

D&CP – BUREAU OF CONSULAR AFFAIRS

Resource Summary

(\$ in thousands)

Appropriations	FY 2010 Actual	FY 2011 CR	FY 2012 Request
American Positions	253	253	253
Funds	25,361	25,361	25,354

Program Description

The mission of the Bureau of Consular Affairs (CA) is to protect the lives and interests of U.S. citizens abroad and to strengthen U.S. border security through the vigilant adjudication of U.S. passports and visas. CA contributes significantly to the Department's strategic goals of achieving peace and security; promoting international understanding; and supporting the vision to help American citizens engage the world. The Bureau issues passports that allow U.S. citizens to travel the world, and processes visa applications for foreign citizens who want to come to the U.S. Additionally, CA provides essential services to American citizens overseas. In order to accomplish its mission, CA uses revenue from consular fees and surcharges to fund most consular programs and activities. The Border Security Program chapter provides additional details on the fees that support domestic and overseas consular operations. Additionally, the FY 2012 budget request assumes the Department will continue collection of the WHTI fee until September 30, 2012.

CA provides services around the cycle of life, from certifying the birth of U.S. citizens born abroad, to assisting family members when a U.S. citizen dies overseas. CA adapts quickly to fluctuations in demand for services, especially during times of crisis. For example, the CA response to the January 2010 earthquake that devastated Haiti was a major effort, both in Washington and Port-au-Prince. CA helps U.S. citizens prepare for possible crises and avoid problems abroad through the Consular Information Program and online registration service. In 2010, more than 780,000 U.S. citizens traveling or living abroad registered to make their presence and whereabouts known. CA is working to increase this number of registrants over the coming months. CA works to assist individual U.S. citizens with personal emergencies abroad and to coordinate the U.S. Government response to political crises and natural disasters threatening American citizens abroad.

Outreach is integral to all CA functions, particularly in assisting the American traveling public and foreigners seeking to enter the U.S. CA's overarching public affairs strategy is to be proactive and reach multiple audiences with a consistent message, using all appropriate channels of communication. Travel.state.gov is CA's preeminent outreach tool and is the Consular Information Program's primary means to update the public on travel safety in other countries and provide information on passports, visas, and consular services abroad. It generated more than 370 million visits last year, and CA is enhancing value, improving functionality, and increasing user satisfaction based on suggestions from last year's usability study. CA launched the first phase of the new design mid-year 2010.

Consular issues play a key role in U.S. relationships with other countries. Bilateral and multilateral diplomatic initiatives regarding treaty implementation and compliance are important aspects in consular protection and services abroad and in fulfilling CA's role as the U.S. Central Authority for the Hague abduction and adoption conventions. U.S. performance on incoming abduction cases directly affects the reciprocal cooperation of treaty partners abroad. As the U.S. Central Authority, CA plans to focus on efforts to improve its services and to increase efforts to educate the judges and attorneys in the United

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States. CA is committed to continuing its implementation of the Hague Inter-country Adoption Convention in the United States, and to providing services to American families and children impacted by inter-country adoption.

CA is committed to improving security and operational efficiency through cost-effective use of its resources, implementation of innovative technology and new business practices, and the professional development of its workforce. CA is enhancing training programs, opening additional domestic facilities, and expanding oversight capacity. CA established the Acceptance Facility Oversight Program, which will oversee the work of passport application acceptance facilities around the U.S. CA domestic preprocessing initiative involves extensive use of its domestic consular centers to conduct security and anti-fraud screening, and case preparation, prior to visa interviews by consular officers overseas. Such electronic preprocessing combines economies of scale with easier access for visa petitioners in the U.S. CA will leverage new technologies to enhance the Security Advisory Opinion process to better identify “false hits,” allowing us to focus on persons actually on U.S. watch lists, and avoid processing delays for the travelers who only share a name with the watch-listed individuals.

CA is making steady progress toward completely eliminating paper applications and records, while increasing its capacity to obtain and store data electronically. CA is also expanding its use of online fee collection and appointment systems, and incorporating streamlined fraud tracking and statistical reporting into new consular systems. Over the coming years, CA will deploy the Global Citizen Services (GCS) and Global Visa Services (GVS) Systems, CA’s next-generation software, which will provide more effective and efficient service provision and more secure document issuance. CA began developing functional components of GCS in October 2010. GVS is already in development with the user pilot phase scheduled to begin before the end of FY 2011, and worldwide rollout slated for completion during FY 2012. Both systems will have the flexibility and range to accommodate modernized passport and visa operations, including the Biometric Screening Program. CA will add iris scanning, now in the early pilot stages, to its arsenal to supplement the facial recognition tool. Both will combat document substitution while screening applicants for fraud, criminal activity, and terrorist ties. Thus, armed with a database of over 85 million visa applicant photos and a watch list of 100,000 terrorist photos, the Department can more effectively protect U.S. borders.

