



March 2017

INTERNATIONAL AIR TRAVELERS

CBP Collaborates with Stakeholders to Facilitate the Arrivals Process, but Could Strengthen Reporting of Airport Wait Times

GAO Highlights

Highlights of [GAO-17-470](#), a report to congressional requesters

Why GAO Did This Study

Over 326,000 passengers and crew entered the United States through 241 international airports on an average day in fiscal year 2016, according to CBP. In 2007, CBP started its Model Ports program to improve the international arrivals process for travelers to the United States by implementing technology to facilitate entry and expanding public-private partnerships, among other things. GAO was asked to review this program and subsequent airport travel and tourism facilitation initiatives at the 17 busiest U.S. international airports associated with the president's National Travel and Tourism Strategy.

This report examines (1) how CBP and stakeholders have implemented airport travel and tourism facilitation initiatives, (2) how CBP and stakeholders manage staff to facilitate the traveler entry process, and (3) the extent to which CBP has mechanisms to monitor and report wait times at U.S. international airports. GAO collected data on the implementation of travel and tourism facilitation initiatives and analyzed CBP officer staffing and wait time data at the 17 airports from fiscal years 2014 through 2016. GAO also visited a nongeneralizable sample of 11 airports, selected based on traveler volume and variety of implemented initiatives, among other factors, and interviewed CBP, airport, and airline officials at 15 of the 17 airports.

What GAO Recommends

GAO recommends that CBP report airport wait time data for different categories of travelers. CBP concurred with the recommendation and identified planned actions to address the recommendation.

View [GAO-17-470](#). For more information, contact Rebecca Gambler at (202) 512- 8777 or gambler@gao.gov.

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CBP Collaborates with Stakeholders to Facilitate the Arrivals Process, but Could Strengthen Reporting of Airport Wait Times

What GAO Found

U.S. Customs and Border Protection (CBP), within the Department of Homeland Security, and airport and airline stakeholders jointly implement travel and tourism initiatives at U.S. international airports to facilitate the arrival of travelers. These initiatives include Automated Passport Control self-service kiosks that allow eligible travelers to complete a portion of the CBP inspection process before seeing a CBP officer, and Mobile Passport Control that allows eligible travelers to submit their passport and other information to CBP via an application on a mobile device. Various airport-specific factors can affect whether and how CBP and stakeholders implement travel and tourism facilitation initiatives at each airport. These factors include the size and layout of the airport facility, the infrastructure needed to support initiatives, the willingness and ability of the airport stakeholders to pay for initiatives or infrastructure to support them, as applicable, and stakeholder discretion in how to implement initiatives. CBP has two airport travel facilitation goals: (1) improving customer service levels for international arrivals and (2) maintaining or reducing wait times—and has implemented mechanisms to assess and obtain feedback on the traveler experience.

CBP allocates and manages staff using various tools, and stakeholders provide resources to help facilitate the traveler entry process. For example, CBP uses its Workload Staffing Model to determine the staffing requirements and help make allocation decisions for CBP officers at ports of entry, including airports. CBP also uses its Enterprise Management Information System to monitor and make immediate staffing changes to meet any traveler volume and wait time concerns at airports. Airport and airline stakeholders can also enter into agreements to pay for CBP officers to work overtime during peak travel hours or outside regular operational hours.

CBP monitors airport wait times and reports data on its public website to help travelers plan flights, including scheduling connecting flights, but the reported data have limited usefulness to travelers. Currently, CBP does not report wait times by traveler type, such as U.S. citizen or foreign visitor. Rather, CBP reports average hourly wait times for all travelers on arriving international flights. By reporting wait times for all categories of travelers combined, CBP is reporting wait times that are lower than those generally experienced by visitors. According to GAO's analysis of CBP wait time data for the 17 busiest airports from May 2013 through August 2016, the average wait time was 13 minutes for U.S. citizens and 28 minutes for visitors, while the combined reported average wait time was 21 minutes. Reporting wait times by traveler type could improve the usefulness of CBP's wait time data to travelers by providing them with more complete and accurate data on their wait times. This could help inform their flight plans and could provide additional transparency to allow CBP to work with stakeholders to determine what, if any, changes are needed, to improve the traveler experience and better manage wait times.

This is a public version of a For Official Use Only—Law Enforcement Sensitive report that GAO issued in February 2017. Information DHS deemed For Official Use Only—Law Enforcement Sensitive has been redacted.

Contents

Letter		1
	Background	7
	CBP Has Collaborated with Stakeholders to Facilitate Traveler Entry and Implementation of Travel Initiatives Varies by Airport	14
	CBP Allocates and Manages Staff Using Various Tools and Stakeholders Provide Resources to Help Facilitate the Traveler Entry Process	27
	CBP Could Take Steps to Improve the Usefulness of Reported Airport Wait Time Data and Is Taking Steps to Collect Additional Data	36
	Conclusions	49
	Recommendation for Executive Action	50
	Agency Comments and Our Evaluation	50
Appendix I	Objectives, Scope, and Methodology	51
Appendix II	Images of Select Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports	59
Appendix III	Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports	91
Appendix IV	Average Wait Times at the 17 Busiest U.S. International Airports, May 2013 through August 2016	109
Appendix V	Comments from the Department of Homeland Security	113
Appendix VI	GAO Contact and Staff Acknowledgments	116

Tables

Table 1: Airport Travel and Tourism Facilitation Initiatives at the 31 Terminals in the 17 Busiest U.S. International Airports as of the End of Fiscal Year 2016	25
Table 2: Tools Used by U.S. Customs and Border Protection (CBP) to Manage Staff at the 17 Busiest U.S. International Airports	31
Table 3: Reimbursable Services Program Fee Agreements at the Busiest U.S. International Airports	34
Table 4: GAO Site Visits to Select U.S. International Airports in 2016	53
Table 5: Travel and Tourism Facilitation Initiatives at Hartsfield-Jackson Atlanta International Airport (ATL) Concourse E, as of September 30, 2016	91
Table 6: Travel and Tourism Facilitation Initiatives at Hartsfield-Jackson Atlanta International Airport (ATL) Concourse F, as of September 30, 2016	92
Table 7: Travel and Tourism Facilitation Initiatives at Boston-Logan International Airport (BOS), as of September 30, 2016	92
Table 8: Travel and Tourism Facilitation Initiatives at Dallas/Fort Worth International Airport (DFW), as of September 30, 2016	93
Table 9: Travel and Tourism Facilitation Initiatives at Detroit Metropolitan Wayne County Airport (DTW) McNamara Terminal, as of September 30, 2016	93
Table 10: Travel and Tourism Facilitation Initiatives at Detroit Metropolitan Wayne County Airport (DTW) North Terminal, as of September 30, 2016	94
Table 11: Travel and Tourism Facilitation Initiatives at Newark Liberty International Airport (EWR) Terminal B, as of September 30, 2016	94
Table 12: Travel and Tourism Facilitation Initiatives at Newark Liberty International Airport (EWR) Terminal C, as of September 30, 2016	95
Table 13: Travel and Tourism Facilitation Initiatives at Fort Lauderdale-Hollywood International Airport (FLL), as of September 30, 2016	95
Table 14: Travel and Tourism Facilitation Initiatives at Honolulu International Airport (HNL), as of September 30, 2016	96

Table 15: Travel and Tourism Facilitation Initiatives at Washington Dulles International Airport (IAD) Main Terminal, as of September 30, 2016	96
Table 16: Travel and Tourism Facilitation Initiatives at Washington Dulles International Airport (IAD) Midfield Terminal, as of September 30, 2016	97
Table 17: Travel and Tourism Facilitation Initiatives at George Bush Intercontinental Airport (IAH), as of September 30, 2016	97
Table 18: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 1, as of September 30, 2016	98
Table 19: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 4, as of September 30, 2016	98
Table 20: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 5, as of September 30, 2016	99
Table 21: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 7, as of September 30, 2016	99
Table 22: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 8, as of September 30, 2016	100
Table 23: Travel and Tourism Facilitation Initiatives at Los Angeles International Airport (LAX) Terminal 2, as of September 30, 2016	101
Table 24: Travel and Tourism Facilitation Initiatives at Los Angeles International Airport (LAX) Terminal 5, as of September 30, 2016	101
Table 25: Travel and Tourism Facilitation Initiatives at Los Angeles International Airport (LAX) Terminal 7, as of September 30, 2016	102
Table 26: Travel and Tourism Facilitation Initiatives at Los Angeles International Airport (LAX) Tom Bradley International Terminal, as of September 30, 2016	102
Table 27: Travel and Tourism Facilitation Initiatives at Orlando International Airport (MCO) Airside 1, as of September 30, 2016	103
Table 28: Travel and Tourism Facilitation Initiatives at Orlando International Airport (MCO) Airside 4, as of September 30, 2016	103

Table 29: Travel and Tourism Facilitation Initiatives at Miami International Airport (MIA) Terminal D, as of September 30, 2016	104
Table 30: Travel and Tourism Facilitation Initiatives at Miami International Airport (MIA) Terminal J, as of September 30, 2016	104
Table 31: Travel and Tourism Facilitation Initiatives at Chicago O'Hare International Airport (ORD), as of September 30, 2016	105
Table 32: Travel and Tourism Facilitation Initiatives at Philadelphia International Airport (PHL), as of September 30, 2016	106
Table 33: Travel and Tourism Facilitation Initiatives at Seattle-Tacoma International Airport (SEA), as of September 30, 2016	106
Table 34: Travel and Tourism Facilitation Initiatives at San Francisco International Airport (SFO) Terminal A, as of September 30, 2016	107
Table 35: Travel and Tourism Facilitation Initiatives at San Francisco International Airport (SFO) Terminal G, as of September 30, 2016	107
Table 36: Average Wait Times at the 17 Busiest U.S. International Airports from May 2013 through August 2016 (in minutes)	109
Table 37: Average Wait Times during Peak Summer Travel Seasons at the 17 Busiest U.S. International Airports from May 2013 through August 2016	111

Figures

Figure 1: U.S. Customs and Border Protection (CBP) Air Traveler Inspection Process	9
Figure 2: Map of the 17 Busiest U.S. International Airports and Legacy U.S. Customs and Border Protection (CBP) Model Ports Program Airports in the United States	13
Figure 3: Description of U.S. Customs and Border Protection (CBP) Travel and Tourism Facilitation Initiatives at U.S. International Airports	15
Figure 4: Timeline of Implementation of Travel and Tourism Facilitation Initiatives from 2006 through 2015	17
Figure 5: Modified Egress at Miami International Airport (MIA) North Terminal	20

Figure 6: Color-coded Signage at Miami International Airport (MIA) North Terminal and Dallas/Fort Worth International Airport (DFW)	21
Figure 7: Automated Passport Control (APC) Kiosks at Dallas/Fort Worth International Airport (DFW) and George Bush Intercontinental Airport (IAH)	22
Figure 8: Evolution of U.S. Customs and Border Protection (CBP) Air Traveler Inspection Process	24
Figure 9: Description of How U.S. Customs and Border Protection (CBP) Uses its Workload Staffing Model (WSM) and Other Calculations to Determine Staffing Needs	29
Figure 10: U.S. Customs and Border Protection (CBP) Airport Wait Time Calculation Process	37
Figure 11: Average Wait Times for U.S. Citizens and Visitors at the 17 Busiest U.S. International Airports from May 2013 through August 2016	41
Figure 12: Average Wait Times for U.S. Citizens and Visitors at the 17 Busiest U.S. International Airports from May 2013 through August 2016	42
Figure 13: Average Wait Times for U.S. Citizens and Visitors during Nonpeak and Peak Summer Travel Seasons at the 17 Busiest U.S. International Airports from May 2013 through August 2016	43
Figure 14: Average Wait Times for U.S. Citizens and Visitors during Peak Summer Travel Seasons at the 17 Busiest U.S. International Airports from May 2013 through August 2016	45
Figure 15: U.S. Customs and Border Protection (CBP) Airport Wait Time Data Collection Gaps	47
Figure 16: Automated Passport Control (APC) Kiosk at Washington Dulles International Airport (IAD) Main Terminal	59
Figure 17: Baggage First at Austin-Bergstrom International Airport (AUS)	60
Figure 18: Diplomatic Processing Lane at John F. Kennedy International Airport (JFK) Terminal 7	61
Figure 19: Electronic Signage and Multimedia at John F. Kennedy International Airport (JFK) Terminal 1	62
Figure 20: Enhanced Queueing at John F. Kennedy International Airport (JFK) Terminal 1	63
Figure 21: Express Connection Ticket at Dallas/Fort Worth International Airport (DFW)	64

Figure 22: Global Entry Kiosk at Washington Dulles International Airport (IAD) Main Terminal	65
Figure 23: Wayfinding Signage for International to International Baggage Program at George Bush Intercontinental Airport (IAH)	66
Figure 24: Mobile Passport Control (MPC) Scanner at Newark Liberty International Airport (EWR) Terminal B	67
Figure 25: Modified Egress at Detroit Metropolitan Wayne County Airport (DTW)	68
Figure 26: One Stop Area at Dallas/Fort Worth International Airport (DFW)	69
Figure 27: Professionalism Service Manager (PSM) Poster at Washington Dulles International Airport (IAD) Main Terminal	70
Figure 28: Signing of Reimbursable Services Program Fee Agreement (Section 559) at Boston-Logan International Airport (BOS)	71
Figure 29: Stakeholder Meeting at Chicago O'Hare International Airport (ORD)	72
Figure 30: Variable Message Signage at Chicago O'Hare International Airport (ORD)	73
Figure 31: Color-coded Signage at Dallas/Fort Worth International Airport (DFW)	74
Figure 32: Dedicated Crew Lane at George Bush Intercontinental Airport (IAH)	75
Figure 33: Expected Wait Time Monitors in U.S. Customs and Border Protection (CBP) Primary Inspection Area at John F. Kennedy International Airport (JFK) Terminal 4	76
Figure 34: Expected Wait Time Monitor in U.S. Customs and Border Protection (CBP) Exit Control Area at George Bush Intercontinental Airport (IAH)	77
Figure 35: Global Entry Kiosks at Orlando International Airport (MCO)	78
Figure 36: Automated Passport Control (APC) Kiosks at Philadelphia International Airport (PHL)	79
Figure 37: Automated Passport Control (APC) Kiosks at John F. Kennedy International Airport (JFK) Terminal 1	80
Figure 38: Two Versions of Mobile Passport Control (MPC) Scanners at Miami International Airport (MIA) Terminal J and Newark Liberty International Airport (EWR) Terminal B	81

Figure 39: Variations in Color-coded Signage at Los Angeles International Airport (LAX) Terminal 2 and Tom Bradley International Terminal	82
Figure 40: Variation in Color-coded Lanes and Signage at John F. Kennedy International Airport (JFK) Terminals 1 and 5	82
Figure 41: Variable Message Signage Above Automated Passport Control (APC) Kiosks at Dallas/Fort Worth International Airport (DFW)	83
Figure 42: “Global Entry Zone” at Dallas/Fort Worth International Airport (DFW)	84
Figure 43: Global Entry Kiosks at George Bush Intercontinental Airport (IAH)	85
Figure 44: “Mobile Passport Control Zone” at Newark Liberty International Airport (EWR) Terminal C	86
Figure 45: Before and After Implementation of Modified Egress at Fort Lauderdale–Hollywood International Airport (FLL)	87
Figure 46: Variable Message Signage at Hartsfield-Jackson Atlanta International Airport (ATL)	88
Figure 47: Wayfinding Signage at Hartsfield-Jackson Atlanta International Airport (ATL)	89
Figure 48: Variable Message Signage Monitor at Hartsfield-Jackson Atlanta International Airport (ATL)	90

Abbreviations

APC	Automated Passport Control
ATL	Hartsfield-Jackson Atlanta International Airport
AUS	Austin-Bergstrom International Airport
BOS	Boston-Logan International Airport
CBP	U.S. Customs and Border Protection
Commerce	Department of Commerce
DFW	Dallas/Fort Worth International Airport
DHS	Department of Homeland Security
DTW	Detroit Metropolitan Wayne County Airport
EMIS	Enterprise Management Information System

EWR	Newark Liberty International Airport
FIS	Federal Inspection Service
FLL	Fort Lauderdale-Hollywood International Airport
HNL	Honolulu International Airport
HOU	Houston Hobby International Airport
IAD	Washington Dulles International Airport
IAH	George Bush Intercontinental Airport
JFK	John F. Kennedy International Airport
LAS	McCarran International Airport
LAX	Los Angeles International Airport
MCO	Orlando International Airport
MIA	Miami International Airport
MPC	Mobile Passport Control
OFO	Office of Field Operations
ORD	Chicago O'Hare International Airport
PHL	Philadelphia International Airport
POE	port of entry
PSM	Professionalism Service Manager
SEA	Seattle-Tacoma International Airport
SFB	Orlando Sanford International Airport
SFO	San Francisco International Airport
SJU	San Juan-Luis Munoz Marin International Airport
State	Department of State
S&T	DHS Science and Technology Directorate
WSM	Workload Staffing Model

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March 30, 2017

The Honorable Brian Schatz
Ranking Member
Subcommittee on Communications, Technology, Innovation and the Internet
Committee on Commerce, Science and Transportation
United States Senate

The Honorable Tim Scott
United States Senate

On a typical day in fiscal year 2016, over 326,000 passengers and crew entered the United States through 241 international airports, according to U.S. Customs and Border Protection (CBP).¹ Within the Department of Homeland Security (DHS), CBP is the lead federal agency charged with a dual mission of keeping terrorists and their weapons, criminals and their contraband, and inadmissible aliens out of the country while also facilitating the flow of legitimate travel and trade through the nation's ports of entry (POE).² CBP's Office of Field Operations (OFO) is responsible for passenger and cargo processing activities related to security, trade, immigration, and agricultural inspection at the nation's POEs, including U.S. international airports.³

In addition to CBP's focus on security, the agency has, in recent years, undertaken specific efforts to facilitate legitimate travel and trade and reduce wait times at U.S. international airports, consistent with its security mission. In 2007, CBP started its Model Ports program at two airports to improve the international arrivals process for travelers to the United

¹For the purposes of this report, our scope focuses on CBP efforts associated with air travel and does not include CBP's efforts to process individuals who are traveling to the United States via other means, such as pedestrians or vehicles at U.S. land ports of entry or via commercial cruise ships. Ports of entry are facilities that provide for the controlled entry into or departure from the United States for persons or materials. Specifically, a port of entry is any officially designated location (seaport, airport, or land border location) where DHS officers or employees are assigned to clear passengers, merchandise, and other items; collect duties; and enforce customs laws; and where DHS officers inspect persons seeking to enter or depart, or applying for admission into, the United States pursuant to U.S. immigration law.

²See 6 U.S.C. § 211(a) (establishing CBP within DHS), (c) (enumerating CBP's duties).

³See id. § 211(g) (establishing and listing duties of OFO within CBP).

States by using multimedia and signage, implementing technology to facilitate entry, and expanding public-private partnerships.⁴ In addition, the model port-of-entry program was established in statute, and \$40 million of CBP's fiscal year 2008 appropriation was made available for the agency to implement the program and hire 200 additional officers at the 20 busiest U.S. international airports.⁵

In 2012, the President released the National Travel and Tourism Strategy, establishing a goal of attracting and welcoming 100 million international visitors annually by the end of 2021. In 2014, the President signed a Presidential Memorandum calling on the Department of Commerce (Commerce) and DHS to establish a national goal and airport-specific action plans at the 17 busiest U.S. international airports to enhance the

⁴The two airports were George Bush Intercontinental Airport (IAH) and Washington Dulles International Airport (IAD).

⁵See Pub. L. No. 110-53, tit. VII, subtit. C, § 725, 121 Stat. 266, 350-51 (classified at 8 U.S.C. § 1752a, which states that states that the Secretary of Homeland Security shall establish a model ports-of-entry program to provide a more efficient and welcoming international arrival process in order to facilitate and promote business and tourist travel to the United States, while also improving security); see Explanatory Statement accompanying Division E—Department of Homeland Security Appropriations Act, 2008 (Pub. L. No. 110-161, div. E, 121 Stat. 1844, 2042-97 (2007)), 153 Cong. Rec. H15741, H16081 (daily ed. Dec. 17, 2007). The 20 U.S. international airports that participated in the Model Ports program were (1) Hartsfield-Jackson Atlanta International Airport (ATL); (2) Boston-Logan International Airport (BOS); (3) Dallas/Fort Worth International Airport (DFW); (4) Detroit Metropolitan Wayne County Airport (DTW); (5) Newark Liberty International Airport (EWR); (6) Fort Lauderdale-Hollywood International Airport (FLL); (7) Honolulu International Airport (HNL); (8) Washington Dulles International Airport (IAD); (9) George Bush Intercontinental Airport (IAH); (10) John F. Kennedy International Airport (JFK); (11) McCarran International Airport (LAS); (12) Los Angeles International Airport (LAX); (13) Orlando International Airport (MCO); (14) Miami International Airport (MIA); (15) Chicago O'Hare International Airport (ORD); (16) Philadelphia International Airport (PHL); (17) Seattle-Tacoma International Airport (SEA); (18) Orlando Sanford International Airport (SFB); (19) San Francisco International Airport (SFO); and (20) San Juan-Luis Munoz Marin International Airport (SJU).

arrivals process for international travelers to the United States.⁶ The departments released a report in 2015 establishing the new national goal and mechanisms to monitor and publicly report on the progress of travel and tourism initiatives to facilitate arrivals at these airports.⁷

Since 2007, the U.S. Travel and Tourism Advisory Board and members of Congress have raised questions about CBP's ability to process travelers efficiently given CBP staffing levels and recent rapid traveler volume growth at international airports.⁸ In 2016, CBP leaders testified before Congress that the agency continues to face significant challenges in meeting its staffing goals. According to Commerce's latest forecast, international travel to the United States will continue to experience growth through 2020.⁹ In addition, according to the U.S. Travel and Tourism Advisory Board, the President's overarching goal of welcoming 100 million international visitors by 2021 would increase current visitation levels by 40 percent.

You asked us to review issues related to the Model Ports program and subsequent travel and tourism facilitation initiatives at the 17 busiest U.S.

⁶The 17 U.S. international airports are (1) Hartsfield-Jackson Atlanta International Airport (ATL); (2) Boston-Logan International Airport (BOS); (3) Dallas/Fort Worth International Airport (DFW); (4) Detroit Metropolitan Wayne County Airport (DTW); (5) Newark Liberty International Airport (EWR); (6) Fort Lauderdale-Hollywood International Airport (FLL); (7) Honolulu International Airport (HNL); (8) Washington Dulles International Airport (IAD); (9) George Bush Intercontinental Airport (IAH); (10) John F. Kennedy International Airport (JFK); (11) Los Angeles International Airport (LAX); (12) Orlando International Airport (MCO); (13) Miami International Airport (MIA); (14) Chicago O'Hare International Airport (ORD); (15) Philadelphia International Airport (PHL); (16) Seattle-Tacoma International Airport (SEA); and (17) San Francisco International Airport (SFO). According to CBP documentation, these airports were selected based on fiscal year 2013 international travel volume. According to Commerce and DHS, these airports welcomed over 73 percent of all international travelers to the United States.

⁷Department of Commerce and Department of Homeland Security, *Supporting Travel and Tourism to Grow Our Economy and Create More Jobs: A National Goal on the International Arrivals Process and Airport-Specific Action Plans, Report to the President* (Washington, D.C.: February 2015).

⁸The U.S. Travel and Tourism Advisory Board, established in 2003, serves as the advisory body to the Secretary of Commerce on matters relating to the travel and tourism industry in the United States. Its members represent a broad cross-section of the industry, including transportation services, financial services, and hotels and restaurants, as well as a mix of other small and large firms from across the country.

⁹U.S. Department of Commerce, International Trade Administration, *U.S. Commerce Department Releases Six-Year Forecast For International Travel to the United States – 2015-2020* (Washington, D.C.: Oct. 26, 2015).

international airports. This report examines (1) how CBP and stakeholders have implemented travel and tourism facilitation initiatives at U.S. international airports, (2) how CBP and stakeholders manage staff to facilitate the traveler entry process at U.S. international airports, and (3) the extent to which CBP has mechanisms to monitor and report wait times at U.S. international airports.

This report is a public version of a prior sensitive report that we issued in February 2017.¹⁰ DHS deemed some of the information in the prior report as For Official Use Only—Law Enforcement Sensitive, which must be protected from public disclosure. Therefore, this report omits sensitive information on CBP officer staffing and the amounts reimbursed to CBP under reimbursable services program fee agreements at the busiest U.S. international airports. The information provided in this report is more limited in scope, in that it excludes such sensitive information, but it addresses the same questions as the sensitive report and the overall methodology used for both reports is the same.

