BORDER SECURITY PROGRAM

Resource Summary
($ in thousands)

	FY 2010 Actual	FY 2011 CR	FY 2012 Request
Machine Readable Visa (MRV) Fee	926,135	1,005,639	1,076,663
Western Hemisphere Travel Initiative Passport Surcharge	294,258	315,000	365,750
Enhanced Border Security Program Fees	**319,404**	**628,913**	**598,570**
Passport Security Surcharge	280,742	573,813	525,000
Immigrant Visa Security Surcharge	23,562	40,000	55,870
Diversity Immigrant Visa Lottery Surcharge Fee	15,100	15,100	17,700
H and L Visa Fraud Prevention and Detection Fee	42,865	40,000	44,000
Total Border Security Program Expenses	**1,582,662**	**1,989,552**	**2,084,983**

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 Affair's (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 as shown above. One of these fees, 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). A legislative proposal to extend the Department's authority for FY 2011 was included in the FY 2011 budget request in order to cover the continued costs of meeting the increased demand for passports that resulted from the implementation of WHTI. A similar legislative proposal to extend the authority through FY 2012 is included in the FY 2012 budget request, which assumes the Department will continue collection of the WHTI fee until September 30, 2012

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.

BORDER SECURITY PROGRAM

Connectivity

Ensure 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 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)

	FY 2010 Actual	FY 2011 CR	FY 2012 Request
Consular Project Activities	**713,534**	**893,919**	**883,458**
Consular Systems Install and Operations	60,000	62,000	33,750
Consular Systems Modernization and Support	159,399	178,023	185,024
Automated Name Check Systems: CLASS	13,000	16,000	17,000
MRV Administrative Support	96,974	201,180	240,507
Public Information Support	37,625	37,000	35,475
Document Integrity/Fraud Program	24,859	33,476	35,052
Consular Training - Foreign Service Institute	6,170	6,170	7,054
Passport Operations	232,898	235,715	202,255
Passport Facilities	6,983	23,174	22,950
Passport System	33,912	49,081	45,152
Visa Processing	38,000	48,100	51,600
American Citizens Services	3,714	4,000	7,639
Facilities Management	30,029	98,894	53,674

BORDER SECURITY PROGRAM

	FY 2010 Actual	FY 2011 CR	FY 2012 Request
Diplomatic Security	23,403	23,403	23,403
Technology Backbone - IRM	**14,000**	**17,710**	**17,710**
IRM Computer Systems and Diplomatic Telecommunications Support	14,000	17,710	17,710
Border Security Staff (American Salaries)	**375,466**	**394,009**	**398,928**
Consular Affairs	193,977	201,000	204,880
Bureau of Administration	92	186	186
Coordinator for Counterterrorism (S/CT)	-	1,116	1,116
Information Resource Management	3,219	3,478	3,527
Diplomatic Security	35,241	42,834	43,824
Overseas Staff	142,937	145,395	145,395
Border Security Support	**426,230**	**561,617**	**707,810**
Consular Affairs	233,881	325,437	471,630
Diplomatic Security	12,151	15,343	15,343
Information Resource Management	4,090	4,090	4,090
Western Hemisphere Affairs (BCC)	2,000	2,000	2,000
Overseas Support	174,108	214,747	214,747
Total Border Security Program	**1,582,662**	**1,989,552**	**2,084,983**
FBI Fingerprint Checks Reimbursement	135,000	135,000	135,000

Justification of Request

The Department will pursue the following activities in FY 2012 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: $33,750,000
This activity supports worldwide consular systems operations and maintenance, 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. Rollout support for new CA Information Technology projects is also included. CA continues to replace IT equipment for overseas consular sections and domestic facilities on a systematic replacement cycle.

Consular Systems Modernization and Support: $185,024,000
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 2012, continued emphasis will be placed on the rollout of the new generation of visa software, including the Consular Electronic Application Center and the Global Visa System.

BORDER SECURITY PROGRAM

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. 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: $17,000,000
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 2012, 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 2012, 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, D.C. area and the Alternate Processing Center at the Kentucky Consular Center (KCC), that handle CLASS.

Machine Readable Visa (MRV) Support Costs: $240,507,000
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, salaries and benefits, and equipment for consular agents. Other costs include support to overseas posts from Consular Management Assistance Teams and the purchase of supplies and equipment.

