

Protecting Society, Easing Global Travel

Enabling High Performance for Immigration Agencies


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Point of View

High performance. Delivered.

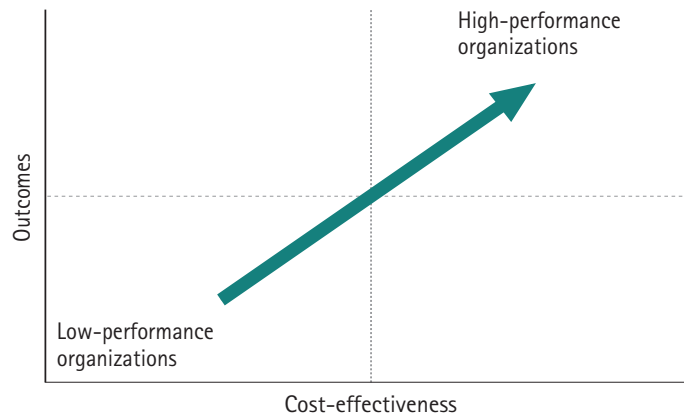
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Today, immigration agencies around the world face a myriad of challenges including helping to prevent terrorism, people trafficking and illegal migration, while responding to travelers' demands for faster, simpler transit. Citizens demand transparency and efficiency, yet insist on safety. Faced with the additional pressures of an ever-increasing volume of travelers, scarce resources, growing concerns about privacy, and facility and infrastructure limitations, many agencies struggle to cope with the existing, let alone future, demands placed upon them. Facilitating immigration while improving security has never been more daunting.

Accenture's work with global immigration agencies has given us insight into how some succeed more than others by improving their performance in facilitating immigration processes and delivering improved security. Our approach is to measure performance using a balanced set of performance metrics that evaluate cost-effectiveness and the delivery of the highest-priority agency and customer outcomes. Based on our experience of helping government agencies improve performance and our research into what drives high performance, Accenture developed a framework that defines public value and what it takes to grow it. This helps manage the trade-offs between improving the delivery of outcomes and cost-effectiveness.

Figure 1: Accenture Public Service Value Model



The fundamental means of creating value

The Accenture Public Service Value Model (Figure 1) was developed from Accenture's extensive research into the characteristics of high-performance businesses and public service organizations. It adapts the principles of commercial shareholder value analysis to public outcomes and is designed to evaluate the performance of public service organizations, which include government agencies, nonprofit organizations and private sector companies that provide services—usually under contract by government—that have traditionally been delivered directly by governments. Just as a commercial enterprise seeks to increase the value of its stock for its shareholders, public service organizations can now seek to generate increased value for their citizens by identifying how to improve the delivery of outcomes cost effectively. These two dimensions—improving

outcomes and managing costs—are the cornerstones of the Accenture Public Service Value Model.

The underlying principle of this model is that value is created only when improved outcomes are achieved cost effectively. For example, if an immigration agency that has defined reducing illegal entry as a high-priority outcome hires more border control officers to achieve the outcome, the agency may unwittingly invest in these new resources up to the point of diminishing returns. That point is reached when hiring more personnel will not reduce illegal entry to a degree that justifies investing in one more officer.

Using the model requires measuring and managing resources to deliver the priority outcomes and making trade-offs in a controlled manner. Making trade-offs requires a good

understanding of the value drivers specific to an individual immigration agency. For example, outsourcing non-core capabilities may be a powerful value driver for one agency while improving collaboration with international agencies may be a more relevant driver for another.

The model works best when, over time, the identified value drivers are evaluated for the agency and comparisons are made of the impact of changes on those drivers. This process helps identify what changes to make in the future on the basis of their likely impact on outcomes and the cost of implementing them.

This paper describes how the Accenture Public Service Value Model can be applied to national immigration agencies.