To examine how CBP and stakeholders have implemented travel and tourism facilitation initiatives at U.S. international airports, we collected and analyzed information on the implementation of these initiatives at the 17 busiest U.S. international airports from 2007 through fiscal year 2016.¹¹ As we discuss later, these initiatives include Automated Passport Control (APC) kiosks, baggage first, diplomatic processing, Global Entry kiosks, electronic signage and multimedia, Express Connection, International to International baggage program, modified egress, Mobile Passport Control (MPC), One Stop, Professionalism Service Managers (PSM), enhanced queueing, Reimbursable Services Program fee agreements, stakeholder meetings, and Variable Message Signage.¹² We collected information and interviewed CBP officials and airport and airline

¹⁰GAO, *International Air Travelers: CBP Collaborates with Stakeholders to Facilitate the Arrivals Process, but Could Strengthen Reporting of Airport Wait Times*, GAO-17-252SU (Washington, D.C.: Feb. 15, 2017).

¹¹We selected 2007 given that was when the CBP Model Ports program was first implemented at two airports. In this report, the 17 busiest U.S. international airports refers to the airports, associated with the president's National Travel and Tourism Strategy that support the highest volume of international travel, some of which are designated by law as international airports, while others are designated as landing rights airports.

¹²These initiatives were identified by OFO officials and documents as being part of the Model Ports program, the National Travel and Tourism Strategy, or OFO's Resource Optimization Strategy.

representatives at 15 of the 17 airports—selected based on traveler volume, technology use, and geographic diversity— and conducted site visits at 11 of these airports to observe the implementation of initiatives.¹³ We used a non-probability sample for our site visit selections and thus cannot generalize our findings to all international airports that are part of the national initiative; however, the site visits provided insight into how these initiatives are working at airports. We also interviewed CBP officials at headquarters, officials from eight travel and tourism industry associations selected based on the nature of the associations and suggestions by CBP and association officials, and the labor union representing CBP officers to gain insights on initiatives.¹⁴ We reviewed CBP’s reports on its performance goals and measures for the initiatives and reviewed performance results, including wait times and traveler satisfaction survey results, at the 17 airports for fiscal years 2014 through 2016.

To examine how CBP and stakeholders manage staff to facilitate the traveler entry process at U.S. international airports, we analyzed CBP data on CBP officer staffing and funding spent on overtime and reimbursable service agreements, if applicable, at the 17 airports for fiscal years 2014 through 2016. We assessed the reliability of these data by (1) performing electronic testing for obvious errors in accuracy and completeness, (2) reviewing existing information about the data and the system that produced them, and (3) interviewing agency officials knowledgeable about the data. We determined that the data were sufficiently reliable for the purposes of this report. We obtained information from selected airports to gain a better understanding of the

¹³From March 2016 through November 2016, we conducted site visits at 11 airports, including Hartsfield-Jackson Atlanta International Airport (ATL), Dallas/Fort Worth International Airport (DFW), Newark Liberty International Airport (EWR), Fort Lauderdale-Hollywood International Airport (FLL), Washington Dulles International Airport (IAD), George Bush Intercontinental Airport (IAH), John F. Kennedy International Airport (JFK), Los Angeles International Airport (LAX), Orlando International Airport (MCO), Miami International Airport (MIA), Philadelphia International Airport (PHL). During this period, we also interviewed CBP officials and airport and airline representatives at 4 airports, including Detroit Metropolitan Wayne County Airport (DTW), Honolulu International Airport (HNL), Chicago O’Hare International Airport (ORD), and Seattle-Tacoma International Airport (SEA).

¹⁴The eight travel and tourism industry associations were Airlines for America, Airports Council International, American Association of Airport Executives, BrandUSA, Enterprise Rent-A-Car, International Air Transport Association, Universal Parks and Resorts, and U.S. Travel Association. The National Treasury Employees Union is the labor union representing CBP officers.

various factors that affect staffing and how CBP and stakeholders manage staff. We interviewed CBP officials and airport and airline representatives at these airports, as well as CBP officials at headquarters, the eight travel and tourism industry associations, and the labor union representing CBP officers, to gain insights on staffing.

To examine the extent to which CBP has mechanisms to monitor and report wait times at U.S. international airports, we analyzed CBP airport wait time data for the 17 airports from May 2013 through August 2016.¹⁵ We assessed the reliability of these data by (1) performing electronic testing for obvious errors in accuracy and completeness, (2) reviewing existing information about the data and the system that produced them, and (3) interviewing agency officials knowledgeable about the data. We determined that the data were sufficiently reliable for the purposes of this report. We also obtained information from selected airports to gain a better understanding of the various factors that affect CBP airport wait times and interviewed CBP officials and airport and airline representatives at these airports. We also interviewed DHS Science and Technology Directorate (S&T) officials, CBP officials at headquarters, officials from the eight travel and tourism industry associations, and the labor union representing CBP officers to gain insights on wait time calculations and reporting. We compared this information against CBP performance goals and *Standards for Internal Control in the Federal Government*.¹⁶ See appendix I for a more detailed discussion of our scope and methodology.

We conducted this performance audit from February 2016 to March 2017 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

¹⁵We selected this time frame to be able to analyze over 3 full years of data, including four peak summer travel seasons.

¹⁶GAO, *Standards for Internal Control in the Federal Government*, [GAO-14-704G](#) (Washington, D.C.: Sept. 10, 2014).

Background

Overview of International Air Travel Environment

According to Commerce and DHS, the United States saw an increase of 19 million international travelers annually between 2011 and 2015, and additional spending by these travelers during this period supported 280,000 new American jobs.¹⁷ In fiscal year 2015, CBP officers processed more than 382 million travelers at air, land, and sea POEs, an increase of two percent from 2014. According to CBP, of the 382 million travelers who arrived in fiscal year 2015, more than 112 million international travelers arrived at U.S. airports, an increase of over five percent from 2014. In addition, according to CBP, international air travel experienced an estimated 28 percent growth from 2009 to 2015.

According to reports from the Executive Office of the President and industry stakeholders, wait times for travelers processed by CBP and their overall travel experiences can have an impact on U.S. airports and airlines in domestic and international markets. Reducing wait times can help prevent missed flight connections for travelers, lower airline costs, and attract business to airports. Travelers can immediately share their experiences with the public through social media platforms, such as Twitter and Facebook, and can share compliments or complaints about long wait times or negative interactions with CBP officers. This could impact their and other travelers' plans to travel to the United States, making the perception of CBP's operations important to the travel industry.

CBP's Inspection Process for International Arrivals

Travelers undergo a multi-step inspection process upon arrival at U.S. international airports. After a plane from a foreign airport arrives at a U.S. airport terminal, the plane blocks, or parks at a terminal gate, and travelers exit the plane into a sterile corridor that may include other gates for international arrivals but is generally separate from travelers arriving on domestic flights.¹⁸ At the end of the sterile corridor, travelers enter the Federal Inspection Service (FIS) area, which is a secure area of the

¹⁷Department of Commerce and Department of Homeland Security, *Supporting Travel and Tourism to Grow Our Economy and Create More Jobs: A National Goal on the International Arrivals Process and Airport-Specific Action Plans, Report to the President* (Washington, D.C.: February 2015).

¹⁸Travelers arriving on domestic flights (i.e., those originating in the United States) do not undergo the CBP inspection process.

airport where CBP inspects travelers applying for admission to the United States.¹⁹ Once in the FIS area, travelers are generally directed by signage and officials from the airport, an airline, or CBP officers who work in the FIS area to queue for inspection by CBP. The manner in which travelers proceed through the FIS area varies by airport, but generally travelers are queued by immigration or citizenship status type, such as U.S. citizens, Lawful Permanent Residents, Canadian citizens, and B1/B2 visa holders.²⁰

CBP's international arrivals process incorporates automated technology to help expedite travelers at passport control. Travelers must clear passport control, also referred to as primary inspection, where CBP officers inspect their travel documents and travelers are to declare any items required by law before they can be admitted into the United States.²¹ Travelers whose admissibility cannot be initially determined are referred for a more intensive, or secondary, inspection. After passport control, travelers enter the baggage claim area to retrieve their checked luggage. Once travelers retrieve their luggage, they must pass a final exit control checkpoint. At any point during the process, a CBP officer can refer a traveler to secondary inspection. In secondary inspection, CBP officers can further inspect the traveler's travel documents and baggage. After passing exit control, travelers exit the FIS area into a non-sterile part of the airport terminal or to ground or airport transportation. Travelers can exit the airport or re-enter the sterile area of the airport through the Transportation Security Administration security checkpoint to make a connecting flight.²² Figure 1 shows the inspection process for travelers arriving at U.S. international airports.

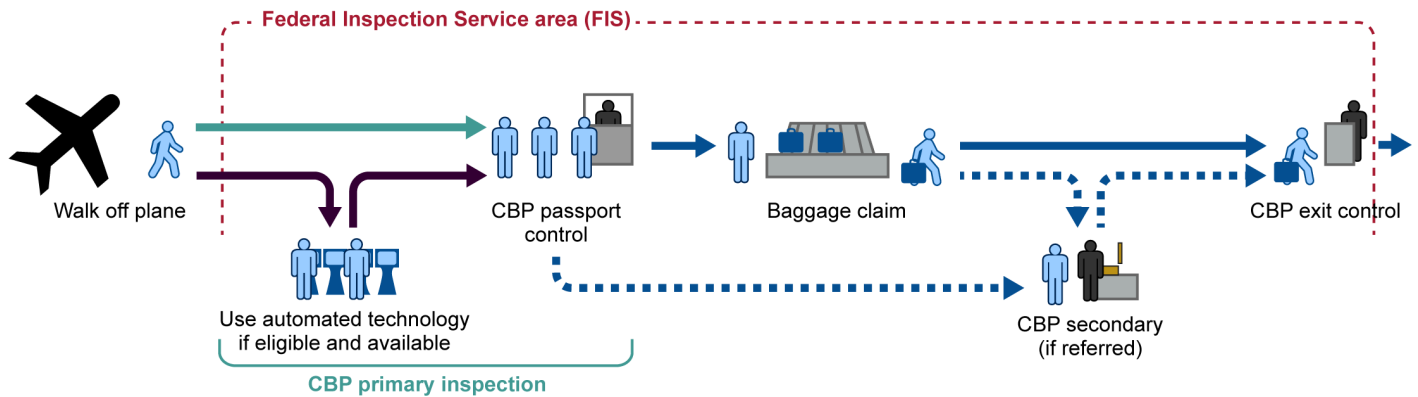
¹⁹See 8 U.S.C. § 1225(a); 8 C.F.R. § 235.1.

²⁰B visitor visas are for persons who seek to enter the United States temporarily under nonimmigrant categories for business (visa category B-1) or pleasure (visa category B-2). B-1/B-2 visa recipients are initially admitted to the United States for not more than 1 year and may be authorized by DHS to extend their stay in increments of up to 6 months each. See 8 U.S.C. § 1101(a)(15)(B); 8 C.F.R. § 214.2(b).

²¹Travelers must declare any agricultural items, such as produce or meat, and currency valued over \$10,000 U.S. dollars. See, generally, 19 U.S.C. § 1498; 31 U.S.C. § 5316; 19 C.F.R. §§ 122.27, 148.12, 148.13, 148.110, 148.111.

²²See 49 C.F.R. § 1540.5 (defining terms, including "sterile area," for purposes of civil aviation security regulations).

Figure 1: U.S. Customs and Border Protection (CBP) Air Traveler Inspection Process



Source: GAO analysis of CBP information; Art Explosion (clip art). | GAO-17-470

Stakeholders in the International Arrivals Process

In addition to CBP, other government agencies and private entities are stakeholders in the international arrivals process at U.S. international airports. These stakeholders can include a unit of the local government, such as airport authorities, domestic and foreign airlines, terminal operators who manage a terminal on behalf of local governments, the Centers for Disease Control and Prevention, and law enforcement agencies, among others. For example, at John F. Kennedy International Airport (JFK) in New York, which has five international arrivals terminals, three terminals are managed by individual airlines, one terminal is managed by a terminal operator, and one terminal is operated by an association of four airlines that use the terminal. The entity that manages the airport or international arrivals terminal(s) maintains the facility and must work with CBP to meet its standards for airport design and operation laid out in CBP’s Airport Technical Design Standard, and meet all other federal regulations. While CBP maintains control over most aspects of the FIS area, it relies on the managing entity for infrastructure changes, retractable belts and stanchions used to help queue passengers for inspection, and most signage in the FIS area, among other items.

Model Ports Program

In January 2006, the Department of State (State) and DHS established a joint effort to help streamline the international arrivals process and facilitate travel for legitimate travelers. In 2007, CBP launched the pilot Model Ports program at George Bush Intercontinental Airport (IAH) and Washington Dulles International Airport (IAD). Following this effort, the program was formalized under the Implementing Recommendations of the 9/11 Commission Act of 2007, which mandated that the Secretary of

Homeland Security establish a model ports of entry program for the purpose of providing a more efficient and welcoming international arrivals process in order to facilitate and promote business and tourism travel to the United States, while also improving security.²³ This act required CBP to include program elements that would enhance queue management in the FIS area leading to primary inspection, assist foreign travelers once they have been admitted, and offer instructional videos in English and other languages, as deemed appropriate, in the FIS area to explain the inspection process and feature welcome videos.²⁴ In addition, a portion of CBP's fiscal year 2008 appropriation was made available for the agency to implement the program at the 20 U.S. airports with the highest number of annual foreign visitors as of 2007 and hire 200 additional officers for the 20 busiest U.S. international airports.²⁵

In 2008, CBP expanded the Model Ports program to an additional 18 airports. According to OFO officials, OFO designed the program to welcome travelers to the United States and streamline the international arrivals process by improving training, signage, and using technology to facilitate entry. OFO collaborated with other DHS components, interagency government partners, and private and public stakeholders to develop and implement solutions that would facilitate travelers. The goals of the Model Ports program were to (1) ensure that passengers entering the United States were welcomed by CBP officers who treat them with respect and understanding; (2) provide the right information to help travelers, at the right time and in a hospitable manner; (3) create a calm, pleasant waiting area; and (4) streamline the customs process. During the Model Ports program, CBP sought to provide international travelers with more helpful information on what to expect, how to request help, and where to submit their comments or concerns.

Among other things, the Model Ports program implemented a customer service professionalism program; improved wait time monitoring and reporting; improved diplomatic arrival processes and dedicated diplomatic processing lanes; formalized CBP's coordination with stakeholders

²³See Pub. L. No. 110-53, tit. VII, subtit. C, § 725, 121 Stat. at 350-51 (classified at 8 U.S.C. § 1752a). The program was to be initially implemented at the 20 U.S. international airports that had the highest number of annual arrivals from abroad as of August 3, 2007. See id. § 1752a(a)(2).

²⁴See id. § 1752a(b).

²⁵153 Cong. Rec. at H16081.

regularly to discuss shared responsibilities; set goals and monitored progress; implemented audio and video technology in the queuing area of passport control; and developed new signage. CBP worked to enhance its queue management techniques and began to implement other traveler facilitation programs and technologies, which are discussed later in this report. In its final report to Congress on the Model Ports program in 2010, CBP highlighted program accomplishments, including employee training, recognizing employee exemplary performance, disseminating entry requirements to international travelers via CBP's website, and developing the Airport Wait Time Console to allow CBP management to review and analyze data on arriving international flights and wait times, among other accomplishments. While the program ended in 2010, OFO continued to implement the elements of the program as standard practices across all U.S. international airports.

The National Travel and Tourism Strategy

In 2012, the President announced the National Travel and Tourism Strategy for expanding travel to and within the United States. This strategy established a goal of attracting 100 million international visitors to the United States annually by 2021 to generate an estimated \$250 billion on an annual basis. The strategy included instructions for federal agencies the strategy identified as taking part in the travel and tourism industry, including instructions for monitoring and evaluating results by, among other things, developing key performance metrics and accountability measures to evaluate progress on goals and identifying issues needing corrective action.²⁶ In May 2014, the President issued a Presidential Memorandum directing the Secretaries of Commerce and Homeland Security to establish a national goal and develop airport-specific action plans to enhance the arrivals process for international travelers to the United States. In February 2015, Commerce and DHS released a report to the President that defined a national goal to “provide a best-in-class international arrivals experience, as compared to global competitors, to an ever-increasing number of international visitors while maintaining the highest standards of national security.” Commerce and DHS developed this goal through consultation with leaders from the

²⁶The strategy identified the following lead federal agencies: Army Corps of Engineers, Commerce, Department of Agriculture, Department of Interior, Department of Labor, Department of Transportation, DHS, National Oceanic and Atmospheric Administration, Office of the U.S. Trade Representative, Small Business Administration, and State.

airline industry, airport authorities, state and local governments, and other customer service industry leaders.²⁷

CBP and Commerce worked to establish the metrics and processes necessary to support ongoing improvement directed in the President's strategy. For example, CBP worked with airports, airlines, and industry associations to develop airport-specific action plans for the 17 busiest U.S. international airports that included steps to drive innovation and increase security while streamlining the entry process. As shown in figure 2, these 17 airports include all Model Ports program airports except McCarran International Airport (LAS) in Las Vegas; Orlando Sanford International Airport (SFB) in Sanford, Florida; and San Juan-Luis Munoz Marin International Airport (SJU) in Puerto Rico; and accounted for over 73 percent of all international travelers to the United States in 2014.²⁸ CBP updates the action plans and reports on performance metrics quarterly and makes these updates available on its public website.²⁹ For these airports, CBP publishes metrics, such as average monthly travel volume and wait times, through terminal-level informational "dashboards." In addition, Commerce and DHS established a new interagency task force, co-chaired by the Deputy Secretaries of Homeland Security and Commerce, to engage with industry stakeholders to identify the key factors that drive a traveler's perception of the international arrivals

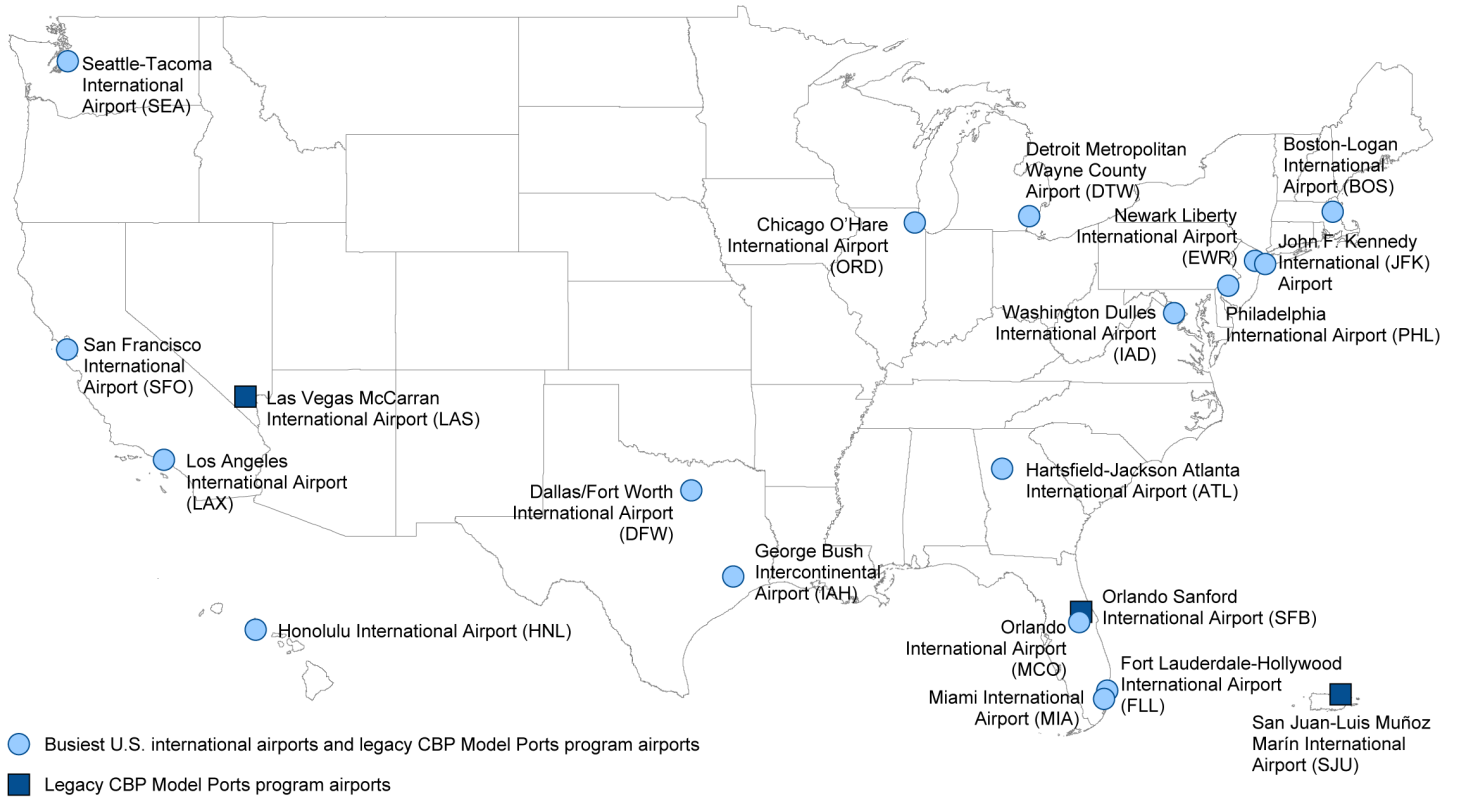
²⁷Department of Commerce and Department of Homeland Security, *Supporting Travel and Tourism to Grow Our Economy and Create More Jobs: A National Goal on the International Arrivals Process and Airport-Specific Action Plans, Report to the President* (Washington, D.C.: February 2015).

²⁸Of the 17 busiest U.S. international airports, some airports are designated by law as international airports, while others are designated as landing rights airports. An "international airport" is any airport designated as a port of entry for (1) aircraft and merchandise thereon, arriving in the United States from outside the country; (2) foreign nationals arriving on such aircraft; and (3) quarantine inspection. A "landing rights airport" is any airport, other than an international or user fee airport, at which flights from a foreign area are given permission to land by CBP. See 19 C.F.R. §§ 122.1, 122.11-.15; 8 C.F.R. §§ 234.1, 234.4. Aircraft arriving at international airports must, among other things, submit an electronic manifest and notice of arrival to CBP prior to landing (19 C.F.R. §§ 122.22, 122.31, 122.48-.49c; 8 C.F.R. § 234.2), while aircraft arriving at landing rights airports must request permission to land from the CBP Port Director or his or her representative in addition to submitting an electronic manifest and notice of intended arrival (19 C.F.R. §§ 122.1(f), 122.14; 8 C.F.R. § 234.1(c)). For both international and landing rights airports, CBP has the authority to designate its operating hours for inspection services.

²⁹CBP's travel and tourism website is available at <https://www.cbp.gov/travel/travel-tourism> (accessed Dec. 21, 2016).

experience and decision to travel to the United States, among other things.

Figure 2: Map of the 17 Busiest U.S. International Airports and Legacy U.S. Customs and Border Protection (CBP) Model Ports Program Airports in the United States



Source: GAO analysis of CBP information; MapInfo (map). | GAO-17-470

CBP Has Collaborated with Stakeholders to Facilitate Traveler Entry and Implementation of Travel Initiatives Varies by Airport

CBP and Stakeholders Jointly Implement Travel and Tourism Facilitation Initiatives at U.S. International Airports

CBP and airport and airline stakeholders jointly implement a number of travel and tourism facilitation initiatives at U.S. international airports. In general, to implement these initiatives, CBP develops the requirements or standards for initiatives, approves the implementation, determines which travelers are eligible to use them, and transmits traveler data to its systems that it uses to conduct inspections.

Figure 3 provides a description of CBP airport travel and tourism facilitation initiatives being implemented by CBP and stakeholders at U.S. international airports as of the end of fiscal year 2016, including initiatives begun under the Model Ports program.

Interactive graphic **Figure 3: Description of U.S. Customs and Border Protection (CBP) Travel and Tourism Facilitation Initiatives at U.S. International Airports**

Move mouse over initiative names to see a photo of the initiative. For noninteractive version, see app. II.

Automated Passport Control (APC)

Program that allows eligible travelers to use a self-service kiosk to scan their passport, take a photograph, and answer a series of questions to verify biographic and flight information during the CBP inspections process. The kiosks issue a receipt to travelers, who bring their receipts and their passports to a CBP officer to finalize their inspection.

Baggage first

New process at Federal Inspection Service (FIS) areas in new terminals that allows travelers to claim their checked baggage before completing passport control, eliminating the exit control point. None of the 17 busiest U.S. international airports have implemented baggage first yet.

Diplomatic processing lanes

Designated lanes at passport control for diplomats and foreign dignitaries to expedite the CBP inspections process. These lanes were first established during the Model Ports program.

Electronic signage and multimedia

Television monitors that display signs and multimedia that detail what travelers can expect when they arrive in the FIS area and welcome travelers to the United States, among other messages. CBP initially installed the television monitors at the 20 Model Ports program airports in 2006 and 2007. Since then, CBP and airport stakeholders have continued to provide television monitors.

