

DEPARTMENT OF HOMELAND SECURITY
Office of Inspector General

**AUDIT OF PASSENGER PROCESSING
REENGINEERING**



Office of Audits

OIG-04-25

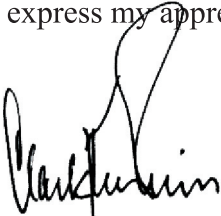
March 2004

Preface

The Department of Homeland Security (DHS) Office of Inspector General (OIG) was established by the Homeland Security Act of 2002 (Public Law 107-296) by amendment to the Inspector General Act of 1978. This is one of a series of audit, inspection, investigative, and special reports prepared by the OIG periodically as part of its oversight responsibility with respect to DHS to identify and prevent fraud, waste, abuse, and mismanagement.

This report is the result of an assessment of the strengths and weaknesses of the program, operation, or function under review. It is based on interviews with employees and officials of relevant agencies and institutions, direct observations, and a review of applicable documents.

The recommendations herein, if any, have been developed on the basis of the best knowledge available to the OIG, and have been discussed in draft with those responsible for implementation. It is my hope that this report will result in more effective, efficient, and/or economical operations. I express my appreciation to all of those who contributed to the preparation of this report.

A handwritten signature in black ink, appearing to read "Clark Kent Ervin". The signature is stylized with a large, looping initial "C" and "E".

Clark Kent Ervin
Inspector General

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Abbreviations

APHIS	Animal and Plant Health Inspection Service
ATF	Bureau of Alcohol, Tobacco, & Firearms
CIS	Bureau of Citizenship and Immigration Service
BTS	Border and Transportation Security
CAPPS II	Computer Assisted Passenger Prescreening System
CBP	Bureau of Customs and Border Protection
CCD	Consular Consolidated Database
CLASS	Consular Lookout and Support System
CUSTOMS	United States Customs Service
DHS	Department of Homeland Security
EPIC	El Paso Intelligence Center
FAA	Federal Aviation Administration
FINCEN	Financial Crimes Enforcement Network
IAFIS	Integrated Automated Fingerprint Information System
ICE	Bureau of Immigration and Customs Enforcement
INS	Immigration and Naturalization Service
INTERPOL	International Criminal Police Organization-Interpol
IRS	Internal Revenue Service
IT	Information Technology
NCIC	National Crime Information Center
NLETS	National Law Enforcement Telecommunication System
NADDIS	Narcotics and Dangerous Drugs Information System
OIG	Office of Inspector General
POSTAL	United States Postal Service
RCMP	Royal Canadian Mounted Police
TSA	Transportation Security Administration
US-VISIT	United States Visitor Immigrant Status Indicator Technology
USSS	United States Secret Service

OIG

Department of Homeland Security Office of Inspector General

Introduction

On March 1, 2003, the inspectional responsibilities and systems for international travel were transferred to the Border and Transportation Security (BTS) Directorate in the Department of Homeland Security (DHS). At that time, the legacy agencies had various projects underway to modernize their automated passenger processing systems. The four primary legacy agencies were the United States Customs Service (Customs), the Immigration and Naturalization Service (INS), the Transportation Security Administration (TSA), and the Animal and Plant Health Inspection Service (APHIS). On September 2, 2003 DHS announced a new initiative called “One Face at the Border” that will consolidate the border inspection functions of Customs, INS and APHIS within the Bureau of Customs and Border Protection (CBP).

One of the critical functions of DHS is to control people entering and leaving the United States. This is necessary to prevent terrorism, narcotics smuggling, illegal alien smuggling, enforce trade laws, and collect revenue, while facilitating international travel. Over the next five years, DHS will invest billions of dollars to modernize the passenger processes and systems from the legacy bureaus. An acquisition strategy based on a reengineered vision of how DHS will process international travelers, in alignment with the enterprise architecture, could result in better and more definitive contract requirements. This would increase the probability of achieving mission requirements while reducing cost.

This audit was included in our fiscal year 2003 annual audit plan. The objective of the audit was to determine whether DHS passenger processes were appropriately reengineered prior to the development of new systems. The audit work was conducted from April 17 to September 29, 2003 at the following offices in Washington, D.C.: BTS, CBP, TSA, Immigration and Customs Enforcement (ICE), Citizenship and Immigration Service (CIS) and the departmental offices. Work was conducted at the Office of National Risk Assessment in Maryland, the CBP Data Center in Virginia, and the International Airport in Houston, too. A more detailed description of our objective, scope, and methodology is provided in Appendix 1.

