Transforming global border management

Facilitating trade, travel and security to achieve high performance

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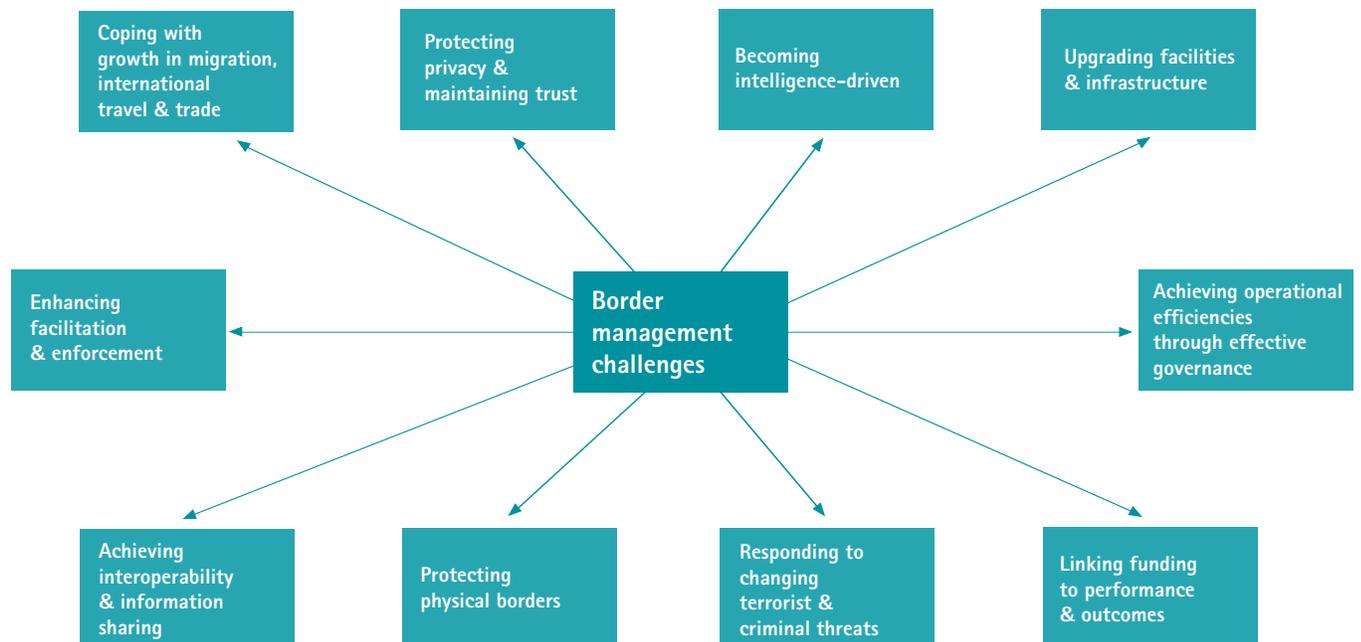
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Today's border management agencies are challenged like never before. Globalization and the threat of terrorism have ushered in a climate that demands high performance and total responsiveness—every time. The need for ever more efficient, rapid and open movement of travelers and goods coincides with heightened demands for more secure traveler and cargo identification before, at and within a country's borders without compromising an individual's basic rights and privacy.

Working with global border management agencies, Accenture has developed a comprehensive approach to address these challenges. This vision combines people, processes and technology in new ways to help enable agencies to keep a country, its trade, its visitors and its citizens safe and secure while promoting economic stability and growth. Around the world, we are applying this vision to support border management agencies in transforming their operations to enable the simple, efficient movement of goods and people while preventing threats from crossing the borders.

An era of new challenges

Border management agencies face significant challenges. They must safeguard visitors and citizens and enforce laws, simultaneously promote trade and commerce, and protect the privacy of individuals.

Figure 1: Border management challenges

Coping with growth in migration, international travel & trade

Protecting privacy & maintaining trust

Becoming intelligence-driven

Upgrading facilities & infrastructure

Enhancing facilitation & enforcement

Border management challenges

Achieving operational efficiencies through effective governance

Achieving interoperability & information sharing

Protecting physical borders

Responding to changing terrorist & criminal threats

Linking funding to performance & outcomes

Accelerating globalization and modern advances in transportation have greatly increased the international flow of people and goods. The vast majority of this is legitimate and a significant contributor to global economic growth.

If countries fail to provide a safe, positive travel experience for tourists and to enable legitimate trade, they face a downturn in international travel and trade revenues, as was experienced globally following September 11, 2001. Immediately following this tragedy, the United States essentially closed its borders to passenger and cargo transportation. Massive delays were experienced at the land borders as each vehicle was thoroughly searched. The economic effects were immediate and crippling, most notably in the auto industry, whose production relies on an uninterrupted supply chain. Within a few days, both DaimlerChrysler and Ford announced the closure of manufacturing plants. For several years following September 11, 2001, travel and tourism to the United States declined. Some would-be travelers probably chose to not travel due to security concerns, while others were put off by new security processes and requirements. To maximize legitimate trade and travel, security processes must be viewed as effective and non-intrusive.