Figure 2: Accenture Public Service Value immigration agency outcome model

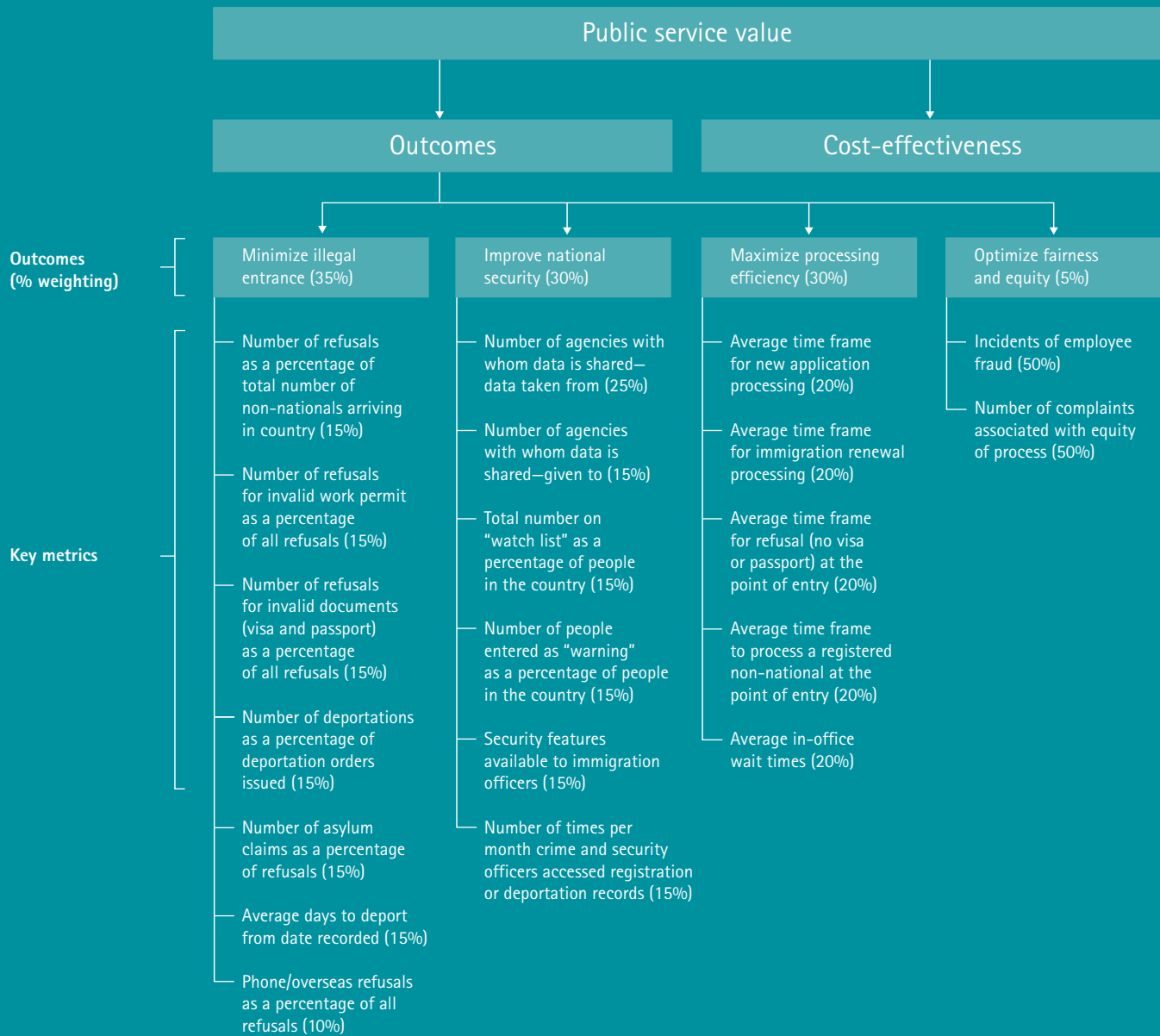
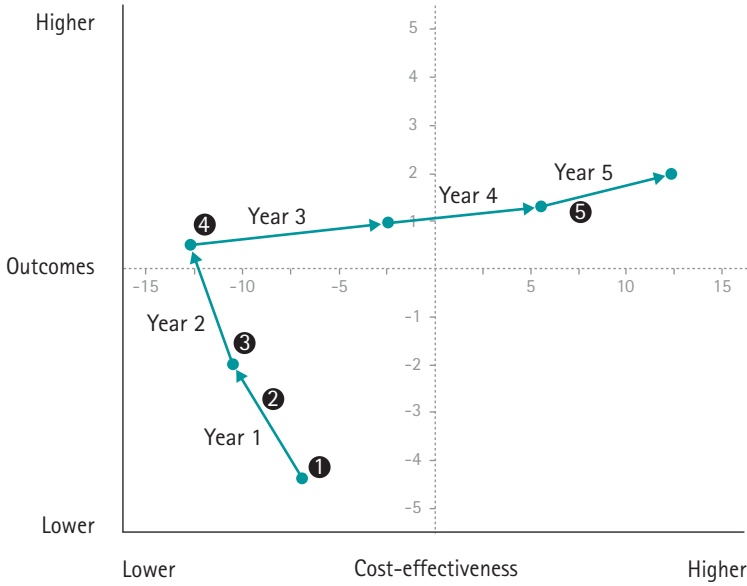


Figure 3: Public service value performance matrix: sample immigration agency



1. Costs are low but outcomes are minimal.
2. Cost-effectiveness declines as costs increase at a faster rate than outcomes improve while the agency develops a comprehensive immigration system.
3. During solution implementation, costs increase while delivery of outcomes also increases.
4. Solution is completely deployed. Dramatic increase in outcomes due to enhanced national security and illegal entrance reduction measures, as well as significant system efficiencies.
5. Outcomes continue to increase while costs decrease.