Results in Brief

DHS has initiated several efforts to realign certain operations and systems of DHS components related to passenger processing. However, DHS did not conduct business-processing reengineering for the overall federal passenger processing requirements. Further, DHS did not have an overall modernization acquisition strategy for the legacy Customs, INS, TSA, and APHIS systems related to passenger processing. The OIG communicated its preliminary audit findings to the Under Secretary for BTS in a memorandum dated August 28, 2003, which is attached as Appendix 2. The OIG recommended that BTS direct a business process reengineering effort to establish a clear vision of operations that could provide the basis for policy decisions and an overall systems acquisition strategy. The DHS response, dated March 10, 2004, agreed with the recommendations and is included in Appendix 6.

Background

On March 1, 2003 DHS assumed responsibility for securing our nation's borders and transportation systems through the BTS Directorate. To carry out the responsibility of securing the nation's borders, the inspection functions of Customs, INS, and APHIS were transferred to the CBP, a new bureau in BTS.

CBP has a workforce of over 40,000 employees. As of May 1, 2003, there were a total of 16,700 inspectors at over 300 ports of entry in the United States and at several stations overseas. During FY 2002, the legacy Customs inspectors processed 414.9 million people and 130.2 million conveyances entering the United States.

The Administration's homeland security strategy includes a "smart border" initiative addressing the need for a seamless, integrated information-sharing system that allows for coordinated communication for the entry, movement and exit of hundreds of millions of individuals and conveyances. The 2004 budget provides \$330 million to implement a new Entry-Exit Tracking System, now known as US-VISIT, which would track the arrival and departure of non-US citizens. US-VISIT will modernize selected INS legacy systems dealing with the entry and exit of non-United States citizens.

To improve collaboration and enhance the government's ability to thwart terrorist attacks as well as bring terrorists to justice, the President directed the Federal Bureau of Investigation, the Central Intelligence Agency and DHS to develop the

nation's first unified Terrorist Threat Integration Center. Additionally, the State Department is changing the way it collects information for visas at the consulates with new initiatives for collecting biometrics in collaboration with CIS. For a broad overview of passenger processing systems, see Appendices 3 and 4.

Overall Federal Passenger Operations Not Reengineered

Over the next few years, DHS plans to spend billions of dollars modernizing its passenger processing systems. Yet, DHS has not conducted a business process reengineering of all federal operations needed to clear people entering and leaving the United States. Transition groups are developing new ways of doing business and realigning certain operations and systems. Federal passenger processing systems are inter-related; therefore, the modernization of any legacy function could impact other systems and processes. Reengineering now could result in major savings later and ensure a greater probability of achieving overall mission success.

The Clinger-Cohen Act¹ requires agency heads to analyze their agency's mission and, based on the analysis, revise it as well as administrative processes, as appropriate, before making significant investments in information technology to be used in support of those missions. Reengineering is the fundamental rethinking and radical redesign of the business process to achieve dramatic improvements in critical, contemporary measures of performance, such as cost, quality, service and speed. Also, reengineering is the examination and change of strategy, processes, technology and organization. It focuses on redesigning the process as a whole in order to achieve the greatest possible benefits.

Prior to March 1, 2003, the Departments of Justice, Treasury, and Transportation each had a major passenger processing modernization project planned. At Justice, INS was working on incorporating biometric technology in an automated entry/exit information system to integrate electronic arrival and departure manifests and electronic visa data. At Treasury, Customs was planning an Enforcement Modernization that would include passenger processing. At Transportation, TSA was planning the Computer Assisted Passenger Prescreening System (CAPPS II) to confirm the identities of air travelers and to flag would-be travelers who may pose a threat. Currently, DHS is proceeding with the modernization of selected TSA and INS legacy passenger systems. Decisions have not yet been made on the modernization of the legacy Customs and APHIS passenger operations. A number

¹ Division E, Public Law 104-106.

of organizations provide and need data on people entering and leaving the United States. Such organizations include schools, foreign agencies, carriers, other federal agencies, and DHS components.