Of the many people who travel, a small but increasing percentage intend to enter illegally or otherwise violate the law. Border management agencies have been severely affected by the rise in such activities as illegal migration, smuggling and terrorism. The cost incurred to deny entry at physical borders, find and deport those who overstay, and provide unplanned welfare benefits is considerable. Meanwhile, the continuing threat of terrorism is real. Geopolitical instabilities and socioeconomic, ethnic and religious factors have increased in number and severity. In many cases, disaffected groups eye international travel and trade as attractive targets to disrupt to make their issues global. If forecasts are correct, terrorist strikes on countries' critical infrastructure will increase, with greater casualties and through deadlier means.

To prevent these threats from crossing the border, border management agencies must be able to establish and verify the identity of travelers and the content and location of cargo, and to make informed decisions regarding the risk they present. However, the ability to identify, assess and prevent the entry of people or cargo posing a threat is often limited due to organizational, resource, information and information-sharing challenges.

Many of today's border management organizations and processes are not structured to meet today's challenges. Consistent, strategic coordination across border management agencies is often lacking and information is fragmented in information silos. The result is that relevant and complete information often is not shared across agencies or made available to the decision makers when it counts. Individuals and cargo, therefore, are able to cross borders without being subjected to the level of scrutiny necessary to make informed decisions regarding admissibility. Tragic events such as the September 11 attacks in the United States and the bombings in Madrid are stark reminders of the potential consequences of a single mistaken decision.

Managing all of these challenges cost effectively, while communicating adequately to the public and conveying a commitment to protect privacy, further tests today's border management professionals.

Accenture's vision for integrated border management has proved powerful in helping agencies address these challenges more efficiently—thereby achieving the dual goals of facilitating the movement of people and cargo across a country's borders and enhancing the security of citizens and visitors.

Accenture's border management vision—an enterprise approach

Combining traditional border management challenges with new adversaries necessitates a change in the way border management agencies do business. Our border management vision defines a framework for managing that change. Effective border management requires the identification of people and goods, the collection and analysis of relevant information, and the timely dissemination of relevant information to help officers make informed admissibility decisions regarding the eligibility of travelers and cargo.

We envision an integrated border management environment that enables low-risk persons and cargo to move conveniently across borders, while law enforcement agencies work together to efficiently identify and interdict higher-risk individuals and cargo.

To realize this vision, border management agencies should **operate as an enterprise**—a grouping of border management agencies coordinated to achieve a common vision. Even when border management activities are distributed across multiple agencies, all functions and organizations should be aligned around the same mission, should work together to achieve the same goals and should integrate their respective information seamlessly within the requirements of privacy legislation. Success requires a clearly defined strategy across border management functions, the policies to support this strategy, and a governance and leadership structure that provides continual, clear direction.

Figure 2: Border management transformation
Implementing Accenture's border management vision can lead to transformational change in border management.

Border management end vision
World-class, intelligence-driven border management

| Extend the virtual border | Become an intelligence-driven enterprise | Manage as an enterprise |

Provide customized information to decision makers

Link information across the enterprise

Establish a customer-centric view

Consistently establish a unique identity (person or cargo)

Privacy incorporated throughout

Use technology as an enabler

Accenture's vision of border management is an integrated approach that spans all agencies with border security, customs and immigration responsibilities. By focusing holistically on people, process and technology, we offer a comprehensive approach to delivering coordinated services at reduced costs while achieving security and facilitation goals.

Accurate, consistent identification of travelers and cargo is a fundamental requirement that enables informed eligibility determinations, risk assessments and enforcement decisions. This extremely problematic issue can be addressed in part through enabling technologies, such as biometrics, Radio Frequency Identification (RFID) and satellite tracking systems, and related business processes.

Adopting a customer-centric view gives agency decision makers a single point of reference related to the customer (whether an individual or an entity in the trade community). It also helps keep customer service firmly on the agenda at times when intrusion is a growing concern of the traveling public.

By **linking information across the border management enterprise,** border management agencies are able to overcome information silos and redundant processing. They can promote the technical interoperability that agencies need for sharing information and more effectively identifying threats.

Equipped with comprehensive information about travelers and cargo, border management agencies are able to **extend a virtual border** around a nation. This concept employs layers of security to extend the zone of security around a nation to prevent threats from ever reaching the physical border, which then becomes the last line of defense. The concept of a virtual border implies significantly closer collaboration among governments and the international travel and shipping industries.

