

BORDER SECURITY PROGRAM

Resources Summary

(\$ in thousands)

	FY 2009 Actual	FY 2010 Enacted	FY 2011 Request
Machine Readable Visa (MRV) Fees	830,948	974,817	975,000
Western Hemisphere Travel Surcharge	248,889	315,000	315,000
Enhanced Border Security Program Fees	257,600	454,254	629,000
Passport Security Surcharge	220,500	408,154	573,900
Immigrant Visa Security Surcharge	22,000	31,000	40,000
Diversity Fee	15,100	15,100	15,100
Other Consular Fees	0	0	634,000
Fraud Prevention Fee	40,000	40,000	40,000
Affidavit of Support Fee	10,000	0	0
Total Border Security Program Expenses	1,387,437	1,784,071	2,593,000

Program Description

The Department of State's Border Security Program has a mission to protect American citizens and safeguard national borders. It is a core element of the coordinated national effort to deny individuals who threaten the country entry into the United States and to facilitate the entry of legitimate travelers. The Bureau of Consular Affairs' (CA) mission is to protect the lives and interests of American citizens abroad and to strengthen the security of United States borders through the vigilant adjudication of visas and passports. As the lead bureau in the Department's Border Security Program, CA is responsible for deploying automated systems, developing and implementing policies, procedures and processes, and coordinating with other agencies across the federal government in support of homeland security goals. The State Department's Border Security Program supports domestic and overseas consular operations and focuses on five fundamental objectives: information technology, connectivity, infrastructure, integrity, and human resources.

The FY 2011 budget request includes a proposal that would allow the Department to retain all user fees collected from the provision of consular services for FY 2011 and all future years to cover the full cost of immigration, passport, and other consular services.

Information Technology

Make accurate and timely information available to all personnel responsible for processing passports, adjudicating visas and issuing travel documents. Key elements include data sharing with other agencies and continuing improvements to data analysis initiatives and efficiencies in the applicant screening process through name checks and biometric technologies (fingerprints and facial recognition).

Connectivity

Provide worldwide, redundant connectivity in support of passport and visa processing, including sufficient bandwidth to support data sharing and transmission of electronic images, biometric information, and passport and visa applications to support a 24 hours/7 days a week operation.

Infrastructure

Furnish staff with modern equipment and software to support consular activities. Key elements are an effective equipment replacement program and continued development of modernized consular software.

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Integrity

Safeguard the integrity of consular processes and services through continuous enhancements to consular documents, improvements in information systems, expanded training of personnel in security and anti-fraud procedures, and a comprehensive program to investigate incidents of passport and/or visa fraud.

Human Resources

Provide sufficient qualified staff trained in consular processes and anti-fraud techniques to fill consular positions through the Department of State's programs to hire, train and assign enough personnel to meet workload demands.

The following chart summarizes the costs of the major activities of the Border Security Program:

(\$ in thousands)

Activities	FY 2009 Actual	FY 2010 Enacted	FY 2011 Request	Increase/ Decrease
Consular Project Initiatives	608,538	874,315	1,187,837	313,522
Consular Systems Install and Operations	69,500	74,250	98,500	24,250
Consular Systems Modernization and Support	114,405	175,295	178,023	2,728
Automated Name check Systems: CLASS	14,000	14,000	15,000	1,000
MRV Administrative Support	69,856	88,585	93,185	4,600
Global Support Services (GSS)	0	58,938	138,634	79,696
Public Information Support	28,300	42,315	33,315	(9,000)
Document Integrity/Fraud Programs	22,973	25,220	26,871	1,651
Consular Training (FSI)	6,300	6,170	6,170	0
Passport Operations	187,829	214,898	231,244	16,346
Passport Facilities	13,455	14,300	23,174	8,874
Passport Systems	23,025	70,037	78,631	8,594
Visa Processing	31,450	59,400	55,600	(3,800)
American Citizen Services	2,933	4,078	3,596	(482)
Intelligence Support Unit (INR)	340	0	0	0
Facilities Management	24,172	26,829	205,894	179,065
Domestic rent and maintenance	24,172	26,829	31,894	5,065
Overseas facilities	0	0	174,000	174,000