Additionally, the passenger modernization efforts should be closely coordinated with the modernization of the cargo, case management, and performance measurement systems. Communication, coordination, and cooperation are critical to the success of DHS modernization.

The use of multiple systems by legacy agencies to manage the flow of people in and out of the United States has resulted in an uncoordinated border management effort. In addition, the use of manual data processing has resulted in information that is inaccurate, incomplete, and untimely. Therefore, the long-term vision for the US-VISIT program is the implementation of standard business processes, policies, technology, and information systems at all land, sea, and air ports of entry. The program objective is to facilitate travel, secure our nation and combat terrorism by improving the processes, policies, and systems utilized to collect information on foreign nationals who travel to the United States. A recent General Accounting Office report² concluded that the US-VISIT is a high-risk program. Some of the reasons for this assessment are:

- The milestones are challenging.
- The scope is large and complex.
- The potential cost is significant.
- Existing systems have known problems.
- The operational context is unsettled.

Systems integration is one of the most challenging aspects of the program. There are a number of systems currently in place today that support various aspects of border management. Additional system interfaces may be required over and above the interfaces initially defined in the project baseline. Some of the risk in developing US-VISIT can be reduced if the federal operations for controlling people entering and leaving the United States are first reevaluated. This would include:

- Determining the requirements and needs of the various internal and external stakeholders;
- Reengineering the business processes;

² Homeland Security, Risks Facing Key Border and Transportation Security Program Need to Be Addressed, GAO-03-1083.

-
- Defining system requirements that capture data once and seamlessly share information;
 - Establishing a high level vision of how international travelers will be cleared; and,
 - Coordinating with other organizations that will interface with DHS passenger systems.

In September 2003, the department announced the “One Face at the Border” initiative that combines the inspection processes of legacy Customs, INS and APHIS. In the future, CBP officers will interact with the traveling public and facilitate the entry of legitimate goods at the nation’s ports of entry. The new CBP officer position will unify the duties and responsibilities of the legacy inspectors. This will result in the need for a single data terminal for inspectors to access the data needed to clear people and cargo entering and leaving the United States. Therefore, the new DHS systems for clearing passengers and cargo will need to share a common infrastructure and be transparent to the CBP officer in the field.

Modernizing the legacy organizations, processes, and systems presents a major challenge to DHS. Information systems should be built once and re-used within other DHS domains, based on the new organization’s mission, structure and logistics. A reengineering effort is essential to the development of cost-effective processes that meet the needs of all stakeholders.

Recommendation 1. The Under Secretary for Border and Transportation Security should initiate a business process reengineering effort to establish a clear vision of the overall federal operations that will be used to clear people entering and leaving the United States.

Management Comments: BTS plans to initiate a business process reengineering effort to establish a clear vision of the overall federal operations to be used for clearing people entering and leaving the United States by December 31, 2004.

OIG Comment: The actions planned by BTS satisfy the intent of our recommendation.

Modernization Acquisition Strategy Needed

Currently, DHS does not have an overall acquisition strategy for the modernization of the legacy Customs, INS, TSA, and APHIS systems related to passenger processing. As these bureaus have been only recently united in DHS, there has not yet been sufficient planning as to how, when, or if the various modernization efforts should be continued. Further, due to the urgency of the need to control people entering and exiting the United States, there is significant pressure to achieve results quickly. The procurement of multibillion dollar systems which are critical to the success of the DHS mission require strategic planning and the application of the best system acquisition practices of the federal government. Failure to develop a comprehensive acquisition strategy could result in acquiring systems that cost too much and do not fully meet mission requirements. US-VISIT will be the first major BTS IT procurement. BTS officials felt that this procurement could be the model for future system acquisitions.

The Clinger Cohen Act provides an acquisition management framework based on the use of rigorous and disciplined processes for planning, managing and controlling the acquisition of Information Technology (IT) resources. The Act establishes a comprehensive approach for executive agencies to improve the acquisition and management of their information resources by: (1) focusing information resource planning to support their strategic missions; (2) implementing a capital planning and investment control process that links to budget formulation and execution; and, (3) rethinking and restructuring the way they do their work before investing in information systems. Capital planning and investment control is a decision-making process for ensuring that IT investments integrate strategic planning, budgeting, acquisition and the management of IT in support of agency missions and business needs.