When information is integrated uniformly across the enterprise, a border management agency can achieve transformation by **becoming an intelligence-driven enterprise.** Sophisticated tools enable the agency to rapidly convert information into the intelligence they need to comprehensively analyze potential threats and proactively communicate alerts to enforcement officers.

Successfully implementing these key vision components requires addressing a number of operational realities simultaneously. For example, border management agencies must **meet the demands for protecting privacy** while safeguarding personal security, **redesign facilities and infrastructure** to address today's border management environment, and **manage the escalating financial burden** and demonstrate value to the public. One way to measure that value is through the Accenture Public Service Value (PSV) Model. The model is an innovative approach that offers government agencies around the world a framework for assessing value creation for public service organizations.

It is worth taking a closer look at the elements of the vision and how they address some of the key challenges confronting today's border management agencies.

Business transformation in border management can be achieved by implementing the key components of Accenture's vision

Enable accurate and consistent identification of travelers and cargo

At the heart of any effort to enhance border management is the fundamental requirement to identify individuals and the contents of cargo. Identification enables informed eligibility determinations, risk assessments and enforcement decisions. To avoid disrupting the movement of legitimate travelers and trade, identification must be determined quickly.

An individual or piece of cargo may interact with the border management enterprise multiple times on a single voyage. To keep threats out, decisions verifying identification must be accurate—every time. Border management agencies, therefore, must be able to consistently, accurately and efficiently identify travelers and cargo and connect them to other relevant information whenever they interact with the border management enterprise.

Identity management poses a unique challenge with regard to the movement of individuals. Making the initial decision to enroll a person based on potentially false documentation is a fundamental concern (seven of the 19 hijackers in the 2001 terrorist attacks in the United States held valid driver's licenses that were obtained with false documents).

Ultimately, the value of any individual document depends on the value and authenticity of another document used for proofing. A passport may be the most secure document in the world, but if it is obtained with false documentation, the actual identity of the person is not secure. Also, with so many current validations based on a name or biographic information that can be altered easily and can be virtually impossible to prove, the integrity of identity across organizations, systems and processes is suspect.

Furthermore, sometimes identity must be determined remotely (for example, over the Internet or telephone to communicate regarding asylum processing) or at high speeds (such as when exiting a land border by motor vehicle). Once identity is established, border management agencies are challenged to connect this identity data to other relevant information throughout the enterprise to support the decision-making process for subsequent interactions.

Technology developments and scientific progress in areas such as biometrics are paving the way for new solutions to meet these challenges. Biometrics helps strengthen identity solutions by integrating physical or behavioral characteristics (for example, fingerprints, facial structure, iris structure, signature and gait) with biographic identity information. Biometric technology is also being integrated into identity credentials such as travel documents (for example, e-passports), visas and smart cards to reduce the threat of a criminal or terrorist assuming a fake identity or committing identity theft—a much simpler process if mere biographic information is required for validation.

The combination of biometric technology, high storage capacity chips, secure transmission technology and new authentication tools supports border management agencies in making decisions about identity and risk and strengthens the processes to rapidly facilitate known, low-risk travelers while improving security.

Identity management, however, is more than just biometrics. Using mechanisms such as the electronic validation of credentialing information back to its source can improve the initial identity proofing process. Identity management solutions must integrate emerging technologies with aligned business processes by spanning the entire identity management life cycle, including enrollment, proofing, credential issuance and usage. Also, identity information must be shared throughout the enterprise to enable all decision makers to make more informed and timely determinations.

This issue will be discussed further in the following section. For more information on Accenture's identity management point of view and capabilities, access our article "Future of identity" at accenture.com.

The Accenture-led Smart Border Alliance is working with the US Department of Homeland Security (DHS) to design and implement the United States Visitor and Immigrant Status Indicator Technology (US-VISIT) program at more than 300 air, land and sea ports of entry. As part of the US-VISIT contract, Accenture assumed operational responsibility for the legacy Automated Biometric Identification System (IDENT), the largest biometrics-based program in the world.

IDENT incorporates digital finger-scan and photograph biometric technologies that enable DHS to identify individuals during an initial interaction, and verifies identity in subsequent interactions. We have managed numerous initiatives to improve US-VISIT biometrics through IDENT, including data integration across DHS, significant biometric data quality enhancements and strategic, long-term planning. Since its inception, US-VISIT has processed more than 47 million visitors and has led to denying admission to hundreds of people at ports of entry, based on immigration criminal violations, as a result of the biometric information provided by IDENT.

Accurately and consistently identifying and tracking cargo and assessing whether it has been tampered with also poses a significant challenge. Border management agencies responsible for securing the supply chain face a complex balancing act: How can they reduce the risk of attack on the supply chain, remove vulnerabilities and plan for disaster recovery while facilitating supply chain growth and efficiency?

