

BORDER SECURITY PROGRAM

Resource Summary

(\$ in thousands)

	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request	Increase/ Decrease
Machine Readable Visa (MRV) Fee	1,005,071	1,232,662	1,366,956	134,294
Western Hemisphere Travel Surcharge	299,500	305,750	301,560	(4,190)
Enhanced Border Security Program Fees	310,900	658,570	560,420	(98,150)
Passport Security Surcharge	260,000	585,000	506,310	(78,690)
Immigrant Visa Security Surcharge	35,800	55,870	36,110	(19,760)
Diversity Visa Lottery Fees	15,100	17,700	18,000	300
Fraud Prevention & Detection fees	42,452	44,000	48,961	4,961
Total Border Security Program Expenses	1,657,923	2,240,982	2,277,897	36,914

Program Description

The Department of State's Border Security Program (BSP) provides protection to Americans overseas and contributes to the security of the nation's 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 U.S. 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 and developing and implementing policies, procedures and processes that coordinate with other agencies across the federal government in support of homeland security goals.

The Department of State and the BSP rely upon a revenue base consisting of six Department-retained consular fees. The resource summary chart shown above reflects BSP spending by fee source. The Passport Surcharge, also known as the Western Hemisphere Travel Initiative (WHTI) surcharge, was established to cover the costs of meeting the increased demand for passports as a result of actions taken to comply with section 7209(b) of the Intelligence Reform and Terrorism Prevention Act of 2004 (Public Law 108-459). This authority for one year was included in the FY 2012 enacted budget in P.L. 112-74. A further one-year extension is included in the FY 2013 budget request, which assumes the Department will continue collection of the WHTI fee until September 30, 2013.

The BSP supports domestic and overseas consular operations and focuses on five fundamental objectives: information, connectivity, infrastructure, integrity, and human resources.

Information

Make accurate and timely information available to all personnel responsible for processing passports, adjudicating visas and issuing travel documents. The critical judgment of officers and staff must be matched with critical information. 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, e.g. fingerprints, facial recognition.

Connectivity

Ensure worldwide, redundant connectivity in support of passport and visa processing, including sufficient

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bandwidth to support data sharing and transmission of electronic images, biometric information and passport and visa applications on a 24/7 basis. The wider the network and broader the bandwidth, the more effectively the information will be used by CA and associated border control agencies.

Connectivity includes the hardware that ensures that data, electronic images, biometric information and passport applications are transmitted to agencies and officers who need them.

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. Information from worldwide sources official and private, reliable and uncertain has to be managed to provide American citizens the service they expect.

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's plans to hire, train and assign enough personnel to meet workload demands. Consular staff needs to be hired, trained and deployed effectively worldwide. This requires evaluations of workload trends and workforce requirements to support consular operations and enhance U.S. homeland security.

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

Funds by Program Activity

(\$ in thousands)

Activity	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request	Increase/ Decrease
Consular Project Initiative	744,608	919,665	949,359	29,694
Consular Systems Install and Operations	50,450	33,750	61,800	28,050
Consular Systems Modernization and Support	129,155	185,024	206,668	21,644
Automated Name Check Systems: CLASS	16,000	17,000	14,110	(2,890)
MRV Administrative Support	176,180	276,714	297,216	20,502
Public Information Support	27,450	35,475	35,500	25
Document Integrity/Fraud Program	28,260	35,052	31,868	(3,184)
Consular Training - Foreign Service Institute	6,170	7,054	7,291	237
Passport Operations	205,000	202,255	202,255	-
Passport Facilities	15,000	22,950	21,805	(1,145)
Passport System	38,843	45,152	14,000	(31,152)
Visa Processing	48,100	51,600	49,043	(2,557)
American Citizens Services	4,000	7,639	7,803	164
Consular Facilities Overseas	10,000	90,000	60,000	(30,000)
Facilities Management	29,472	53,674	48,803	(4,871)
Diplomatic Security	23,403	23,403	23,403	-
Technology Backbone - IRM	12,400	17,710	10,000	(7,710)
Border Security Staff (American Salaries)	394,009	406,655	434,211	27,556
Consular Affairs	201,000	204,880	229,473	24,593