The Accenture Public Service Value Model in action

We recently applied the Accenture Public Service Value Model to work we carried out with a number of immigration agencies around the world. Accenture thus determined that immigration agencies worldwide could dramatically improve their ability to cost-effectively achieve their target outcomes if they adroitly leveraged certain value drivers. These are identified below.

To illustrate applying the model, let's imagine that an immigration agency reaches consensus on its priority outcomes based on mission and customer service expectations.

It then elects to maximize processing efficiency and minimize illegal entrance as the two outcomes that will help achieve a balance between facilitation and enforcement (Figure 2).

The agency then prioritizes the outcomes and sets guidelines or weightings for allocating resources. To deliver the outcomes, the agency develops a strategy for executing various initiatives over, say, a five-year period to improve the performance of the relevant business capabilities. As part of that strategy, the agency chooses to leverage key value drivers, such as automating processes using technology and collaborating more closely with other agencies.

The agency knows that at the end of five years, a review of the impact of the change initiatives on its capabilities and outcomes will be required. This review will indicate whether or not the agency has achieved an effective balance between improving targeted outcomes and managing costs, and thus whether it is delivering increased public service value (Figure 3).

Successfully leveraging certain value drivers greatly influences whether an immigration agency effectively balances realizing outcomes with managing costs. Accenture's analysis identified six key value drivers in particular that immigration agencies should consider in their quest to achieve high performance.

Value drivers and their impact on outcomes

Value driver #1:
Implement an immigration strategy and effective governance to ensure conformity with agreed-upon policies.

By developing a coherent strategy specific to the country's needs and employing sound governance mechanisms to ensure that the strategy is followed throughout all aspects of the agency's work, an agency can verify conformity to agreed-upon policies. A specific policy might include a commitment to reduce visa application waiting time, for example, by means of a new technology. The appropriate resources would then be allocated to adopt this technology, including the process and the new skills required. For example, as a part of the US-VISIT program, Accenture helped the U.S. Department of Homeland Security develop a strategic plan to provide the overall approach

for how information technology, data management, facilities, business processes and organizations should work together to develop a single, interoperable immigration and border management system, which will improve the security of the nation while expediting the process for legitimate trade and travel.

Impact on outcomes¹

Good governance helps an agency to improve its customer service delivery without compromising such essential outcomes as fairness and equality of treatment. This enables individual requests to be treated in a standard way according to their national immigration policy. Improved public education and informational awareness is also promoted through sound governance principles. What's more, good governance contributes to

national security when a strategic approach to comprehensive case management and intelligence gathering is implemented.

Value driver #2:
Automate processes through technology.

Automating processes goes a long way toward streamlining workflows and realizing greater overall efficiencies. Accenture witnessed the value of automation when we helped a European immigration agency harness biometric technology for identification and surveillance and smart card technology for immigrant authentication. Also, automated look-ups were developed and implemented across multiple systems, enabling the retrieval of information on individuals who were arriving in the country.

¹The impact on outcomes described for each value driver is only partial. For information on other positive results that leveraging each value driver has on overall outcomes, contact Accenture.

Impact on outcomes

Automation helps augment security by improving the accuracy of, and thus confidence in, identification of individuals. Moreover, automation leads to improvements in processing efficiency, enabling authorities to more accurately identify and quickly process entrants at the border. Thus, national security is improved at the same time that illegal entry is reduced.

Value driver #3: Collaborate with other international agencies.

International cooperation resulting from the global application of agreed-upon processes (such as sharing data regarding lost, stolen and fraudulent documents as implemented in the European Union with the Visa Information System) is proving increasingly successful as the processes are applied more consistently around the world. Sharing border surveillance

duties and intelligence-gathering activities between nations and their immigration agencies enhances cost-effectiveness by reducing duplication of effort. Implementing interoperable processing systems between countries also can help simplify and therefore facilitate automation, maximizing processing efficiency.

Impact on outcomes

Increased collaboration among nations promotes consistency in approach and technologies, thus facilitating global efficiencies. For example, European immigration agencies are incorporating other nations' standards, including biometric data in passports, to comply with the new U.S. Visa Waiver Program conditions. More globally, incorporating standards such as those developed for biometric e-passports by the International Civil Aviation Organization, a United Nations body in charge of developing international standards for

aviation safety, can promote consistency in the application of technologies. When technologies are used consistently, each country no longer needs to build a separate interface or module to deal with every other individual country, resulting in greater international interoperability and efficiency.