Innovative solutions with both technical and business process redesign components can help address this question. For example, satellite tracking systems using the Global Positioning System can enable shippers and border management agencies to monitor and track cargo remotely. Electronic seals and "smart containers," such as those being tested as part of the US Customs-Trade Partnership Against Terrorism (C-TPAT) program, and RFID technology can be used to automatically alert a central control station of a broken seal.

Such solutions can provide border management officers with useful information that enables them to assess risk before shipments arrive and speed the passage of shipments across the border. Nonintrusive inspection and detection devices, such as X-ray, millimeter wave and gamma ray technology, can be used to inspect goods quickly and detect weapons of mass destruction stored in containers or train cars.

Again, such technology gets border management agencies only part of the way. The key is being able to link this information with other data sources and make it available to the enterprise to support threat assessments and eligibility decisions.

Link information across the border management enterprise and adopt a customer-centric approach

Enabling accurate and efficient identification of travelers and cargo is only a part of the solution. Border management functions that are fragmented across many agencies can lead to stovepiped information systems and redundant processing. Such a lack of national and international technical interoperability can create barriers that hamper border management agencies in sharing information, identifying threats to national security and reacting efficiently when threats arise.

The consequences can be tragic. For example, the 9/11 Commission identified serious weaknesses in agency capabilities to collect and link the collective knowledge of agents in the field with national priorities and to share information, both internally and externally. Without the technical infrastructure to promote the timely collecting and sharing of information and the tools to provide information in an intuitive, useful format, border management agencies will struggle to make accurate, consistent risk and eligibility decisions.

To address these challenges, high-performance organizations are moving away from a transactions-oriented approach and adopting a customer-centric view that enables information to be integrated across the enterprise. They gather information across all border management functions and use it to create a comprehensive view of customers' interactions with the enterprise. Compared with traditional methods of categorizing information (by process, agency or legal status), a customer-centric approach allows agency decision makers to have a single point of reference concerning the customer (whether an individual or an entity in the trade

Our team is working with Citizenship and Immigration Canada (CIC) and Canada Border Services Agency (CBSA) to provide their officers with a comprehensive and consistent view of a client's information by implementing the Global Case Management System. CIC and CBSA employees provide a full range of citizen and immigration programs—from processing visitor applications to handling requests for permanent residence—at a time of increasing workloads and demands for greater accountability and results.

Accenture was selected to be part of the team mandated to develop a state-of-the-art system using world-class, commercial off-the-shelf customer relationship management technology to help them meet the challenge of delivering efficient services, independent of geography. The system integrates all the information needed to process and manage the hundreds of thousands of cases the organization deals with worldwide, providing improved decision making and proactive management of caseloads.

community) and therefore easier access to meaningful information on which to base decisions.

By adopting a customer-centric approach, the agencies and organizations that compose an enterprise can share—and jointly and cooperatively analyze and assess—information. A more informed and rigorous decision-making process results from a more intimate understanding of the individual. Ultimately, by implementing the core technology, tools and processes necessary to enable a single point of reference for travelers and trade, the customer-centric view yields more accurate, consistent assessments that, in turn, enable border management officers to make informed admissibility decisions.

The customer-centric view also benefits travelers and customers in the trade community. By providing a single, consistent point of reference, it streamlines and simplifies the interactions of those that interact with multiple agencies. Also, services can be designed to improve the customer experience across all interactions.

Facilitating a customer-centric view requires emphasizing sharing information, maintaining data integrity and creating interoperability within internal border management agencies as well as internationally. This can be achieved through the use of technology and systems that support the sharing and linking of information, such as identity data, as well as through multilateral agreements that facilitate policies and strategies for collaborating, sharing information and developing interoperable systems.

The European Union (EU) aims to develop an integrated administration of its external borders and to actively fight terrorism through better information exchanges among Member States by implementing a suite of integrated solutions. The solutions include the Visa Information System (VIS), which is being enhanced to further develop the ability to share visa information; the second generation of the Schengen Information System (SISII), which will enable sharing of law-enforcement information; and the Biometric Matching System (BMS), which is planned to provide the baseline identity control capability for the other systems. The result will be stronger, more flexible information systems to protect the external borders of the EU countries of the Schengen area and facilitate internal security.

Enhance facilitation and improve identification of criminal activity and terrorism by extending the virtual border

With accurate identification information and customer-centric systems that enable sharing information across the organizations, processes and systems in the enterprise, border management agencies can enact transformational initiatives that harness these capabilities. They can make significant improvements that facilitate travel and trade and enhance security. Border management agencies are able to move from an environment based almost entirely on behavior analysis and simple identifiers of potential threats to more advanced analyses and questioning. For example, armed with integrated information about an individual's identity, a border management officer can question the person about travel history and verify the answers by using the customer-

In our work with a European immigration agency, we helped develop an information system that records, updates, tracks and reports on all immigration data in the country. This effort involved Accenture in developing a number of data interfaces, enabling the agency to share information with other key government agencies and departments and improving the agency's ability to identify and prevent illegal activities.

