and reports directly to the Assistant Director for Domestic Operations.

ENHANCE DS DOMESTIC INVESTIGATIVE CAPABILITY

DS will continue to enhance its domestic criminal investigations program to fulfill the requirements of the Secure Border Initiative, especially in regions of the United States that historically have experienced high levels of travel document fraud. In the immediate post-9/11 era, DS initially expanded its liaison and task force efforts with several federal law enforcement agencies and intelligence organizations. Additional domestic personnel are required to support our local, state, and federal law enforcement colleagues and pursue leads generated by overseas investigations. This augmentation of DS resources reflects the Bureau's expanded mission in investigating and apprehending perpetrators of transnational travel document fraud.

ASSIGN SPECIAL AGENTS TO KEY DOMESTIC PROCESSING SITES

The assignment of additional agents to CA's passport field offices, the National Passport Center, and the National Visa Center is critical to ensuring the timely investigation of travel documents thought to be fraudulent during the inspection and processing of visa and passport applications. Enhancing DS's presence at these centers will integrate thoroughly DS's law enforcement and CA's fraud-fighting efforts. This initiative also will augment and expand ongoing DS-CA efforts to investigate petition revocations and prosecute alien smugglers.

EXPAND DS'S GLOBAL PURSUIT INITIATIVE

Through the Global Pursuit Initiative, DS Special Agents are assigned to major international airports in the United States to investigate irregularities in U.S. visas and passports. These DS Special Agents work in conjunction with Customs and Border Protection (CBP) inspectors and Immigration and Customs Enforcement (ICE) agents stationed at multiple ports of entry. Expansion of this program to 35 of the Federal Aviation Administration's (FAA) major international airports in the United States will enhance DS's ability to respond, investigate, and collect intelligence on trends in visa and passport violations. DS Special Agents will enhance CBP inspectors' and ICE agents' investigative capabilities through DS's worldwide law enforcement network.

EXPAND THE CIVIL SERVICE CRIMINAL INVESTIGATOR PROGRAM

Criminal investigative programs require continuity to leverage the experience of an organization's special agents with their extensive network of local, state, and federal law enforcement colleagues. Although the Department's diplomatic mission requires DS to focus on international law enforcement and security programs, the success of the Visa and Passport Security Program can be achieved only through an effective domestic effort. Since 2004, DS has identified this need and committed itself to building a strong domestic foundation for its worldwide criminal program. In the past two years, more than 20 Civil Service criminal investigator positions have been created to provide continuity; an increased domestic criminal investigative capacity; and an augmented ability to respond to the needs of DS investigations and those of local, state, and federal law enforcement counterparts. In addition, DS will explore with the Department the possibility of establishing a pilot program for Foreign Service Special Agents to convert to the Civil Service and remain with DS. This initiative would allow DS to continue developing qualified law enforcement professionals and increase the ability of the organization to retain these valuable human assets.

INCREASE DEDICATED LEGAL SUPPORT

DS's expanded global law enforcement program will require greater in-house legal assistance to address sufficiently the specific law enforcement needs of the Bureau. DS will seek to increase the number of Department attorneys dedicated to working on DS criminal law enforcement investigations and prosecutions and to enhance the attorneys' roles in providing legal expertise in applicable criminal law.

These attorneys will assist DS in coordinating DS criminal investigations with the U.S. Department of Justice (DOJ) and U.S. Attorney's offices across the country. DS also will seek funding for the support of designated prosecutors in selected U.S. Attorney offices throughout the United States to target and prosecute document fraud violators. This initiative reflects DS's strengthened domestic investigative program and concentrates on those regions with high rates of travel document fraud. The ever-increasing scope, complexity, and occurrence of travel document fraud in the United States requires dedicated attorneys to zealously prosecute violators and uphold the integrity of U.S. travel documents and related statutes.