The Services Acquisition Reform Act of 2003³ states that the authority and functions of the Chief Acquisition Officer includes monitoring the performance of acquisition programs of the executive agency, evaluating the performance measurements, and advising the head of the executive agency regarding the appropriate business strategy to achieve the mission of the executive agency. Through acquisition planning, an organization can ensure that reasonable planning is conducted and that all aspects of the total acquisition effort are included in the planning process.

³ Title 14 of Public Law 108-136.

Recommendation 2. Based on the business process reengineering results, the Under Secretary for Border and Transportation Security should work with the Chief Acquisition Officer and Chief Information Officer to develop an overall departmental acquisition strategy for passenger information technology systems.

Management Comments: Based on the results of the business process reengineering effort, BTS will develop an overall departmental acquisition strategy in coordination with the Offices of the Chief Acquisition Officer and the Chief Information Officer by June 30, 2005.

OIG Comment: The actions planned by BTS satisfy the intent of our recommendation.

The objective of the audit was to determine if DHS passenger processes were appropriately reengineered prior to the development of new systems. The audit scope included all DHS systems used to control people entering and leaving the United States. The audit was conducted between April 2003 and September 2003 in accordance with generally accepted government auditing standards.

To accomplish the audit objective responsible DHS officials were interviewed, system documentation was obtained, passenger operations were observed, and relevant reports were reviewed. Specifically:

- The auditors met with responsible officials in CBP, ICE, TSA, and the Department to obtain a basic understanding of how the current and planned passenger processing IT systems work and how they interface.
- The auditors observed passenger processing at the Houston airport in order to analyze how the legacy INS, APHIS, and Customs Inspectors use the current IT systems to clear passengers.
- The auditors reviewed the operations of the CBP and ICE transition management offices to determine their effect on the passenger inspection process.
- The auditors requested copies of reengineering reports for any current or planned systems.
- The auditors reviewed the preliminary documents on the DHS enterprise architecture.

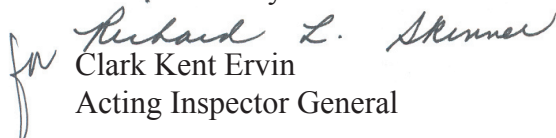


DEPARTMENT OF HOMELAND SECURITY
Office of Inspector General
Washington, DC 20528

August 28, 2003

MEMORANDUM

TO: Mr. Asa Hutchinson, Under Secretary
Under Secretary for Border and Transportation Security (BTS)

FROM:  Richard L. Skinner
Clark Kent Ervin
Acting Inspector General

SUBJECT: Audit of Passenger Processing System Reengineering

On April 17, 2003, the Office of the Inspector General (OIG) began an audit of passenger processing system reengineering. The objective of the audit was to determine if the Department of Homeland Security (DHS) passenger processes were appropriately reengineered prior to the development of new systems. The audit scope included all DHS systems used to control people entering and leaving the United States. We plan to issue a draft report for comments by September 30. The purpose of this memorandum is to make you aware of issues that need immediate action. On August 19 and 20, 2003 we briefed staff from CBP, ICE, TSA, US VISIT, the Departmental CIO, and BTS Operations on the results of our audit.

We have completed our fieldwork, and on August 19 and 20, 2003 we briefed representatives from the following offices on the results of our audit:

Customs and Border Protection (CBP),
Immigration and Customs Enforcement (ICE),
Transportation Security Administration (TSA),
US Visitor and Immigration Status Indicator Technology (US VISIT),
Departmental Chief Information Officer (CIO), and
BTS Operations.