Accenture's Technology Labs has developed an award-winning[1] solution called Travel Security Services (TSS) to showcase how to use multimodal bio-metrics, e-passports, two-dimensional barcode boarding passes, mobile devices and other emerging technologies to enhance security and facilitation for air travelers. We are applying this solution to a number of our global clients in the aviation, immigration and border control sectors to enhance security and passenger throughput and improve the air travel experience.

Accenture is supporting the DHS US-VISIT program in implementing a layered border security solution that accurately and consistently identifies potential threats while facilitating the travel of legitimate individuals. Establishing a virtual border is a core component of this program, which aims to extend immigration and border management to points beyond and within the physical borders of the United States. Decision makers are better able to distinguish security risks from legitimate individuals, stop them before they reach the United States and identify them while they are inside the United States.

centric system (responding to such questions is much more difficult for someone using stolen documentation).

Enabling people and cargo to move across borders efficiently and protect-ing the population from threats are equally important goals that must be met continually and simultaneously. Determining what cargo and people to allow safe passage is a top concern. For example, a company that wants to move legitimate, perishable cargo rapidly through foreign customs should be able to do so as well as satisfy security conditions of the destination country. Fulfilling one condition at the expense of another is not an option.

One important mechanism for achieving these goals is to use the information available to the enterprise to extend a virtual border around a nation. This concept employs layers of security to prevent threats from ever reaching the physical border, which then becomes the last line of defense. For example, the eligibility of people and cargo to enter a country should be determined before they leave their point of origin. For travel, this need can be addressed in part through advanced passenger processing pro-grams that refuse or grant carriers the authority to carry (ATC) passengers, following real-time checks against government watch-list and other databases. This capability—already in place in Australia, New Zealand and Bahrain—is a key concept of the United Kingdom e-Borders program.
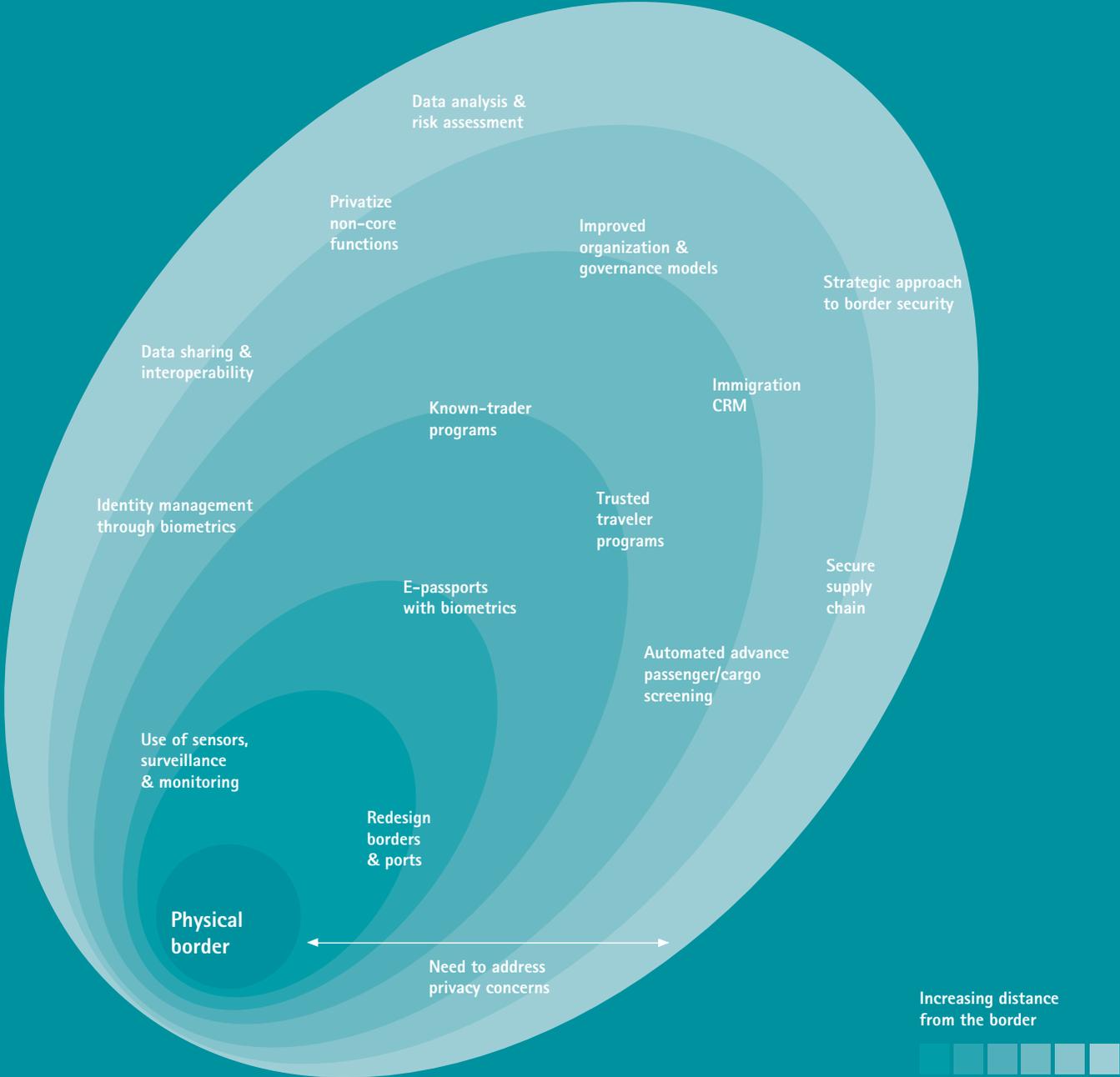
Also under way are positive initiatives to use information to identify cargo containers that pose a risk well before they reach the destination country's border. An example is the US Container Screening Initiative (CSI). The US Customs and Border Protection (CBP) has entered into bilateral partnerships with other governments to identify high-risk cargo containers before they are loaded on vessels destined for the United States. CSI requires the electronic transmission of cargo manifest informa-tion 24 hours before a vessel is loaded at a foreign port, uses intelligence to identify and target containers that pose a risk for terrorism, and has CBP officials on-site to prescreen containers that pose a risk at the port of departure.