Additional legal staff will assist DS in identifying areas in which expansion or modification of existing legal authorities may be required to enhance the ability of the Department to maintain the integrity of U.S. travel documents and improve both DS enforcement and government prosecution efforts. Examples of such authorities that have already been identified include: administrative subpoena authority; trafficking in persons enforcement authority; limitation on venue in false passport application investigations; and a *mens rea* (criminal intent) requirement through Chapter 75 of Title 18. In some cases, legislative remedies already have been proposed; in others, further legal analysis is required. In both cases, additional legal staff will help ensure that DS has the appropriate legal tools necessary for the Program to succeed.

STRATEGIC GOAL 2

Detect terrorist activity, methods, and trends that exploit international travel vulnerabilities.

One of the fundamental findings of the 9/11 Commission's report was the failure of operational entities and intelligence agencies to coordinate their efforts and intelligence into a comprehensive assessment of national security threats. Effectively countering terrorist mobility requires an interagency apparatus that fosters the timely exchange of intelligence and information on travel document fraud and illicit travel. Tracking terrorist travel requires a unique blending of traditional resources of the law enforcement and intelligence communities. This synthesis can produce programs that use database and data-mining techniques and intelligence analysis that address threats from terrorist mobility and trends in fraudulent travel documents.

Since 9/11, the majority of the Department's efforts to counter terrorists' ability to travel have focused primarily on pretravel assessment and countermeasures. DS's monitoring of vulnerabilities identified during criminal investigations has resulted in the arrests of vendors and facilitators of fraudulent travel documents. CA, in turn, has transformed its application data procedures and interview standards; enhanced mandated advisories on aliens of special interest; and integrated watch list and biometric identifiers into the application process for visas and passports.

The Vulnerability Assessment Unit (VAU) in the Office of Fraud Prevention Programs is a joint DS-CA initiative. The VAU uses data-mining and risk-analysis techniques to detect anomalies and spot trends and patterns in visa and passport processing and potential breakdowns in internal controls; makes recommendations to address vulnerabilities; and provides investigative support to DS in visa and/or passport fraud and malfeasance investigations.

DS also has assigned DS Special Agents to liaison positions within multiple intelligence and law enforcement agencies—including the Federal Bureau of Investigation (FBI), the Central Intelligence Agency, NCTC, DHS, U.S. Marshals Service, and Interpol—to ensure the timely dissemination of DS intelligence and investigative information. The DS Visa and Passport Analysis Unit evaluates Department databases and reporting to identify potential criminal activity and provide actionable information to both criminal investigators and CA officials. Finally, DS has assigned staff to the Human Smuggling and Trafficking Center (HSTC) to support its role as a “clearinghouse” for intelligence on human smuggling and trafficking, as well as terrorist travel.

OBJECTIVE: OPTIMIZE THE HUMAN SMUGGLING AND TRAFFICKING CENTER FUSION OPERATIONS

REMEDY CRITICAL FUNDING AND OPERATIONAL STAFF DEFICIENCIES

Human smuggling, trafficking in persons, and clandestine terrorist travel are transnational issues that threaten national security. In an innovative and crosscutting effort to address these interrelated issues, the State Department, DHS, and DOJ jointly signed a charter in July 2004 to establish the Human Smuggling and Trafficking Center. The HSTC brings together representatives from policy, law enforcement, intelligence, diplomatic, and consular areas of federal agencies to address U.S. government and international efforts to combat these interrelated problems and turn intelligence into action.

The HSTC is critical to the effectiveness and success of the Visa and Passport Security Program and Strategic Plan. HSTC will be more effective as a central clearinghouse for intelligence gathering and analysis when it is allowed to focus strategically on efforts to counter terrorist mobility by linking terrorist networks; analyzing their ability to enter, live in, or move within the United States and other countries; and converting analysis into usable information for subsequent law enforcement action.

Realizing this vision will require dedicated resources to remedy current personnel and funding shortages. DS has made a commitment to provide State Department leadership, funding, and personnel to the HSTC. This support will allow the State Department and HSTC to better integrate their efforts to detect smuggling, trafficking networks, and facilitators, with a dedicated focus on the detection links to terrorism. Such integration of resources and efforts will enable HSTC's information acquisition and analysis unit to process and disseminate intelligence to guide both policy and enforcement action.