As CA looks toward FY 2012 and beyond, its core goal remains – to provide efficient, secure consular services that promote legitimate travel while helping to ensure U.S. national security. CA’s key priorities for FY 2012 are to: (1) provide and deliver travel documents to the American public that incorporate modern security measures; (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 those arising under the U.S. Central Authority for the Hague Convention on the Civil Aspects of International Parental Child Abduction and the Hague Convention on Inter-country adoptions.

Performance

This indicator helps measure the level of accuracy with which CA issues passports to the American public. A lower percentage of passports with errors detected during the audit phase should indicate that fewer passports are issued to fraudulent applicants, and fewer passports are issued to legitimate applicants with erroneous information. In FY 2010, CA created a separate audit office, Office of Adjudication, within Passport Services (PPT), whose role is to establish procedures for auditing passport adjudications with the goal of monitoring the overall error rate and identifying fraud trends in order to reduce errors.

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CA established a target rate of less than 0.2 percent of passports being issued in error and every reasonable effort will be made not to exceed that rate.

STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES						
Strategic Priority	Passport Services					
Indicator	Accuracy of the adjudication process as measured by the percentage of audited passport issuances found to have a high likelihood of Issuance in Error (IIE)					
FY 2007 Result	FY 2008 Result	FY 2009 Result	FY 2010 Result	FY 2010 Target	FY 2011 Target	FY 2012 Target
N/A	0.2 percent [Baseline]	0.2 percent	Data expected Mid-2011	[Baseline Year]	0.2 percent	0.2 percent
New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating			
Impact	Analyzing Issuance in Error provides opportunity for passport facilities and posts overseas capacity to improve and discover fraud indicators on fraudulent passport applications.					
Methodology	CA developed system tools to collect data, including volume and error rates, on passport applications received in both domestic agencies and acceptance facilities. CA plans to conduct a comprehensive error rate study, and is creating an action plan to reduce the overall error rate.					
Data Source and Quality	Empirical data from Passport Services (CA/PPT) within the Bureau of Consular Affairs (CA) includes identifiable data quality problems using the Unannounced Adjudication Audit Program (UAAP) report. Data quality problems are clearly described in final reports.					

While the quality of the adjudication process is CA's top priority in the area of passports, American travelers and Congress still expect quick and efficient processing of passport applications. This indicator measures how efficiently PPT is serving the American public.

STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES						
Strategic Priority	Passport Services					
Indicator	Percentage of passport applications processed within the targeted timeframe.					
FY 2007 Result	FY 2008 Result	FY 2009 Result	FY 2010 Result	FY 2010 Target	FY 2011 Target	FY 2012 Target
71 percent	100 percent	98.9 percent	100 percent	100 percent	100 percent	100 percent
▼ Below Target	◀▶ On Target	▼ Below Target	◀▶ On Target			
Impact	Passports are issued to entitled U.S. applicants.					
Methodology	Targeted timeframe from fiscal years 2009 through 2011 is 4-6 weeks for routine applications and 2-3 weeks for expedited service. Targeted timeframe prior to FY 2009 varied and is documented in previous Congressional Budget Justifications.					
Data Source and Quality	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.					

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This indicator measures the advancement of the Bureau of Consular Affairs progress towards being able to convert to a fully electronic visa application process. Having this data available electronically permits advanced screening of applicants using a variety of automated research tools and databases. In this manner, applicants who may be ineligible for a visa, including for national security reasons, can be identified prior to interview.

STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES						
Strategic Priority	Visa Services					
Indicator	NEW APP INDICATOR: Conversion to web-based visa processing as measured by: 1) the percentage of non-immigrant (NIV) visa applications submitted electronically and; 2) the percentage of immigrant (IV) visa applications submitted electronically.					
FY 2007 Result	FY 2008 Result	FY 2009 Result	FY 2010 Result	FY 2010 Target	FY 2011 Target	FY 2012 Target
New Indicator, No Rating	Baseline: 0% (NIV); 0% (IV) New Indicator, No Rating	10% (NIV); 0% (IV) New Indicator, No Rating	97% (NIV); 0% (IV) ◀▶ On Target	97% (NIV); 0% (IV)	100% (NIV); 80% (IV)	100% (NIV); 100% (IV)
Impact	Submission of applicant data electronically permits pre-interview screening and research, enabling officers to make a more informed visa decision, essential to carrying out U.S. Government mission of protecting America's borders while facilitating legitimate travel.					
Methodology	Calculated as a percentage of all visa applications that are submitted in paperless format, as indicated by the Consular Consolidated Database.					
Data Source and Quality	Consular Systems and Technology data is based on actual visa casework performed. The Data Quality Assessment revealed no significant data limitations.					