Since the vast majority of travel and trade is legitimate and because border management officers should spend their time focusing on high-risk pas-sengers and cargo, key principles of the virtual border are the flexible recording of movement and the rapid passage of legitimate travelers and trade. Trusted-traveler and known-trader programs are positive steps in providing this flexibility. Passengers who register for trusted-traveler programs, such as the Privium auto-mated border control system at Schipol Airport in the Netherlands, voluntarily provide biographic and biometric infor-mation and submit to background checks. Once cleared, participants receive the benefits of expedited entry/exit and customs inspection, while border man-agement agencies are able to operate efficiently and concentrate on targeting high-risk passengers.

[1]Excellence in Research and Development, European Information Security Awards 2005, RSA Security conference, Vienna.

Figure 3: Trends in border management
Global trends in border management illustrate the extension of the "virtual border." Layers of security are being implemented to prevent threats from ever reaching the physical border, which is becoming the last line of defense.

Data analysis &
risk assessment

Privatize
non-core
functions

Improved
organization &
governance models

Strategic approach
to border security

Data sharing &
interoperability

Immigration
CRM

Known-trader
programs

Identity management
through biometrics

Trusted
traveler
programs

Secure
supply
chain

E-passports
with biometrics

Automated advance
passenger/cargo
screening

Use of sensors,
surveillance
& monitoring

Redesign
borders
& ports

Physical
border

Need to address
privacy concerns

Increasing distance
from the border

Hypothetical scenario: A system alert notifies an analyst at a national border intelligence data center that known associates from a high-risk country recently have been crossing the land border at various ports of entry—a possible sign that the group is assessing the ports for a potential weak point. The analyst triggers an investigation and uses a sophisticated data-mining tool to review information from national and international intelligence and law enforcement sources. The results prompt her to flag the records of the travelers in the customer-centric database. The next time individuals from the group attempt to cross the border, their identity is established through a biometrics check, the inspector is alerted and the vehicle is inspected. A suspicious chemical agent is found hidden in a concealed compartment under the backseat. The individuals are found to be members of a terrorist cell and are arrested before an attack can be staged.

Achieve transformation by becoming an intelligence-driven enterprise

When border management agencies lack the information for comprehensive, accurate risk assessments, they can incorrectly admit or deny individuals or cargo. However, when information is integrated uniformly across the enterprise, new, actionable intelligence can be created to enable comprehensive risk analysis. The goal is to give key decision makers timely access to all relevant information along with the ability to interpret that information accurately, make appropriate decisions and take appropriate actions. Sophisticated tools can link information from multiple sources, enabling the decision maker to make more accurate assessments of potential threats. Through such tools as advanced predictive analysis, decision makers can harness seemingly innocuous information from multiple sources to reveal potential threats.