CREATING A NEW LEADERSHIP ROLE FOR DS

In addition to resource commitments to HSTC, DS has assumed responsibility as the State Department's primary representative to HSTC. In light of the nature of HSTC's intelligence and enforcement activities, DS is the logical State Department bureau to accept this responsibility. In carrying out this new role, DS will provide stable leadership and contribute to HSTC's mandate to act "as an intelligence fusion center and information clearinghouse for relevant information from all federal government agencies with respect to the government's efforts to address terrorist mobility, human smuggling, and trafficking."

OBJECTIVE: ESTABLISH A CRIMINAL INTELLIGENCE CAPABILITY WITHIN DS

EXPAND DS'S CRIMINAL INTELLIGENCE AND RESEARCH BRANCH

The DS Criminal Intelligence and Research Branch (CIR) was created in 2005 to collect, collate, and analyze criminal intelligence pertaining to terrorist travel and document fraud. The CIR disseminates information essential to the success of DS Special Agents' ability to conduct global criminal investigations involving document counterfeiting, imposters, processing irregularities, and related document fraud. CIR analysts review investigative information from a wide range of government and Department databases, such as the Consolidated Consular Database (CCD), to detect patterns of criminal activity related to U.S. travel documents.

The expansion of the CIR is essential to prevent, detect, and neutralize travel document fraud that enables individuals to enter the United States and/or other countries illegally. CIR operations have created an intelligence and research operations component within DS that can access sophisticated analytic tools, technical investigations equipment, and a network of legal and regulatory sources of information. CIR has become a focal point for DS's worldwide criminal program, serving as a clearinghouse for intelligence and information provided by DS's overseas and domestic criminal investigations.

EXPAND THE INTELLIGENCE ANALYST PROGRAM

Over the past two decades, DS has used intelligence analysts to support its protective security responsibilities through its Intelligence and Threat Analysis Division and Overseas Security Advisory Council. Building upon these successful models, DS created the CIR intelligence analyst program to meet the needs of an expanding international criminal program. However, the current CIR headquarters intelligence staff is but one component of a comprehensive analysis program designed to process raw intelligence generated by overseas and domestic investigations.

Successful implementation of the CIR will require the deployment of intelligence analysts in response to the expansion of DS's worldwide enforcement initiatives. Assignment of analysts to overseas posts that encounter high levels of fraudulent travel documents, to CA fraud prevention programs, and to DS domestic field and resident offices will enhance substantially the Department's interbureau intelligence collection and dissemination efforts. Detailing analysts to the FBI, DHS, NCTC, and HSTC headquarters will ensure the timely exchange of intelligence on the vulnerabilities of U.S. travel documents and terrorist mobility. Finally, expanding the analyst program to the JTTFs and Fraud Benefit Task Forces will augment current DS participation and ensure that DS criminal intelligence is provided to domestic task forces targeting terrorist travel and travel document fraud.

OBJECTIVE: ENHANCE INTERDEPARTMENT COOPERATION AND TRAVEL DOCUMENT VULNERABILITIES EFFORTS

ENHANCE THE VULNERABILITY AND ASSESSMENTS UNIT

The joint DS-CA Vulnerability Assessment Unit analyzes consular data, systems, and processes to identify potential systemic vulnerabilities within issuance procedures and specific instances of processing irregularities. The CA-funded VAU currently is staffed by both CA officials and DS Special Agents and analysts, and is an excellent example of the DS-CA commitment to combating visa fraud.

The VAU continues to collaborate with technology developers to maximize data-mining efforts within the CCD. Application of database technology and techniques, such as statistical analysis and modeling, uncovers hidden patterns and subtle relationships within the CCD. VAU's risk analysis program can conduct system searches for specific, questionable real-time data as they are entered into the database and notifies VAU electronically of the exact circumstances of each visa issuance.

