

## D&CP – BUREAU OF CONSULAR AFFAIRS

### *Resource Summary*

(\$ in thousands)

Appropriations	FY 2009 Actual	FY 2010 Enacted	FY 2011 Request	Increase / Decrease
Positions	17	17	17	0
Funds	18,689	3,689	3,730	41

### *Program Description*

The mission of the Bureau of Consular Affairs (CA) 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. CA contributes significantly to the USG goal of promoting international exchange and understanding, supporting the vision to help American citizens engage the world. The Bureau issues passports that allow U.S. citizens to travel the world. The Bureau also processes visa applications for foreign citizens who want to visit the U.S. and provides essential cycle of life services to American citizens overseas. In order to accomplish its mission while responding to evolving security challenges, CA uses revenue from consular fees and surcharges to fund consular programs and activities. The Border Security chapter provides additional details on the fees as well as proposed new authorities in FY 2011 that will enable to Department to retain all fees to cover the full cost of consular services. The Bureau's executive direction and policy formation activities continue to be supported by appropriated funds.

CA's key priorities for FY 2011 are to: (1) provide and deliver 21st century travel documents to the American public; (2) enhance border security through the use of an advanced, electronic visa process that includes more effective fraud pre-screening capabilities designed to detect and deter fraud prior to the visa interview; (3) assist Americans abroad during emergencies or crisis; and (4) continue to fulfill obligations and requirements such as the U.S. Central Authority for the Hague Convention on the Civil Aspects of International Parental Child Abduction and the Hague Convention on Intercountry adoptions.

The U.S. e-passport is a secure, tamper-proof, state-of-the-art travel document that exceeds international standards. The passport card, which has been in full production since July 2008, is a wallet-sized travel document, adjudicated to the same high standards as the U.S. e-passport. CA expects that the passport card will be a popular option for those Americans who frequently cross land and sea borders. In April 2009 CA issued the millionth passport card and demand for this new product continues to rise. In order to respond to the continuing demand for passport books and cards, CA has established two domestic facilities to focus solely on printing and mailing passports, each of which has the capacity to print 10 million travel documents per year. The centralization of passport printing and mailing reduces space and personnel requirements at existing passport agencies, allowing CA to focus on vigilant adjudication and outstanding customer service. CA has made significant improvements to the visa process since September 11, 2001.

The Bureau constantly seeks new ways to enhance security and improve efficiency. The online nonimmigrant visa application currently being piloted at select posts will deploy worldwide before FY 2011 and CA will soon begin piloting an online immigrant visa application. The transition to electronic processing involves extensive use of domestic consular centers to conduct security and anti-fraud screening and case preparation prior to the visa interview, enabling consular officers overseas to ask better questions, and make visa decisions more accurately. CA continues collecting ten-print fingerprints from visa applicants instead of only two fingerprints to meet U.S. law enforcement standards.

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At numerous posts worldwide, the disparity between the number of officers and the demand for consular services has led to unacceptable wait times for visa appointments. Therefore, CA has established a worldwide standard of 30 days maximum wait for a Nonimmigrant Visa (NIV) appointment and a strategic placement of officer positions to high demand locations. In addition, the Bureau worked with posts with backlogs to provide domestic preprocessing and temporary additional officer help to several posts. While CA recognizes that the many factors that affect demand may keep CA from meeting the standard at all posts consistently, the Bureau uses the standard to manage the strategic placement of consular personnel and resources.

Protecting and assisting Americans abroad during routine and crisis situations remains one of the Department's top priorities. CA continues to improve the accessibility and utility of travel and other crucial information via its website, [travel.state.gov](http://travel.state.gov), and encourages more Americans to use the Internet-based Registration System. When natural disasters strike or civil unrest threatens Americans, CA's crisis management teams launch into action, overseeing task forces staffed by consular personnel and providing affected posts with human and technological resources.