This type of risk analysis increases the security of the borders. It is also, by focusing border management resources on the areas of the highest risk, a valuable tool for improving resource utilization and achieving operational efficiency. For example, while it would be economically crippling for countries with high volumes of cargo imports to inspect all goods shipped, implementing data analysis can enable them to concentrate on high-risk goods.

Creating such intelligence also gives decision makers the ability to make better and faster decisions regarding risk and eligibility. Improved data integration gives agencies the ability to immediately communicate and receive alerts about suspicious passengers or cargo. The challenge is to collect the data and make it available only to agencies that need it via a comprehensive security architecture. The architecture gets the right data to the right agency at the right time while conforming to increasingly complex privacy controls. Closely controlling who uses what information for which purpose is an essential component of these architectures.

Some border management agencies today are increasing their data sharing and interoperability, conducting more rigorous data analysis and risk management activities, and also improving intergovernmental coordination and integration. For example, the government of Canada established the Integrated Threat Assessment Centre, which has the primary objective of producing comprehensive threat assessments, based on intelligence and trends analysis. The assessments are distributed within the intelligence community and to relevant first-line responders, such as law enforcement officers. Such assessments allow the government of Canada to more effectively coordinate activities in response to specific threats in order to prevent or mitigate risks to public safety.

To successfully implement the key vision components, operational realities also need to be addressed

Adopt an enterprise governance model and a shared strategic direction

Responsibilities for border management activities typically reside in many government agencies. Each agency has its own mission, budget and resources. Since functions are spread across so many agencies, the border management organizations often perform their functions in an uncoordinated manner, with limited communication, information sharing or coordination with other border management agencies. This often prevents agencies from being able to link the vital information necessary to make informed decisions about potential threats and hampers their ability to view the border broadly to identify pressure points and the resources available to address such needs.

The absence of strategies that define a coherent, long-term road map for change and a mission-focused, cooperative governance structure to implement change can also severely hinder the ability to create an effective border management environment.

It is imperative that border management agencies operate in a coordinated way. Grouping these agencies together into a single agency may provide an impetus for adopting an enterprise governance model and shared direction, however the underlying coordination barriers still need to be addressed. On the other hand, many jurisdictions seek better coordination without combining all functions into one entity. When border management activities are distributed across multiple agencies, aligning specific functions and resources around the same mission, working together to achieve the same goals, and seamlessly integrating their respective information are essential. Complicating this extremely challenging endeavor is the need to involve external stakeholder groups, such as state, local and foreign governments; companies responsible for the global supply chain; port-of-entry facility management; and transportation carriers.

Such stakeholders often play a crucial role by supplying information and supporting facilitation and security activities. Integrating them into the enterprise, therefore, is critical. That their objectives often conflict with those of government must be taken into account when constructing the collaboration governance. For example, as more governments move to harvest commercially available airline data, the demands for a coordinated approach to data sharing from the sector will grow. Having 100 governments wanting information from 100 airlines in slightly different formats will lead to an untenable burden on the sector.

Success requires a strategy clearly defined across border management functions, the policies to support this strategy, and an overall governance and leadership structure that provides continual, clear direction. Implementing a comprehensive enterprise approach to border management will result in changes to the activities, skills and overall culture of the workforce as they adjust to an environment that provides information and the means to act upon it in concert with other organizations in the enterprise. The enterprise mission and strategy must therefore recognize that effective border management cannot be solved through technology solutions alone, but must include policy changes, business process reengineering, organizational change management and stakeholder management.

As part of the US–VISIT program, Accenture helped DHS develop a strategic plan for how information technology, data management, facilities, business processes and organizations could develop a single, interoperable immigration and border management system to improve the security of the nation while expediting the process for legitimate trade and travel. The plan portrays a future in which border management organizations work together to define the policies, processes, tools and technologies to dramatically improve operations across the travel continuum.

Accenture is also helping the Japanese Immigration Bureau conduct a comprehensive review of its immigration and border control operations. The output of this review is an enterprise architecture direction for improving the bureau's immigration control and alien registration information solutions.

Border management responsibilities can be simplified by privatizing non-core functions, thereby enabling agencies to focus on mission-critical tasks. For example, the US Transportation Security Administration (TSA) is responsible for securing all modes of transportation (rail, ground, port and aviation) to ensure freedom of movement for people and commerce. To support the human resource needs of its large and diverse workforce, in December 2002, TSA became the first federal agency to privatize its core human resource activities. The agency chose Accenture for this activity. Just six weeks after the contract start date, we were able to implement a comprehensive human resources solution for TSA by effectively leveraging the experience, resources and solution delivery capabilities of the entire Accenture organization.

Business process reengineering can also alleviate facility constraints. Working closely with the US Transportation Security Administration, Accenture helped develop the standard processes, workforce design and physical environments to make passenger checkpoints run more efficiently. Initially, we focused on building a pilot program at a single checkpoint at Baltimore/Washington International Airport that could be implemented in airports across the country. The result was an overall baseline for improved passenger processing, along with increased standardization and implementation of security measures.

