

BORDER SECURITY PROGRAM

Resource Summary

(\$ in thousands)

(\$ in thousands)	FY 2012 Actual	FY 2013 CR ⁽¹⁾	FY 2014 Request	Increase/ Decrease from FY 2012
Machine Readable Visa (MRV) Fee	1,802,147	1,802,147	1,852,316	50,169
Western Hemisphere Travel Surcharge	215,500	215,500	186,150	(29,350)
Enhanced Border Security Program Fees	430,700	430,700	686,064	255,364
Passport Security Surcharge	377,000	377,000	628,500	251,500
Immigrant Visa Security Surcharge	36,000	36,000	39,564	3,564
Diversity Fee	17,700	17,700	18,000	300
Fraud Prevention Fee	50,474	50,474	47,161	(3,313)
Total Border Security Program Resources	2,498,821	2,498,821	2,771,691	272,870

Note: Diversity Fee includes BSP share only.

(1) The FY 2013 CR is based on the annualized continuing resolution calculation for FY 2013 (P.L. 112-175).

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. The program is a core element of the coordinated national effort to deny individuals who threaten the country entry into the United States, while facilitating the entry of legitimate travelers. The program is managed by the Bureau of Consular Affairs (CA), whose mission is to protect the lives and interests of American citizens at home and abroad, and to strengthen the security of U.S. borders while facilitating legitimate travel to the U.S. through the vigilant, efficient, and effective adjudication of visas and passports.

The BSP uses revenue from consular fees and surcharges to fund consular programs and activities, consistent with applicable statutory authorities. These fees include Machine Readable Visa fees, Western Hemisphere Travel surcharges, a Passport Security surcharge, Immigrant Visa Security surcharge, Diversity Immigrant Visa Security surcharge, and H-1B and L Fraud Prevention and Detection fees. The resource summary chart above reflects BSP spending by fee source. 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. The FY 2014 budget request includes a further one-year extension of the WHTI surcharge.

The worldwide BSP supports programs related to consular activities within Consular Relations, Diplomatic Security/Law Enforcement Cooperation, Information Resource Management, and Training. Total funding for Consular Relations is \$2.8 billion, including \$2,771.7 million from BSP revenue, \$5 million from non-BSP Diversity Lottery Fees, and \$33.2 million from Affidavit of Support Fees. These cross-cutting programs are required to secure American borders against terrorists, international criminals, or persons whose presence in the United States would violate U.S. immigration law. The BSP will continue to enhance and refresh the equipment and systems that support worldwide consular activities.

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The FY 2014 Request aligns these projected revenues to support the provision of consular services, including overseas citizen services, consular facility costs, and investigative resources to support the Visa and Passport Security Strategy. The below summarizes the major activities of the BSP.

Funds by Program Activity (\$ in thousands)

Consular Operations	FY 2012 Estimate	FY 2013 CR ⁽¹⁾	FY 2014 Submission	Increase/ Decrease from FY 2012
Consular Project Initiatives	1,368,385	1,368,385	1,815,973	447,588
Consular Systems Technology	280,926	280,926	291,212	10,286
Domestic Executive Support	23,930	23,930	23,734	(196)
Document Integrity/Fraud Program	16,983	16,983	18,348	1,365
Visa Processing	51,600	51,600	61,017	9,417
Public Information Support	28,475	28,475	38,100	9,625
Passport Operations	125,000	125,000	228,250	103,250
Passport Facilities	10,000	10,000	35,000	25,000
American Citizens Services	7,639	7,639	8,582	943
Consular Affairs Domestic Support	276,313	276,313	350,070	73,757
CA Overseas Support	547,519	547,519	761,660	214,141
Border Security Staff (American Salaries)	433,508	433,508	481,677	48,169
Border Security Support/DOS Partners:	536,928	536,928	335,487	(201,441)
Bureaus of Administration (A)	120,674	120,674	61,481	(59,193)
Bureau of Diplomatic Security (DS)	59,915	59,915	58,871	(1,044)
Foreign Service Institute (FSI) Consular Training	7,054	7,054	6,424	(630)
Bureau of Information Resource Management (IRM)	21,800	21,800	31,000	9,200
Overseas Building Operations (OBO)	205,395	205,395	161,824	(43,571)
Western Hemisphere Affairs (WHA)	1,576	1,576	-	(1,576)
American Institute in Taiwan (AIT)	-	-	5,977	5,977
Repatriation Loans (Repat)	-	-	737	737
Overseas Staff Support	120,515	120,515	9,173	(111,342)
Subtotal	2,338,821	2,338,821	2,633,137	294,316
FBI Fingerprint Checks Reimbursement	160,000	160,000	138,554	(21,446)
Total Consular Spending	2,498,821	2,498,821	2,771,691	272,870

(1) The FY 2013 CR is based on the annualized continuing resolution calculation for FY 2013 (P.L. 112-175).