Enhanced queuing

Process by which travelers queue in serpentine lines and are directed to the next available booth or kiosk by a queue manager, rather than individually selecting a parallel line to complete the CBP inspections process.

Express Connection

Program that facilitates the processing of travelers with closely scheduled connecting flights. Participating airlines identify and direct travelers to specially designated booths at passport control to reduce the number of missed connections.

Global Entry

Program that expedites the inspections process for preapproved, low-risk travelers. Travelers use self-service kiosks to scan their passports or U.S. permanent resident cards, submit their fingerprints, and complete their customs declaration.

International to International baggage program

Pilot program in which airports forward the baggage of travelers en-route to a foreign destination to the departing aircraft so that they do not claim their baggage in the FIS area.

Mobile Passport Control (MPC)

Program in which travelers can use an application on their mobile device to populate and submit their passport information, customs questions, and upload a self-photo prior to entering the FIS area. Travelers scan their mobile device with a CBP officer to complete the inspections process at passport control.

Modified egress

Pilot program that modifies the CBP exit control checkpoint in the FIS area. After being inspected at passport control and retrieving their baggage, travelers can leave the FIS area unless stopped by a CBP officer monitoring the baggage claim area.

One Stop

Process that expedites the movement of international travelers that are either en-route to a foreign destination at an airport that has the International to International baggage program or that have no checked baggage to claim. These travelers use an expedited lane at passport control and a separate exit out of the FIS, allowing them to bypass baggage claim and the exit control point.

Professionalism Service Manager (PSM) program

Focuses on professionalism standards and customer service within CBP and with the public and external stakeholders at each U.S. international airport. Each U.S. international airport has at least one PSM that promotes awareness of CBP's mission and manages and responds to compliments, complaints, and other feedback at the airport.

Reimbursable Services Program fee agreements

Subject to certain criteria, CBP is authorized to enter into reimbursable service agreements to cover costs, including overtime, associated with customs, immigration inspection-related, border security, and agricultural processing services at ports of entry.

Stakeholder meetings

At least monthly meetings with all of CBP's airport stakeholders to discuss shared responsibilities, goal setting, and progress monitoring. CBP's airport stakeholders include airline station managers and airport managers. These meetings began during the Model Ports program and continue today.

Variable Message Signage

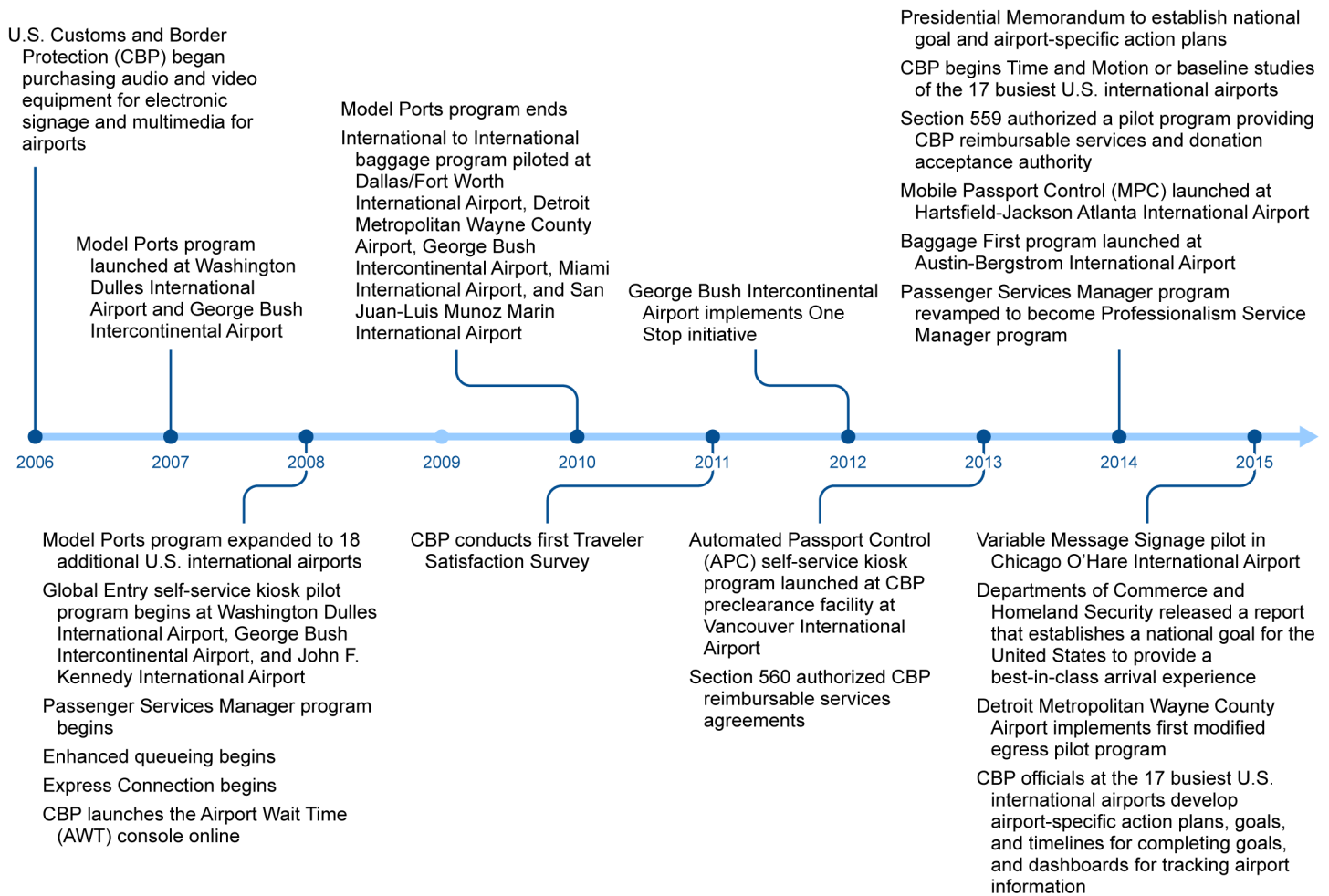
Electronic monitors that provide wayfinding direction and additional information to assist travelers in determining how to proceed through the FIS area.

Source: GAO analysis of CBP information; GAO, CBP, Chicago Department of Aviation (photos). | GAO-17-470

Stakeholders, such as airport and terminal operators, choose which initiatives to implement and pay for most of the initiatives and associated infrastructure and maintenance costs. For example, CBP provides the technical and business requirements for Automated Passport Control (APC) kiosks, including requiring stakeholders to coordinate with CBP, specifying that they are to communicate and receive secure messages, and requiring that they meet language requirements, among others. In turn, stakeholders are responsible for any remodeling of the FIS facility, purchasing the kiosks, maintaining the kiosks (including replenishing paper), and providing the necessary infrastructure, such as Ethernet cabling and power connection.

As shown in figure 4, CBP and stakeholders have rolled out the implementation of initiatives at U.S. international airports beginning in 2006 through the present.

Figure 4: Timeline of Implementation of Travel and Tourism Facilitation Initiatives from 2006 through 2015



Source: GAO analysis of CBP Office of Field Operations information. | GAO-17-470

Note: Figure reflects when initiatives were first implemented and does not reflect expansion to additional airports.

Various Airport-specific Factors Affect the Implementation of Travel and Tourism Facilitation Initiatives

Various airport-specific factors can affect whether and how airports implement travel and tourism facilitation initiatives. These factors include the size and layout of the FIS facility, the infrastructure needed to support initiatives in the FIS facility, the willingness and ability of the airport stakeholders to pay for initiatives or pay for infrastructure to support them, and stakeholder discretion in how best to implement initiatives.

Some terminals do not have the appropriate infrastructure, size, or layout to support the implementation of initiatives in the FIS facility. For example,

during our site visits we observed APC kiosks located inside the FIS area in some terminals and in sterile corridors at other terminals, based on space constraints. We also observed APC kiosks in different configurations, including single and multiple columns, due to the size and layout of FIS areas and sterile corridors. In addition, according to CBP officials, not all airports have the space available to create a separate exit for travelers who could utilize One Stop, and the current Airport Technical Design Standard, which was established in 2012, does not allow for easy transitions to a baggage first concept. Finally, while MPC remains in the pilot phase and CBP continues to roll it out among U.S. international airports, the initiative requires internet connectivity, meaning the traveler needs either data on their cell phone or wireless internet connection. Some airports have taken steps to provide free wireless internet access to enable MPC to be implemented.³⁰

As previously discussed, airport authorities, airlines, and terminal operators have the option of implementing initiatives at the airport or terminal depending on the airport. According to stakeholders that we spoke with during our site visits, one deciding factor is the willingness and ability of the airport stakeholders to pay for initiatives or infrastructure to support them, except Global Entry which is paid for by CBP user fees.³¹ Some of the initiatives, such as APC kiosks, can be costly because they require infrastructure changes, hardware investment and maintenance, and personnel to support them, while others, such as MPC, are less costly because a third-party provides the mobile phone application and the airport or terminal operator pays for phone scanners and wireless internet access. The airport's status as a destination or a hub airport can also impact stakeholder decisions to invest in these initiatives. A destination airport is an airport where most travelers plan to stay in the region and do not have a connecting flight. A hub airport is an airport where most travelers connect to another airport in the United States or abroad to complete their trip. According to officials that we spoke with during our site visits, stakeholders generally have an incentive to pay for the initiatives at a destination airport so travelers have a welcoming experience and choose to spend time at in-airport retailers, while stakeholders generally have an incentive to pay for the initiatives at hub

³⁰As of the end of fiscal year 2016, MPC had been implemented at 20 airports (including some airports that are not included in the 17 busiest U.S. international airports, such as Denver International Airport).

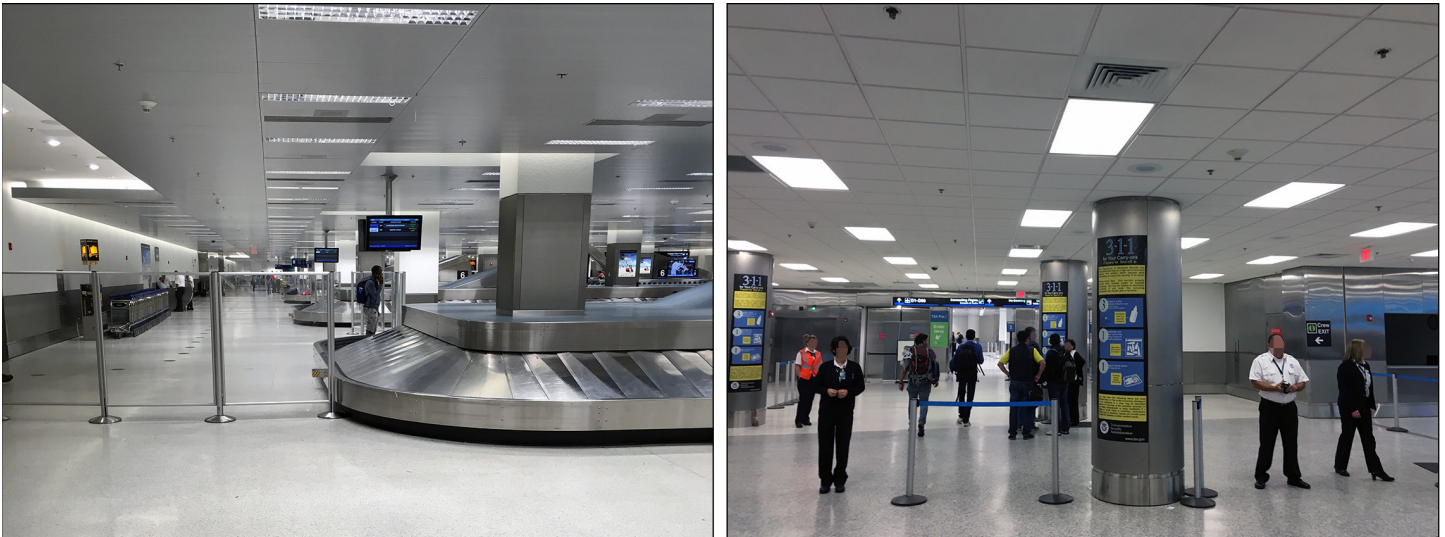
³¹See 8 C.F.R. § 235.12 (Global Entry program).

airports to ensure that travelers make their connecting flights. For example, airlines implement the Express Connection and International to International baggage programs at hub airports to assist travelers in making their connecting flights, which helps with traveler satisfaction and prevents the airlines from incurring rebooking costs.

The implementation of some of the initiatives can also vary by terminal or airport. For some initiatives, implementing partners have more discretion over how they are implemented, which allows stakeholders to implement their own design preferences. For example, Detroit Metropolitan Wayne County Airport (DTW) and Miami International Airport (MIA) are piloting the modified egress initiative differently. In Detroit, which is a one-level FIS facility, travelers exiting the FIS area are slowed by a serpentine flow and CBP officers retrieve the baggage of travelers who are referred to secondary inspection.³² At Miami North Terminal, which is a two-level FIS facility, travelers who are referred to secondary inspection are segregated from cleared travelers by Plexiglas barriers immediately after primary inspection so that they can proceed to retrieve their own baggage from the secure side of the Plexiglas barrier and then self-report at secondary inspection, as shown in figure 5.

³²In a one-level FIS facility, all CBP processing activities occur on one level. On a two-level FIS facility, CBP processing activities are split between two levels. Generally passport control or primary inspection occurs on the top level and baggage claim and exit control occurs on the lower level.

Figure 5: Modified Egress at Miami International Airport (MIA) North Terminal



Source: GAO. | GAO-17-470

Note: The photo on the left shows the Plexiglas barrier in the baggage claim area. The photo on the right shows the U.S. Customs and Border Protection exit area. The North Terminal is also known as Terminal D.

Another initiative that varies across airports and terminals is the use of color-coded signage and queueing, as shown in figure 6.³³ For example, three terminals at John F. Kennedy International Airport (JFK) use color-coded signage, but all use different color schemes to identify different traveler types and technology initiatives, and only one of these terminals also uses color-coded retractable belts to complement the color-coded signage. Similarly, the color scheme at MIA North Terminal, also known as Terminal D, is different than the color scheme at Dallas/Fort Worth International Airport (DFW). Because color-coded signage is not a CBP-led initiative, implementing partners have more flexibility to implement this initiative how they prefer.

³³Other than official CBP signage, the airport authority or terminal operator is responsible for providing all signage and stanchions or retractable belts in the FIS.

Figure 6: Color-coded Signage at Miami International Airport (MIA) North Terminal and Dallas/Fort Worth International Airport (DFW)



Source: GAO. | GAO-17-470

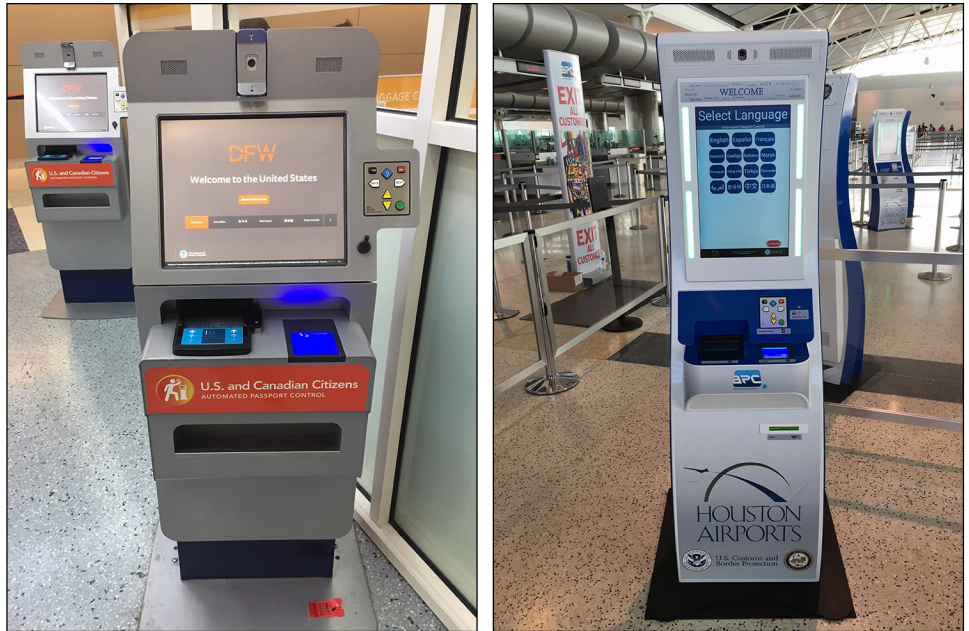
Note: MIA North Terminal, also known as Terminal D is shown on the left. DFW is shown on the right.

Another example of variation across airports is the different versions of the APC kiosks that vary depending on the vendor that the airport chooses and in which phase the airport implemented the kiosks, as shown in figure 7. In addition to private vendors, airport authorities such as Dallas/Fort Worth International Airport (DFW) and George Bush Intercontinental Airport (IAH) have developed their own APC kiosks to generate revenue.³⁴ CBP has rolled out the APC program in four phases of eligible users, to include: (1) U.S. citizens, (2) Canadian citizens, (3) U.S. Lawful Permanent Residents, and (4) B1/B2 visa holders.³⁵ As a result, APC is at phase four in some airports, while in phase one, two, or three at other airports.

³⁴Regardless of the vendor, all APC kiosks must follow CBP’s APC technical and business design standards, discussed above.

³⁵B visitor visas are for persons who seek to enter the United States temporarily under nonimmigrant categories for business (visa category B-1) or pleasure (visa category B-2). B-1/B-2 visa recipients are initially admitted to the United States for not more than 1 year and may be authorized by DHS to extend their stay in increments of up to 6 months each. See 8 U.S.C. § 1101(a)(15)(B); 8 C.F.R. § 214.2(b).

Figure 7: Automated Passport Control (APC) Kiosks at Dallas/Fort Worth International Airport (DFW) and George Bush Intercontinental Airport (IAH)



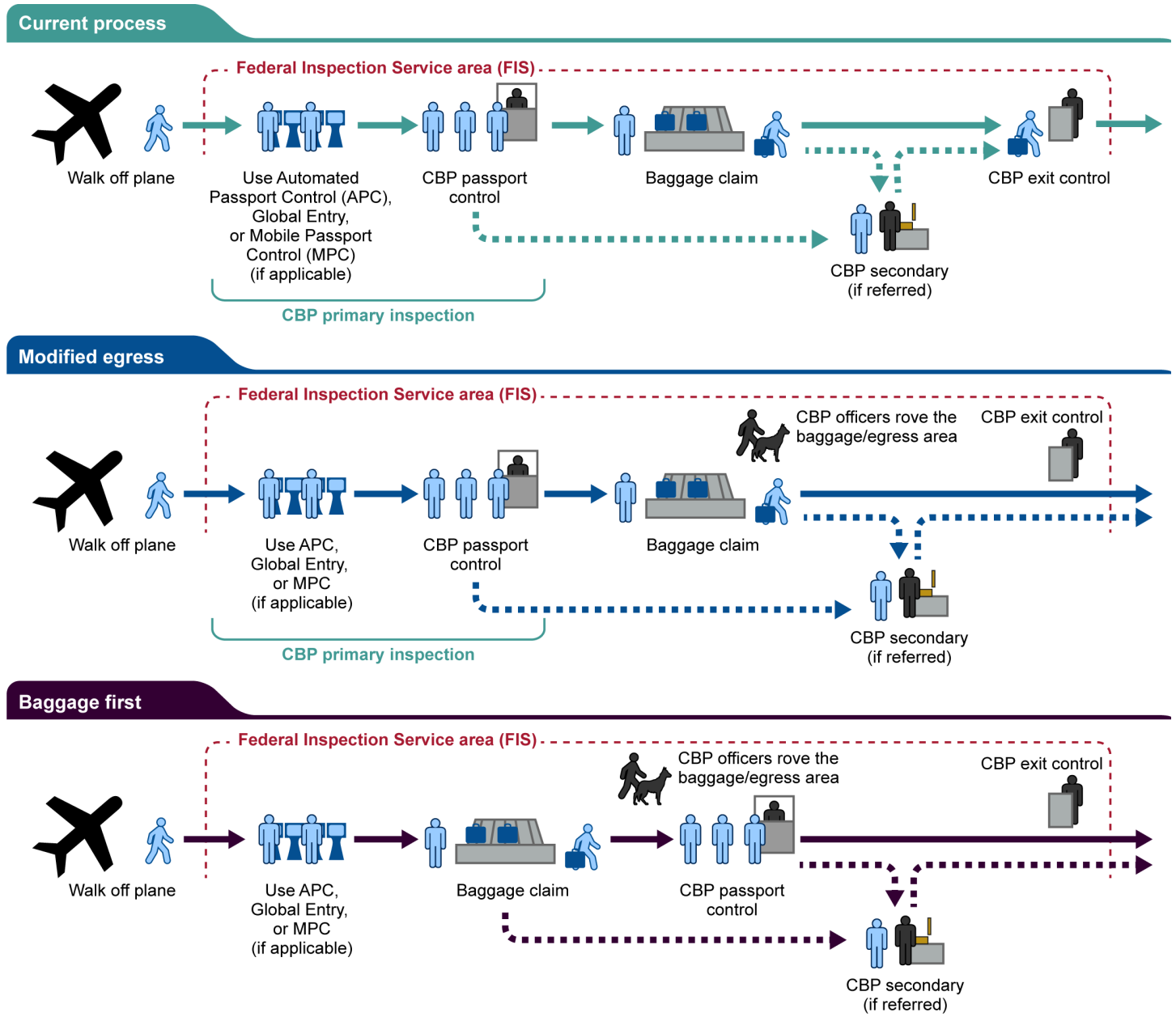
Source: GAO. | GAO-17-470

Note: The photo on the left was taken at DFW. The photo of the right was taken at IAH.

In addition, according to OFO officials, CBP plans to update its Airport Technical Design Standard to include, among other things, a baggage first concept for all new airport facilities built in the future. As previously discussed, this process allows travelers to claim their checked baggage before completing passport control, modifying the CBP exit control checkpoint. New facilities at smaller airports, Austin-Bergstrom International Airport (AUS) and Houston Hobby International Airport (HOU), have incorporated this process into the design. However, this update to the Airport Technical Design Standard would not have an impact on existing facilities, and due to infrastructure constraints and current FIS area configurations with baggage carousels located between passport control and exit control, the baggage first concept is not possible for many existing facilities. The modified egress pilot program is more flexible than the baggage first concept in that it does not require significant infrastructure modifications, such as moving the baggage carousels before passport control. CBP launched its modified egress pilot program for existing facilities to streamline the inspection process, which as previously discussed, modifies the CBP exit control checkpoint in the FIS area. Five terminals at the 17 busiest U.S. international airports have

piloted modified egress, and their implementation varies based on their specific infrastructure constraints. Figure 8 below shows the evolution of the CBP air traveler inspection process from the current process to modified egress to baggage first.

Figure 8: Evolution of U.S. Customs and Border Protection (CBP) Air Traveler Inspection Process



Source: GAO analysis of CBP information; Art Explosion (clip art). | GAO-17-470

Table 1 includes these additional stakeholder initiatives, such as color-coded queuing and signage and expected wait time monitors in the FIS,

and provides information on the prevalence of airport travel and tourism facilitation initiatives at the 31 terminals in the 17 busiest U.S. international airports. As of the end of fiscal year 2016, the 31 terminals at the 17 busiest U.S. international airports had a total of 1,014 APC kiosks and 408 Global Entry kiosks to help facilitate CBP processing of travelers for primary inspection, based on CBP data.

Table 1: Airport Travel and Tourism Facilitation Initiatives at the 31 Terminals in the 17 Busiest U.S. International Airports as of the End of Fiscal Year 2016^a

Initiative	Number of International Terminals or Airports
Automated Passport Control (APC)	29 terminals
Baggage first	0 terminals ^b
Color-coded queuing and signage ^c	12 terminals
Dedicated crew lanes ^c	29 terminals
Dedicated diplomatic processing lanes	30 terminals
Electronic signage and multimedia	31 terminals
Express Connection	21 terminals
Enhanced queuing	24 terminals
Global Entry	31 terminals
International to International baggage program	10 terminals
Mobile Passport Control (MPC)	24 terminals
Modified egress	5 terminals ^d
One Stop	8 terminals
Professionalism Service Manager (PSM)	17 airports
Expected wait time monitor in passport control area ^c	1 terminal ^e
Expected wait time monitor in exit control ^c	1 terminal
Reimbursable services program fee agreement (Section 559)	8 airports
Reimbursable services program fee agreement (Section 560)	3 airports
Stakeholder meetings	17 airports
Variable Message Signage	10 terminals

Source: GAO analysis of U.S. Customs and Border Protection (CBP) data. | GAO-17-470

^aAccording to CBP, the 17 busiest U.S. international airports are (1) Hartsfield-Jackson Atlanta International Airport (ATL); (2) Boston-Logan International Airport (BOS); (3) Dallas/Fort Worth International Airport (DFW); (4) Detroit Metropolitan Wayne County Airport (DTW); (5) Newark Liberty International Airport (EWR); (6) Fort Lauderdale-Hollywood International Airport (FLL); (7) Honolulu International Airport (HNL); (8) Washington Dulles International Airport (IAD); (9) George Bush Intercontinental Airport (IAH); (10) John F. Kennedy International Airport (JFK); (11) Los Angeles International Airport (LAX); (12) Orlando International Airport (MCO); (13) Miami International Airport (MIA); (14) Chicago O'Hare International Airport (ORD); (15) Philadelphia International Airport (PHL); (16) Seattle-Tacoma International Airport (SEA); and (17) San Francisco International Airport (SFO). In most cases, the information in the table is provided by number of terminals rather than by number

of airports because some airports have more than one international arrivals terminal and may have separate terminal operators responsible for infrastructure and other investments.