Redesign facilities and infrastructure to address today's border management environment

Dramatic increases in global population and modern advances in travel and shipping have greatly increased the volume of people and goods that move through border management facilities. Ports of entry often have designs that predate today's border security and trade and travel priorities. Although the role of border management agencies has evolved from collecting revenue to enforcing laws and facilitating legitimate travel and trade, border management facilities often suffer from space and infrastructure inadequate to support the expanded mission.

Cost-effectively reengineering these facilities in cooperation with the travel sector to confront the new realities described above is crucial. This requires a comprehensive reevaluation of the network of facilities and physical infrastructure. Joint facilities between countries, additional facilities, advance purchase of land and more preclearance activities are just a few ways to move traffic at the borders.

Technology can also help. In the United States, for example, Accenture is helping DHS test RFID technology to record the entries and exits of visitors more efficiently, as part of the US-VISIT program. RFID technology can enhance US-VISIT's capacity to match visitors' entries to exits without increasing processing time at land borders or affecting the speed at which a visitor leaves the United States Largely transparent to visitors, the RFID technology testing requires no additional stops by vehicles or pedestrians entering or exiting the country.

Meet the demands for privacy protection while safeguarding personal security

Adroitly managing trade and travel facilitation with security needs becomes even more challenging when privacy concerns, which vary from country to country, are added to the mix. While collecting information is critical to maintaining security and facilitating legal activities, safeguarding its use is equally critical if border management agencies are to maintain public support and trust. Additionally, agencies must safeguard the privacy of individuals, while protecting their data from technologically aware adversaries.

Privacy concerns should be addressed from the start rather than as an afterthought. To that end, privacy policies and processes should be adopted to protect personal information and to guarantee that such information is used only for the activities for which it was collected. For example, the US-VISIT program builds in privacy protection measures by creating privacy impact assessments. The assessments, which are periodic strategic reviews, ensure that only data necessary for US-VISIT purposes is collected. Also crucial is enacting a comprehensive redress process to facilitate the amendment or correction of data that is not accurate, relevant or complete.

Adaptive enough to complement traditional performance measurement tools, the Accenture Public Service Value (PSV) Model is an innovative approach that offers government agencies around the world a framework for assessing value creation for public service organizations. In addition, the model helps organizations establish a baseline for comparison, which offers new insights into the strategic planning process.

Accenture is helping the Finnish Directorate of Immigration conduct a cross-ministry PSV analysis of Finland's immigration operations in order to identify and address specific client performance improvement opportunities. The state controller has referred to the Finnish Immigration PSV project as having the potential to become a best practice in measuring public service value.

Manage the escalating financial burden and demonstrate value to the public

As the amount of public money spent ramping up security increases, so too does the need to measure the value gained for the money spent and to communicate that value to taxpayers. The costs of sensors, cameras, X-ray machine systems, biometrics and other detection devices are simple enough to calculate. Yet, the value of deterring terrorist, criminal or other illegal activity can be nebulous.

Using the Accenture PSV Model, we have measured border management performance against a balanced set of performance metrics that evaluate cost-effectiveness and deliver the highest-priority agency and customer outcomes. Based on our experience in helping government agencies improve performance and our research into what drives high performance, the Accenture PSV Model defines value for the public and helps determine what it takes to grow it. Key to this approach is balancing customer versus legislative outcomes to help strike the right balance between facilitation and control.

Transformation on the road to high performance

High performance in border management begins long before any border crossing. It must be intelligence-led, which requires a complete view of risks and opportunities, a knowledge-sharing culture and a strategy built on proactive decision making. To achieve this, agencies are challenged to harness data, convert it to actionable intelligence and share it accordingly. Implementing an integrated solution across the enterprise, enabled by leading-edge technology, creates a border management environment that enables low-risk persons and cargo to move conveniently across borders, while law enforcement agencies jointly and efficiently identify and interdict higher-risk individuals and cargo.

All of this requires equipping the employees involved in operating reengineered processes to perform at their best. Enhancing technology is therefore an enabler, not the ultimate goal. The role of the skilled, experienced border management official will always be the foundation for high performance in addressing the challenges border management agencies face in this new millennium.

About Accenture

Accenture is a global management consulting, technology services and outsourcing company. Committed to delivering innovation, Accenture collaborates with its clients to help them become high-performance businesses and governments. With deep industry and business process expertise, broad global resources and a proven track record, Accenture can mobilize the right people, skills and technologies to help clients improve their performance. With more than 129,000 people in 48 countries, the company generated net revenues of US$15.55 billion for the fiscal year ended August 31, 2005. Its home page is www.accenture.com.