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Activities	FY 2009 Actual	FY 2010 Enacted	FY 2011 Request	Increase/ Decrease
Diplomatic Security	21,269	23,403	149,403	126,000
Investigative Support/Guards	21,269	23,403	23,403	0
Worldwide security protection	0	0	126,000	126,000
Technology Backbone – IRM	18,000	14,000	17,710	3,710
IRM Computer Systems and Diplomatic Telecommunications Support	18,000	14,000	17,710	3,710
Border Security Staff (American Salaries)	338,989	381,088	557,744	176,657
Consular Affairs	163,120	196,123	199,260	3,137
Bureau of Administration	92	92	186	94
Coordinator for Counterterrorism (S/CT)	368	1,089	1,116	27
Information Resource Management	3,219	3,441	3,478	37
Diplomatic Security	30,320	38,472	42,834	4,362
Overseas Staff	141,870	141,870	310,870	169,000
Border Security Support	400,641	491,266	680,306	189,040
Consular Affairs	212,115	295,725	319,765	24,040
Diplomatic Security	15,343	15,343	15,343	0
Information Resource Management	4,090	4,090	4,090	0
Western Hemisphere Affairs (BCC)	2,000	2,000	2,000	0
Overseas Support	167,093	174,108	339,108	165,000
Total, Border Security Program	1,387,437	1,784,071	2,593,000	808,929
<i>FBI Fingerprint Checks Reimbursement</i>	<i>150,000</i>	<i>122,000</i>	<i>122,000</i>	<i>0</i>

The Department will pursue the following objectives in FY 2011 as part of its continued efforts to protect and assist Americans abroad and to improve U.S. border security by preventing the entry of terrorists or others intending to engage in criminal activity in the United States.

Consular Systems Installation and Operations: \$98,500,000

This funding supports worldwide consular systems with new hardware, software and training. CA continues to replace IT equipment for overseas consular sections and domestic facilities on a systematic replacement cycle. The Direct Shipment initiative will continue the distribution of hardware components directly from the service provider to overseas posts. Ongoing operations encompass program, configuration and data management; systems engineering and systems security programs; software maintenance; independent testing of software releases for all consular applications; support for non-immigrant and immigrant visa adjudication processes and business systems and contractor-provided technical support and equipment maintenance. During FY 2011

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continued emphasis will be placed on the rollout of the new generation of visa software, including the Consular Electronic Application Center (CEAC) and the Global Visa System (GVS). The CEAC is a set of web forms in one convenient location, making the application process faster and easier for the public. The GVS will be a unified visa processing solution that will transform and modernize the Department's visa processing environment. These systems will modernize the visa adjudication environment by consolidating four existing systems and will improve the accuracy and timeliness of the visa application process.

Consular Systems Modernization and Support: \$178,023,000

Border security imperatives require that CA continue to develop the most efficient and advanced systems possible to support both the Bureau's role in interagency data sharing and its commitment to sound citizenship and visa adjudication decisions and services. CA will work closely with the Department of Homeland Security (DHS) and the Federal Bureau of Investigation (FBI) to ensure continuing compatibility with their systems and programs. CA will continue to support use by other agencies of the Consular Consolidated Database (consular case history records) by expanding and refining web-based interfaces for easier information delivery and by improving data mining/data access tools. The expansion of CA's Business Intelligence functionality will continue, which will provide the Bureau with enhanced decision support and fraud detection capacities through the introduction of software tools enabling the execution of complex "what if" scenarios, improved analytical capabilities, and the ability to run queries against multiple CA databases.

Automated Name Check Systems CLASS: \$15,000,000

The consular name check systems form the centerpiece of the Border Security Program. CA assigns high priority to maintaining and improving the Consular Lookout and Support Systems (CLASS) infrastructure. By FY 2011 CLASS will have over 65 million entries provided by other agencies, requiring continuing attention to data management and to connectivity with other agency systems. Because CLASS is listed by Presidential Directive 63 as a mission critical system, contingency planning and support must continue for the two data centers, one in the Washington, DC area and the Alternate Processing Center at the Kentucky Consular Center, that handle CLASS. CLASS will continue to be applied to the Diversity Visa System (DV) program, thereby enhancing its anti-fraud capabilities by allowing the detection of duplicate and name variant entries. In much the same fashion, in FY 2011 the CLASS fraud detection functionality will be further enhanced by its ability to access and run queries against the Consolidated Consular Database (CCD), thereby allowing the identification of name variants of prior applications.