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Activity	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request	Increase/ Decrease
Bureau of Administration	186	186	278	92
Bureau of Counterterrorism	1,116	1,116	1,116	-
Information Resource Management	3,478	3,527	3,527	-
Diplomatic Security	42,834	43,824	43,824	-
Overseas Staff	145,395	153,122	155,993	2,871
Border Security Support	444,031	729,876	752,121	22,245
Consular Affairs	256,500	471,630	489,231	17,601
Diplomatic Security	15,343	15,343	15,343	-
Information Resource Management	-	4,090	4,090	-
Western Hemisphere Affairs (BCC)	-	2,000	2,000	-
Overseas Support	172,188	236,813	241,457	4,644
Total Border Security Program	1,657,923	2,240,982	2,277,896	36,914
FBI Fingerprint Checks Reimbursement	150,000	160,000	160,000	-
Total Spending	1,807,923	2,400,982	2,437,896	36,914

Justification of Request

The Department will pursue the following activities in FY 2013 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 into the United States.

Consular Systems Installation and Operations: \$61,800,000

This activity supports worldwide consular information systems operations and maintenance, new hardware, software and training. This includes enhanced training in consular systems operations and maintenance so consular personnel can serve as an interface between the field and domestic support elements. In FY 2013, CA will deploy a new consular framework software suite. Funding will be used for installation and training as well as updates to existing applications. CA will continue the four-year IT systems refresh cycle for overseas consular sections and domestic facilities which now includes an additional 5 new passport facilities and 2 expanded facilities. The \$28 million increase over FY 2012 supports expanded equipment requirements, additional training for the new consular framework and a shift of costs from the Passport Systems initiative to this line item as part of the IT business process realignments in the Consular Systems Division. This business process realignment will provide a service oriented architecture (SOA) framework to support common technical operations or business functions within the organization.

Consular Systems Modernization and Support: \$206,668,000

Worldwide consular operations rely on a standardized suite of modernized consular applications: Nonimmigrant Visa, Immigrant Visa, American Citizen Services and appropriate accompanying software and hardware. These systems offer significant operational and security features to carry out consular work. Border security imperatives require that CA continue to develop the most efficient and advanced systems possible to support both CA's role in interagency data sharing and its commitment to sound citizenship and visa adjudication decisions and services.

In FY 2013, continued emphasis will be placed on the development and rollout of the new consolidated Consular Framework that includes both visa and passport operations. This initiative represents a shift in the way consular services will be delivered globally as it focuses on increased integration of consular data and the standardization of consular processes. The increase of funds primarily represents the development and testing costs of this enterprise framework of tools developed to replace legacy visa and

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passport systems in support of CA's core lines of business. This effort encompasses the projects previously known as Global Consular System and Global Visa System.

CA will continue to 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. In addition, CA will continue to support other agencies use 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.

Automated Name Check Systems: CLASS: \$14,110,000

The consular name check systems are one of the centerpieces of the border security program. The Consular Lookout and Support Systems (CLASS) are now on-line to all consular operations overseas. Maintaining and improving the CLASS infrastructure remains a priority. In FY 2013, CA will continue to review and strengthen hardware and software platforms, enhance user training, provide telecommunications and technical development resources, and continue management planning regarding name check processing within CA. By FY 2013, CA will have over 65 million entries provided by other agencies, requiring continuous attention to data management and connectivity with other agency systems. CA will continue to provide contingency planning and support for the two data centers, one in the Washington, DC area and the Alternate Processing Center at the Kentucky Consular Center (KCC), that handle CLASS.

Machine Readable Visa (MRV) Support Costs: \$297,216,000

MRV 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 and the purchase of supplies and equipment.