^bAccording to CBP officials, baggage first is not possible for many existing facilities due to infrastructure constraints and current FIS area configurations with baggage carousels located between passport control and exit control. Fort Lauderdale-Hollywood International Airport (FLL) and Seattle-Tacoma International Airport (SEA) plan to implement it at new FIS facilities in 2018 and 2019 respectively, according to CBP officials.

^cDenotes the initiative is an airport-driven initiative and not an official CBP initiative.

^dAccording to CBP officials, CBP is piloting modified egress at select airports because it is in the process of evaluating the impact, if any, on enforcement actions. Dallas/Fort Worth International Airport (DFW) plans to pilot modified egress in 2017.

^eAccording to officials from John F. Kennedy International Airport (JFK) Terminal 4's operator, the terminal operator, a nongovernmental entity, paid for the expected wait time monitoring system to collect wait time data during the entire arrivals process. According to CBP officials, CBP allowed it to display monitors that provide expected wait times for passport control to international travelers.

See appendix III for additional information about the implementation of initiatives at international arrivals terminals at the 17 busiest U.S. international airports.

CBP Has Implemented Mechanisms to Assess and Obtain Feedback on the Traveler Experience

OFO has developed two internal airport travel facilitation goals: (1) improving customer service levels for international arrivals and (2) maintaining or reducing wait times. According to CBP, it evaluates progress towards its goal of improving customer service levels for international arrivals through its traveler satisfaction surveys and stakeholder feedback on how CBP can improve the parts of the arrivals process that are under CBP's control, its dashboards for the 17 busiest U.S. international airports, online comment cards inputted into CBP's Complaint/Compliment Management System, and input from stakeholders. CBP's most recent traveler satisfaction survey in 2016 suggested there was an association between reported wait times and traveler satisfaction, and the percentage of survey respondents who felt their process time was short or reasonable was 96 percent. In addition, the 2016 survey report suggested that there was an association between perceptions of officer professionalism and traveler satisfaction, and the percentage of survey respondents who felt satisfied with CBP officers was 96 percent. Further, each airport's PSM receives and is to review comments from the Complaint/Compliment Management System and work with CBP officials at headquarters and his or her airport to address comments and complaints. Additionally, PSMs can address traveler complaints and compliments in person on the scene of an incident that has occurred during the CBP inspection process, or through telephone or email after the traveler has left the airport.

OFO measures progress towards its goal of maintaining or reducing wait times, as we discuss later in this report, by monitoring wait times, holding monthly meetings, and conducting studies, among other things.³⁶ OFO officials said that they have met its goal to maintain or reduce wait times based on OFO's analysis of wait time data that OFO said shows that its wait times decreased more than three percent in 2015 despite a five percent increase in traveler volume. In addition, officials said that OFO's analysis of wait time data shows that international arrivals increased by six percent in fiscal year 2016 but wait times were about the same as in 2015. CBP attributes meeting its wait time goal to the implementation of technology initiatives such as APC kiosks which expedite passport control for eligible travelers.

CBP Allocates and Manages Staff Using Various Tools and Stakeholders Provide Resources to Help Facilitate the Traveler Entry Process

CBP Uses the Workload Staffing Model to Allocate Staff to POEs

According to CBP headquarters officials, the agency uses the Workload Staffing Model (WSM) to help determine staffing requirements and make allocation decisions for CBP officers at POEs, including airports. As part of its Resource Optimization Strategy, the WSM is an analytical, data-driven staffing tool designed to inform CBP officer allocation decisions

³⁶According to CBP officials, while CBP has a goal of maintaining or reducing wait times, the agency does not have a specific wait time goal because it could impair CBP's primary security and safety functions.

regarding current and future officer staffing at POEs.³⁷ CBP conducts WSM calculations annually and publishes its CBP-wide calculation for all of its POEs in its annual reports to Congress.³⁸ CBP officials at headquarters conduct the calculations for each POE within a field office and provide this information to the field office annually when it allocates new officers. The port director has discretion to determine how to allocate officers among his or her ports within the POE. Headquarters officials do not direct port directors on how to manage staffing allocations to the ports.

In determining staffing needs at the POEs, the WSM takes into account the frequency of all key CBP officer activities; the processing time to complete each activity; available hours per officer; port-specific factors required to ensure coverage; and future requirements related to new facilities, technologies, or service requirements.³⁹ The estimated process time for each POE accounts for different risk factors among the POE, the additional workload created when officers send a traveler to secondary inspection, and the impact of travel facilitation initiatives, such as APC and MPC on processing time. Officials who conduct the calculations must also manually enter data to ensure coverage of exit control at airports, for which CBP does not track process time or wait time.

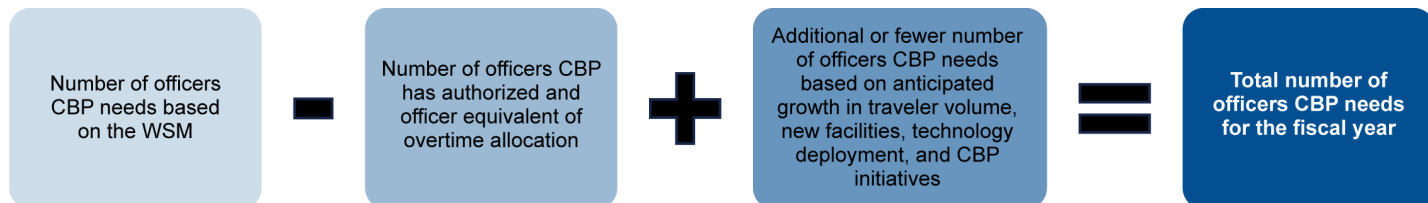
³⁷CBP's Resource Optimization Strategy has three prongs, which include the WSM; business transformation initiatives, which save CBP workload resources (such as APC kiosks, which conduct administrative tasks so that officers can focus on security); and alternative sources of funding, such as Reimbursable Services Program fee agreements which are discussed later in this report. CBP developed the WSM in 2006 and continues to enhance it each year, according to CBP officials. CBP developed its Resource Optimization Strategy in response to conference and committee reports accompanying the Department of Homeland Security Appropriations Act, 2012 (Pub. L. No. 112-74, div. D, 125 Stat. 786, 943-85 (2011)), which directed CBP to report on its allocation of CBP officers, and update its POE staffing model. See Conference Report, H.R. Rep. No. 112-331, at 958 (Dec. 15, 2011); H.R. Rep. No. 112-91, at 28 (May 26, 2011); S. Rep. No. 112-74, at 31 (Sept. 7, 2011).

³⁸Department of Homeland Security, U.S. Customs and Border Protection, *Resource Optimization at Ports of Entry: Fiscal Year 2015 Report to Congress* (Washington, D.C.: May 13, 2015).

³⁹According to OFO officials who manage the WSM, key CBP officer activities include functions outside of traveler processing, such as cargo, mail, and enforcement operations. CBP uses data it collects over the course of a year from its Enterprise Management Information System to inform its WSM calculations. CBP estimates that the total number of available hours per CBP officer each year is 1,182 hours, which excludes time for training, annual leave, sick leave, and holidays.

In addition, CBP officials at headquarters add on allocation of core overtime (which is discussed later in this section), projected officers needed for new facilities, and changes to account for growth in traveler volume and use of business transformation initiatives such as APC. For example, when a new FIS facility is built, the field office develops an estimate of projected workload to give to CBP headquarters. These add-on calculations can increase or decrease the total number of officers needed based on the WSM calculation. For example, an airport that is opening a new terminal in the next year may need additional officers as a result of the add-on calculation, but an airport that implemented APC kiosks in the previous year may need fewer officers as a result of the add-on calculation. While these additional factors are not included in the WSM calculation, officials at headquarters have developed a methodology to provide an estimate of additional or fewer officers needed at the POE based on prior experience. This is added to the WSM calculation. Figure 9 describes these calculations.

Figure 9: Description of How U.S. Customs and Border Protection (CBP) Uses its Workload Staffing Model (WSM) and Other Calculations to Determine Staffing Needs



Source: GAO analysis of CBP information. | GAO-17-470

In 2014, the DHS Office of Inspector General conducted a review of the reliability of the WSM in determining the number of CBP officers needed to fulfill CBP mission requirements.⁴⁰ The DHS Office of Inspector General found that the WSM had a sound methodology to determine its officer staffing needs and to identify staffing shortages, but made

⁴⁰Department of Homeland Security, Office of Inspector General, *U.S. Customs and Border Protection's Workload Staffing Model*, OIG-14-117 (Washington, D.C.: July 24, 2014).

recommendations to strengthen the internal controls over the model.⁴¹ CBP concurred with the recommendations and plans to complete steps to implement them by December 2016.

According to CBP's Assistant Commissioner for Human Resources Management, staffing is one of the most prominent challenges facing the agency. CBP needs an additional 2,107 officers for fiscal year 2017 across all POEs, according to CBP's Deputy Assistant Commissioner. While a portion of CBP's fiscal year 2014 appropriation was made available for hiring at least 2,000 new CBP officers to help address staffing needs, the agency has been able to hire and onboard a net increase of 1,135 officers due to attrition and hiring challenges, according to CBP officials.⁴² According to CBP officials, these challenges include competition from other federal and state law enforcement agencies and a lengthy hiring and onboarding process that includes polygraph tests and several months of training. CBP is studying these hiring challenges and taking steps to address them. For example, according to CBP's Assistant Commissioner for Human Resources Management, CBP has begun initiatives aimed at decreasing the amount of time it takes for an applicant to complete the hiring process, increased the number of recruiting events, and coordinated with the Department of Defense to recruit qualified veterans and individuals separating from military service.

CBP Uses Tools, Overtime, and Other Strategies to Manage Staff at Airports

As shown in table 2, OFO supervisors at the airports use a variety of tools, overtime, and other strategies to manage staffing daily, weekly, and seasonally at the 17 busiest U.S. international airports.

⁴¹DHS Office of Inspector General recommended that CBP (1) establish written procedures; (2) develop a systematic process to approve changes and additions and periodically evaluate WSM inputs and assumptions; and (3) conduct an independent verification and validation of the automated version of the WSM. We did not conduct an evaluation of the WSM to determine its usefulness or accuracy as an officer staffing allocation tool during this review.

⁴²See Explanatory Statement accompanying Division F—Department of Homeland Security Appropriations Act, 2014 (Pub. L. No. 113-76, div. F, 128 Stat. 5, 247-89), 160 Cong. Rec. H475, H928 (daily ed. Jan. 15, 2014). CBP hired and brought onboard over 2,400 CBP officers during fiscal years 2014, 2015, and 2016, but the net increase of CBP officers is 1,135 due to attrition from separations, retirements, and CBP officers moving to non-officer positions within CBP.

Table 2: Tools Used by U.S. Customs and Border Protection (CBP) to Manage Staff at the 17 Busiest U.S. International Airports

Tool	Description
Automated Scheduling Tool	The tool is an automated system CBP is piloting at the San Diego International Airport (SAN) that schedules and tracks staff for their regular shifts and overtime, and accounts for reimbursable services fees in real-time, among other activities. The tool is also available to officers to check their schedules on the online portal, request time off or schedule leave, update their contact information, and indicate their availability for overtime. According to CBP, it plans to expand the pilot to the Miami International Airport (MIA), Fort Lauderdale-Hollywood International Airport (FLL), San Francisco International Airport (SFO) and the Buffalo, El Paso and San Diego land borders as well as selected sea ports in 2017. CBP also plans to roll it out to all field offices within the next 2 years.
Enterprise Management Information System (EMIS)	Office of Field Operations (OFO) officials at the airports use EMIS daily to manage staffing at airports. EMIS is an electronic CBP system that collects information for each arriving flight at each airport, including the total number of U.S. citizens and visitors on flights, updated information on whether the flight is on-time, delayed, or has arrived, and information on CBP's progress on processing travelers from each flight. ^a OFO supervisors monitor and review the information in EMIS to make immediate staffing changes to meet any traveler volume and wait time concerns at the airport.
Daily staffing rosters	OFO supervisors at the airports use daily staffing rosters to schedule officers for regular shifts and overtime, keep track of where officers are staffed, and identify which officers are available to work. These rosters allow supervisors to move officers from one location to another to meet operational needs.
Overtime	CBP is able to use overtime to supplement available officers at airports to meet operational needs, including staffing during peak travel hours and to complete enforcement actions. Overtime is a condition of employment for all CBP officers. The use of overtime provides supervisors with flexibility because they can schedule officers to work a portion of a shift in 15-minute increments rather than scheduling an officer for an entire shift. According to CBP, the total amount of overtime funding expended at the ports of entry with the 17 busiest U.S. international airports was approximately \$76 million in fiscal year 2013, \$92.6 million in fiscal year 2014, \$105 million in fiscal year 2015, and \$112 million in fiscal year 2016. ^b
Summer staffing plans	CBP headquarters has required each field office to submit a Peak Summer Management Plan to explain how it plans to address the challenges from increased travel volume at airports during the summer. The plans may include changes and enhancements to staffing, overtime usage, leave and training schedules, and stakeholder coordination, among other requirements. Additionally, OFO supervisors at the airports can limit or deny temporary duty, leave, and training during the peak summer travel season.
Temporary duty	Officers may be temporarily detailed to meet operational needs at another port or port of entry. According to OFO officials, most officers on temporary duty are working at the Southwest land border and CBP is not deploying them to airports.

Source: GAO analysis of CBP information. | GAO-17-470

^aOFO officials estimate that EMIS has about a 15 minute lag from real-time.

^bAccording to CBP, the overtime was used for passenger operations, tactical operations, cargo operations, mail operations, and agricultural inspections. According to CBP, fiscal year 2013 expenditures were low due to sequestration.

In addition to these tools, CBP managers at headquarters and in the field must consider several airport-specific factors that affect how they are able to manage staff at airports. For example, if an airport is located in a POE with more than one port, or more than one international terminal, local CBP operations require CBP to split its available staff and staff may spend time traveling between ports or terminals. This can affect the total number of hours an officer is available to process travelers during his or

her shift, which requires managers to plan daily staffing with these periods of time in mind. In addition, to supplement staffing during peak travel hours, managers may assign officers to work overtime or reassign officers where needed.⁴³ For example, Fort Lauderdale-Hollywood International Airport (FLL) shares its CBP officers with the Fort Lauderdale sea port to process cruise ship and other arriving sea traffic. Officers drive between the airport and sea port to meet the peak traveler volumes at both facilities.

Another factor that can affect how OFO supervisors manage staffing at the airports is how often flights from destinations with high-risk profiles arrive at the airport. It takes officers longer to inspect travelers arriving on these flights due to the higher percentage of travelers that CBP refers to secondary inspection and takes adverse actions, such as seizures and arrests. As a result, CBP uses more resources for these flights to facilitate the flow of legitimate travelers.

Stakeholders Provide Various Resources to Facilitate the Traveler Entry Process

Airport and airline stakeholders can pay for CBP officers to work overtime during peak travel hours or outside regular operational hours at the discretion of port leadership.⁴⁴ CBP has reimbursable service agreements under the Reimbursable Services Program at 11 airports, as discussed previously, to cover the costs of certain CBP services, including

⁴³Peak travel hours are defined as the periods of time when the maximum numbers of passengers arrive during the day.

⁴⁴CBP officers officially assigned to perform work in excess of 40 hours per week or 8 hours in a day are to be compensated at 2 times the hourly rate of their basic pay, subject to certain limitations, including a fiscal year cap on aggregate overtime pay. See 19 U.S.C. § 267. For fiscal year 2016, the overtime cap was set at \$35,000. See Consolidated Appropriations Act, 2016, Pub. L. No. 114-113, div. F, tit. II, 129 Stat. 2242, 2495 (2015).

overtime.⁴⁵ CBP has entered into reimbursable services agreements with stakeholders under Section 560 for services at Dallas/Fort Worth International Airport (DFW); George Bush Intercontinental Airport (IAH); and Miami International Airport (MIA).⁴⁶ In addition, CBP has entered into reimbursable services agreements with stakeholders under Section 559 for services at Boston-Logan International Airport (BOS); Fort Lauderdale-Hollywood International Airport (FLL); Honolulu International Airport (HNL); John F. Kennedy International Airport (JFK); Los Angeles International Airport (LAX); Orlando International Airport (MCO); Philadelphia International Airport (PHL); and San Francisco International Airport (SFO).⁴⁷ Table 3 provides a brief description of these agreements at each airport.

⁴⁵CBP may enter into reimbursable service and donation agreements under the Homeland Security Act of 2002, as amended by the Cross-Border Trade Enhancement Act of 2016. See Pub. L. No. 107-296, tit. IV, subtit. G, §§ 481-84, 116 Stat. 2135, as amended by Pub. L. No. 114-279, § 2(a), 130 Stat. 1413 (classified at 6 U.S.C. §§ 301-301c). Prior to the enactment of the Cross-Border Trade Enhancement Act of 2016, CBP entered into such agreements pursuant to section 560 of Division D of the Consolidated and Further Continuing Appropriations Act, 2013, Pub. L. No. 113-6, div. D, tit. V, § 560, 127 Stat. 198, 378-80 (Section 560); and section 559 of Division F of the Consolidated Appropriations Act, 2014, Pub. L. No. 113-76, div. F, tit. V, § 559, 128 Stat. 5, 279-85 (previously classified, as amended, at 6 U.S.C. § 211 note) (Section 559). While sections 560 and 559 were repealed by the Cross-Border Trade Enhancement Act of 2016, neither subtitle G of title 6, U.S. Code, nor section 4 of the Cross-Border Trade Enhancement Act of 2016, affect (1) any agreement entered into pursuant to sections 560 or 559, as in existence on December 15, 2016, and any such agreement shall continue to have full force and effect on and after such date; or (2) a proposal accepted for consideration by CBP pursuant to section 559, as in existence on December 15, 2016. See Pub. L. No. 107-296, tit. IV, subtit. G, § 483, 116 Stat. 2135, as amended by Pub. L. No. 114-279, § 2(a), 130 Stat. 1413 (classified at 6 U.S.C. § 301b).

⁴⁶Prior to repeal, section 560 provided that by December 31, 2013, CBP may enter into no more than 5 reimbursable fee agreements for a period of up to 5 years with requesting persons for the provision of CBP customs and immigration inspection-related services and any other costs incurred by CBP relating to such services. Further provided that such requests may include additional CBP services at existing CBP-serviced facilities (including but not limited to payment for overtime), the provision of CBP services at new facilities, and expanded CBP services at land border facilities.

⁴⁷Prior to repeal, section 559 provided that CBP, in collaboration with the GSA Administrator, is authorized to conduct a pilot program to permit CBP to enter into partnerships with private sector and government entities at ports of entry for customs, agricultural processing, border security, and immigration inspection-related services, and to accept certain donations. Pursuant to section 559, upon the request of a private sector or government entity with which CBP has entered into a partnership, CBP may enter into a reimbursable fee agreement with such entity under which CBP will provide certain services at a port of entry and the entity will pay a fee to reimburse CBP for the costs incurred in providing services.

Table 3: Reimbursable Services Program Fee Agreements at the Busiest U.S. International Airports

Airport/Terminal	Type of Agreement	Partner	Fiscal Year Started	Eligible Services Under Each Agreement^a
Boston-Logan International Airport (BOS)	Sec. 559	Airport Authority	2016	To accommodate traveler volume during peak travel hours, for inclement weather, or other reasons such as reducing wait times or landing flights outside normal operating hours.
Dallas/Fort Worth International Airport (DFW)	Sec. 560	Airport Authority	2014	To accommodate traveler volume during peak travel hours and for inclement weather or other circumstances.
Fort Lauderdale-Hollywood International Airport (FLL)	Sec. 559	Local government	2015	To accommodate traveler volume during peak travel hours, for inclement weather, or other reasons such as reducing wait times or landing flights outside normal operating hours.
Honolulu International Airport (HNL)	Sec. 559	Local government	2016	To accommodate traveler volume during peak travel hours, for inclement weather, or other reasons such as reducing wait times or landing flights outside normal operating hours.
George Bush Intercontinental Airport (IAH)	Sec. 560	Airport Authority	2014	To accommodate traveler volume during peak travel hours and for inclement weather or other circumstances.
John. F. Kennedy International Airport (JFK) -Terminal 7 -Terminal 8	Sec. 559	British Airways American Airlines	2016 2016	To accommodate traveler volume during peak travel hours and for inclement weather or other circumstances.
Los Angeles International Airport (LAX)	Sec. 559	Airport Authority	2015	To accommodate traveler volume during peak travel hours and to extend terminal hours.
Orlando International Airport (MCO)	Sec. 559	Airport Authority	2015	To accommodate traveler volume during peak travel hours.
Miami International Airport (MIA)	Sec. 560	Airport Authority	2014	To accommodate traveler volume during peak travel hours.
Philadelphia International Airport (PHL)	Sec. 559	Airport Authority	2016	To accommodate traveler volume during peak travel hours, for inclement weather, or other reasons such as reducing wait times or landing flights outside normal operating hours.
San Francisco International Airport (SFO)	Sec. 559	Airport Authority	2014	To accommodate traveler volume during peak travel hours, for inclement weather, or other reasons such as reducing wait times or landing flights outside normal operating hours.

Source: GAO analysis of U.S. Customs and Border Protection (CBP) data. | GAO-17-470

^aReflects the original intent of the program at these specific airports. According to CBP officials, the scope of the services stakeholders request from CBP can evolve to meet local needs.

According to CBP, from fiscal years 2014 through 2016, CBP processed nearly 2.7 million travelers at the 11 airports as a result of reimbursable service requests. Additionally, as of July 2016, of the approximately 195,000 reimbursable service hours worked for all POEs, 77 percent were worked at airports. According to OFO officials, reimbursable service

agreements do not have an impact on the allocation of overtime from CBP headquarters to the POEs. Rather, they represent a commitment to provide new or enhanced services and to augment existing services.

Airport and airline stakeholders at airports also provide staffing resources associated with some of the initiatives, such as APC kiosks and MPC and to support the increasing traveler volume. These staffing resources include: (1) ambassadors or assistants that direct travelers to the appropriate queue, assist travelers using APC kiosks, assist travelers with the MPC application, and help travelers to make their connecting flights; (2) interpreters to assist CBP officers process travelers who do not speak English; and (3) technicians that maintain APC kiosks, including replenishing paper and correcting any malfunctions.

Airport and airline representatives at the airports we visited told us that they were already providing some of these staff, including airport ambassadors and interpreters, before the implementation of CBP's airport travel and tourism facilitation initiatives so that CBP officers could focus on processing travelers. These officials said, in recent years, they have increased the number of staff they employ in order to facilitate the increase in traveler volume and the implementation of initiatives such as APC kiosks. According to airport and airline representatives at the airports we visited, in recent years CBP has increased its use of public-private partnerships, which has resulted in variation of available overtime services among airports. Some of these stakeholders said they are concerned about their own ability and willingness to provide these resources in the future. CBP officials acknowledged the increase in use of public-private partnerships in recent years, and told us that they are a result of significant increases in traveler volume entering the United States.