MRV Support Costs: \$93,185,000

The Machine Readable Visa (MRV) fees collected from each applicant for a nonimmigrant visa have provided the fundamental financial support for all consular and visa programs. Support costs include the fees paid to banks worldwide to collect the MRV fee from applicants; the salaries paid to staff established in response to changes in MRV workload and security procedures; and the salaries, benefits and equipment for consular agents. Other costs are the support to overseas posts from Consular Management Assistance Teams (CMAT) and the purchase of a modest amount of supplies and equipment.

Global Support Services (GSS): \$138,634,000

Initial funding for this new initiative was included in FY 2010 and will cover partial year requirements at a cost of \$58.938 million. Full year implementation costs are included in the FY 2011 budget. As part of preparations to process increasing numbers of visa applicants at designated Mission Mexico posts, CA initiated a pilot program of offsite data collection (ODC) at two posts in April 2008. Upon completion of the pilot program, CA developed a successor program to that pilot, called the "Global Support Strategy" (GSS). GSS will support consular services worldwide, replacing existing user-pays concession agreements and expanding offsite data collection to additional high-volume posts. This will standardize visa services, promises improved customer service and management information, establishment of uniform performance standards, and more efficient use of space at the largest consular sections.

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Public Information Support: \$33,315,000

CA relies on the support of two contractor-operated call centers, internet websites and Web 2.0 tools and traditional on-site outreach to provide the public with the most responsive information available in the most cost-effective manner. The first call center is the Overseas Citizen Services (OCS) Call Center which provides non-Privacy Act-protected information regarding the safety and welfare of American citizens abroad, and answers general information calls for OCS while forwarding case-specific calls and those requiring action directly to the appropriate OCS officer. The center can be reached via toll-free or toll numbers from 8am to 8pm Monday through Friday; after-hours calls are handled by the OCS Duty Program. For crisis response, the center can escalate to 24 hours/7 days a week operation within three hours of notification. The second call center is the National Passport Information Center (NPIC) which provides information services to the general public via a toll-free telephone number and e-mail correspondence. NPIC also provides an extensive automated passport information service that is available to the public, 24 hours a day. Through this service, customers can obtain answers to general passport questions and may make appointments to be seen at one of the passport agencies.

Document Integrity, Training and Anti-fraud Programs: \$26,871,000

As part of its responsibility for enhancing U.S. border security, CA remains vigilant in its efforts to maintain and improve the integrity of U.S. visas and passports. The FY 2011 budget supports passport and visa fraud prevention and expanded H-1B and L visa fraud detection efforts. Funding will also provide for information sharing, publications, coordination with other offices and agencies, and training and operational support for consular sections abroad, passport agencies and visa facilities to ensure that overseas consular officers and domestic passport agency employees have the tools and skills needed to uncover and combat fraud. CA will continue to work with the Bureau of Diplomatic Security (DS) on these efforts. DS will continue to strengthen the DS criminal investigations program as it relates to the H-1b, H-2b and L visas using revenues retained under the H-1B Visa Reform Act of 2004.

FSI – Consular Training: \$6,170,000

Consular training is provided in domestic and overseas classes, conferences, and workshops by the Foreign Service Institute (FSI). The training targets consular officers, consular agents, locally engaged support employees, and systems staffs who support automated consular systems. The courses cover the protection of American citizens abroad, including crisis planning and victim assistance, visa adjudication policies and procedures, interviewing techniques, name checks, fraud prevention, and leadership and management principles.

Passport Operations: \$231,244,000

The integrity of the U.S. Passport is a critical duty, as is timely delivery of passport services to the American public. Maintaining excellence in customer service while protecting that integrity requires the effective application of resources and advanced tools and systems. The FY 2011 budget request funds these tools and systems and is based on estimated demand of 15 million applications for passport products.

The U.S. passport remains the fundamental internationally accepted document that identifies the nationality of Americans and Passport Operations is anticipating a continued increase in organizational growth during FY 2011. As the organization expands physically to meet the needs of the American public, the internal structure of the organization must correspondingly adapt, adding new programs such as the Acceptance Facility Oversight Program, and a specialized Adjudication office. The Department will need to assess current and new vulnerabilities associated with passport issuance and records management, strengthen and expand internal controls, and provide additional support to the specialists in the field through the Fraud and Adjudication Programs. Greater demand and wider-reaching points of access mean the Department will need to grow electronically as well. The Department requires more advanced tools to more readily identify passport fraud through electronic evaluation of applicant data. Better electronic capabilities also allow us to perform

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validation studies (record review of previously issued passports), field agency analyses, vulnerability assessment and analysis, implementation assistance with new programs and universal data reporting. New systems tools will enable the Department to provide acceptance facility oversight, enhance our protection of Personally Identifiable Information (PII), and maintain ongoing support and upgrades to the Internal Controls' Incident Tracking System and Program Assessment and Compliance Reporting system. The systems and tools included in the FY 2011 budget will enhance CA's capabilities to support these critical tasks.