The objective of the audit was to determine if Homeland Security passenger processes were appropriately reengineered prior to the development of new systems. The audit scope included all Homeland Security systems used to control people entering and leaving the United States. Essentially, various groups throughout BTS are developing new ways to conduct business in alignment with its new mission and organizational structure. These include initiatives such as, “One Face at the Border,” US VISIT, CBP Enforcement Modernization, Computer Assisted Passenger Prescreening System (CAPPS II), and Bureau of Citizenship and Immigration Services (BCIS) biometrics research. While efforts are being made to realign certain operations and systems, DHS has not conducted a business process reengineering effort to determine the overall federal requirements for clearing people entering and leaving the United States. The Information Technology Management Reform Act of 1996 (Clinger-Cohen Act, Division E of PL 104-106) requires agency heads to analyze their agency’s missions and, based on the analysis, revise the agency’s mission and administrative processes, as appropriate, before making significant investments in information technology to be used in support of those missions. Such a reengineering effort is essential to the development of cost-effective processes that meet the needs of all the stakeholders. Further, DHS does not have an overall acquisition strategy for the modernization of the legacy Immigration, Customs, Agriculture, and TSA systems related to passenger processing.

Our audit report will recommend that BTS direct a business process reengineering effort to establish a clear vision of operations that can provide the basis for of policy decisions and an overall systems acquisition strategy. Such efforts are important because comparatively small reengineering now could result in major savings later, and ensure a greater probability of achieving maximum overall mission success. Action on this recommendation needs to begin now because DHS is scheduled to release a request for proposal for US VISIT in November 2003. There is still time to obtain the benefits of a reengineering effort and acquisition strategy without delaying US VISIT. We suggest that the process include the following steps:

Business Process Reengineering:

- Appoint a single individual in BTS to be in charge of the effort.
- Assign full time staff. An expert in business process reengineering could help facilitate the effort.
- Leverage the work that has already been conducted throughout DHS. Conceivably, one of the major efforts underway could serve as the starting point for further analysis, obviating the need to start from scratch.
- Task system owners to document the requirements and needs of the various internal and external stakeholders.
- Coordinate and communicate with owners of non-Homeland Security systems that will interface with Homeland Security passenger systems.
- Incorporate lessons learned from other major modernization efforts.

- Define system requirements that capture data once and seamlessly share information.
- To the extent possible, reengineer the business processes to align with a “one face at the border” approach.
- Establish a high level vision of how travelers will be cleared and controlled by the federal government.

Systems Acquisition Strategy:

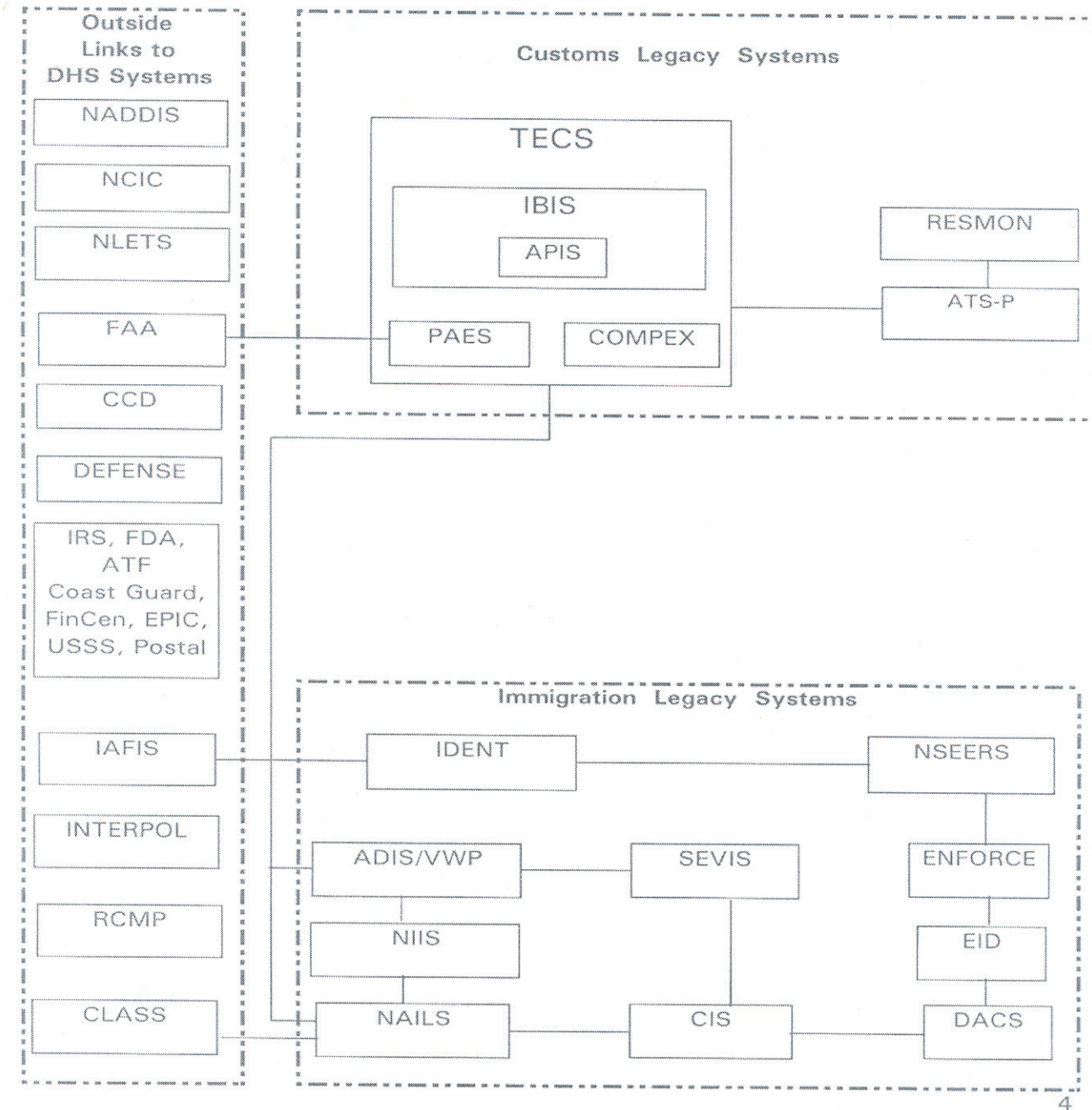
- Establish a comprehensive long-term systems acquisition strategy.
- Define the scope, timing, and interrelationships of the systems to be acquired, and issue guidance on how lessons learned and reengineering results are to be incorporated into all subsequent requests for proposals.