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Performance

CA is committed to strengthening the security and integrity of travel documents, thereby protecting national security and maintaining the integrity of the overall issuance process. The core of each adjudication decision rests on an essential element of fraud prevention: verification of the applicant's identity and confirmation of his/her eligibility for the consular service in question.

Strategic Goal 7: Build a 21st century workforce; and achieve U.S. government operational and consular efficiency and effectiveness, transparency and accountability; and a secure U.S. government presence internationally								
Strategic Priority		Visa Services						
Active Performance Indicator		Strengthen case management systems so that fraud detection and tracking capabilities are available enterprise-wide as calculated as a percentage of stakeholders overall, who have access to the fraud case management system.						
Prior Year Results and Ratings					FY 2012		Planned Targets	
FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	Target	Result and Rating	FY 2013	FY 2014
N/A	N/A	N/A	N/A	100% ▲ Above Target	85%	33% ▼ Below Target	95% targeted stakeholders	100% targeted stakeholders
Steps to Improve		Target assumed deployment of the fraud case management system phases two through four. CA deployed phase two in FY 2012, and all stakeholders for this phase have access (33 percent of FY 2012 target stakeholders). During deployment, CA developed additional functionality based on stakeholder recommendations, delaying phases three and four, which includes 67 percent of FY 2012 target stakeholders.						
Impact		Preventing fraud in passport and visa issuance requires robust information sharing across the enterprise. Increasing stakeholder information sharing is an important component of an effective fraud prevention program.						
Methodology		Calculated as a percentage of stakeholders overall who have access to the fraud case management system. FY 2011 results reflect phase one implementation. Subsequent phases (two through four) will add significantly more stakeholders to the fraud case management system.						
Data Source and Quality		The Enterprise Case Assessment Service is a tool for tracking and analyzing consular fraud assessments. No significant data limitations.						

Travel.state.gov (TSG) is one of many tools CA uses to disseminate information to U.S. citizens overseas and citizens preparing for overseas travel. An informed traveler is a safer traveler, and CA is committed to ensuring that U.S. citizens overseas have all the information needed to make wise choices that keep them secure and protect their interests. TSG also provides information to individuals seeking travel documents and therefore promotes legitimate international travel. CA aims to continue to broaden its audience and encourage more visits to its website.

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Strategic Goal 7: Build a 21st century workforce; and achieve U.S. government operational and consular efficiency and effectiveness, transparency and accountability; and a secure U.S. government presence internationally								
Strategic Priority		American Citizen Services						
Active Performance Indicator		NEW APP INDICATOR: The number of unique hits to travel.state.gov.						
Prior Year Results and Ratings					FY 2012		Planned Targets	
FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	Target	Result and Rating	FY 2013	FY 2014
N/A	N/A	N/A	N/A	N/A	Baseline	63,473,500 (Baseline) New Indicator, No Rating	70,000,000	75,000,000
Impact		By increasing visits to TSG, CA will promote the safety and security of U.S. citizens abroad. As U.S. citizens gather more information from TSG, they are better prepared for their overseas experience — whether it be short-term business or tourist travel or long-term residence abroad.						
Methodology		Results are calculated using the website statistics service, Google Analytics. Its proprietary methodologies are not disclosed.						
Data Source and Quality		CA uses Google Analytics, a standard recognized service in the internet industry to obtain statistics on the use of travel.state.gov. There are no known data quality issues.						

Justification of Request

The Department will pursue the following activities in FY 2014 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 U.S.

CONSULAR PROJECT INITIATIVES: \$1,815,973,000

Consular Systems Technology (CST): \$291,212,000

CST has five initiatives: Enterprise Operations, Consular Systems Support, Consular Systems Development and Enhancements, Enterprise Engineering & Data Management and Enterprise Management Services. These activities support the legacy CA systems, as well as the development and rollout of new tools to support CA's core lines of business. Infrastructure, systems development, enhancements, training, hardware, and operations and maintenance are all included in this line item. The increased request includes development and testing costs for the first phase of the Consular Framework rollout, an enterprise system which will replace legacy visa and passport systems. The Department will also continue to implement Consular One, a coordinated overarching framework that will permit the consolidation of all consular applications into one framework architecture to greatly increase data sharing

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and processing efficiencies, and to significantly reduce data entering redundancies, processing time and data entry errors.