As the U.S. Central Authority for the Hague Convention on the Civil Aspects of International Parental Child Abduction, CA assists parents in resolving cases of parental child abduction across international borders. Since depositing its instrument of ratification for the Hague Convention on Intercountry Adoption in FY 2008, CA has been the U.S. Central Authority for the Convention. In the coming fiscal years, CA will continue educating U.S. and foreign judges about national obligations under both Hague Conventions. The Bureau will explore new ways to offer parents readily accessible information regarding parental child abduction and prevention of such acts. CA has begun processing adoption cases under the provisions of the Convention and will continue the practice of engaging with foreign governments to ensure adoptions are conducted in the best interests of the child.

CA maintains an extensive program to support consular line officers and fraud prevention managers in improving the quality of consular fact-finding, including visa and citizenship adjudication, by detecting and deterring fraud perpetrated by applicants. Priorities include training, development and dissemination of fraud prevention resources and techniques, sharing of information via the Fraud Digest, web resources and other means, and enhancing coordination with partners including Diplomatic Security (DS) and the Department of Homeland Security (DHS). On the technology side, the Bureau will focus on developing software systems to pre-screen nonimmigrant visas and to track all fraud cases, as well as enhancing existing databases. As part of this focus, the development of new electronic pre-screening capabilities will be paramount. To carry out these pre-screening operations, fraud prevention unit staffing will be incrementally augmented through fee-funded sources.

### *Performance*

This indicator measures how efficiently the Office of Passport Services (PPT) is serving the American public.

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<b>STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES</b>						
<b>Strategic Priority</b>	Passport Services					
<b>Bureau Goal</b>	Indicator is a department level measure and was developed outside of bureau strategic planning process					
<b>Indicator</b>	Percentage of passport applications processed within the targeted timeframe.					
FY 2006 Result	FY 2007 Result	FY 2008 Result	FY 2009 Result	FY 2009 Target	FY 2010 Target	FY 2011 Target
90 percent	71 percent	100 percent	98.9 percent	100 percent	100 percent	100 percent
◀▶ On Target	▼ Below Target	◀▶ On Target	▼ Below Target			
<b>Steps to Improve</b>	During FY 2009, CA/PPT implemented a 100% adjudication audit that impacted all outgoing workflow for a short period of time.					
<b>Impact</b>	By achieving the above target and serving the American public in an efficient and urgent manner, CA/PPT contributes to the Department's ability to achieve its goals of strengthening consular services.					
<b>Methodology</b>	Targeted timeframe from fiscal years 2009 through 2011 is 20 days. Targeted timeframe prior to FY 2009 varied and is documented in previous Congressional Budget Justifications.					
<b>Data Source and Quality</b>	Passport workload statistics collected by Bureau of Consular Affairs. Data quality problems are clearly described in final reports and there is a regularized schedule of data in place to meet program management needs. Data is properly stored and readily available.					

This indicator helps measure the level of accuracy with which CA issues passports to the American public. Fewer errors detected during the audit phase should indicate that fewer passports are issued in error.

<b>STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES</b>			
<b>Strategic Priority</b>	Passport Services		
<b>Bureau Goal</b>	Provide efficient, timely services and proper access to a secure Passport travel document.		
<b>Indicator</b>	NEW INDICATOR: Accuracy of the adjudication process as measured by the total number of errors identified annually during the auditing process.		
<b>RATINGS TREND</b>			
FY 2006	FY 2007	FY 2008	FY 2009
New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating	Data Not Yet Available, No Rating
<b>TARGETS AND RESULTS</b>			
FY 2011 Target	Target to be set upon establishment of baseline.		
FY 2010 Target	Establish data collection methodology and baseline.		
FY 2009 Target	N/A - New indicator		
FY 2009 Rating and Result	<b>Rating: Data Not Yet Available, No Rating</b> As of October 2009 customer satisfaction was 76% positive.		
<b>Impact</b>	Rating and Results not available to determine impact		
FY 2008 Rating and Result	<b>Rating: New Indicator, No Rating</b> None		