In addition to MRV supports costs, this request continues funding for the Global Support Services (GSS) initiative replacing the existing patchwork of user-pays agreements with a standard set of consular support services as well as expanding offsite data collection at high-volume posts. In addition to standardizing visa services, this approach will improve customer service and management information, establish uniform performance standards, and provide a more efficient use of space at larger consular sections. As of the end of calendar year 2011, the Department awarded 11 task orders for GSS services covering 43 countries with anticipated contract awards in China and India by the end of fiscal year 2012. Implementation of GSS world-wide is expected by the end of FY 2013. Each new task order represents new services to an additional geographic grouping or applicant constituency thus, the overall cost of GSS will increase until all task orders are awarded. The estimated cost of GSS in FY 2013 is \$202 million. The increase of funding in FY 2013 represents the costs of extending GSS services to additional posts and the out-year costs for option year renewals of GSS services

Public Information Support: \$35,500,000

This program activity supports two contractor-operated call centers, internet websites and Web 2.0 tools used primarily for social media and traditional on-site outreach to provide the public with the most responsive information available in the most cost-effective manner.

The National Passport Information Center (NPIC) 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.

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The Overseas Citizen Services (OCS) Call Center provides information regarding the safety and welfare of American citizens abroad as long as sharing this information is not prohibited by the Privacy Act, 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 transition to 24/7 operations within three hours of notification.

Document Integrity, Training and Anti-Fraud Programs: \$31,868,000

CA continues to emphasize enhanced U.S. border protection and security through its fraud prevention work. This covers strengthening the integrity of the U.S. visas and passports in addition to fraud prevention as it relates to OCS issues. Funding will continue to support passport and visa fraud prevention and expanded H-1B and L visa fraud detection efforts. Funds 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 collaborate 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.

Foreign Service Institute – Consular Training: \$7,291,000

The Foreign Service Institute provides consular training in domestic and overseas classes, conferences, on-line courses and workshops. 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. Funding also covers the administrative support related to conducting these classes.

Passport Operations: \$202,255,000

Passport Services goals are to provide accurate and secure U.S. passport documents, respond effectively to the needs of U.S. passport customers, and strengthen management and delivery capabilities. The passport remains the main internationally accepted document that identifies the nationality of Americans as they travel overseas, and enter and exit the U.S. Therefore, implementing the use of traceable mail to prevent the loss of citizenship documents, and conducting the feasibility of accepting specific types of applications online will be established. Funds will ensure the appropriate financial resources; management process, policies and physical infrastructure are in place.

In FY 2011, CA adjudicated 12.6 million travel documents (11.4 million passport books and 1.2 million passport cards). In FY 2012, the Department estimates passport workload to be 13.6 million (12 million passport books and 1.6 million passport cards) and estimated demand for FY 2013 is 15 million (13.2 million passport books and 1.8 million passport cards).

This request will allow Passport Services to meet projected demand, improve techniques for verifying passport applicant data, streamline processing of courier submitted applications, centralize scanning of passport records; and make passport facilities more efficient and secure. Passport Services will continue to expand access to and incorporate supplementary automated identity verification databases used during the adjudication process. These resources include increased access to commercial database services, incorporation of the National Law Enforcement Telecommunications System (NLETS) (for driver's licenses) and Electronic Verification of Vital Events (EVVE) System (for birth and death records) into the front-end processing, and real-time access to Social Security Administration (SSA) databases. In order to service the American public in a timely manner, Passport Services must continue to modernize its

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systems, maintain accountability of its partners, and ensure standardization of processes and procedures across all agencies to the greatest extent possible. Centralizing Passport Records Imaging System Management (PRISM) scanning, which occurs after a travel document is issued, will help reduce the time lag between issuance and the digitized record of the application and supporting documentation being available in the Passport Information Electronic Records System (PIERS). A new courier agency will be established to receive and standardize the processing of all courier-generated work as well as reduce the burden on agencies that have processed these types of applications in the past.