Automated reporting and other experience-based queries detect anomalies. Analysis of questionable patterns, which can detect anomalies and potential breakdowns in internal controls at posts, results in referrals to CA and DS for appropriate action. These initiatives have proven to be an effective and valuable tool for multiple DS investigations. Success for the VAU program will require a commitment to resources and technological innovation in order to keep pace with the growth of DS's international and domestic criminal programs.

INCREASE DS PARTICIPATION IN THE CONSULAR MANAGEMENT ASSISTANCE TEAM REVIEWS

The Consular Management Assistance Team (CMAT) program was created by CA to assist consular sections in managing the myriad of changes, guidance, and operating procedures issued in the post-9/11 environment. CMATs conduct reviews of both consular operations and section management that significantly influence national security with increased resources. DS Special Agents will participate more frequently in these periodic reviews of visa and passport issuance operations and conduct follow-up investigations into related criminal violations. CMATs offer immediate guidance and solutions to difficulties that arise. Post-specific recommendations are shared throughout CA, maximizing the knowledge gleaned and lessons learned from the handling of challenging situations. The CMAT initiative is an innovative analysis-feedback program that has the potential to shape the Department's extensive quality-control and enhancement efforts.

CREATE A DS VISA AND PASSPORT OPERATIONAL REVIEW PROGRAM

The absence of a component within DS to perform security inspections has limited our ability to enhance security procedures, increase efficiency, and validate Department policies that affect applicant screening and the processing and adjudication of applications. The IRTPA required that the Visa and Passport Security Program incorporate an Inspection of Applications component to “randomly inspect visa and passport applications for accuracy, efficiency, and fraud.”

The establishment of the Visa and Passport Operational Review (VAPOR) program will allow DS to perform security inspections of applications and will both enhance and complement the ongoing efforts of the Department. The DS VAPOR program’s systemic and random security inspections of the State Department’s visa and passport applications will help identify threats to the integrity of U.S. travel documents. Team inspections will focus on posts that are highly vulnerable to terrorist threats and travel document fraud. Such inspections can be conducted in conjunction with CMAT reviews. Additional security inspection support will be employed to respond to intelligence about threats or terrorist activities. The VAPOR team concept will require extensive coordination between DS and CA. Unit composition will build on the successful DS-CA partnership model of CMATs and the VAU.



STRATEGIC GOAL 3

Disrupt terrorist efforts to use fraudulent travel documents through strengthening the capacities of foreign partners.

Building foreign partner capability is vital to the security of the United States and our foreign partners. Successfully defending the homeland is best accomplished when terrorists are apprehended before they even reach the United States. This can only occur if our foreign partners have the training, technical assistance, and legal institutions needed to combat terrorism. Consequently, it is essential to identify countries that require assistance to enhance their ability to target and disrupt terrorist travel, detect fraudulent travel documents, and effectively prosecute persons who violate foreign anti-fraud laws, false document vendors, and terrorists.

DS has substantial experience in providing assistance to foreign partners engaged in the global war on terror. DS's Antiterrorism Assistance program (ATA) has generated notable success in training foreign law enforcement personnel. Training of foreign security personnel was conducted in Greece and Italy prior to the 2004 and 2006 Olympic Games. Extensive DS law enforcement and security training also has benefited such volatile countries as Afghanistan, Haiti, and Liberia. In 2006 alone, the ATA program sponsored 269 courses and technical consultations and trained approximately 4,600 students from 77 countries. Since its inception more than 20 years ago, ATA has trained some 55,000 students from 150 countries. Training curricula are tailored to the specific needs of the country and include courses such as Cyber-Terrorism, Airport Security, and Border Control. DS's ability to interact with police, immigration, and border authorities worldwide—coupled with extensive knowledge of foreign criminal justice systems and regional trends—places DS in a unique position to assess vulnerabilities in our foreign partners' efforts to combat terrorist travel.