In order for this effort to be relevant to the US VISIT program and to avoid delaying its implementation, action will have to be initiated by BTS quickly.

If you have any questions, or would like to discuss our concerns further, please contact me, or ask your staff to contact my Assistant Inspector General for Audits, Richard Berman, at (202) 254-4100.

cc: Gordon England, Deputy Secretary
Steven I. Cooper, Chief Information Officer
Robert C. Bonner, Commissioner, Customs and Border Security
Michael J. Garcia, Assistant Secretary, Immigration and Customs Enforcement
Admiral James M. Loy, Administrator, Transportation Security Administration
Jim Williams, Program Director, US VISIT
Randy Beardsworth, Director, BTS Operations
Stewart Verdery, Assistant Secretary, BTS

Passenger Processing System Reengineering Overview Of Legacy IT Systems



Inventory of Current DHS Passenger IT Systems

Name	Abbreviations	Purpose
Treasury Enforcement Communication Systems	TECS	A law enforcement system designed to identify individuals suspected of or involved in violation of federal law. It contains inspectional data on travelers who have entered or attempted to enter the United States, including travelers referred to secondary inspection.
Interagency Border Inspection System	IBIS	IBIS resides on TECS and allows Customs and Immigration inspectors to query suspect individuals, businesses, vehicles, aircraft, and vessels in NCIC and NLETS.
Advance Passenger Information System	APIS	System which allows inspectors to analyze, review, and modify from database queries thru IBIS on air passengers and crewmembers prior to their arrival in or departure from the U.S.
Compliance Measurement Examination	COMPEX	Compliance measurement program for management & performance measurement Legacy Customs.
VISA Waiver Program	VWP	Enables citizens of certain countries to travel to the United States or tourism of business for 90 days or less without obtaining a visa.
Private Aircraft Enforcement System	PAES	To screen passengers who arrive via private aircraft. Flight arrival from FAA.
Reservation Monitor	RESMON	Intranet-based system used by airlines to transmit air passenger reservation data to Customs.
Automated Targeting System - Passenger	ATS-P	Customs system to target high risk passengers.
National Security Entry-Exit Registration System	NSEERS	An entry-exit system which will match fingerprints and photos on high risk aliens.
Enforcement Case Tracking System	ENFORCE	Only used as a booking module by Border Patrol and investigators, at this time.
Enforcement Integrated Database	EID	An INS common database repository for enforcement applications. ENFORCE and INDENT are two primary client modules of the EID.
Deportable Alien Control System	DACS	Automates many of the functions associated with tracking the status of illegal aliens under removal proceeding, including detention status. This system maintains casework on deportable and excludable aliens and produces statistical reports.
Central Index System	CIS	Established to sustain records management needs to collect and disseminate automated biographic and historical information related to individuals of interest to the INS.
Student & Exchange Visitor & Information System	SEVIS	Tracking and reporting for foreign students and exchange visitors in the US.
Arrival/Departure Information System	ADIS	To identify lawfully admitted non-immigrants traveler records.
Non-Immigrant Information System	NIIS	The arrival & departure information for non-immigrant, crew & many Canadian business travelers.
Automated Biometric Identification System	IDENT	Allows INS field officers to conduct quick searches of its fingerprint repositories when a subject is intercepted. IDENT captures biometric, photographic, and biographical data. Each IDENT workstation includes a workstation, fingerprint scanner, and camera.
National Automated Immigration Lookout System	NAIS	INS lookout database records for individuals.
Datashare Immigrant Visa	IV	Shares visa information with State Dept Immigrant visa system.
Named Reference Library	NRL	Named Reference Library is a windows-based application used in secondary to instruct the inspector on alternate spellings (transliterations) of non-roman based names.
Datashare Nonimmigrant Visa	Datashare NIV	Part of State's Consolidated Consular Database, this system is part of IBIS & used in secondary inspections. It contains nonimmigrant visa issuance data (Laser Visas & photographs).
Computer Assisted Passenger Screening	CAPS	TSA system used to identify passengers who may pose security risks.

Recommendation 1.

The Under Secretary for Border and Transportation Security should initiate a business process reengineering effort to establish a clear vision of the overall federal operations that will be used to clear people entering and leaving the United States.

Recommendation 2.

Based on the business process reengineering results, the Under Secretary for Border and Transportation Security should work with the Chief Acquisition Officer and Chief Information Officer to develop an overall departmental acquisition strategy for passenger information technology systems.

U.S. Department of Homeland Security
Washington, DC 20528

MAR 10 2004



Homeland
Security

MEMORANDUM FOR CLARK KENT ERVIN
INSPECTOR GENERAL

FROM: James A. Williams
Director, US-VISIT

SUBJECT: OIG Report No. A-03-12 – Audit of Passenger Processing
Reengineering

Thank you for the above report. We have no changes or corrections to the substance of the report and are in agreement with the recommendations. Our proposed corrective actions appear below.

Please call me at (202) 298-5200 if you have any questions. Your staff may contact Tom Harner, the US-VISIT audit liaison, at (202) 298-5206 for additional information.

Recommendation No. 1: The Under Secretary for Border and Transportation Security should initiate a business process reengineering effort to establish a clear vision of the overall federal operations that will be used to clear people entering and leaving the United States.

Proposed Corrective Action: A business process reengineering effort to establish a clear vision of the overall federal operations to be used for clearing people entering and leaving the United States will be initiated by December 31, 2004.

Proposed Completion Date: December 31, 2004.

Responsible Official: Director, US-VISIT.

Recommendation No. 2: Based on the business process reengineering results, the Under Secretary for Border and Transportation Security should work with the Chief Acquisition Officer and Chief Information Officer to develop an overall Departmental acquisition strategy for passenger information technology.

Proposed Corrective Action: An overall Departmental acquisition strategy for passenger information technology based on the business process reengineering effort

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Appendix 6
Management Comments

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results will be developed in coordination with the offices of the Chief Acquisition Officer and the Chief Information Officer.

Proposed Completion Date: June 30, 2005.

Responsible Official: Director, US-VISIT.



George Tabb, Field Office Director
Gene Wendt, Houston Field Audit Manager
J. Eric Barnett, Auditor-In-Charge
Linda Howarton, Auditor
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Department of Homeland Security

Office of Border and Transportation Security
Office of Chief Information Officer
Office of Chief Procurement Officer

Bureau

Customs and Border Protection
Immigration and Customs Enforcement
Transportation Security Administration
Citizenship and Immigration Services
United States Visitor and Immigrant Status Indicator Technology Program

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