Passport Facilities: \$23,174,000

Funds will be used to maintain the infrastructure of new passport facilities established with American Recovery and Reinvestment Act ("Recovery Act") monies, existing passport agencies located nationwide and headquarters space located in Washington, DC. Funds also support the two Book Personalization Facilities in Hot Springs, Arkansas and Tucson, Arizona. Items funded from this budget include maintenance services, renovations, telephone systems, utilities, and furniture and office equipment.

Passport Systems: \$78,631,000

During FY 2011 CA will continue operational support, equipment replacement plans and the help desk for passport facilities and centers. New passport agencies will be established and existing agencies will be upgraded to produce passport books and the new passport cards. Systems hardware will be replaced as part of a periodic equipment refreshment process and technological improvements will occur to support continued passport production. Software improvements, including those that will support the passport adjudicating centers and book personalization centers will continue. Passport system's architecture will be redesigned in conjunction with the development of the new Global Citizen Services initiative, which ultimately will result in a consolidated system encompassing the functionality of the American Citizens Services system (ACS) and passport issuance systems.

Visa Processing: \$55,600,000

Funding will support on-going operations at the National Visa Center (NVC), the Kentucky Consular Center (KCC) and the visa office operations in Washington, DC. NVC provides worldwide support to immigrant visa processing posts and is actively engaged in anti-fraud efforts and in coordinating its work with the FBI and the Department of Homeland Security. KCC will continue to manage the Diversity Lottery Program and the petition-based NIV operations. KCC also serves as the Alternate Processing center for CLASS and hosts the facial recognition program for overseas posts.

American Citizen Services: \$3,596,000

One of the Department of State's core objectives is the safety and welfare of American citizens abroad, especially in times of crisis. The funding will allow CA to meet its protection responsibilities by engaging in bilateral and multilateral meetings to strengthen crisis assistance to citizens, monitor international compliance with treaties such as the Hague Convention on the Civil Aspects of International Child Abduction ("Hague Abduction Convention"), supporting the Hague Convention on Inter-Country Adoption training American and international judges in Hague Abduction Convention procedures, training state and local officials on consular notification issues, and continuing routine operations, including voter assistance programs and emergency support to destitute American citizens.

Facilities Management: \$205,894,000

Domestic resources estimated at \$31.8 million will fund facilities maintenance, custodial services and utilities at the National Visa and National Passport Centers in New Hampshire, the Kentucky Consular Center, and the Charleston Passport Center in South Carolina. The Consular Passport center in Portsmouth is expanding and increasing its existing footprint by 30 percent which will require an expansion of the existing maintenance and janitorial contract services. These funds also include GSA rent for all consular domestic facilities including ten new or expanded passport centers. The domestic facilities rent payments and maintenance requirements are managed by the Bureau of Administration. The Administration's proposal to allow the Department of State to retain additional fee revenue will

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provide \$174 million for the Overseas Building Operations Bureau to support overseas consular facility construction, maintenance, and leases.

Diplomatic Security: \$149,403,000

Securing the U.S. from external threats has received increasing attention since the terrorist attacks of September 11, 2001, and maintaining the integrity of the U.S. passport is an essential component of the Department of State's efforts to help protect U.S. citizens from those who would do them harm. The Bureau of Diplomatic Security (DS) hires and assigns uniformed protection officers to guard all domestic CA facilities using funding provided through the Border Security Program. In addition, DS plays a critical role in border security by investigating and assisting in the prosecution of passport and visa fraud worldwide and by combating terrorism and organized criminal activities linked to passport and visa fraud. In support of that mission, \$23.1 million will fund critical DS efforts to maintain and improve current infrastructure, to enhance surveillance equipment and technology capabilities, and support the strategic goals of the Visa and Passport Security Strategy. The Administration's proposal to allow the Department of State to retain additional fee revenue will fund \$126 million of existing diplomatic security support of overseas consular activities.