OBJECTIVE: PROVIDE TRAINING AND TECHNICAL ASSISTANCE TO ELIGIBLE FOREIGN PARTNERS

DEVELOP AND DELIVER A FRAUDULENT TRAVEL DOCUMENT COURSE

In 2005, the ATA program, in partnership with the Immigration and Customs Enforcement Forensic Document Laboratory (ICE/FDL), fulfilled the legislative requirements of the IRTPA by developing a Fraudulent Travel Document (FTD) training course. This course provides eligible foreign countries with training in identifying and detecting the most common forms of fraudulent photo substitutions, page substitutions, data alterations, and other forms of counterfeiting.

The FTD curriculum strives to promote the concept of sustainability in our partner nations by “training the trainer” and focuses on foreign partner police authorities, customs and immigration inspectors, training officials, and forensic specialists responsible for examining international travel documents. The course emphasizes the need for foreign partners to properly examine and detect fraudulent travel documents; establish a chain of custody to properly secure and protect evidence for criminal prosecutions; and facilitate the exchange of law enforcement information. Through a wide range of classroom instruction and practical exercises, participants are taught how to quickly examine and evaluate key document security features of international travel documents, visas, birth certificates, and supporting documentation. The course gives trainers the opportunity to provide recommendations that help partner nations secure document laboratories and evidence facilities, improve information sharing, and establish fraud-alert systems.

This country-based course provides overseas training to foreign partners and is a cost-effective alternative to providing training in the United States. An important benefit of this effort is the specialized training ATA personnel have received from ICE to conduct focused in-country needs assessments. The information collected by ATA assessments is coordinated with ICE to tailor material best suited for the specific needs of each partner nation. This course also provides a grant for the purchase of low-cost tools to assist in the detection of fraudulent travel documents.

The joint DS and ICE/FDL development and implementation of the FTD course demonstrates the benefits of interagency cooperation and serves as the international counterpart to DHS’s domestic document-fraud training for local, state, and federal law enforcement. The success of this program requires that course materials continue to evolve to ensure that accurate and appropriate training materials and advanced courses are developed and provided to foreign partners. Limiting factors such as funding and staff levels will need to be remedied in order to expand the provision of the FTD course to additional foreign partners. DS constantly prioritizes eligible foreign recipients based on their specific needs, ATA assessments, and evaluations from overseas criminal investigators. The addition of the FTD training course to the International Law Enforcement Academies’ catalog has broadened its reach to new audiences and complements the academies’ Transnational Terrorism Training Course.

PROVIDE TECHNICAL ASSISTANCE TO ELIGIBLE FOREIGN PARTNERS

Minor technical grants currently are being provided to foreign partners in conjunction with FTD in-country course offerings. Through ATA previsit survey teams and ICE/FDL evaluation, proposals for equipment grants for each recipient nation are prepared based on an assessment of needs and the availability of ATA funds. DS will expand this evaluation process to include a comprehensive review that will identify and prioritize foreign partners' training and technical assistance needs. These reviews will incorporate both ATA and ICE/FDL assessments and input from DS overseas criminal investigators and CA to ensure that all foreign partners are provided with the appropriate level and quantity of technical assistance. In addition, DS and CA will work with foreign partners in strengthening their technical travel document security features and issuance controls, making it more difficult for terrorists and criminals to obtain fraudulent travel documents.

SEEK DESIGNATED FOREIGN ASSISTANCE FUNDING FOR TRAINING AND TECHNICAL ASSISTANCE PROGRAMS

Through the Department's Director of Foreign Assistance, DS will seek to establish a designated amount of foreign assistance funding to provide fiscal support for fraudulent document training and technical assistance to eligible foreign partners. Current budget constraints and the dearth of dedicated funding have limited the delivery of the FTD course and provision of technical assistance to foreign partners. Increased designated funding will allow for an expansion of essential training and technical assistance to key foreign partners that are engaged in combating terrorist travel and document fraud.