CBP Could Take Steps to Improve the Usefulness of Reported Airport Wait Time Data and Is Taking Steps to Collect Additional Data

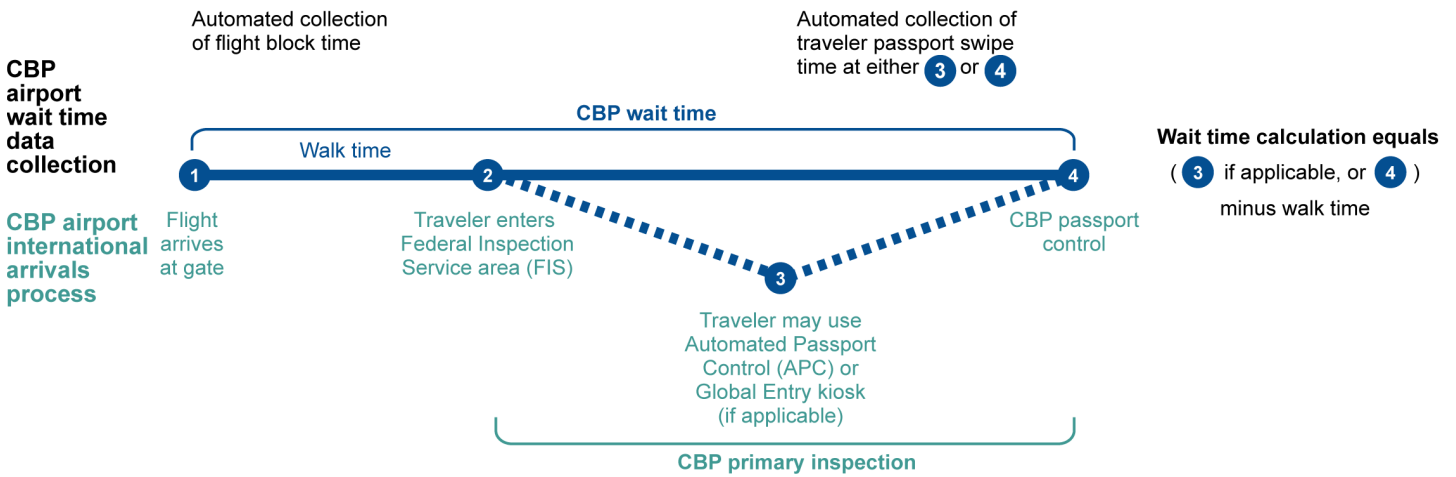
CBP Monitors Airport Wait Times and Takes Actions to Maintain or Reduce Wait Times

According to CBP officials, maintaining or reducing wait times is an important CBP travel facilitation goal. As such, CBP monitors and manages airport wait times. On a daily basis, CBP collects data at airports that it uses to calculate wait times. CBP defines wait time as the time interval between the arrival of the aircraft (the block time) and the swipe of a passport by the traveler at an APC kiosk, Global Entry kiosk, MPC scanner, or by a CBP officer at a passport control booth or podium, minus the walk time to the FIS area.⁴⁸ Walk time is an estimate of the average amount of time it takes an average traveler to walk from the aircraft to the FIS entrance. The walk time is facility-dependent and varies by airport terminal.⁴⁹ CBP electronically collects two data points for wait time calculations: the block time and the passport swipe time. CBP measures wait time for the primary inspection process only. Figure 10 shows the CBP airport wait time calculation process.

⁴⁸Wait times do not include the amount of time that travelers spend being processed or inspected by CBP officers at CBP passport control, secondary inspection (if referred), the time travelers spend waiting for their checked baggage, or CBP exit control. In the case of MPC, travelers swipe their phones, which contain their passport information, at the MPC scanner.

⁴⁹According to CBP, average walk times are reviewed periodically through an automated process that examines flights that arrive at a time when the FIS is empty, i.e., no primary confirmation activity within 30 minutes and no concurrent aircraft arrivals. At Los Angeles International Airport (LAX) and Honolulu International Airport (HNL), walk times are manually adjusted for gate arrival and additional “walk time” when deplaning occurs on the tarmac (LAX) or at remote locations where the passengers need to be bused to locations (HNL), as determined based on reports from the port. The arithmetic mean of block-to-primary times for a sampling of passengers on each flight arriving at an empty FIS are used to calculate, or verify existing, average walk times.

Figure 10: U.S. Customs and Border Protection (CBP) Airport Wait Time Calculation Process



Source: GAO analysis of CBP information. | GAO-17-470

Note: According to CBP, Mobile Passport Control (MPC) users are included in wait time calculations. The wait times for MPC users start at block time (point 1) although they are able to submit their passport control and customs information 4 hours before being processed. In addition, the wait times for MPC users end when the phone is swiped at the MPC scanner. Walk time is an estimate of the average amount of time it takes an average traveler to walk from the aircraft to the FIS entrance.

According to CBP officials and airport and airline representatives, flight arrivals and wait times can vary throughout the course of the day, by day of the week, and by season. In addition, various factors can affect wait times, including traveler volume exceeding FIS capacity; concurrent or overlapping flight arrivals; co-mingling of travelers in the FIS area from earlier flights; the number of high-risk travelers; arrivals of large numbers of visitors; technology issues such as computer network outages and slowdowns and malfunctions in equipment and facilities; unscheduled flight diversions due to inclement weather conditions; the implementation of initiatives (i.e., APC kiosks, Global Entry kiosks, and MPC); CBP officer staffing and airport and airline ambassador staffing; and whether airports provide timely interpretation and wheelchair services to travelers. For example, when traveler volume exceeds FIS capacity, CBP or airport representatives at some airports can hold travelers on the aircraft until space in the FIS becomes available or, if available, CBP or airport or airline representatives can queue travelers in a waiting room in the sterile

corridor before proceeding to the FIS area, such as in Orlando International Airport (MCO).⁵⁰

In addition, concurrent or overlapping flight arrivals or unscheduled flight diversions due to inclement weather conditions could result in co-mingling of travelers in the FIS area from previous flights. Co-mingling of travelers refers to instances when travelers from one flight may queue in line behind travelers from an earlier or later flight, which affects the traveler's individual wait time and can affect the overall wait time for that traveler's flight. Further, the processing of large numbers of visitors may increase wait times because they often cannot use technology initiatives that expedite primary inspection, such as APC and Global Entry kiosks, and take longer to inspect at CBP officer booths than other types of travelers. Moreover, wait times could increase if airport or airline representatives do not provide timely interpretation or wheelchair services to travelers when needed.

CBP has undertaken various efforts to manage, monitor, or reduce airport wait times. On a daily basis, CBP port-level supervisors are able to monitor airport wait times in near-real time using the Airport Wait Time Console, an automated system that provides current, and forecasts future, international flight and traveler arrivals data.⁵¹ Using the console, CBP is able to monitor the wait time at primary inspection for each individual traveler and the combined average wait time for all travelers on a flight. This information helps CBP supervisors identify and respond to unexpected surges and overloaded queues in the FIS areas that can occur due to weather delays, among other reasons. In response to such situations, CBP supervisors may decide to open additional primary inspection booths, shift staff assignments, or use overtime to help manage wait times.⁵²

CBP and stakeholders at all 17 busiest U.S. international airports also conduct at least monthly meetings to discuss airport operations and travel facilitation issues such as options for modernizing facilities, flight

⁵⁰FIS capacity refers to the maximum number of travelers that can be processed at the peak hour of operation.

⁵¹According to CBP, the data in the console is updated every 5 minutes.

⁵²CBP POEs must also report wait times exceeding 60 minutes, but less than 100 minutes, for three consecutive hours, or wait times of 100 minutes or more to the Commissioner's Situation Room in CBP Headquarters.

schedules, use of available staff and technology, and management of wait times. In its monthly airport travel and tourism dashboards for the 17 airports, OFO reports trends in wait times at each terminal and compares wait times among terminals, among other things. According to OFO, it publishes the dashboards, in part, to provide transparency and help facilitate discussion with airport stakeholders at monthly meetings.

OFO also monitors wait times at the headquarters level through its Planning, Program Analysis, and Evaluation Directorate to identify patterns or trends of increasing or excessive wait times. At times, OFO has sent Operational Review Teams, also referred to as “jump teams,” to airports with long wait times, including Boston-Logan International Airport (BOS), Honolulu International Airport (HNL), and San Francisco International Airport (SFO), to review operations and make recommendations to help reduce wait times. For example, in 2015, OFO sent a team to review wait times, staffing, and overtime at Honolulu International Airport (HNL). The team identified contributing factors impacting wait times, including the lack of APC kiosks which delayed processing during peak arrival periods, and made recommendations to CBP and HNL stakeholders. In February 2016, HNL implemented 32 APC kiosks. In May 2016, the CBP acting port director for the Port of Honolulu said that he had seen a significant reduction in average wait times, excessive wait times, and gate holds at HNL. According to our analysis of CBP airport wait time data, wait times decreased an average of 5 minutes for U.S. citizens and 12 minutes for visitors in the first 3 months after the implementation of APC kiosks at HNL. Similarly, after Operational Review Teams visited BOS and SFO, wait times decreased despite an increase in traveler volume, according to our analysis of CBP airport wait time data.

In response to the National Travel and Tourism Strategy, OFO also contracted with a private company to conduct Time and Motion studies and full operational analyses of operations at the 17 busiest U.S. international airports in 2014 and 2015. The studies encompassed all elements involved in the inspection of travelers (processes, infrastructure, technology, signage, etc.) from the time travelers disembark the aircraft until they exit the FIS. In these studies, the private company provided recommendations to each airport for how CBP, the airport, and the airlines could improve processes and reduce wait times. According to OFO officials, CBP and stakeholders generally reviewed and implemented the recommendations at airports. For example, the study of the Miami International Airport (MIA) North Terminal in September 2014 identified operational issues, including congestion in the FIS and egress

areas. To reduce congestion, MIA re-positioned APC kiosks from the FIS area to the sterile corridor and CBP implemented modified egress.

According to CBP officials, the agency is also continuing to develop its new Border Facilities Analytic Modeling and Simulation tool to help airport stakeholders design and implement initiatives for new and existing airport facilities. The tool allows OFO to run model scenarios to conduct “what-if” simulations, assess potential initiatives for impacts to operations, and evaluate benefits of policy, process, and facility changes post-implementation, among other purposes. For the air entry environment, users can enter various inputs on traveler type, volume, and the flow process and obtain and visualize customizable outputs, such as flight processing times and traveler wait times. As of October 2016, OFO has used the tool to help inform the design of the new baggage first terminals in Fort Lauderdale-Hollywood International Airport (FLL) and Seattle-Tacoma International Airport (SEA). According to CBP officials, in the future CBP may use the tool to help determine the initiatives that would need to be implemented at airports to maintain or reduce wait times.

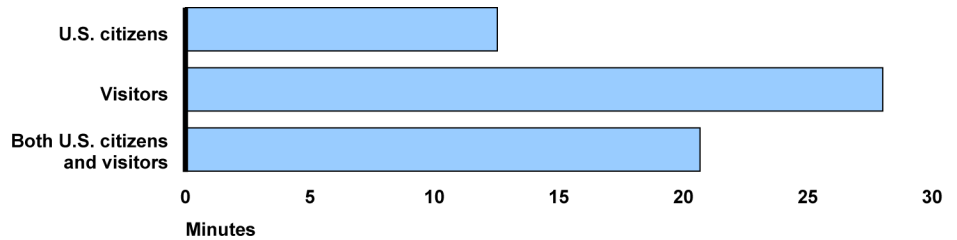
CBP Reports Airport Wait Time Data but Could Take Steps to Improve the Usefulness of Reported Data

CBP reports its airport wait time data on its public website to help travelers plan flights, including scheduling connecting flights, but the data has limited usefulness to travelers.⁵³ Currently, CBP does not report wait times by traveler type, such as U.S. citizen or foreign visitor.⁵⁴ Rather, CBP reports average hourly wait times for all travelers on arriving international flights to clear passport control. By reporting airport wait times for all categories of travelers combined, CBP is reporting wait times that are lower than those generally experienced by visitors. As shown in figure 11, according to our analysis of CBP wait time data for the 17 busiest U.S. international airports from May 2013 through August 2016, the average wait time was 13 minutes for U.S. citizens and 28 minutes for visitors, while the reported combined average wait time was 21 minutes.

⁵³CBP’s airport wait times website is available at <http://awt.cbp.gov/> (accessed Feb. 2, 2017).

⁵⁴For the purpose of this report, the terms “foreign visitor” or “visitor” refer to a non-immigrant, international traveler seeking admission to the United States on a temporary basis. See 8 U.S.C. § 1101(a)(15); 8 C.F.R. § 214.1(a)(1)-(2).

Figure 11: Average Wait Times for U.S. Citizens and Visitors at the 17 Busiest U.S. International Airports from May 2013 through August 2016

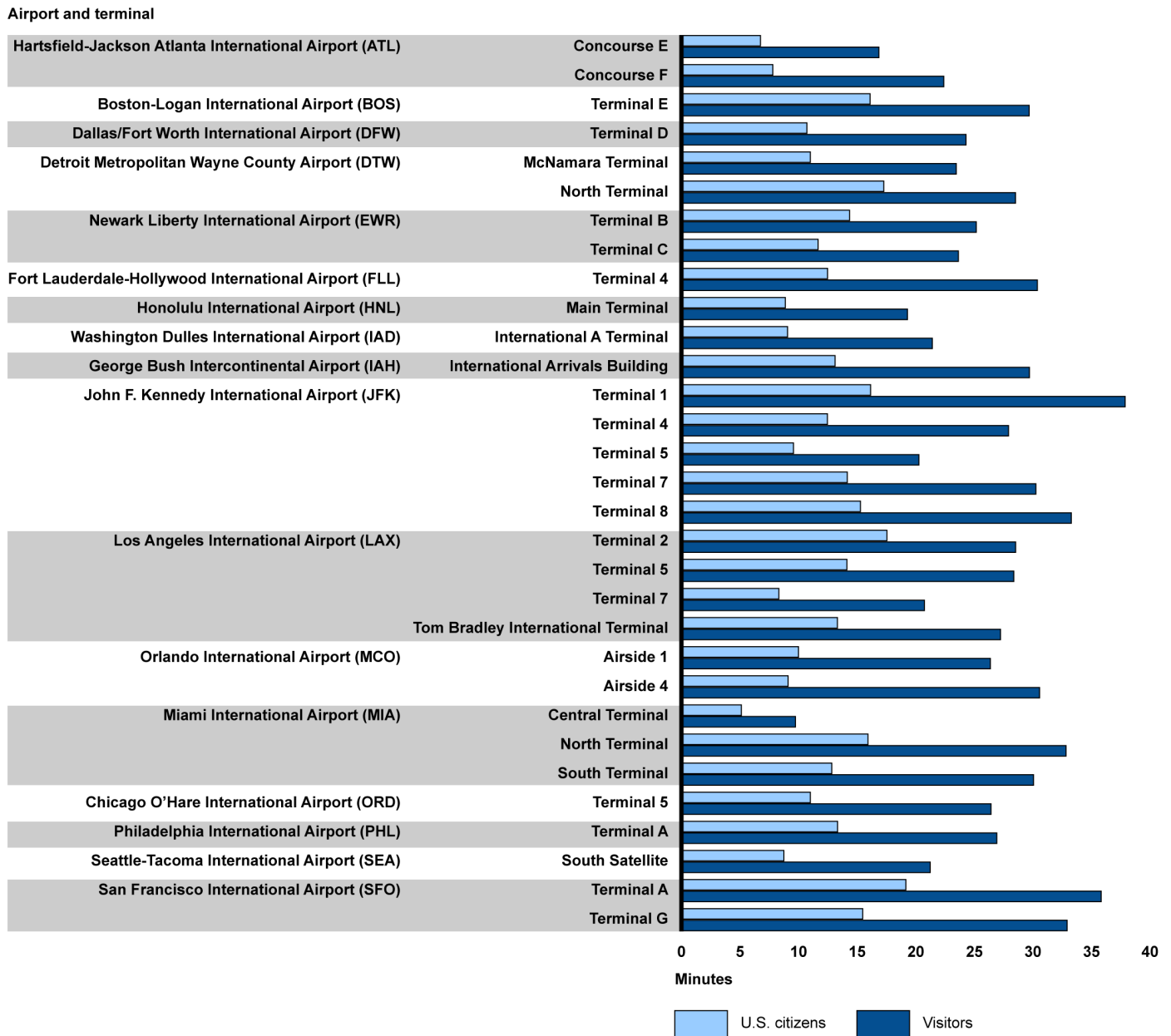


Source: GAO analysis of U.S. Customs and Border Protection airport wait time data. | GAO-17-470

Note: The 17 busiest U.S. international airports are (1) Hartsfield-Jackson Atlanta International Airport (ATL); (2) Boston-Logan International Airport (BOS); (3) Dallas/Fort Worth International Airport (DFW); (4) Detroit Metropolitan Wayne County Airport (DTW); (5) Newark Liberty International Airport (EWR); (6) Fort Lauderdale-Hollywood International Airport (FLL); (7) Honolulu International Airport (HNL); (8) Washington Dulles International Airport (IAD); (9) George Bush Intercontinental Airport (IAH); (10) John F. Kennedy International Airport (JFK); (11) Los Angeles International Airport (LAX); (12) Orlando International Airport (MCO); (13) Miami International Airport (MIA); (14) Chicago O'Hare International Airport (ORD); (15) Philadelphia International Airport (PHL); (16) Seattle-Tacoma International Airport (SEA); and (17) San Francisco International Airport (SFO).

As shown in figure 12, the average wait time for visitors was higher than the average wait time for U.S. citizens at all 17 airports. For example, at John F. Kennedy International Airport (JFK) Terminal 1 from May 2013 through August 2016, the average wait time was 16 minutes for U.S. citizens and 38 minutes for visitors. Wait times are generally higher for visitors than U.S. citizens because CBP officer inspection at passport control can take longer for visitors than for U.S. citizens and they may not be able to use automated technology that expedite the inspection process for travelers.

Figure 12: Average Wait Times for U.S. Citizens and Visitors at the 17 Busiest U.S. International Airports from May 2013 through August 2016

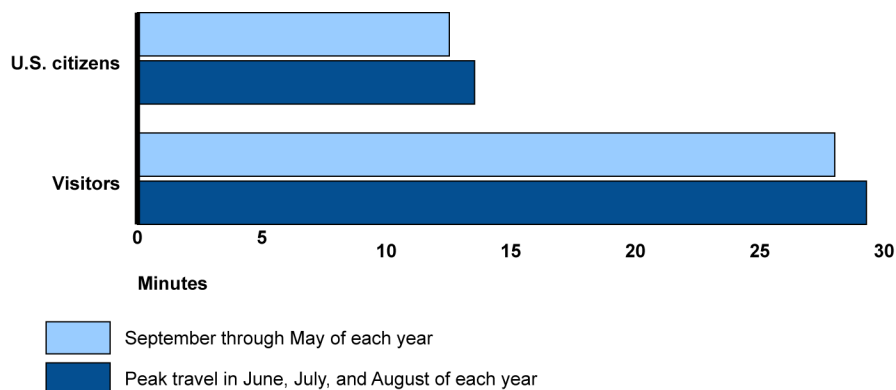


Source: GAO analysis of U.S. Customs and Border Protection airport wait time data. | GAO-17-470

Note: The 17 busiest U.S. international airports are (1) Hartsfield-Jackson Atlanta International Airport (ATL); (2) Boston-Logan International Airport (BOS); (3) Dallas/Fort Worth International Airport (DFW); (4) Detroit Metropolitan Wayne County Airport (DTW); (5) Newark Liberty International Airport (EWR); (6) Fort Lauderdale-Hollywood International Airport (FLL); (7) Honolulu International Airport (HNL); (8) Washington Dulles International Airport (IAD); (9) George Bush Intercontinental Airport (IAH); (10) John F. Kennedy International Airport (JFK); (11) Los Angeles International Airport (LAX); (12) Orlando International Airport (MCO); (13) Miami International Airport (MIA); (14) Chicago O'Hare International Airport (ORD); (15) Philadelphia International Airport (PHL); (16) Seattle-Tacoma International Airport (SEA); and (17) San Francisco International Airport (SFO).

Our analysis of CBP wait time data for the 17 busiest U.S. international airports from May 2013 through August 2016 show similar differences in wait times between U.S. citizens and visitors during both peak and nonpeak travel seasons. As shown in figure 13, the average wait times during the peak summer travel season from June through August each year was 14 minutes for U.S. citizens, while the average wait time was 29 minutes for visitors. Similarly, the average wait time for this same period during the nonpeak travel season between September and May each year was 12 minutes for U.S. citizens and 27 minutes for visitors.

Figure 13: Average Wait Times for U.S. Citizens and Visitors during Nonpeak and Peak Summer Travel Seasons at the 17 Busiest U.S. International Airports from May 2013 through August 2016

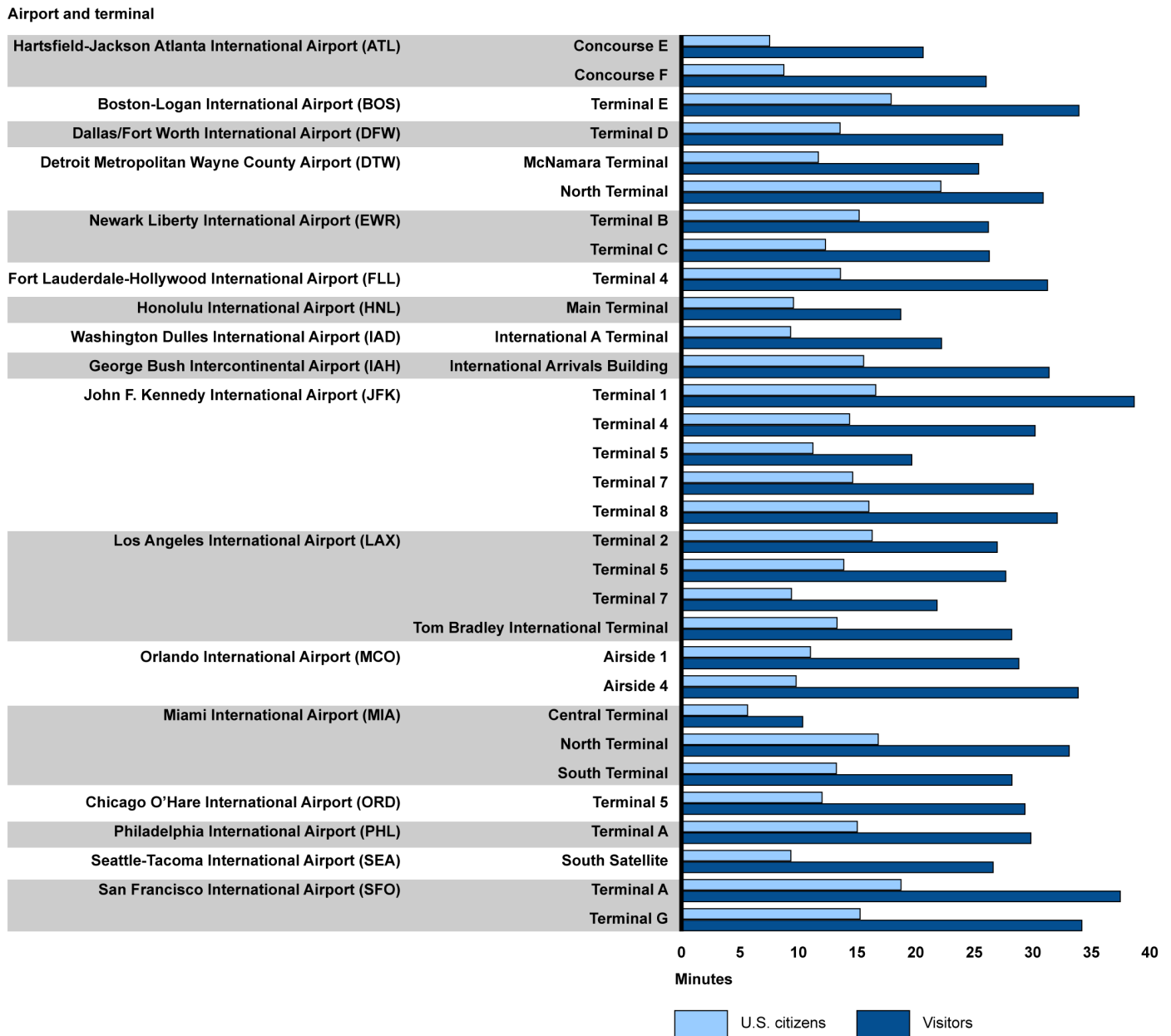


Source: GAO analysis of U.S. Customs and Border Protection airport wait time data. | GAO-17-470

Note: According to CBP, the peak summer travel season consists of the months of June, July, and August of each year. The 17 busiest U.S. international airports are (1) Hartsfield-Jackson Atlanta International Airport (ATL); (2) Boston-Logan International Airport (BOS); (3) Dallas/Fort Worth International Airport (DFW); (4) Detroit Metropolitan Wayne County Airport (DTW); (5) Newark Liberty International Airport (EWR); (6) Fort Lauderdale-Hollywood International Airport (FLL); (7) Honolulu International Airport (HNL); (8) Washington Dulles International Airport (IAD); (9) George Bush Intercontinental Airport (IAH); (10) John F. Kennedy International Airport (JFK); (11) Los Angeles International Airport (LAX); (12) Orlando International Airport (MCO); (13) Miami International Airport (MIA); (14) Chicago O'Hare International Airport (ORD); (15) Philadelphia International Airport (PHL); (16) Seattle-Tacoma International Airport (SEA); and (17) San Francisco International Airport (SFO).