The funds also support the Global Support Services (GSS) initiative which will be fully implemented in FY 2012. 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, improve customer service and management information, establish uniform performance standards, and more efficient use of space at larger consular sections.

Public Information Support: $35,475,000
This activity supports two contractor-operated call centers (NPIC and OCS), 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 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 can make appointments to be seen at one of the passport agencies.

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. The Call Center answers general information questions for OCS while forwarding case-specific calls requiring action directly to the appropriate OCS officer. The center can be reached 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: $35,052,000
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 support passport and visa fraud prevention and expanded H-1B and L visa fraud detection efforts. Funds also support information sharing, publications, coordination with other offices and agencies, and training and operational support for consular sections abroad, 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: $7,054,000
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 Operations 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 abroad, 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.

The Department continues to respond to the increased level of demand for passports caused by new re-entry requirements for Americans traveling abroad as required under the WHTI. The demand for issued passports drastically increased from 12.1 million in FY 2006 to 18.4 million in FY 2007. In FY 2009, CA adjudicated 13.5 million travel documents (12 million passport books and 1.5 million passport cards). In FY 2010, CA adjudicated 14 million documents (12.4 million passport books and 1.6 million passport cards). The Department estimates passport workload to be 16.2 million documents (14 million passport books and 2.2 million passport cards) in FY 2011, and 16.8 million documents (14.6 million passport books and 2.2 million passport cards) in FY 2012. The increasing demand for passports requires creating tools and efficiencies to help meet demand, and identifying opportunities to modernize passport systems and expand service. In order to provide accurate and secure U.S. passports, the Department must have the tools to enhance its ability to more readily identify passport fraud through electronic evaluation of applicant data.

Passport Facilities: $22,950,000
Growing demand for passport book/card services has been met with passport facility expansion including new passport facilities established with American Recovery and Reinvestment Act - (ARRA) monies. ARRA funds provided increased capacity at existing facilities and the opening of new passport agencies in: Buffalo, New York; Atlanta, Georgia; San Diego, California; St. Alban, Vermont; and El Paso, Texas. FY 2012 funds will support the infrastructure of the new ARRA facilities and 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 include: maintenance services; renovations; telephone systems; utilities; furniture; and office equipment.

BORDER SECURITY PROGRAM

Passport Systems: $45,152,000
Funds required for this activity support existing operations and a new IT initiative. The Global Citizens Services (GCS) project is a strategic effort that will transform and modernize the systems supporting services to U.S. citizens both domestically and abroad. The GCS project goal is to develop a unified system that will support functions of both the Passport and Overseas Citizens Services directorates.

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 2012, process upgrades include software improvements for new electronic consular applications and interfaces at the passport adjudicating centers and book personalization centers.

Visa Processing: $51,600,000
The Visa Office (VO) is the Department's central authority on matters related to the visa function and is the Department's link to other entities, both government and non-governmental, involved or interested in visa and immigration matters. VO handles all aspects of visa issuance to foreign citizens, supports and advises posts on visa matters, and maintains liaison with the DHS and other government agencies on all aspects of U.S. immigration law. Funding will support existing operations at the National Visa Center (NVC), the KCC and the visa office headquarters operations in Washington, DC. NVC performs pre-adjudicatory processing of all immigrant visa petitions and KCC handles petition-based nonimmigrant visa programs and the Diversity Immigrant Visa program.

American Citizen Services: $7,639,000
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 U.S. 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; 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.

Bureau of Administration – Facilities Management: $53,674,000
This funding provides 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. These funds also include General Services Administration rent for all consular domestic facilities.

Diplomatic Security: $23,403,000
The 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 Branches 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): $17,710,000
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 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: $398,928,000
Human resources are a critical component of the BSP and are vital to providing quality services to Americans and foreign visa applicants. In FY 2012, the Department plans to increase staff by an additional 20 overseas positions to support consular workload overseas. No increase for domestic positions is requested in FY 2012.

Border Security Support: $707,810,000
This activity covers the cost of basic 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 will be 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.

FBI Fingerprint Checks Reimbursement: $135,000,000
The Department will continue to reimburse the FBI for checking ten-print scans of visa applicants against the Integrated Automated Fingerprint Identification System (IAFIS) and for FBI name checks. In FY 2011 and FY 2012, the Department plans to reimburse the FBI $135 million annually.