STRENGTHEN FOREIGN PARTNERS' TERRORIST TRAVEL LEGISLATION EFFORTS

Training and technical assistance are valuable assets used by foreign partners to investigate and arrest terrorists and criminals. However, assistance efforts alone cannot bring about success if government and legal institutions are not committed to—and capable of—confronting threats from terrorism. It is imperative that foreign partners' attempts to combat terrorist travel are not compromised by corruption, absence of laws or legal authorities, overwhelmed legal systems, and/or the absence of political will. Through the assessment process, DS will identify foreign partners that are susceptible to factors that may potentially undermine training and technical assistance. In conjunction with the Bureau of International Narcotics and Law Enforcement, DS will seek to eliminate foreign partners' legal vulnerabilities and strengthen institutions necessary to combat terrorist travel.



CONCLUSION

The Visa and Passport Security Strategic Plan does more than respond to the requirements of Section 7218 of the Intelligence Reform and Terrorism Prevention Act. It does more than address vulnerabilities brought to light by the 9/11 hijackers' use of U.S. travel documents. This Plan provides a comprehensive blueprint for three proactive and integrated strategies to prevent the fraudulent production, manipulation, and acquisition of U.S. visas and passports. Wherever the U.S. Department of State issues travel documents, DS has the authority to investigate travel document fraud. Additions to DS's analytic, investigative, and training resources—as well as a vigorous process review—are essential to create and maintain a viable Visa and Passport Security Program.

The U.S. Department of State constantly is evolving and transforming. DS has always been a part of this and past transformations, but there is an additional dimension today. The entire U.S. Government has been grappling with a means to prevent terrorist travel. DS has moved forward and created 26 overseas criminal investigator positions; established and staffed a new Criminal Intelligence and Research Branch; and expanded its Civil Service Special Agent cadre. CA established Consular Management Assistance Teams and a number of other security countermeasures to protect the integrity of U.S. visas and passports and the processes through which they are issued. DS's ATA program established a document fraud course designed to help our allies detect and deter terrorists before they reach the United States.

Over the next three years, successful implementation of the Program will be dependent upon the provision of significant new resources, to include additional DS Special Agents, intelligence analysts, Foreign Service national investigators, and support staff to build upon this strong foundation. With Special Agents assigned to 200 overseas posts, DS and our foreign partners will be able to combat terrorist travel, document fraud, and human smuggling and trafficking directly at the source of these illicit activities. The Visa and Passport Security Program outlined in this Strategic Plan will position the Department of State as the most capable, best prepared, and flexible organization to anticipate and respond to the challenges of combating terrorist travel and ensuring the integrity of U.S. travel documents.

OPERATION TRIPLE X: Human Trafficking/Document Fraud Investigation



APPENDIX

Operation Triple X is a joint undercover operation by the U.S. Department of State's Bureau of Diplomatic Security and the Indonesian National Police (INP) to target Indonesian criminal syndicates involved in counterfeiting travel documents. These criminal syndicates were involved in extensive U.S. visa fraud activities, sophisticated document fraud, illegal immigration, production of counterfeit Indonesian passports, alien smuggling (throughout Indonesia, Malaysia, the Philippines, Thailand, Singapore, and Brunei), pedophile operations, trafficking in persons (women and children), drug trafficking, gun trafficking, and money laundering. The undercover investigation, which began in February 2005, also revealed that a few of these criminal Indonesian syndicates had a nexus to the terrorist network known as Jamal Islamyia and other Muslim extremist groups operating in Southeast Asia.

WHY SURABAYA?

Surabaya is the main shipping port on the eastern end of the Indonesian archipelago and home to Indonesia's eastern navy fleet. Surabaya has a large concentration of brothels located in the heart of the city, with an estimated 14,000 women and children working in them. Surabaya is a central hub for human trafficking; illegal immigration; and timber, shrimp, and textile smuggling. Criminal syndicates are well established and operate openly in the city, bribing corrupt immigration and police officials. Jamal Islamyia and other Muslim extremist groups have taken advantage of the widespread corruption and criminal syndicates to further their causes.

The success of Operation Triple X is all the more remarkable considering that the investigation took place in an environment of direct and continuous terrorist threat to U.S. diplomatic facilities and personnel operating in Indonesia. Both the U.S. Embassy in Jakarta and the U.S. Consulate General in Surabaya were closed temporarily several times in 2005 and 2006 because of terrorist threats.