As shown in figure 14, the average wait time for visitors during the peak summer travel seasons was higher than the average wait time for U.S. citizens at all 17 airports. For example, at Orlando Airside 4 from May 2013 through August 2016, the average wait times during the summer peak travel season for U.S. citizens was 10 minutes and for visitors was 34 minutes, a difference of 24 minutes. See appendix IV for our detailed analysis of CBP airport wait time data.

Figure 14: Average Wait Times for U.S. Citizens and Visitors during Peak Summer Travel Seasons at the 17 Busiest U.S. International Airports from May 2013 through August 2016



Source: GAO analysis of U.S. Customs and Border Protection airport wait time data. | GAO-17-470

Note: According to CBP, the peak summer travel season consists of the months of June, July, and August of each year. The 17 busiest U.S. international airports are (1) Hartsfield-Jackson Atlanta International Airport (ATL); (2) Boston-Logan International Airport (BOS); (3) Dallas/Fort Worth International Airport (DFW); (4) Detroit Metropolitan Wayne County Airport (DTW); (5) Newark Liberty International Airport (EWR); (6) Fort Lauderdale-Hollywood International Airport (FLL); (7) Honolulu International Airport (HNL); (8) Washington Dulles International Airport (IAD); (9) George Bush Intercontinental Airport (IAH); (10) John F. Kennedy International Airport (JFK); (11) Los Angeles International Airport (LAX); (12) Orlando International Airport (MCO); (13) Miami International Airport (MIA); (14) Chicago O'Hare International Airport (ORD); (15) Philadelphia International Airport (PHL); (16) Seattle-Tacoma International Airport (SEA); and (17) San Francisco International Airport (SFO).

Standards for Internal Control in the Federal Government states that management should use quality information and externally communicate the necessary quality information to achieve the entity's objectives.⁵⁵ In addition, OFO's internal airport travel facilitation goals are improving customer service levels for international arrivals and maintaining or reducing wait times. CBP's public reporting mechanism is not currently set up to report wait times by traveler type. However, CBP monitors and reports wait times by traveler type for internal management purposes. CBP officials acknowledged the benefits to travelers of reporting wait time data by traveler type and said that it would be feasible to program the reporting mechanism to do so. Reporting wait times by traveler type could improve the usefulness of CBP's wait time data to travelers by providing them with more complete and accurate data on their wait times to help inform their flight plans, including scheduling connecting flights. In addition, it could provide additional transparency to allow CBP to work with stakeholders to determine how to improve the traveler experience and manage wait times.

CBP Is Taking Steps to Collect More Detailed Airport Wait Time Data to Meet New Reporting Requirements

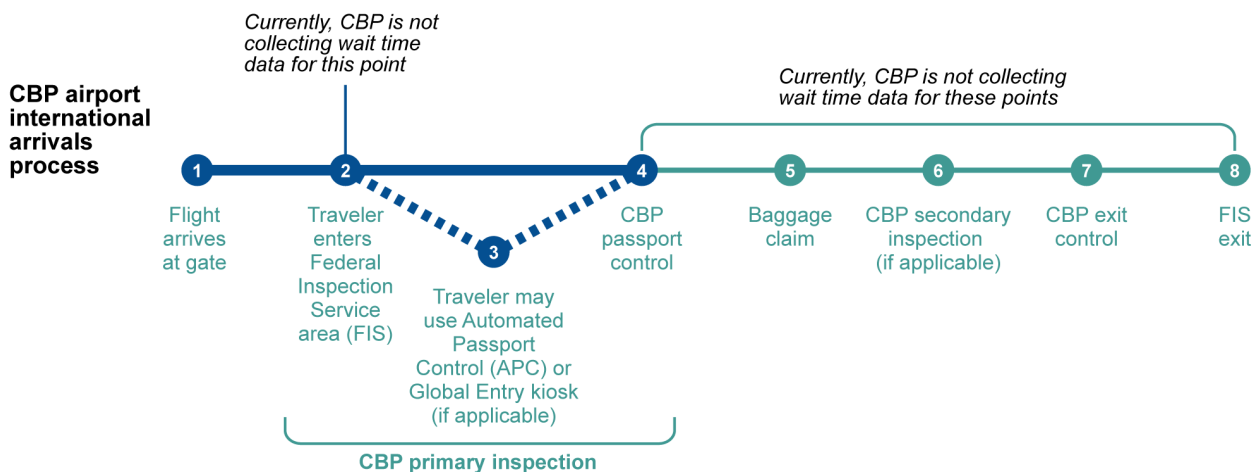
In February 2016, CBP was required to begin publishing live wait times in real time for travelers entering the United States at the 20 busiest U.S. international airports on CBP's public website.⁵⁶ CBP faces technology challenges in meeting these reporting requirements, but is taking steps to be able to collect the data needed to do so. According to CBP officials, to meet these new requirements, CBP will need to collect live wait time data

⁵⁵GAO, *Standards for Internal Control in the Federal Government*, [GAO-14-704G](#) (Washington, D.C.: Sept. 10, 2014).

⁵⁶Homeland Security Act of 2002, Pub. L. No. 107-296, tit. IV, subtit. B, § 411, 116 Stat. 2135, 2178-79, as amended by the Trade Facilitation and Trade Enforcement Act of 2015, Pub. L. No. 114-125, tit. VIII, subtit. A, § 802(a), 130 Stat. 122, 208-09 (2016) (classified, as amended, at 6 U.S.C. § 211(n)). Wait times are to be determined by calculating the time elapsed between an individual's entry into the CBP inspection area and such individual's clearance by a CBP officer. See 6 U.S.C. § 211(n)(2).

for the entire international arrivals process and report wait times in real time to its public website. Figure 15 highlights some of the data collection challenges CBP faces in meeting these requirements.

Figure 15: U.S. Customs and Border Protection (CBP) Airport Wait Time Data Collection Gaps



Source: GAO analysis of CBP information. | GAO-17-470

Note: CBP officials said that they may decide to not collect data for baggage claim because it is controlled by the airlines.

As the figure shows, while CBP currently collects data needed to calculate wait times for primary inspection, CBP does not collect data for the remaining parts of the international arrivals process to include baggage delivery—a process controlled by the airlines, not CBP. Specifically, CBP does not collect wait time data for travelers at the point where they enter the FIS area or after their passports are swiped at an APC or Global Entry kiosk or by an officer at passport control to include the time spent retrieving baggage, queuing for CBP exit control, or exiting the FIS. According to CBP officials, the agency currently does not have an automated system or technical means to generate time stamps electronically at these points in the arrival process.

CBP also faces challenges in reporting wait time data in real time to its public website because of the time required to vet the data for accuracy. Currently, CBP takes about 2 business days to publish airport wait time data because it must electronically test and manually review the data to ensure accuracy. Steps taken by CBP include removing data for any refugees and asylum seekers, and three percent of travelers with the

longest wait times.⁵⁷ CBP also manually corrects or excludes anomalies that can be caused by inaccurate block times, cancelled flights, and travelers who do not make their way to the FIS area immediately after deplaning, among other reasons. According to CBP, travelers who do not make their way to the FIS area immediately after deplaning may go to the restroom, wait for wheelchair services, or do other things that delay their arrival to the FIS area. These are important factors to consider in looking for ways to improve the usefulness of reported airport wait time data.

CBP is taking steps to overcome these challenges and determine how to implement these requirements by, among other things, collaborating with the DHS Science and Technology Directorate (S&T) to explore, test, and evaluate a mix of commercially-available automated technologies for collecting wait times at various points in the inspection process. These technologies include Bluetooth and Wi-Fi technologies, people counter systems, and Radio Frequency Identification technology, among others.⁵⁸ The DHS Apex Air Entry/Exit Re-Engineering program is a multi-year effort, in part, to improve the international arrivals process. Since 2015, S&T and CBP have been developing a Counting and Measuring project at S&T's Maryland Test Facility in Upper Marlboro, Maryland.⁵⁹ The project is intended to evaluate the accuracy and efficiency of commercially-available automated tools to monitor the number, flow, and location of travelers to determine the wait times and dwell times of travelers throughout FIS areas. Dwell time is the measure of the time a traveler spends at each stage of the process (e.g., the time the travelers spends in a line versus the time the traveler spends waiting for a bag at baggage

⁵⁷ According to CBP officials, the rationale for excluding three percent of travelers with the longest wait times from wait time calculations is to exclude travelers who have long wait times due to factors outside the direct control of CBP, including travelers who do not make their way to the FIS area immediately after deplaning, travelers who have to wait behind other travelers from concurrent flight arrivals, or travelers who have to wait for wheelchair services or other special assistance.

⁵⁸ According to DHS, Bluetooth and Wi-Fi are short-range wireless technologies allowing enabled devices to communicate with one another. People counter systems are low-resolution thermal, infrared, vertical imaging systems that use one or more sensors to detect the movement of heat sources or shapes caused by people moving through an area. Radio Frequency Identification technology wirelessly transmits a unique identifier from a tag to a reader through a data circuit to back-end computer systems to retrieve personally identifiable information about the traveler.

⁵⁹ According to S&T, the Maryland Test Facility is a 25,000 square-foot, controlled laboratory and scenario-based testing environment to evaluate biometric technologies and operational processes under simulated airport entry and exit conditions.

claim). The project is also intended to provide accurate and real-time projected wait time information to travelers as they enter the FIS. S&T and CBP previously planned to operationally test the project at Washington Dulles International Airport (IAD) for 3 months starting in April 2017.⁶⁰ However, CBP is in the process of designating a new test location. The operational test will go forward once CBP, S&T, and an airport agree on the new location. Given that as of March 2017, CBP had not yet begun operational testing of the project, it is too early to tell the extent to which these efforts will help CBP to assess wait times and meet the new statutory airport wait time reporting requirements.

Conclusions

As an agency that has an important role in implementing the National Travel and Tourism Strategy to attract and welcome international visitors to the United States, CBP's ability to provide useful wait time data that allows travelers to plan their flights to U.S. international airports is essential to enhancing their travel experience to the United States. Long wait times may result in travelers missing connecting flights or having negative experiences of traveling to U.S. international airports. CBP reports wait times on a public website to help travelers estimate possible wait times when planning their next flight, including scheduling a connecting flight. However, the data has limited usefulness to visitors because CBP reports wait times for all categories of travelers combined. Given the differences in wait times between, for example, U.S. citizens and visitors, reporting wait times for different categories of travelers could improve the usefulness of CBP's wait time data by providing travelers with more complete and accurate data on their wait times to help inform their flight plans, including scheduling connecting flights. It could also better position CBP to be able to determine if it is meeting its airport travel facilitation goals.

⁶⁰According to S&T, the schedule for the Counting and Measuring operational test at Dulles airport is dependent on external partner activities such as airport partner installation of network cabling to connect sensor systems. S&T initiated its Counting and Measuring project in December 2015 as part of the Apex Air Entry/Exit Re-Engineering program. Although the program has concluded, research, development, test and evaluation for Counting and Measuring project, including operational test and evaluations scheduled in 2017, will continue under the S&T Port of Entry People Screening Portfolio in the Screening Inspection Facilitation Transformation projects.

Recommendation for Executive Action

To improve the usefulness of airport wait time data that CBP currently reports on its public website, we recommend that the Secretary of Homeland Security direct the Commissioner of U.S. Customs and Border Protection to report airport wait time data for different categories of travelers.

Agency Comments and Our Evaluation

We provided a draft of this report to DHS for its review and comment. DHS provided written comments, which are noted below and reproduced in full in appendix V, and technical comments, which we incorporated as appropriate.

DHS concurred with our recommendation regarding reporting wait time data for different categories of travelers and described the actions it plans to take in response. Specifically, DHS stated that CBP's Office of Field Operations will enhance the Real Time Wait Time Reporting Tool to improve CBP's ability to report timely and accurate wait time data in a usable format to include different passenger categories. If implemented effectively, these planned actions should address the intent of our recommendation.

As agreed with your offices, unless you publicly announce the contents of this report earlier, we plan no further distribution until 30 days from the report date. At that time, we will send copies to the appropriate congressional committees, the Secretary of Homeland Security, and other interested parties. In addition, the report is available at no charge on the GAO website at <http://www.gao.gov>.

If you or your staff have any questions about this report, please contact me at (202) 512-8777 or gablerr@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff who made key contributions to this report are listed in appendix VI.



Rebecca Gambler
Director, Homeland Security and Justice

Appendix I: Objectives, Scope, and Methodology

The objectives of this report were to examine (1) how U.S. Customs and Border Protection (CBP) and stakeholders implemented airport travel and tourism facilitation initiatives at U.S. international airports; (2) how CBP and stakeholders manage staff to facilitate the traveler entry process at U.S. international airports; and (3) the extent to which CBP has mechanisms to monitor and report wait times at U.S. international airports.

To address the first objective, we identified CBP's airport travel and tourism facilitation initiatives from the Model Ports program since 2007.¹ These initiatives include Automated Passport Control (APC) kiosks, baggage first, diplomatic arrival processes and diplomatic processing lanes, electronic signage and multimedia, enhanced queueing, Express Connection, Global Entry kiosks, International to International baggage program, Mobile Passport Control (MPC), modified egress, One Stop, Professionalism Service Manager (PSM) program, Reimbursable Services Program, stakeholder meetings, and Variable Message Signage. We collected and analyzed information on the implementation of these initiatives at the 17 busiest U.S. international airports as of the end of fiscal year 2016, according to CBP.

To examine how CBP and airport and airline stakeholders implemented these initiatives from 2007 through 2016, we reviewed CBP reports, including the Model Ports Program Report to Congress in 2010 and the Department of Commerce and the Department of Homeland Security's (DHS) 2015 report to the President that defines a national goal to "provide a best-in-class arrivals experience."² We also reviewed CBP's most recent version of its Airport Technical Design Standard; business requirements for APC kiosks; internal assessments and reports on initiatives such as Global Entry and MPC; and internal memorandums

¹CBP started its Model Ports program to improve the international arrivals process for travelers to the United States by implementing technology to facilitate entry and expanding public-private partnerships, among other things.

²Department of Commerce and Department of Homeland Security, *Supporting Travel and Tourism to Grow Our Economy and Create More Jobs: A National Goal on the International Arrivals Process and Airport-Specific Action Plans, Report to the President* (Washington, D.C.: February 2015), Department of Homeland Security, U.S. Customs and Border Protection, *Model Ports of Entry: Fiscal Year 2010 Report to Congress* (Washington, D.C.: February 2010).

from the Model Ports program which directed officials at airports to test initiatives such as enhanced queueing and diplomatic processing lanes.³

To examine how CBP obtains feedback on the traveler experience, we reviewed CBP's reports on its performance goals and measures, including its Traveler Satisfaction Survey Reports for the surveys it conducted in 2012, 2015, and 2016.⁴ We also reviewed CBP's standard operating procedures for the Complaint/Compliment Management System and the directive that established policy and responsibilities of the PSM program. We interviewed CBP officials at headquarters, officials from eight travel and tourism industry associations selected based on the nature of the associations and suggestions by CBP and association officials, and the National Treasury Employees Union, the labor union representing CBP officers, to gain insights on initiatives.⁵

As shown in table 4, to obtain the perspectives of local CBP officials and stakeholders on the implementation of initiatives, we collected information and interviewed CBP officials and airport and airline representatives at 15 of the 17 airports and conducted site visits at 11 of these airports to observe airport operations.

³Department of Homeland Security, U.S. Customs and Border Protection, *Automated Passport Control: Business Requirements, Version 16* (Washington, D.C.: Aug. 4, 2014). Department of Homeland Security, U.S. Customs and Border Protection and Office of Policy, *Global Entry Trusted Traveler Program: Global Entry Twelve Month Pilot Review* (Washington, D.C.: March 2010). Department of Homeland Security, U.S. Customs and Border Protection, *Mobile Passport Control (MPC) Assessment: Miami International Airport – Terminal D* (Washington, D.C.: June 2015). The other agency documents are not publicly available.

⁴According to OFO, it did not conduct surveys between 2012 and 2015 due to budget constraints.

⁵We met with officials from the following industry associations: Airlines for America, Airports Council International-North America, American Association of Airport Executives, Brand USA, Enterprise Rent-A-Car, International Air Transport Association, Universal Parks and Resorts, and U.S. Travel Association.

Table 4: GAO Site Visits to Select U.S. International Airports in 2016

Airport	Month	Method of information collection	Highest-ranking U.S. Customs and Border Protection (CBP) official GAO met with during site visit	Number of airlines GAO met with during site visit
Hartsfield-Jackson Atlanta International Airport (ATL)	August	Interviews and site visit ^a	Acting Port Director	1
Dallas/Fort Worth International Airport (DFW)	July	Interviews and site visit	Acting Port Director	9
Detroit Metropolitan Wayne County Airport (DTW)	June	Interviews	Acting Port Director	3
Newark Liberty International Airport (EWR)	July	Interviews and site visit	Acting Port Director	3
Fort Lauderdale-Hollywood International Airport (FLL)	June	Interviews and site visit	Port Director	6
Honolulu International Airport (HNL)	May	Interviews	Acting Port Director	9
Washington Dulles International Airport (IAD)	March	Interviews and site visit	Port Director	3
George Bush Intercontinental Airport (IAH)	July	Interviews and site visit	Port Director	2
John F. Kennedy International Airport (JFK)	July	Interviews and site visit	Acting Port Director	8 ^b
Los Angeles International Airport (LAX)	July	Interviews and site visit ^c	Acting Port Director	2 ^d
Orlando International Airport (MCO)	June	Interviews and site visit	Port Director	10
Miami International Airport (MIA)	June	Interviews and site visit	Acting Port Director	3
Chicago O'Hare International Airport (ORD)	May	Interviews	Port Director	7
Philadelphia International Airport (PHL)	March	Interviews and site visit	Assistant Port Director	0 ^e
Seattle-Tacoma International Airport (SEA)	April	Interviews	Port Director	2

Source: GAO. | GAO-17-470

^aGAO visited the airport in person and conducted interviews with officials via teleconference.

^bGAO also met with a consortium of airlines that represent airlines at John F. Kennedy International Airport Terminal 4.

^cGAO visited the airport in person and conducted interviews with officials via teleconference.

^dGAO also met with a consortium of airlines that represent airlines at Los Angeles Terminal 2, Terminal 3, and Tom Bradley International Terminal.

^eGAO attempted to meet with airline representatives, but they declined.

We obtained perspectives from airport authorities, airlines, terminal operators, and Office of Field Operations (OFO) officials at the 15 selected airports—including Port Directors or Acting Port Directors, Assistant Port Directors, and Professionalism Service Managers, among others—on how CBP and stakeholders have implemented initiatives to facilitate the international arrivals process to the United States and factors that affect the implementation of initiatives. At the 11 site visits, we observed OFO officers conducting inspections of international travelers and received demonstrations on how airports employ technology initiatives, such as APC and MPC, and viewed multimedia and signage, among other activities.

We selected a non-probability sample based on traveler volume, traveler wait times, technology employment, and geographic diversity. We selected airports with the highest traveler volume, longest wait times, and most technology employment as well as the lowest traveler volume, shortest wait times, and least technology employment to provide a range of traveler experiences at the 17 busiest U.S. international airports. We considered traveler volume because, as we have previously reported, traveler volume is one of three key factors that affect traveler wait time.⁶ We considered wait time because it has a role in the experience of travelers arriving at U.S. international airports, according to CBP's Traveler Satisfaction Surveys. We considered the extent to which airports have employed technology, including APC kiosks and MPC, because these initiatives can impact the wait times and experiences of travelers arriving at U.S. international airports. We considered geographic diversity to study a full spectrum of issues that impact airports, including security risk factors based on the origin of arriving flights, among others. The information we collected from these site visits cannot be generalized to all U.S. international airports. However, because we selected these airports based on a variety of factors, they provided us with a diversity of insights about the experience of international travelers arriving at the 17 busiest U.S. international airports.

To address the second objective, we identified CBP's Workload Staffing Model (WSM) and various tools and strategies that CBP uses to manage its staff nationally and locally. To examine how CBP determines its staffing needs for officers at the ports of entry (POE) with the 17 busiest

⁶GAO, *International Air Passengers: Staffing Model for Airport Inspections Personnel Can Be Improved*, [GAO-05-663](#) (Washington, D.C.: July 15, 2005).

U.S. international airports, we reviewed CBP's WSM calculations; additional staffing calculations (add-ons) completed by officials at CBP headquarters that the WSM cannot calculate, including forthcoming implementation of initiatives or new facilities; and the authorized staffing level for fiscal years 2014, 2015, and 2016.⁷ We assessed the reliability of these data by (1) performing electronic testing for obvious errors in accuracy and completeness, (2) reviewing existing information about the data and the system that produced them, and (3) interviewing agency officials knowledgeable about the data. We determined that the data were sufficiently reliable for the purposes of describing the staffing process. We reviewed CBP's internal statement of policy and intent for the use of the WSM; Resource Optimization Strategy and subsequent reports to Congress; and three reviews of the WSM, including a review by a government consulting firm in 2010, an internal review by a DHS Program Analysis and Evaluation team in 2012, and a DHS Office of Inspector General review in 2014.⁸ However, we did not conduct an evaluation of the WSM to determine its usefulness or accuracy as an officer staffing allocation tool during this review.

To assess how CBP manages its available staff, we reviewed CBP's total overtime expenditures for the POEs with the 17 busiest U.S. international airports for fiscal years 2013, 2014, 2015, and 2016 and reviewed CBP's internal documentation. This included Time and Motion studies CBP conducted with a private contractor in 2014 and 2015 for each of the 17 busiest U.S. international airports, summer peak travel staffing plans for each of the 17 airports, local airport staffing rosters, Reimbursable Services Program fee agreements and weekly usage reports, and

⁷Ports of entry are facilities that provide for the controlled entry into or departure from the United States for persons or materials. Specifically, a port of entry is any officially designated location (seaport, airport, or land border location) where DHS officers or employees are assigned to clear passengers, merchandise, and other items; collect duties; and enforce customs laws; and where DHS officers inspect persons seeking to enter or depart, or applying for admission into, the United States pursuant to U.S. immigration law.

⁸Department of Homeland Security, U.S. Customs and Border Protection, *Resource Optimization at Ports of Entry* (Washington, D.C.: Apr. 10, 2013), Department of Homeland Security, U.S. Customs and Border Protection, *Resource Optimization at Ports of Entry: Fiscal Year 2014 Report to Congress* (Washington, D.C.: Mar. 10, 2014); Department of Homeland Security, U.S. Customs and Border Protection, *Resource Optimization at Ports of Entry: Fiscal Year 2015 Report to Congress* (Washington, D.C.: May 13, 2015); and Department of Homeland Security, Office of Inspector General, *U.S. Customs and Border Protection's Workload Staffing Model*, OIG-14-117 (Washington, D.C.: July 24, 2014).

national and local collective bargaining agreements.⁹ We assessed the reliability of CBP data on funding spent on overtime and reimbursable service agreements, if applicable, at the 17 busiest U.S. international airports from fiscal years 2014 through 2016 by (1) performing electronic testing for obvious errors in accuracy and completeness, (2) reviewing existing information about the data and the system that produced them, and (3) interviewing agency officials knowledgeable about the data. We determined that the data were sufficiently reliable for the purposes of this report. We collected information and interviewed CBP officials and airport and airline representatives at the 15 selected airports and conducted site visits at 11 airports to gain a better understanding of the various factors that affect staffing and how CBP and stakeholders manage staff. We interviewed CBP officials and airport and airline representatives at these airports, as well as CBP officials at headquarters, officials from eight travel and tourism industry associations, and the labor union representing CBP officers, to gain insights on how CBP manages staffing nationally and locally at airports, and to gain insights on staffing challenges.

To address the third objective, we reviewed CBP's process for collecting, monitoring, and reporting airport wait time data. We collected and analyzed CBP airport wait time data for the 17 airports from May 2013 through August 2016.¹⁰ We assessed the reliability of these data by (1) performing electronic testing for obvious errors in accuracy and completeness, (2) reviewing existing information about the data and the

⁹CBP may enter into reimbursable service and donation agreements under the Homeland Security Act of 2002, as amended by the Cross-Border Trade Enhancement Act of 2016. See Pub. L. No. 107-296, tit. IV, subtit. G, §§ 481-84, 116 Stat. 2135, as amended by Pub. L. No. 114-279, § 2(a), 130 Stat. 1413 (classified at 6 U.S.C. §§ 301-301c). Prior to the enactment of the Cross-Border Trade Enhancement Act of 2016, CBP entered into such agreements pursuant to section 560 of Division D of the Consolidated and Further Continuing Appropriations Act, 2013, Pub. L. No. 113-6, div. D, tit. V, § 560, 127 Stat. 198, 378-80 (Section 560); and section 559 of Division F of the Consolidated Appropriations Act, 2014, Pub. L. No. 113-76, div. F, tit. V, § 559, 128 Stat. 5, 279-85 (previously classified, as amended, at 6 U.S.C. § 211 note) (Section 559). While sections 560 and 559 were repealed by the Cross-Border Trade Enhancement Act of 2016, neither subtitle G of title 6, U.S. Code, nor section 4 of the Cross-Border Trade Enhancement Act of 2016, affect (1) any agreement entered into pursuant to sections 560 or 559, as in existence on December 15, 2016, and any such agreement shall continue to have full force and effect on and after such date; or (2) a proposal accepted for consideration by CBP pursuant to section 559, as in existence on December 15, 2016. See Pub. L. No. 107-296, tit. IV, subtit. G, § 483, 116 Stat. 2135, as amended by Pub. L. No. 114-279, § 2(a), 130 Stat. 1413 (classified at 6 U.S.C. § 301b).