Passport Facilities: \$21,805,000

New passport facilities were established with American Recovery and Reinvestment Act - "Recovery Act" (ARRA) monies. ARRA funds provided increased capacity at existing facilities and the opening of new passport agencies in Buffalo, Atlanta, San Diego, St. Alban's and El Paso. Continuing to maintain the expanded number of passport facilities addresses the needs of two distinct populations: the workforce and the U.S. customers who visit its agencies. Presenting up-to-date, comfortable, and safe spaces for the public at agencies is one of many facets in providing a positive customer experience. Funds will be used to maintain the infrastructure of the new ARRA facilities, support 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: \$14,000,000

Funds for this activity support ongoing operations. This initiative is necessary to maintain and operate the passport issuance systems. This includes the Travel Document Issuance System (TDIS) and related systems. There is no new development on these systems expected after FY2013. CA will reduce its costs for this initiative as the New Consular framework is initiated. In the interim, CA must be able to support changes in legislation, congressional mandates, or emergency requests from the stakeholders. Significant savings are expected through the replacement of these legacy systems with modern software architecture.

Passport Systems will continue facial recognition implementation for passport applications and provide operational support for new and existing passport facilities and centers. Systems hardware will be replaced as part of a periodic equipment refreshment process and technological improvements will occur to support continued passport production.

In FY 2013, these process upgrades will include software improvements for new electronic consular applications and interfaces at the passport adjudicating centers and book personalization centers. The \$31 million reduction in FY 2013 is a result of processing improvements as part of the New Consular framework, participation in the Department of State's IT consolidation with the Bureau of Information Resource Management (IRM) and a shift of funding requirements from this initiative to the Consular Systems Installation and Operations as part of the IT business process realignments in the Consular Systems Division.

Visa Processing: \$49,043,000

The Visa Office (VO) is the Department's central authority on the visa function and is the Department's link to other entities, governmental and non-governmental, involved or interested in visa and immigration matters. VO handles all aspects of visa issuance and refusals to aliens, supports and advises posts on visa matters, and maintains liaison with the Department of Homeland Security (DHS) and other government agencies on all aspects of U.S. immigration law. Requested funding will support on-going operations at the National Visa Center (NVC), the Kentucky Consular Center (KCC) and the visa office headquarters operations in Washington, DC. NVC performs pre-adjudicatory processing of all immigrant visa

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petitions and KCC handles petition-based nonimmigrant visa programs and the Diversity Immigrant Visa program.

American Citizen Services: \$7,803,000

The safety and welfare of American citizens abroad, particularly in times of crisis, is one of the Department's core duties. Funds will allow CA to meet its protection responsibilities by, among other things: engaging in bilateral and multilateral meetings to strengthen crisis assistance to citizens, monitoring international compliance with treaties such as the Hague Abduction Convention; supporting the Hague Inter-Country Adoption Convention; implementing obligations under both these Conventions, including providing support in the resolution of international parental child abduction and inter-country adoption cases, and furthering compliance with and awareness of obligations on the part of other countries; training American and international judges in Hague Abduction Convention procedures; and training federal, state, and local officials on consular notification and access issues; and continuing routine operations, including voter assistance programs and emergency support to destitute American citizens.

Consular Facilities Overseas: \$60,000,000

The Bureau of Consular affairs is addressing increased visa demand in China and Brazil through the expansion of the consular facilities overseas. Consular sections in China and Brazil are limited in their ability to meet the high visa demand. Lack of available interview windows and cramped waiting room space limit processing efficiency. Consular productivity will be significantly increased with the planned facility reconfigurations and expansions.

The Department received funding in FY 2011 for the expansion of the Shanghai China consular space in the Westgate Mall. In FY 2012, funding was requested to facilitate an increase in productivity in China and Brazil where visa demand is high and space in the consular section is limited. The Department has planned facility improvements throughout China and Brazil in FY 2012 and FY 2013. The funding request will for FY 2013 will support the continued expansion of consular facilities in Brazil and China specifically, Shanghai, Wuhan, Bello Horizonte and Porto Alegre. Funds requested under this initiative represent one-time start-up costs for overseas facility improvements. The decrease in FY 2013 funding over FY 2012 is a result of fewer improvement projects.