Domestic Executive Support Costs: \$23,734,000

Domestic Executive Support provides operational support for consular and BSP activities worldwide. This activity consolidates four existing offices in CA headquarters as a result of consular realignment. Funding supports operational costs for CA's Front Office, Office of Policy Coordination, Office of the Comptroller, and the Executive Office. Funding also provides domestic program support, outreach, travel and contractual support.

Document Integrity, Training and Anti-Fraud Programs: \$18,348,000

This initiative supports enhanced U.S. border protection and security through strengthening the integrity of U.S. visas and passports in addition to fraud prevention as it relates to Overseas Citizen Services issues. Funding will continue to support passport and visa fraud prevention as well as expanded H-1B and L visa fraud detection efforts.

Visa Processing: \$61,017,000

The Visa Office is the Department's central authority on the visa function and handles all aspects of the visa issuance process. The FY 2014 Requested funding will support on-going operations at the National Visa Center (NVC), the Kentucky Consular Center, and Visa Office headquarters operations in Washington, DC. The FY 2014 increase includes recurring costs for worldwide visa security screening services.

Public Information Support: \$38,100,000

This activity supports two contractor-operated call centers (the National Passport Information Center and the Overseas Citizen Services Call Center), 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.

Passport Operations: \$228,250,000

Passport Services provides accurate and secure U.S. passport documents, responds effectively to the needs of U.S. passport customers, and strengthens management and delivery capabilities. In FY 2012, CA adjudicated 13.1 million travel documents (including 1.3 million passport cards). In the first quarter of FY 2013, CA adjudicated 2.6 million travel documents, an eight percent increase over the same period in FY 2012. The Department estimates passport workload to be 15.1 million in both FY 2013 and FY 2014. In order to service the American public in a timely manner, Passport Services must continue to modernize its systems, maintain accountability of its partners, and ensure standardization of processes and procedures across all agencies to the greatest extent possible.

The \$103 million increase 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. The increase will also support CA's efforts to develop "The Next Generation Passport" as part of the ongoing efforts to improve secure travel documents. Passport Services will also continue to expand access to and incorporate supplementary automated identity verification databases used during the adjudication process.

Passport Facilities: \$35,000,000

Presenting up-to-date, comfortable, and safe spaces for the public at agencies is one of many facets in providing a positive customer experience. Improving communication with customers through the use of agency signage and addressing the needs of hearing-impaired customers is also a priority. The increase will be used to maintain the infrastructure of new facilities built in 2012, and cover one-time costs for the

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opening of the new passport facility in Puerto Rico. Funds will also support the two book personalization facilities in Arkansas and Arizona and passport headquarters space in Washington, DC. Items funded in this request include maintenance services, renovations, telephone systems, utilities, and furniture and office equipment.

American Citizen Services (ACS): \$8,582,000

The Department protects the safety and welfare of American citizens abroad through its ACS program. The FY 2014 Request will allow ACS to meet its protection responsibilities for American citizens overseas through programs for crisis management, protection of children, victims of crime, and U.S. citizens residing and traveling abroad, voter assistance programs, and emergency support to destitute American citizens.

Consular Affairs Domestic Support: \$350,070,000

This activity covers domestic support costs such as blank passport books, passport cards, postage and other supplies (e.g. foils, ribbons, and sleeves) that are used to produce U.S. travel documents. These costs continue to increase proportionally with demand and also as a result of enhanced document security features. The Department estimates passport workload for FY 2013 and 2014 to be 15.1 million (13.3 million passport books, and 1.8 million passport cards). This activity also includes CA's fee-funded support of activities initially funded through the Diplomatic and Consular Programs appropriation.

Consular Affairs Overseas Support: \$761,660,000

This line item includes start-up and recurring costs for overseas staff, such as program support costs for visa consumables and supplies (visa foils and card stock); the Global Support Strategy (GSS); International Cooperative Administrative Support Services (ICASS); Foreign Service National Separation Liability Trust Fund (FSNSLTF); CA Post Allotments (collection of MRV bank fees from applicants); equipment for consular agents; support for Consular Management Assessment Team (CMAT); and LE Staff and U.S. Direct Hire non-salary support.

The \$214.1 million increase over the 2012 Actual level includes consular activities that were transferred to BSP as part of the Consular Realignment Initiative. These costs, including consumables and supplies for visa and passport programs, and ICASS costs, were formerly included in the request for Overseas Support under Border Security Support/DOS Partners. The increase also includes salary and benefits for locally engaged consular employees, as well as post-specific benefits of American consular staff, which were transferred from the Regional Bureaus as part of Consular Realignment.