Technology Support (IRM): \$17,710,000

The Bureau of Information Resource Management (IRM) will use these funds to provide technical support for CA systems. This includes around-the-clock systems operations and maintenance; worldwide and secure connectivity; redundancy; contingency operations; and technology to handle CLASS enhancement requirements.

Border Security Staff American Salaries: \$557,744,000

Personnel resources are an integral part of the Border Security Program. The domestic and overseas consular staff provides vital services to support Americans as well as foreign visa applicants. In order to execute the Department's Consular mission and provide high quality service that protects and assist American citizens abroad, enhance U.S. border security, and facilitate legitimate international travel. The Administration's proposal to allow the Department of State to retain additional fee revenue and increased fees will support \$169 million consular costs previously funded by the Diplomatic and Consular Program appropriation. The Border Security Program also provides for an additional 20 overseas positions to support consular workload at embassies in high volume and critical posts. An increase in domestic positions is not planned in FY 2011.

Border Security Support: \$680,306,000

Requested funds for this program activity pay for the basic expenses of the Border Security Program. These expenses include consumables and supplies for visa and passport programs, i.e. passport books and card stock as well as visa foils and card stock. Funds in this activity are also used to pay the start-up and recurring expenses associated with overseas consular positions, which include funding to the regional bureaus to pay the salary and benefits of locally engaged consular employees as well as the post specific benefits (i.e. cost of living allowances, educational allowances and danger pay) of American consular staff and other administrative support costs. The Administration's proposal to allow the Department of State to retain additional fee revenue will fund \$165 million of staffing and support costs of consular personnel overseas.

FBI Fingerprint Checks Reimbursement: \$122,000,000

The Department will continue to reimburse the FBI for checking ten-print scans of visa applicants against the IAFIS and for FBI name checks. In FY 2010 and FY 2011, the Department plans to reimburse the FBI \$122,000,000.

Justification of Request

The Department's Border Security Program key priorities in FY 2011 are to expand, enhance, modernize and continue to strengthen worldwide consular services while delivering 21st century

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secure travel documents. The Border Security Program is a fee-funded operation that relies on consular fees to cover the costs of doing business. The FY 2011 budget request assumes the Department will retain all user fees currently collected from the provision of passport, visa, and other consular services, full implementation of a new consular fee schedule, and the continued collection of the Western Hemisphere Travel Initiative (WHTI) fee until September 30, 2011.

The consular fee revenue identified in the resource summary table is required to fully support the FY 2011 budget request and include \$634 million of fees that will support facility costs (\$174 million), diplomatic security (\$126 million) and other personnel support costs for overseas consular services (\$334 million).

Additional program increases for \$175 million are included in the FY 2011 Border Security Program budget and primarily reflect costs for new initiatives including Global Support Services (GSS), the Passport Acceptance Agent Oversight Program, 20 new overseas positions, and critical consular system modernization efforts which are described below.

GSS initiative: \$138,000,000

CA will standardize visa services worldwide by procuring services to provide and manage public inquiry services, appointment services, fee collection, document delivery and data collection services, and also in some areas to establish and to manage offsite data collection facilities located outside the United States. GSS will outsource non-inherently-governmental activities associated with consular services and provide data collection and delivery to the USG.

Passport Acceptance Agent Oversight Program: \$3,000,000

In order to address issues identified in a recent GAO study, CA will maintain the highest level of integrity in the adjudication process with improved security, quality, and efficiency in processing passport applications with a newly created 40-person division dedicated to oversight of the various acceptance facilities (postal facilities and municipal offices nation-wide) within CA's current personnel authorization ceiling.

Consular Systems: \$26,000,000

The Border Security Program relies heavily on consular systems to perform. Costs associated with continued modernization systems efforts will enhance and support the consular mission and represent a significant increase of resources needed in the FY 2011 budget request. In addition to on-going systems efforts and support, CA will be implementing new consular systems initiatives including the global citizen's services capability, the expansion of facial recognition capabilities to comply with GAO recommendations and the update of existing passport printers that currently have a 10-year life cycle.

New positions: \$8,000,000 including 20 positions

To maintain high quality consular services overseas, the Border Security Program provides for 20 additional foreign service positions to support consular workload at embassies in high volume and critical posts.