In February 2005, DS Special Agents from the Regional Security Office (RSO) at the U.S. Embassy in Jakarta and Consulate General in Surabaya began to coordinate an international criminal task force at both the national and local levels to shut down 12 major criminal syndicates that had been identified as operating across the archipelago. The initiation of the investigation began with the State Department's Consular Services' fraud coordinators identifying suspected counterfeit documents and alerting the RSOs. The RSO in Surabaya researched visa applications from three previous years, including files, notes, correspondence, and fraud coordinators' files. They also interviewed consular officers. Patterns and trends began to emerge.

The RSO began to interview all applicants for U.S. visas who had submitted documents suspected to be fraudulent. Many of these interviews provided valuable information confirming the rampant nature of criminal syndicates involved in counterfeiting travel documents and details of their operations. The RSO coordinated closely with Indonesian law enforcement and legal authorities. The first series of raids and arrests began in May 2005.

Twenty-one subsequent raids by the INP resulted in 84 arrests, including an Indonesian immigration official. The Indonesian prosecutor's office

has charged and convicted all 84 arrested individuals under Indonesian fraud statutes. Evidence collected consisted of more than 4,800 fraudulent documents, including Indonesian passports; U.S. visas and passports; Indonesian national identification cards; marriage, birth, and family records; and vehicle registrations and driver's licenses. The Indonesian National Police also seized numerous computers, names of U.S. businesses hiring illegal immigrants, Indonesian and third-country official stamps, original and





unused blank Indonesian passport booklet covers with biographical data pages, reflective security laminates, and passport pages. More than 8,000 individuals were identified as using the services of these criminal syndicates.

These raids and arrests also uncovered the names of 100 individuals who successfully entered the United States through fraudulent means. Law enforcement officials in the United States subsequently have arrested several of these illegal aliens. One individual attempted to smuggle automatic weapons from Surabaya to Los Angeles, California. Two additional subjects were apprehended in New Mexico with 15 counterfeit Indonesian passports, Social Security cards, and New Mexico driver's licenses. These two individuals were attempting to open 30 separate checking accounts at banks in the state.

Operation Triple X revealed that criminal syndicates in Indonesia were selling counterfeit U.S. visas and other fraudulent documents to citizens of Indonesia, Thailand, Malaysia, the Philippines, China, and Vietnam for illegal entry into the United States. The fraudulent documents were used to obtain U.S. visas, immigration green cards, and U.S. Social Security cards. Fiscal accounting records obtained in one police raid show that one of these criminal syndicates made \$3 million during a three-month period.



DS Special Agents in Indonesia identified many of the techniques used by the syndicates. Most striking was the fact that many of these groups were openly advertising their counterfeiting services in the local newspapers under advertisements for travel agents. Most of these purported travel agents operated as legitimate fronts for various criminal activities.

Some of the high-quality counterfeit replicas of Indonesian passports, national identity cards, birth and marriage certificates, bank booklets, and bank statements were provided with the help, knowledge, and assistance of corrupt immigration officials and police. Criminal enterprises charge \$3,000 to \$10,000 for their counterfeiting services. Price ranges depend on the quality of the fraudulent documents and the services purchased. Documents to create a completely new identity could cost \$10,000. Most of the U.S. visa applicants were “coached” on how to prepare for their interviews. When an applicant arrived for the interview, he or she would provide all the fraudulent documentation (i.e., employment letter, symposium letter, business license, business tax form, valid Indonesian passport with overseas visas to other Southeast Asian countries, birth certificate, bank booklet or statement) to the consular officer.

The DS-INP team shut down these international criminal syndicates through intensive and meticulous investigations, close liaison with Indonesian officials, and prosecution of the cases. It took extraordinary planning and dedication by all of the DS Special Agents involved. The DS Special Agents conducted this operation with diligence and tenacity, while protecting U.S. diplomatic staff and facilities throughout the Indonesian archipelago.



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