A \$74 million increase is also requested for continued GSS implementation. GSS is a worldwide initiative changing the way third parties provide information, schedule appointments, collect fees, deliver documents, and provide greet visa support services. The replacement of the existing user-pays services will provide better accountability, transparency, and customer service in the support activities supplied by commercial entities to consular sections around the world. GSS implementation will cost an estimated \$243.5 million in FY 2014. By the end of FY 2014, 117 countries will have GSS coverage.

BORDER SECURITY STAFF/AMERICAN SALARIES (AMSALS): \$481,677,000

Border Security staff costs include domestic and overseas positions in CA and Diplomatic Security. Salary funding for the Office of the Secretary Operations Center, Bureau of Administration, Bureau of Counterterrorism, Office of the Legal Advisor, Foreign Service Institute, and the Bureau of Information Resource Management domestic positions is also included. The request also reflects funding for Limited Non-career Appointment (LNA) positions to address growing visa demand. In FY 2014, the Department plans to increase staff by 151 new positions in order to support new consular workload. The 2014

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Request includes \$39 million for 110 new overseas consular positions—of which 93 are LNA positions—and \$6 million for 41 new domestic positions.

BORDER SECURITY SUPPORT/DOS PARTNERS: \$335,487,000

Bureau of Administration (A): \$61,481,000

A's Office of Facilities Management Services (FMS), will assume building management oversight of CA's World Headquarters Building (SA-17A) and facilities in Portsmouth, New Hampshire, ensuring a safe and secure environment for all CA domestic staff. In addition to these activities, FMS will provide technical expertise and assistance for incoming mail threat detection, ergonomic assessments of office environments, indoor air quality assessments, and other environmental health and safety programs at CA facilities throughout the United States. The decreased request is due to one-time costs in FY 2012 to expand and update SA-17A.

Diplomatic Security (DS): \$58,871,000

DS hires and assigns uniformed protection officers to guard all domestic CA facilities. This request contains funding for contracts for 18 additional guards at SA-17A as well as seven guards at the new Puerto Rico Passport Facility.

Foreign Service Institute (FSI) – Consular Training: \$6,424,000

FSI provides training in domestic and overseas classes, conferences, on-line courses, and workshops. The training targets consular officers, consular agents, LE staff, as well as systems staff who support CA's strategic goals and priorities, and Civil Service employees in CA and its passport agencies.

Technology Backbone Support (IRM): \$31,000,000

IRM will provide the technology backbone support to BSP and will continue to handle technology enhancement requirements that support CA's adjudication of passport and visa applications. The request also covers information technology support needed to address the Executive Order on "Establishing Visa and Foreign Visitor Processing Goals and the Task Force on Travel and Competitiveness."

Overseas Building Operations (OBO) (Consular Facilities Overseas): \$161,824,000

The funding request for FY 2014 includes residential lease costs associated with consular officers overseas (approximately \$91.8 million), the costs of continued expansion of consular facilities in China and Brazil (\$50 million total), and other facilities improvements worldwide (estimated at \$20 million) to be funded from BSP resources.

American Institute in Taiwan (AIT): \$5,977,000

Beginning in FY 2014, BSP will include funding to support consular-related operations in the AIT. The BSP will provide \$6 million to normalize AIT's consular operations to match worldwide process and systems, and ensure AIT funding security in the future, given Taiwan's acceptance into the Visa Waiver Program.

Repatriation Loans: \$737,000

Beginning in FY 2014, BSP will include sufficient funding to cover the administrative costs for the Repatriation Loans program, which assists destitute Americans abroad who have no other source of funds to return to the U.S. The request will allow the Department to administer the program from approval to final payoff at a level consistent with expected loan volume.

Overseas Staff Support: \$9,173,000

This line item previously covered programmatic expenses of the BSP, including consumables and supplies for visa and passport programs, ICASS costs, and salaries and post-specific benefits previously

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covered by the Regional Bureaus. As part of the Consular Realignment Initiative, these costs are now included in the Consular Affairs Overseas Support line item described under Consular Project Initiatives. The Overseas Staff Support line item now reflects Post Assignment Travel for overseas consular personnel, including training, travel, and change of station costs, which are crucial to staffing overseas missions with trained personnel.

FBI FINGERPRINT CHECKS REIMBURSEMENT: \$138,554,000

The FY 2014 Request includes funding for the Department to reimburse the FBI for Advanced Fingerprint Identification Technology clearances of fingerprints.