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FY 2007 Rating and Result	<b>Rating: New Indicator, No Rating</b> NIST provided certification and the Request for Proposals for the passport card was issued in May 2007. A CA-contracted Gallup survey was conducted to assess potential demand for the passport card.
FY 2006 Rating and Result	<b>Rating: New Indicator, No Rating</b> Issued Request for Information on RFID technologies, and analyzed results. We reached consensus with Department of Homeland Security that Vicinity Read technology would be used in the Passport Card.
<b>VERIFICATION AND VALIDATION</b>	
Methodology	Methodology for tracking and storing audit reports to be established in FY 2010.
Data Source and Quality	Empirical data from the Office of Passport Services (CA/PPT) within the Bureau of Consular Affairs (CA) Data quality problems are clearly described in final reports and there is a regularized schedule of data in place to meet program management needs. Data is properly stored and readily available.

Collecting the biometric data of visa applicants is a central element of the strategy of the Bureau of Consular Affairs for helping to keep America safe. In July 2005, the U.S. Government announced a 10-print biometric standard had been selected to ensure consistent screening of foreign nationals entering the United States. The Biometric Visa Program screens the 10 fingerprints of visa applicants against the fingerprint databases of both DHS and the FBI. At ports of entry, Customs and Border Protection officers compare fingerprints of the arriving alien to verify the visa holder's identity.

<b>STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES</b>						
<b>Strategic Priority</b>	Visa Services					
<b>Bureau Goal</b>	Indicator is a department level measure and was developed outside of bureau strategic planning process					
<b>Indicator</b>	NEW INDICATOR: Percentage of all valid visas that meet current biometric standards					
FY 2006 Result	FY 2007 Result	FY 2008 Result	FY 2009 Result	FY 2009 Target	FY 2010 Target	FY 2011 Target
N/A	N/A	N/A	26 percent [Baseline]	New Indicator in FY 2009	39 percent	52 percent
New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating			
Impact	Equipped with information furnished by the Department of Homeland Security and the Federal Bureau of Investigation, our consular officers in the field are able to prevent individuals who have committed crimes in America and/or obtained counterfeit travel documents from receiving visas.					
Methodology	Deployment of the 10-fingerprint collection system was completed at all visa-issuing posts by December 31, 2007. This indicator, however, also includes visas printed before the latest biometric standards were implemented that are still valid and which have not yet expired. The software applications used by consular officers in the field were crafted so that a visa application cannot be processed to completion without the biometric requirement being satisfied.					
Data Source and Quality	Consular visa processing systems, including the Consular Consolidated Database, and the Non-Immigrant and Immigrant Visa systems in use overseas. Revealed no significant data limitations. NOTE: Although the current 10-print standard went into effect in Jan. 2008, the 2-print standard had been in effect since Oct. 2004.					

A better informed American traveling public is safer. By proactively engaging the American public through surveys, CA is able to gauge the utility of current information and the areas in which it could

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be improved. Also, as CA incorporates customer feedback into its Web efforts, it builds trust with the American public in the reliability and responsiveness of the Department's information.

<b>STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES</b>			
<b>Strategic Priority</b>	American Citizen Services		
<b>Bureau Goal</b>	Public accesses timely useful information and services for safe, legal travel and life overseas		
<b>Indicator</b>	NEW INDICATOR: Customer satisfaction with quality of, and access to, reliable and relevant information as measured by overall customer satisfaction.		
<b>RATINGS TREND</b>			
FY 2006	FY 2007	FY 2008	FY 2009
New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating
<b>TARGETS AND RESULTS</b>			
FY 2011 Target	Target to be set upon establishment of baseline.		
FY 2010 Target	Establish data collection methodology and baseline.		
FY 2009 Target	New indicator established in FY 2009		
FY 2009 Rating and Result	<b>Rating: New Indicator, No Rating</b> New indicator established in FY 2009. Baseline to be reported in FY 2010.		
Impact	Rating and result not available to determine impact.		
FY 2008 Rating and Result	<b>Rating: New Indicator, No Rating</b> N/A		
FY 2007 Rating and Result	<b>Rating: New Indicator, No Rating</b> N/A		
FY 2006 Rating and Result	<b>Rating: New Indicator, No Rating</b> N/A		
<b>VERIFICATION AND VALIDATION</b>			
Methodology	ForeSee Results is currently gathering information on behalf of the Bureau. The sample is randomly selected from all users who visit travel.state.gov.		
Data Source and Quality	ForeSee customer satisfaction surveys. The Data Quality Assessment revealed moderate data limitations, primarily due to the long-standing OMB regulation that prohibits the use of persistent cookies in gathering Web data.		