Value driver #4: Collaborate with other national government departments.

Collaboration of immigration agencies with other national government departments greatly assists the integration of new immigrants into society, while helping to identify illegal immigrants. Interdepartmental collaboration can also improve fairness and equity by giving immigration officers more information and insight with which to evaluate each immigrant more accurately and thus prevent unnecessary delay. Greater information sharing between a country's intelligence and

law enforcement agencies helps agencies better identify threats before they reach the border, thereby facilitating the cost-effective allocation of scarce resources to high-risk areas.

Impact on outcomes

Accenture observed the benefits of collaboration between national governments in one agency that deployed a new immigration system that was connected to the government agencies in charge of work permits, welfare benefits and refugee application processing. The system accelerated overall processing of immigrants and made identifying legacy illegal entrants easier. Similar successful collaboration continues to develop for the U.S. State Department, for whom we helped design, develop and deliver an Internet portal that offers a single point for information bulletins to more than 50,000 government personnel at home and abroad. This information helps speed the deployment of interdepartmental task forces in crisis situations.

Value driver #5:

Adopt a citizen/immigrant focus.

The allocation of resources and implementation of processes (such as standardizing workflow to create consistently high levels of customer service) to better serve citizens and immigrants delivers substantial rewards to all stakeholders. A single, consistent view of the citizen/immigrant prevents duplication of welfare benefits claims and promotes effective registration of immigrants for tax purposes, providing both economic and social value. It also helps drive the elimination of multiple individual systems, thus reducing costs whilst enabling the implementation of effective citizen/immigrant-centric processes. What's more, by limiting opportunities for those who intend to do harm via using multiple identities, a single view of the citizen enhances security.

Impact on outcomes

Agencies that have integrated their immigration system with their national police case management system have reduced costs and increased overall effectiveness. Citizenship and Immigration Canada, for example, adopted a citizen/immigrant-centric approach when they replaced multiple, discrete systems for various immigration workflows with a single integrated case management system based on Accenture's immigration customer relationship management solution. The integrated system significantly increased visa and immigration processing efficiency and effectiveness.

Value driver #6:

Expertly manage human capital.

Human capital applied at the appropriate level can help manage routine immigration quickly and minimize illegal activity by providing resources with the right expertise for specific target outcomes. This serves an agency's employees as well as immigrants by delivering better customer service and enhancing the skills and experience of employees in their chosen roles. Deploying human capital at the correct level and focusing agents where the risk of illegal entrance is greatest helps minimize illegal entrance without overstaffing. Matching agents' work schedules with level of demand also helps improve processing efficiency at busy times.

Impact on outcomes

Recently, the United States enhanced its customs and immigration processes by redeploying agents from routine to non-routine tasks and adopting a passenger pre-clearing process to run checks on passengers and crew of air and sea vessels in advance of their transit. This more efficient process alerts the authorities in advance if a passenger or crew member fails clearance, thus facilitating effective intervention.

Working closely with the Department of Homeland Security as part of the Transportation Security Administration (TSA) Security Screening: Checkpoint Security Systems and Airport Passenger Screening project, Accenture helped TSA determine the job types, roles and responsibilities necessary to maintain security service and efficiency. We evaluated existing job functions and helped define a new standard employee screening checkpoint model, which ranges from customer service representatives to queue managers to shoe X-ray operators. Throughout our engagement, Accenture provided training support, including customized role playing, to help facilitate understanding of these positions and how to implement them. Ultimately, Accenture was able to deliver time savings for passengers and cost savings for TSA, thereby offering increased value to the primary stakeholders.

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Help to achieve high performance

Today's unpredictable threats and diverse pressures will prompt other immigration agencies to evaluate their own approaches and make the changes necessary to successfully manage facilitation and enforcement. Although circumstances vary for immigration agencies, those that achieve high performance demonstrate the ability to adapt quickly to new realities, indicating a thorough understanding of what drives high performance across their key business capabilities.

Accenture's practical experience with and research on the world's leading immigration agencies have confirmed that success is most easily achieved when agencies identify the value drivers with the greatest impact on cost-effectiveness and delivery of outcomes.

External expertise can help by identifying best practices, rapidly formulating key value drivers based on previous experience and selecting metrics that work in a balanced way. The Accenture

Public Service Value Model can be a valuable tool for pinpointing the areas to improve in order to cost-effectively deliver improved outcomes.

Such guidance can help immigration agencies improve their performance more efficiently, thus equipping them to adapt faster and less expensively to the rapidly emerging, unpredictable challenges that are inevitable in international immigration in the 21st century.

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 126,000 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.

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