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

STRATEGIC GOAL: STRENGTHENING CONSULAR AND MANAGEMENT CAPABILITIES						
Strategic Priority	American Citizen Services					
Indicator	Customer satisfaction with quality of, and access to, reliable and relevant information on travel.state.gov as measured by the overall American Customer Satisfaction Index (ASCI) score (out of 100).					
FY 2007 Result	FY 2008 Result	FY 2009 Result	FY 2010 Result	FY 2010 Target	FY 2011 Target	FY 2012 Target
N/A	N/A	N/A	75 [Baseline]	[Baseline Year]	75	Exceed 75
New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating			

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Impact	The Department now has access to measurable customer feedback on travel.state.gov. Survey analysis has helped the Department identify the top areas for improvement to increase customer satisfaction of those visiting the site. The Department can now measure the impact of changes CA makes to the site instantaneously.
Methodology	ForeSee Results owns and applies the University of Michigan’s American Customer Satisfaction Index (ACSI), an international indicator of customer satisfaction on both the macro and micro level, providing a measurement of online customer satisfaction to help clients determine how to improve customer satisfaction and ROI.
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 FY 2012 request of \$25.354 million for the Bureau of Consular Affairs maintains current services and continues to provide base level funding for passport, visa, and other essential services to American citizens overseas. The FY 2012 request also reflects efficiency savings in administrative activities. The Border Security Program chapter provides additional details on the fees that also support domestic and overseas consular operations.

Resource Summary

	Positions				Funds (\$ in thousands)			
	American			FSN	Pos Total	Bureau Managed	American Salaries	Funds Total
	CS	FS Dom	Overseas					
FY 2010 Actual	248	5	0	0	253	325	25,036	25,361
FY 2011 CR	248	5	0	0	253	325	25,036	25,361
FY 2012 Built-in Changes								
Efficiency Savings	0	0	0	0	0	(7)	0	(7)
Total Built-in Changes	0	0	0	0	0	(7)	0	(7)
FY 2012 Current Services	248	5	0	0	253	318	25,036	25,354
FY 2012 Request	248	5	0	0	253	318	25,036	25,354

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Staff by Program Activity (positions)

Bureau of Consular Affairs	FY 2010 Actual	FY 2011 CR	FY 2012 Request
Conduct of Consular Relations	5	5	5
Bureau Direction	5	5	5
Policy Formulation	248	248	248
Bureau Direction	127	127	127
Public Affairs	121	121	121
Total	253	253	253

Funds by Program Activity (\$ in thousands)

Bureau of Consular Affairs	FY 2010 Actual	FY 2011 CR	FY 2012 Request
Policy Formulation	25,361	25,361	25,354
Bureau Direction	12,681	12,681	12,681
Public Affairs	12,680	12,680	12,673
Total	25,361	25,361	25,354

Program Activities

Department Of State	Positions			Funds (\$ in thousands)			
	American Domestic	Overseas	FSN	Pos Total	Bureau Managed	American Salaries	Funds Total
Conduct of Consular Relations	5	0	0	5	0	0	0
Bureau Direction	5	0	0	5	0	0	0
Policy Formulation	248	0	0	248	318	25,036	25,354
Bureau Direction	127	0	0	127	163	12,518	12,681
Public Affairs	121	0	0	121	155	12,518	12,673
Total	253	0	0	253	318	25,036	25,354

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Staff by Domestic Organization Unit (positions)

Bureau of Consular Affairs	FY 2010 Actual	FY 2011 CR	FY 2012 Request
Assistant Secretary for Consular Affairs	132	132	132
Public Affairs and Policy Coordination	121	121	121
Total	253	253	253

Funds by Domestic Organization Unit (\$ in thousands)

Bureau of Consular Affairs	FY 2010 Actual	FY 2011 CR	FY 2012 Request
Assistant Secretary for Consular Affairs	12,683	12,683	12,683
Public Affairs and Policy Coordination	12,678	12,678	12,671
Total	25,361	25,361	25,354

Funds by Object Class (\$ in thousands)

Bureau of Consular Affairs	FY 2010 Actual	FY 2011 CR	FY 2012 Request
1100 Personnel Compensation	15,776	15,776	15,776
1200 Personnel Benefits	9,260	9,260	9,260
2100 Travel & Trans of Persons	325	325	318
Total	25,361	25,361	25,354