¹⁰We selected this time frame to be able to analyze over 3 full years of data, including four peak summer travel seasons.

system that produced them, and (3) interviewing agency officials knowledgeable about the data. We determined that the data were sufficiently reliable for the purposes of this report. We reviewed CBP internal documents, including Time and Motion studies CBP conducted with a private contractor in 2014 and 2015 for each of the 17 busiest U.S. international airports; standard daily, monthly, quarterly, and annual airport wait time and volume reports that officials at CBP headquarters use to monitor trends in airport wait times; after-action reports from Operational Review Teams, also referred to as “jump teams,” sent to airports experiencing excessive wait times; and an internal memorandum on passenger wait time mitigation strategies for the summer travel season. We reviewed CBP’s wait time calculation method, including its algorithm for automatically excluding refugees, asylum seekers, and three percent of travelers with the longest wait times from each flight, as well as CBP’s manual process for excluding additional travelers from its wait time calculations that it reports on its public website.¹¹ We reviewed legislation requiring CBP to publish its airport wait time information on its public website and CBP’s annual reports to Congress on airport wait times in response to legislative requirements. We also collected information and interviewed CBP officials and airport and airline representatives at the 15 airports selected and conducted site visits at 11 airports to gain a better understanding of the various factors that affect CBP airport wait times and interviewed CBP officials and airport and airline representatives at these airports. We also interviewed DHS Science and Technology Directorate (S&T) officials, CBP officials at headquarters, officials from eight travel and tourism industry associations, and the labor union representing CBP officers to gain insights on wait time calculations and reporting. We compared this information against CBP performance goals and *Standards for Internal Control in the Federal Government*.¹²

We conducted this performance audit from February 2016 to March 2017 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain

¹¹According to CBP officials, the rationale for excluding three percent of travelers with the longest wait times from wait time calculations is to exclude travelers who have long wait times due to factors outside the direct control of CBP, including stragglers who do not make their way directly to the Federal Inspection Service area immediately after deplaning, travelers who have to wait behind other travelers from concurrent flight arrivals, or travelers who have to wait for wheelchair services or other special assistance.

¹²GAO, *Standards for Internal Control in the Federal Government*, [GAO-14-704G](#) (Washington, D.C.: Sept. 10, 2014).

sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Appendix II: Images of Select Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

This appendix presents images of select travel and tourism facilitation initiatives at the 17 busiest U.S. international airports. Figures 16 to 30 illustrate U.S. Customs and Border Protection (CBP) travel and tourism facilitation initiatives. Figures 31 to 34 illustrate stakeholder travel and tourism facilitation initiatives. Figures 35 to 40 illustrate examples of variation in CBP and stakeholder initiatives across airports or across terminals at an airport. Figures 41 to 48 illustrate additional examples of initiatives at airports.

Images of CBP Select Travel and Tourism Facilitation Initiatives

Figure 16: Automated Passport Control (APC) Kiosk at Washington Dulles International Airport (IAD) Main Terminal



Source: GAO. | GAO-17-470

**Appendix II: Images of Select Travel and
Tourism Facilitation Initiatives at the 17
Busiest U.S. International Airports**

Note: The APC program allows eligible travelers to use a self-service kiosk to complete a portion of the U.S. Customs and Border Protection (CBP) inspection process before seeing a CBP officer at primary inspection.

Figure 17: Baggage First at Austin-Bergstrom International Airport (AUS)



Source: U.S. Customs and Border Protection. | GAO-17-470

Note: Baggage first is a new process at Federal Inspection Service areas in new terminals that allows travelers to claim their checked baggage before completing U.S. Customs and Border Protection passport control, modifying the exit control point.

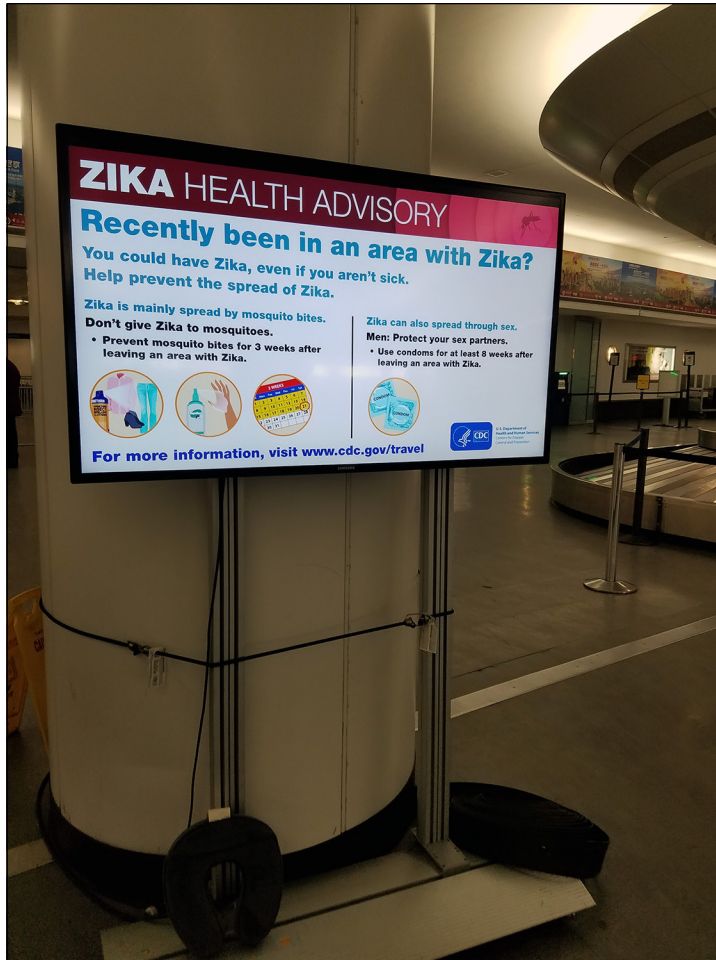
Figure 18: Diplomatic Processing Lane at John F. Kennedy International Airport (JFK) Terminal 7



Source: GAO. | GAO-17-470

Note: The lane is intended to expedite diplomats and foreign dignitaries through the U.S. Customs and Border Protection primary inspection process. APEC, the Asia-Pacific Economic Cooperation, is an economic forum whose primary goal is to support sustainable economic growth and prosperity in the Asia-Pacific region. The United States is one of 21 APEC member economies. The U.S. APEC Business Travel Card Program is a voluntary program to facilitate travel for U.S. citizens engaged in verified business in the APEC region and U.S. government officials engaged in APEC business.

Figure 19: Electronic Signage and Multimedia at John F. Kennedy International Airport (JFK) Terminal 1



Source: GAO. | GAO-17-470

Note: This television monitor displays signs and multimedia explaining what travelers can expect when they arrive in the Federal Inspection Service area, among other messages.

Figure 20: Enhanced Queueing at John F. Kennedy International Airport (JFK)
Terminal 1



Source: GAO. | GAO-17-470

Note: Travelers queue in serpentine lines and are directed to the next available booth or kiosk by a queue manager, rather than individually selecting a parallel line to complete the U.S. Customs and Border Protection inspection process.

Figure 21: Express Connection Ticket at Dallas/Fort Worth International Airport
(DFW)



Source: GAO. | GAO-17-470

Note: Express Connection is a program that allows participating airlines to help expedite the U.S. Customs and Border Protection primary inspection process for travelers with closely scheduled connecting flights.

Figure 22: Global Entry Kiosk at Washington Dulles International Airport (IAD) Main Terminal



Source: GAO. | GAO-17-470

Note: Global Entry is a membership program that expedites the U.S. Customs and Border Protection (CBP) inspection process for pre-approved, low risk travelers by allowing them to use self-service kiosk to complete a portion of the process before seeing a CBP officer at primary inspection.

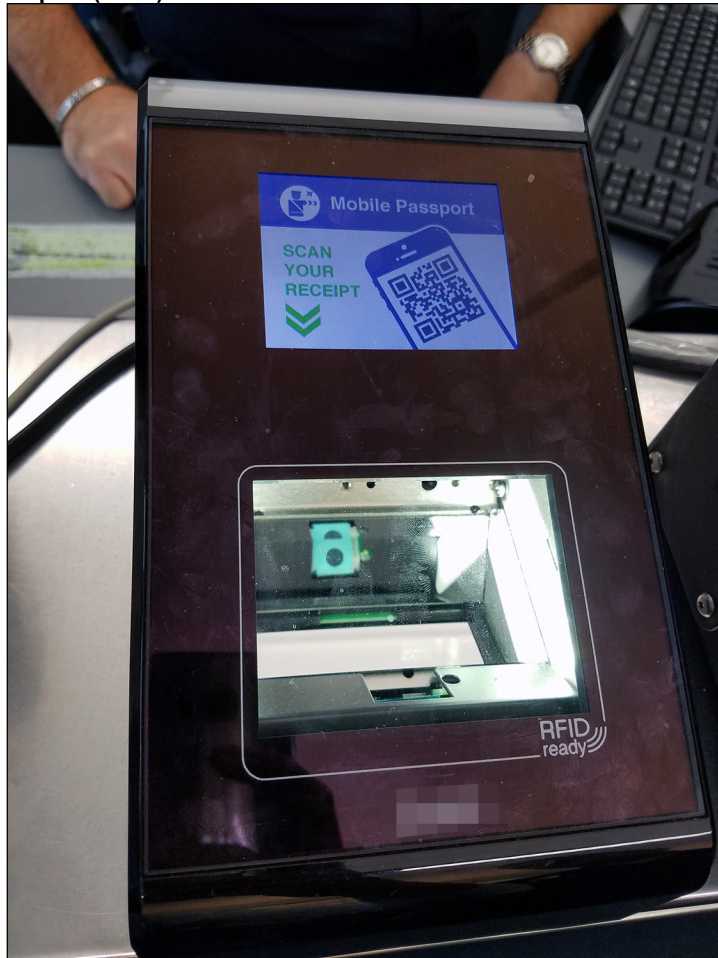
Figure 23: Wayfinding Signage for International to International Baggage Program at George Bush Intercontinental Airport (IAH)



Source: GAO. | GAO-17-470

Note: The program allows airlines to forward the baggage of travelers en-route to a foreign destination to the departing aircraft so that they do not claim their baggage in the Federal Inspection Service area.

Figure 24: Mobile Passport Control (MPC) Scanner at Newark Liberty International Airport (EWR) Terminal B



Source: GAO. | GAO-17-470

Note: The MPC program expedites the U.S. Customs and Border Protection (CBP) inspection process for eligible travelers by allowing them to submit their passport and other information to CBP via an application on a mobile device before seeing a CBP officer at primary inspection.

**Appendix II: Images of Select Travel and
Tourism Facilitation Initiatives at the 17
Busiest U.S. International Airports**

Figure 25: Modified Egress at Detroit Metropolitan Wayne County Airport (DTW)



Source: U.S. Customs and Border Protection. | GAO-17-470

Note: Modified egress is a pilot program that modifies the U.S. Customs and Border Protection (CBP) exit control checkpoint in the Federal Inspection Service (FIS) area. After being inspected at primary inspection and retrieving their baggage, travelers can leave the FIS area unless stopped by a CBP officer monitoring the baggage claim area.

Figure 26: One Stop Area at Dallas/Fort Worth International Airport (DFW)



Source: GAO. | GAO-17-470

Note: At DFW, One Stop is referred to as Carry E-Z[®]. It expedites the U.S. Customs and Border Protection inspection process for travelers that have no checked baggage to claim by allowing them to bypass baggage claim and exit control processing.

Figure 27: Professionalism Service Manager (PSM) Poster at Washington Dulles International Airport (IAD) Main Terminal



Source: GAO. | GAO-17-470

Note: Travelers that have compliments, complaints, or other feedback about their experience during the U.S. Customs and Border Protection (CBP) inspection process can contact the PSM whose picture, name, and telephone number appear in posters at each U.S. international airport. PSMs focus on professionalism standards and customer services within CBP and with public and external stakeholders at each U.S. international airport.

Appendix II: Images of Select Travel and
Tourism Facilitation Initiatives at the 17
Busiest U.S. International Airports

Figure 28: Signing of Reimbursable Services Program Fee Agreement (Section 559)
at Boston-Logan International Airport (BOS)



Source: U.S. Customs and Border Protection. | GAO-17-470

Note: The agreement allows U.S. Customs and Border Protection to support requests for expanded services, including customs, immigration, and agricultural processing; salaries for additional staff; and overtime expenses.

**Appendix II: Images of Select Travel and
Tourism Facilitation Initiatives at the 17
Busiest U.S. International Airports**

Figure 29: Stakeholder Meeting at Chicago O'Hare International Airport (ORD)



Source: Chicago Department of Aviation. | GAO-17-470

Note: U.S. Customs and Border Protection and airport and airline stakeholders, including airline station managers and airport managers, meet at least monthly to discuss shared responsibilities, set goals, and monitor progress.

Figure 30: Variable Message Signage at Chicago O'Hare International Airport (ORD)



Source: U.S. Customs and Border Protection. | GAO-17-470

Note: This electronic monitor provides wayfinding directions and additional information to assist travelers in determining how to proceed through the Federal Inspection Service area.

Images of Select Stakeholder Travel and Tourism Facilitation Initiatives

Figure 31: Color-coded Signage at Dallas/Fort Worth International Airport (DFW)



Source: GAO. | GAO-17-470

Note: The signage is color-coded by traveler type to help travelers queue in the U.S. Customs and Border Protection inspection area.

Figure 32: Dedicated Crew Lane at George Bush Intercontinental Airport (IAH)



Source: GAO. | GAO-17-470

Note: The lane is intended to help expedite the U.S. Customs and Border Protection inspection process for airline crew members. APEC, the Asia-Pacific Economic Cooperation, is an economic forum whose primary goal is to support sustainable economic growth and prosperity in the Asia-Pacific region. The United States is one of 21 APEC member economies. The U.S. APEC Business Travel Card Program is a voluntary program to facilitate travel for U.S. citizens engaged in verified business in the APEC region and U.S. government officials engaged in APEC business.

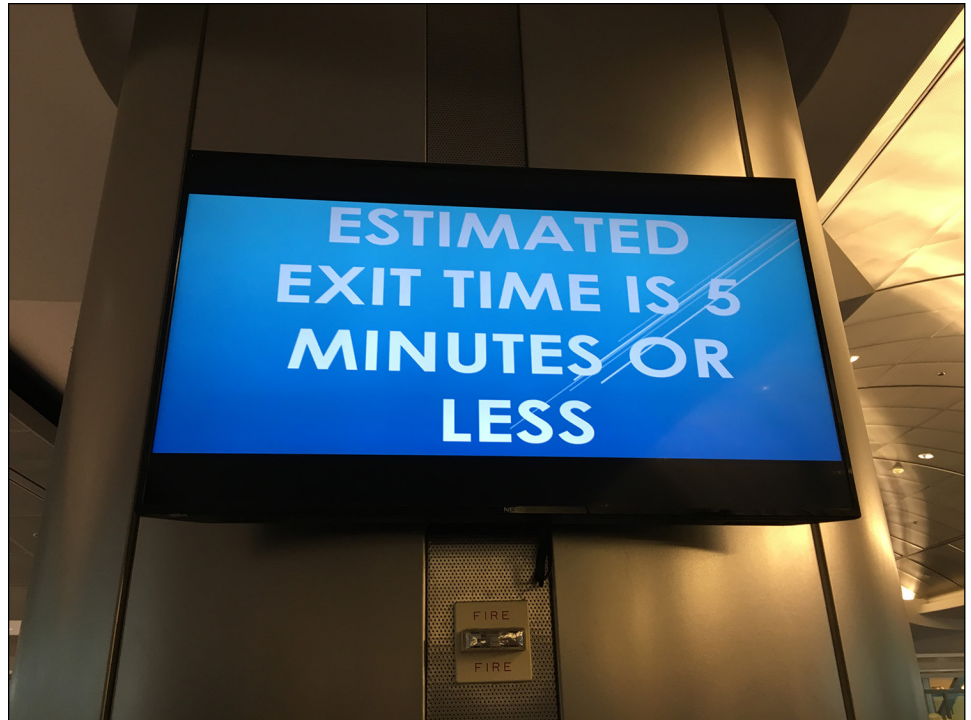
Figure 33: Expected Wait Time Monitors in U.S. Customs and Border Protection (CBP) Primary Inspection Area at John F. Kennedy International Airport (JFK) Terminal 4



Source: GAO. | GAO-17-470

Note: These monitors display expected wait times for travelers in the CBP primary inspection area.

Figure 34: Expected Wait Time Monitor in U.S. Customs and Border Protection (CBP) Exit Control Area at George Bush Intercontinental Airport (IAH)



Source: GAO. | GAO-17-470

Note: This monitor displays expected wait times for travelers in the CBP exit control area.

Examples of Variation in Initiatives at Airports

Figure 35: Global Entry Kiosks at Orlando International Airport (MCO)



Source: GAO. | GAO-17-470

Note: This photo shows two versions of the Global Entry kiosk. The kiosk on the right was out of service. Global Entry is a membership program that expedites the U.S. Customs and Border Protection (CBP) inspection process for pre-approved, low risk travelers by allowing them to use self-service kiosk to complete a portion of the process before seeing a CBP officer at primary inspection.

Figure 36: Automated Passport Control (APC) Kiosks at Philadelphia International Airport (PHL)



Source: GAO. | GAO-17-470

Note: The two kiosks on the right-hand side have a bar for small children or short adults to step up and hold the kiosk while having their pictures taken. The APC program allows eligible travelers to use a self-service kiosk to complete a portion of the U.S. Customs and Border Protection (CBP) inspection process before seeing a CBP officer at primary inspection.

**Appendix II: Images of Select Travel and
Tourism Facilitation Initiatives at the 17
Busiest U.S. International Airports**

Figure 37: Automated Passport Control (APC) Kiosks at John F. Kennedy International Airport (JFK) Terminal 1



Source: GAO. | GAO-17-470

Note: The APC program allows eligible travelers to use a self-service kiosk to complete a portion of the U.S. Customs and Border Protection (CBP) inspection process before seeing a CBP officer at primary inspection.

Appendix II: Images of Select Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Figure 38: Two Versions of Mobile Passport Control (MPC) Scanners at Miami International Airport (MIA) Terminal J and Newark Liberty International Airport (EWR) Terminal B

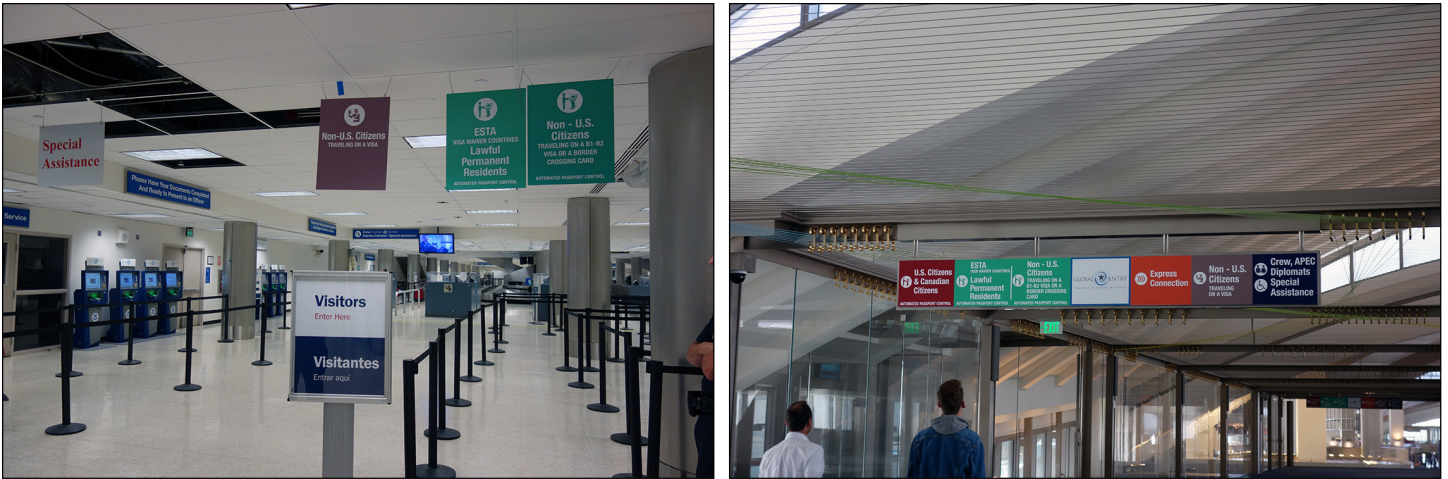


Source: GAO. | GAO-17-470

Note: The photo on the left was taken at MIA Terminal J, also known as South Terminal. It shows a standing scanner in front of a U.S. Customs and Border Protection (CBP) primary inspection booth. The photo on the right was taken at EWR Terminal B. It shows a countertop scanner at a CBP primary inspection booth. The MPC program expedites the CBP inspection process for eligible travelers by allowing them to submit their passport and other information to CBP via an application on a mobile device before seeing a CBP officer at primary inspection.

Appendix II: Images of Select Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

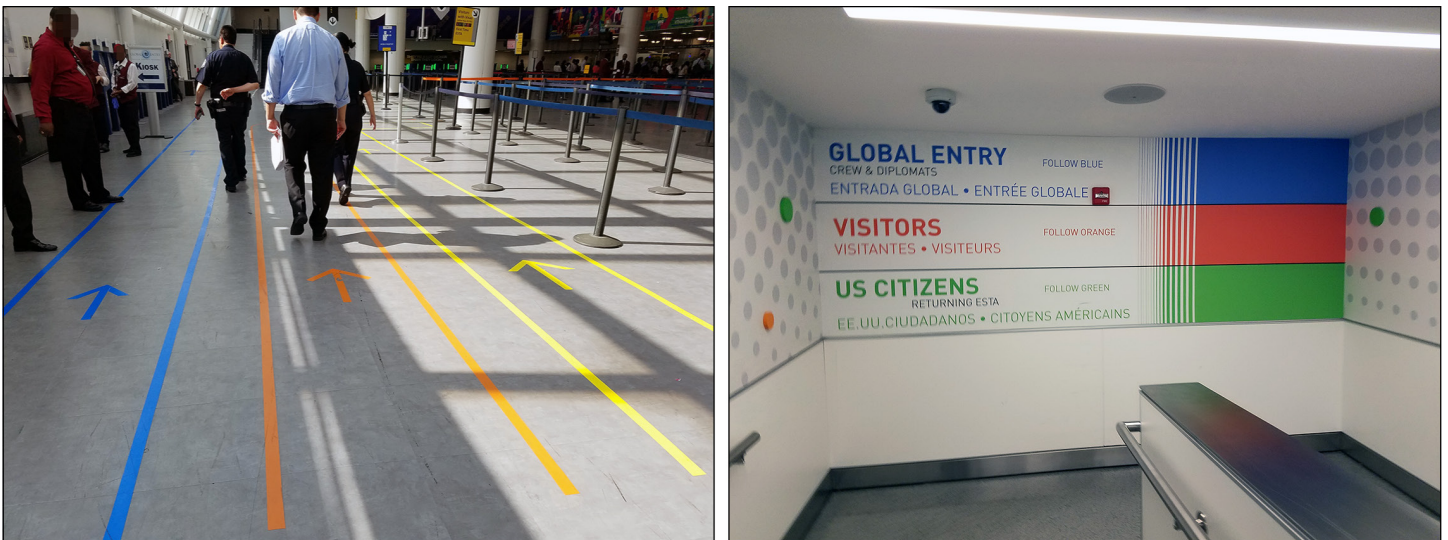
Figure 39: Variations in Color-coded Signage at Los Angeles International Airport (LAX) Terminal 2 and Tom Bradley International Terminal



Source: GAO. | GAO-17-470

Note: The photo on the left was taken at Terminal 2. The photo on the right was taken at Tom Bradley International Terminal. The signage is color-coded by traveler type to help travelers queue in the U.S. Customs and Border Protection inspection area.