### *Justification of Request*

The Department's FY2011 request of \$3.7 million for the Bureau of Consular Affairs includes increases to maintain current services. An increase of \$41,000 for statutory pay raises and domestic inflation maintains the FY 2010 level of activity.

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### *Resource Summary*

	Positions				Funds (\$ in thousands)		
	American		FSN	Pos Total	Bureau Managed	American Salaries	Funds Total
	Domestic	Overseas					
FY 2009 Actual	17	0	0	17	15,327	3,362	18,689
FY 2010 Estimate	17	0	0	17	327	3,362	3,689
<b>FY 2011 Built-in Changes</b>							
Annualization of FY 2010 COLA Salaries	0	0	0	0	0	15	15
FY 2011 American COLA	0	0	0	0	0	19	19
FY 11 Domestic Inflation	0	0	0	0	7	0	7
<b>Total Built-in Changes</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>7</b>	<b>34</b>	<b>41</b>
FY 2011 Current Services	17	0	0	17	334	3,396	3,730
FY 2011 Request	17	0	0	17	334	3,396	3,730

### *Staff by Program Activity* (positions)

Bureau of Consular Affairs	FY 2009 Actual	FY 2010 Enacted	FY 2011 Request	Increase / Decrease
Policy Formulation	17	17	17	0
Bureau Direction	9	9	9	0
Public Affairs	8	8	8	0
<b>Total</b>	<b>17</b>	<b>17</b>	<b>17</b>	<b>0</b>

### *Funds by Program Activity* (\$ in thousands)

Bureau of Consular Affairs	FY 2009 Actual	FY 2010 Enacted	FY 2011 Request	Increase / Decrease
Policy Formulation	3,689	3,639	3,730	91
Bureau Direction	1,882	1,822	1,901	79
Public Affairs	1,807	1,817	1,829	12
ARRA - American Recovery and Reinvestment Act of 2009	15,000	0	0	0
<b>Total</b>	<b>18,689</b>	<b>3,639</b>	<b>3,730</b>	<b>91</b>

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### *Program Activities*

Department Of State	Positions			Funds (\$ in thousands)			
	American		FSN	Pos Total	Bureau Managed	American Salaries	Funds Total
	Domestic	Overseas					
<b>Policy Formulation</b>	17	0	0	17	334	3,396	3,730
Bureau Direction	9	0	0	9	170	1,731	1,901
Public Affairs	8	0	0	8	164	1,665	1,829
<b>Total</b>	17	0	0	17	334	3,396	3,730

### *Staff by Domestic Organization Unit* (positions)

Bureau of Consular Affairs	FY 2009 Actual	FY 2010 Enacted	FY 2011 Request	Increase / Decrease
Assistant Secretary for Consular Affairs	9	9	9	0
Public Affairs and Policy Coordination	8	8	8	0
<b>Total</b>	17	17	17	0

### *Funds by Domestic Organization Unit* (\$ in thousands)

Bureau of Consular Affairs	FY 2009 Actual	FY 2010 Enacted	FY 2011 Request	Increase / Decrease
Assistant Secretary for Consular Affairs	1,882	1,857	1,905	48
Public Affairs and Policy Coordination	1,807	1,782	1,825	43
<b>Total</b>	3,689	3,639	3,730	91

### *Funds by Object Class* (\$ in thousands)

Bureau of Consular Affairs	FY 2009 Actual	FY 2010 Enacted	FY 2011 Request	Increase / Decrease
1100 Personnel Compensation	2,353	2,483	2,547	64
1200 Personnel Benefits	740	827	849	22
2100 Travel & Trans of Persons	596	329	334	5
2500 Other Services	15,000	0	0	0
<b>Total</b>	18,689	3,639	3,730	91