Bureau of Administration (A) – Facilities Management: \$48,803,000

The FY 2013 request provides funding for facilities maintenance, custodial services and utilities at the National Visa and National Passport Centers in New Hampshire, the KCC, and the Charleston Passport Center in South Carolina. Additionally, these funds support General Services Administration rent for all consular domestic facilities and include lease and security costs for the CA Consolidation.

Diplomatic Security (DS): \$23,403,000

DS hires and assigns uniformed protection officers to guard all domestic CA facilities using funding provided through the BSP. In addition, DS plays an important role in border security by coordinating and facilitating investigations involving U.S. passports and visas. DS's Passport and Visa Fraud Branch investigates and coordinates fraudulent issuance, acquisition and use of U.S. passports and international visa fraud cases including fraudulent issuance, procurement, counterfeiting and forgery of U.S. visas. DS works with CA on cases involving allegations of corruption by American and Foreign Service National embassy employees, fraudulent document vendors, bribery and alien smuggling and trafficking involving U.S. visas.

Technology Backbone Support (IRM): \$10,000,000

IRM will use these funds to provide technical support for CA systems. This includes around-the-clock systems monitoring, operational support and maintenance; worldwide and secure connectivity; and

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redundancy and contingency operations. IRM will continue to handle CLASS technology enhancement requirements supporting CA's adjudication of passport and visa applications.

Border Security Staff: American Salaries: \$434,211,000

Human resources are a critical component of the BSP and are vital to providing quality services to Americans and foreign visa applicants. In FY 2013, the Department plans to increase staff by an additional 20 overseas consular officer positions to support consular workload. The request also reflects a shift of 147 U.S. direct hire consular positions and related support for ICASS from D&CP appropriations, including a shift of 17 consular positions previously funded with the D&CP appropriation. No increase for domestic positions is requested in FY 2013.

Bureau	Positions	AMSALS	Bureau Managed	ICASS	Total
AF	15	1,926	3,488	1,932	7,346
EAP	40	5,135	9,302	2,575	17,012
EUR	35	4,493	8,139	3,379	16,011
NEA	14	1,797	3,256	1,452	6,505
SCA	13	1,669	3,023	636	5,328
WHA	13	1,669	3,023	680	5,372
Total	130	16,689	30,231	10,654	57,574
CA	17	3,460	317	-	3,777
Grand Total	147	20,149	30,554	10,654	61,351

Border Security Support: \$752,121,000

This activity covers programmatic expenses of the BSP. These expenses include consumables and supplies for visa and passport programs, i.e., passport books and card stock as well as visa foils and visa card stock. Funds are also used to pay the start-up and recurring expenses associated with overseas consular positions, including International Cooperative Administrative Support Services (ICASS) costs. As of FY 2011, consular workload counts are prepared separately from the State Program ICASS billings. Start-up and recurring costs are provided 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. In addition to realigning the U.S. direct hire positions noted above, the Department completed an assessment of consular Locally Employed (LE) staff. The Department implemented a standard approach where all consular LE staff funding would be funded directly by CA.

Another way the Department is addressing visa demand is through targeted hiring that is designed to address demand in key countries such as China and Brazil. The Department created the Limited Non-career Appointment (LNA) program to hire adjudicators with essential language skills (Portuguese and Mandarin) to address growing demand in China and Brazil.

The FY 2013 request includes funding for 45 new Limited Non-Career Appointment (LNA) positions. In FY 2012, 20 LNA positions were brought on board and will be assigned to posts in Brazil (6 Sao Paulo, 4 Rio) and China (3 Beijing, 4 Shanghai, 3 Guangzhou). An additional 72 are planned for the spring of 2012. The 45 new LNA positions requested in FY 2013 are for posts in Brazil (8) and China (9) with the remaining positions assigned to posts with the greatest visa demand.

FBI Fingerprint Checks Reimbursement: \$160,000,000

The FY 2013 request includes funding for the Department to reimburse the Federal Bureau of Investigation (FBI) for Advanced Fingerprint Identification Technology (AFIT) clearances of fingerprints.