Figure 40: Variation in Color-coded Lanes and Signage at John F. Kennedy International Airport (JFK) Terminals 1 and 5



Source: GAO. | GAO-17-470

Note: The photo on the left was taken at Terminal 1. The photo on the right was taken at Terminal 5. The lanes and signage are color-coded by traveler type to help travelers queue in the U.S. Customs and Border Protection inspection area.

Additional Examples of Initiatives at Airports

Figure 41: Variable Message Signage Above Automated Passport Control (APC) Kiosks at Dallas/Fort Worth International Airport (DFW)

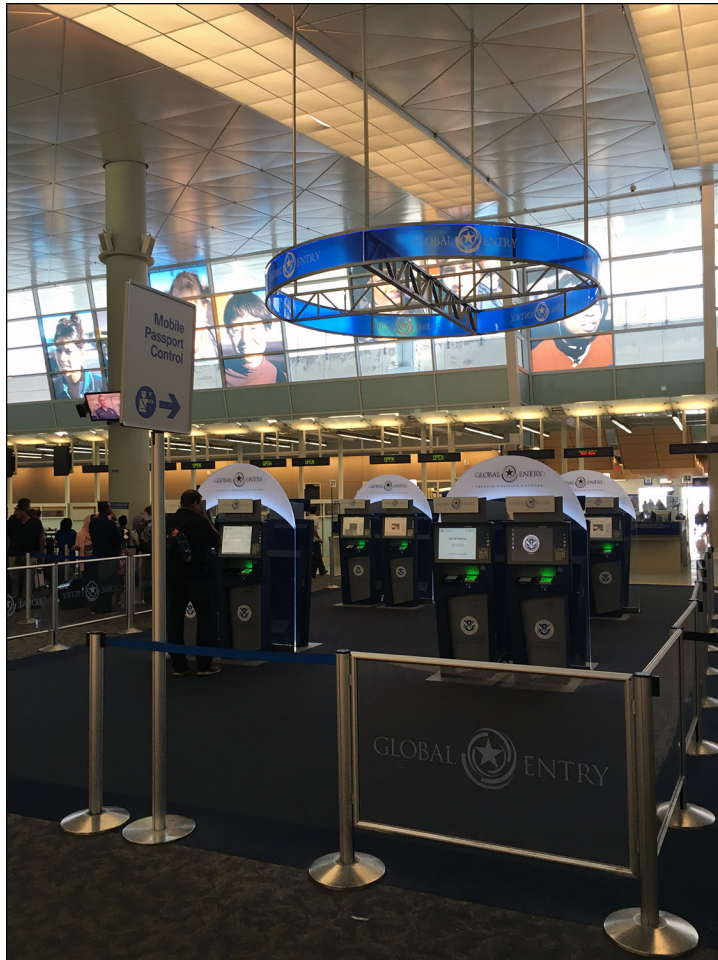


Source: GAO. | GAO-17-470

Note: These electronic monitors help direct travelers to the next available APC kiosk.

**Appendix II: Images of Select Travel and
Tourism Facilitation Initiatives at the 17
Busiest U.S. International Airports**

Figure 42: “Global Entry Zone” at Dallas/Fort Worth International Airport (DFW)



Source: GAO. | GAO-17-470

Note: This area is designed to highlight the Global Entry program in the middle of the U.S. Customs and Border Protection inspection area.

**Appendix II: Images of Select Travel and
Tourism Facilitation Initiatives at the 17
Busiest U.S. International Airports**

Figure 43: Global Entry Kiosks at George Bush Intercontinental Airport (IAH)



Source: GAO. | GAO-17-470

Note: This area is designed to highlight the Global Entry program at the entrance of the U.S. Customs and Border Protection inspection area.

**Appendix II: Images of Select Travel and
Tourism Facilitation Initiatives at the 17
Busiest U.S. International Airports**

Figure 44: “Mobile Passport Control Zone” at Newark Liberty International Airport (EWR) Terminal C

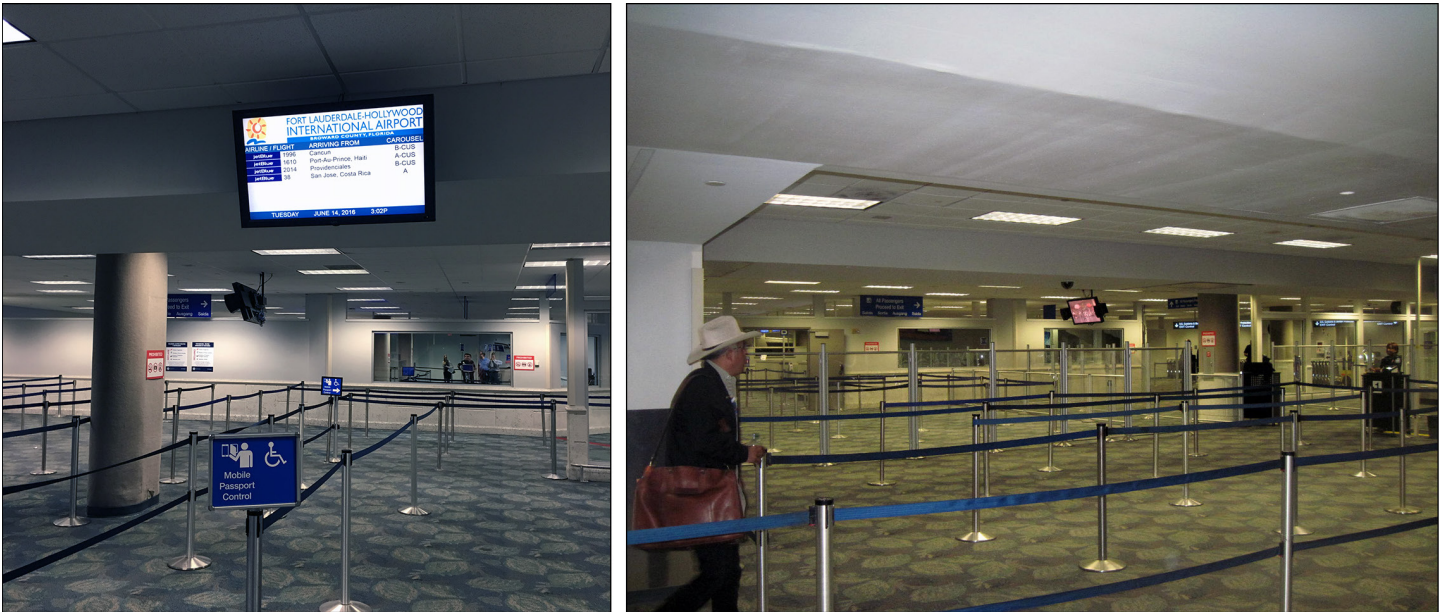


Source: GAO. | GAO-17-470

Note: This area in the sterile corridor leading to the entrance of the U.S. Customs and Border Protection inspection area is designed to encourage travelers to use the Mobile Passport Control program.

Appendix II: Images of Select Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Figure 45: Before and After Implementation of Modified Egress at Fort Lauderdale–Hollywood International Airport (FLL)



Source: GAO; U.S. Customs and Border Protection. | GAO-17-470

Note: The photo on the left was taken on June 14, 2016, before the implementation of modified egress on September 28, 2016. Modified egress is a pilot program that modifies the U.S. Customs and Border Protection (CBP) exit control checkpoint in the Federal Inspection Service (FIS) area. After being inspected at primary inspection and retrieving their baggage, travelers can leave the FIS area unless stopped by a CBP officer monitoring the baggage claim area. The photo on the right was taken on October 31, 2016. It shows various infrastructure changes to implement modified egress including the placement of Plexiglas barriers and checkpoint podiums, and reconfiguration of queue stanchions and ribbons.

Figure 46: Variable Message Signage at Hartsfield-Jackson Atlanta International Airport (ATL)



Source: GAO. | GAO-17-470

Note: The combination of these electronic monitors above U.S. Customs and Border Protection primary inspection booths provide wayfinding directions and additional information to assist travelers in determining how to proceed through the Federal Inspection Service area.

Figure 47: Wayfinding Signage at Hartsfield-Jackson Atlanta International Airport (ATL)



Source: GAO. | GAO-17-470

Note: This sign provides wayfinding directions to assist travelers in determining how to proceed through the Federal Inspection Service area.

Figure 48: Variable Message Signage Monitor at Hartsfield-Jackson Atlanta
International Airport (ATL)



Source: GAO. | GAO-17-470

Note: This electronic monitor provides wayfinding directions and additional information to assist travelers in determining how to proceed through the Federal Inspection Service area.

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

In the following tables, we identify the extent to which U.S. Customs and Border Protection (CBP) and stakeholders have implemented travel and tourism facilitation initiatives at the 17 busiest U.S. international airports, as of September 30, 2016.¹ CBP's travel and tourism facilitation initiatives at U.S. international airports include Automated Passport Control (APC), baggage first, dedicated diplomatic processing lanes, electronic signage and multimedia, enhanced queueing, Express Connection, Global Entry, International to International baggage program, Mobile Passport Control (MPC), modified egress, One Stop, Professionalism Service Managers (PSM), Reimbursable Services Program fee agreements, stakeholder meetings, and Variable Message Signage. In addition, airports have implemented additional travel and tourism facilitation initiatives at U.S. international airports including color-coded queueing with retractable belts and signage, dedicated crew lanes, and electronic wait time monitoring systems in primary inspection or exit control areas.

Table 5: Travel and Tourism Facilitation Initiatives at Hartsfield-Jackson Atlanta International Airport (ATL) Concourse E, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	38 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	115 monitors
Enhanced queueing	
Global Entry	10 kiosks
International to International baggage program	
Mobile Passport Control (MPC)	2 scanners in primary inspection
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

¹The tables include initiatives that CBP has identified as best practices for facilitating travel at U.S. international airports. CBP initiatives are listed under "CBP Initiatives", and additional initiatives that airports have implemented are listed under "Additional Initiatives." The information is provided by terminal because airports may have more than one international arrivals terminal. CBP officials said that travel and tourism facilitation initiatives are not being implemented at Miami International Airport (MIA) Central Terminal because travelers are generally not processed at the terminal. Rather, they said that travelers are processed at North or South terminals.

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 6: Travel and Tourism Facilitation Initiatives at Hartsfield-Jackson Atlanta International Airport (ATL) Concourse F, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	36 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	70 monitors
Enhanced queueing	
Global Entry	16 kiosks
International to International baggage program	
Mobile Passport Control (MPC)	2 scanners in primary inspection
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 7: Travel and Tourism Facilitation Initiatives at Boston-Logan International Airport (BOS), as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	40 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	10 monitors
Enhanced queueing	
Express Connection	All airlines participate
Global Entry	16 kiosks
Mobile Passport Control (MPC)	2 scanners in primary inspection and 1 in exit control
Professionalism Service Manager (PSM)	1 primary PSM at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	
Color-coded queueing and signage	

Source: GAO analysis of CBP data. | GAO-17-470

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 8: Travel and Tourism Facilitation Initiatives at Dallas/Fort Worth International Airport (DFW), as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	51 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	5 monitors
Enhanced queueing	
Express Connection	10 airlines participate
Global Entry	20 kiosks
International to International baggage program	
Mobile Passport Control (MPC)	2 scanners in primary inspection and 7 in exit control
One Stop ^a	
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Reimbursable Services Program (section 560)	1 agreement at airport
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Dedicated crew lane	
Color-coded queueing and signage	

Source: GAO analysis of CBP data. | GAO-17-470

^aOne Stop is referred to locally as Carry E-Z.

Table 9: Travel and Tourism Facilitation Initiatives at Detroit Metropolitan Wayne County Airport (DTW) McNamara Terminal, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	30 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	16 monitors
Enhanced queueing	
Express Connection	1 airline participates
Global Entry	13 kiosks
International to International baggage program	
Modified egress	

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Professionalism Service Manager (PSM)	1 primary PSM at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 10: Travel and Tourism Facilitation Initiatives at Detroit Metropolitan Wayne County Airport (DTW) North Terminal, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	2 monitors
Global Entry	2 kiosks
International to International baggage program	
Professionalism Service Manager (PSM)	1 primary PSM at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 11: Travel and Tourism Facilitation Initiatives at Newark Liberty International Airport (EWR) Terminal B, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	6 monitors
Express Connection	17 airlines participate
Global Entry	12 kiosks
Mobile Passport Control (MPC)	4 scanners in primary inspection and 2 in exit control
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 12: Travel and Tourism Facilitation Initiatives at Newark Liberty International Airport (EWR) Terminal C, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	20 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	5 monitors
Express Connection	1 airline participates
Global Entry	12 kiosks
Mobile Passport Control (MPC)	2 scanners in primary inspection and 1 in exit control
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 13: Travel and Tourism Facilitation Initiatives at Fort Lauderdale-Hollywood International Airport (FLL), as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	30 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	5 monitors
Enhanced queueing	
Global Entry	6 kiosks
Mobile Passport Control (MPC)	3 scanners in primary inspection and 2 in exit control
Modified egress	
Professionalism Service Manager (PSM)	1 primary PSM at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 14: Travel and Tourism Facilitation Initiatives at Honolulu International Airport (HNL), as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	32 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	13 monitors
Enhanced queueing	
Express Connection	1 airline participates
Global Entry	4 kiosks
Professionalism Service Manager (PSM)	1 primary PSM and 1 alternate at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Color-coded queueing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 15: Travel and Tourism Facilitation Initiatives at Washington Dulles International Airport (IAD) Main Terminal, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC) ^a	36 kiosks
Dedicated diplomatic processing lanes	1 to 3 lanes
Electronic signage and multimedia	24 monitors
Enhanced queueing	
Global Entry	30 kiosks
International to International baggage program	
Mobile Passport Control (MPC)	3 scanners in primary inspection and 2 at exit control
Professionalism Service Manager (PSM)	1 primary PSM and 1 alternate at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

^aAutomated Passport Control is referred to locally as Passport Express.

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 16: Travel and Tourism Facilitation Initiatives at Washington Dulles International Airport (IAD) Midfield Terminal, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC) ^a	16 kiosks
Electronic signage and multimedia	4 monitors
Global Entry	16 kiosks
International to International baggage program	
Mobile Passport Control (MPC)	1 scanner in primary inspection
Modified egress	
Professionalism Service Manager (PSM)	1 primary PSM and 1 alternate at airport
Stakeholder meetings	

Source: GAO analysis of CBP data. | GAO-17-470

^aAutomated Passport Control is referred to locally as Passport Express.

Table 17: Travel and Tourism Facilitation Initiatives at George Bush Intercontinental Airport (IAH), as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	50 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	8 monitors
Enhanced queueing	
Express Connection	All airlines participate
Global Entry	40 kiosks
International to International baggage program	
Mobile Passport Control (MPC)	1 scanner in primary inspection, 2 in exit control, and 1 in secondary inspection
One Stop	
Professionalism Service Manager (PSM)	1 primary PSM and 1 alternate at airport
Reimbursable Services Program (section 560)	1 agreement at airport
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Expected wait time monitor at exit control	

Source: GAO analysis of CBP data. | GAO-17-470

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 18: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 1, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	45 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	3 monitors
Enhanced queueing	
Express Connection ^a	23 airlines participate
Global Entry	12 kiosks
Mobile Passport Control (MPC)	1 scanner in primary inspection and 1 in exit control
One Stop	
Professionalism Service Manager (PSM)	1 primary PSM at terminal
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Color-coded queueing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

^aExpress Connection is referred to locally as Quick Connect.

Table 19: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 4, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	70 kiosks
Dedicated diplomatic processing lanes	3 lanes
Electronic signage and multimedia	3 monitors
Enhanced queueing	
Express Connection ^a	20 airlines participate
Global Entry	25 kiosks
Mobile Passport Control (MPC)	3 scanners in primary inspection and 2 in exit control
One Stop	
Professionalism Service Manager (PSM)	2 primary PSMs at terminal
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
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Expected wait time monitor in primary inspection ^b	
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Source: GAO analysis of CBP data. | GAO-17-470

^aExpress Connection is referred to locally as Quick Connect.

^bExpected wait time monitor in primary inspection is referred to locally as the Queue Management System.

Table 20: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 5, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	40 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	3 monitors
Enhanced queueing	
Global Entry	10 kiosks
Mobile Passport Control (MPC)	1 scanner in primary and 1 in exit control
One Stop	
Professionalism Service Manager (PSM)	1 primary PSM at terminal
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Color-coded queueing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 21: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 7, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	14 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	2 monitors
Enhanced queueing	
Express Connection ^a	11 airlines participate
Global Entry	7 kiosks
Mobile Passport Control (MPC)	3 scanners in primary inspection and 2 in exit control

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
One Stop	
Professionalism Service Manager (PSM)	1 primary PSM at terminal
Reimbursable Services Program (section 559)	1 agreement at terminal
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

^aExpress Connection is referred to locally as Quick Connect.

Table 22: Travel and Tourism Facilitation Initiatives at John F. Kennedy International Airport (JFK) Terminal 8, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	16 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	2 monitors
Enhanced queueing	
Express Connection ^a	8 airlines participate
Global Entry	11 kiosks
Mobile Passport Control (MPC)	2 scanners in primary inspection and 1 in exit control
One Stop	
Professionalism Service Manager (PSM)	1 primary PSM at terminal
Reimbursable Services Program (section 559)	1 agreement at terminal
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

^aExpress Connection is referred to locally as Quick Connect.

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 23: Travel and Tourism Facilitation Initiatives at Los Angeles International Airport (LAX) Terminal 2, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	24 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	3 monitors
Enhanced queuing	
Express Connection	All airlines participate
Global Entry	8 kiosks
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Color-coded queuing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 24: Travel and Tourism Facilitation Initiatives at Los Angeles International Airport (LAX) Terminal 5, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	18 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	3 monitors
Enhanced queuing	
Express Connection	All airlines participate
Global Entry	6 kiosks
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Color-coded queuing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 25: Travel and Tourism Facilitation Initiatives at Los Angeles International Airport (LAX) Terminal 7, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	28 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	3 monitors
Enhanced queuing	
Express Connection	All airlines participate
Global Entry	8 kiosks
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Color-coded queuing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 26: Travel and Tourism Facilitation Initiatives at Los Angeles International Airport (LAX) Tom Bradley International Terminal, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	100 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	10 monitors
Enhanced queuing	
Express Connection	All airlines participate
Global Entry	22 kiosks
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Color-coded queuing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 27: Travel and Tourism Facilitation Initiatives at Orlando International Airport (MCO) Airside 1, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	11 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	3 monitors
Enhanced queuing	
Global Entry	4 kiosks
Mobile Passport Control (MPC)	1 scanner in primary inspection and 1 in exit control
Professionalism Service Manager (PSM)	1 primary PSM at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 28: Travel and Tourism Facilitation Initiatives at Orlando International Airport (MCO) Airside 4, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	19 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	5 monitors
Enhanced queuing	
Global Entry	4 kiosks
Mobile Passport Control (MPC)	1 scanner in primary inspection and 1 in exit control
Professionalism Service Manager (PSM)	1 primary PSM at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
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Dedicated crew lane	
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Source: GAO analysis of CBP data. | GAO-17-470

Table 29: Travel and Tourism Facilitation Initiatives at Miami International Airport (MIA) Terminal D, as of September 30, 2016^a

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
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Automated Passport Control (APC)	80 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	12 monitors
Enhanced queueing	
Express Connection	1 airline participates
Global Entry	24 kiosks
International to International baggage program	
Mobile Passport Control (MPC)	3 scanners in primary inspection
Modified egress	
Professionalism Service Manager (PSM)	3 primary PSMs at airport
Reimbursable Services Program (section 560)	1 agreement at airport
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Color-coded queuing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

^aTerminal D is also known as North Terminal.

Table 30: Travel and Tourism Facilitation Initiatives at Miami International Airport (MIA) Terminal J, as of September 30, 2016^a

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
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Automated Passport Control (APC)	28 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	10 monitors
Enhanced queueing	
Global Entry	4 kiosks

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
International to International baggage program	
Mobile Passport Control (MPC)	2 scanners in primary inspection
Modified egress	
Professionalism Service Manager (PSM)	3 primary PSMs at airport
Reimbursable Services Program (section 560)	1 agreement at airport
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

^aTerminal J is also known as South Terminal.

Table 31: Travel and Tourism Facilitation Initiatives at Chicago O'Hare International Airport (ORD), as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	68 kiosks
Dedicated diplomatic processing lanes	2 lanes
Electronic signage and multimedia	153 monitors
Enhanced queueing	
Express Connection	All airlines participate
Global Entry	24 kiosks
Mobile Passport Control (MPC)	2 scanners in primary inspection and 8 in exit control
One Stop	
Professionalism Service Manager (PSM)	1 primary PSM at airport
Stakeholder meetings	
Variable Message Signage	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 32: Travel and Tourism Facilitation Initiatives at Philadelphia International Airport (PHL), as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	24 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	78 monitors
Enhanced queuing	
Express Connection	All airlines participate
Global Entry	12 kiosks
Professionalism Service Manager (PSM)	1 primary PSM at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Table 33: Travel and Tourism Facilitation Initiatives at Seattle-Tacoma International Airport (SEA), as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	26 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	39 monitors
Express Connection	13 airlines participate
Global Entry	12 kiosks
Mobile Passport Control (MPC)	2 scanners in primary inspection and 1 in exit control
Professionalism Service Manager (PSM)	1 primary PSM and 2 alternates at airport
Stakeholder meetings	
Additional Initiatives	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Appendix III: Implementation of Travel and Tourism Facilitation Initiatives at the 17 Busiest U.S. International Airports

Table 34: Travel and Tourism Facilitation Initiatives at San Francisco International Airport (SFO) Terminal A, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	12 kiosks ^a
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	5 monitors
Express Connection	23 airlines participate
Global Entry	6 kiosks
Mobile Passport Control (MPC)	2 scanners in primary inspection and 1 in exit control
Professionalism Service Manager (PSM)	1 primary PSM and 1 alternate at airport
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Color-coded queuing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

^aTerminal representatives said that they plan to have 40 APC kiosks in the terminal by December 2016.

Table 35: Travel and Tourism Facilitation Initiatives at San Francisco International Airport (SFO) Terminal G, as of September 30, 2016

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Automated Passport Control (APC)	12 kiosks
Dedicated diplomatic processing lanes	1 lane
Electronic signage and multimedia	6 monitors
Express Connection	15 airlines participate
Global Entry	12 kiosks
Mobile Passport Control (MPC)	2 scanners in primary inspection and 1 in exit control
Professionalism Service Manager (PSM)	1 primary PSM and 1 alternate at airport

**Appendix III: Implementation of Travel and
Tourism Facilitation Initiatives at the 17
Busiest U.S. International Airports**

U.S. Customs and Border Protection (CBP) Initiatives	Number, if applicable
Reimbursable Services Program (section 559)	1 agreement at airport
Stakeholder meetings	
Additional Initiatives	
Color-coded queuing and signage	
Dedicated crew lane	

Source: GAO analysis of CBP data. | GAO-17-470

Appendix IV: Average Wait Times at the 17 Busiest U.S. International Airports, May 2013 through August 2016

This appendix provides additional information on the average airport wait times for foreign visitors and U.S. citizens at the 17 busiest U.S. international airports from May 2013 through August 2016.¹ In the following tables, we report U.S. Customs and Border Protection (CBP) airport wait time data for visitors and U.S. citizens at the 17 busiest U.S. international airports from May 2013 through August 2016.²

Table 36: Average Wait Times at the 17 Busiest U.S. International Airports from May 2013 through August 2016 (in minutes)

Airport	Terminal(s)	Average wait times for visitors	Average wait times for U.S. citizens	Difference in average wait times between visitors and U.S. citizens
Hartsfield-Jackson Atlanta International Airport (ATL)	Concourse E	16.86	6.75	10.11
	Concourse F	22.40	7.80	14.60
Boston-Logan International Airport (BOS)	Terminal E	29.69	16.11	13.58
Dallas/Fort Worth International Airport (DFW)	Terminal D	24.30	10.71	13.59
Detroit Metropolitan Wayne County Airport (DTW)	McNamara Terminal	23.47	11.00	12.47
	North Terminal	28.52	17.27	11.25
Newark Liberty International Airport (EWR)	Terminal B	25.17	14.35	10.82
	Terminal C	23.64	11.67	11.97
Fort Lauderdale-Hollywood International Airport (FLL)	Terminal 4	30.39	12.48	17.91
Honolulu International Airport (HNL)	Main Terminal	19.30	8.87	10.43
Washington Dulles International Airport (IAD)	Main and Midfield Terminals ^a	21.42	9.06	12.36
George Bush Intercontinental Airport (IAH)	International Arrivals Building	29.71	13.12	16.59
John F. Kennedy International Airport (JFK)	Terminal 1	37.88	16.15	21.73
	Terminal 4	27.92	12.47	15.45
	Terminal 5 ^b	20.27	9.57	10.70
	Terminal 7	30.26	14.16	16.10
	Terminal 8	33.29	15.28	18.01

¹For the purpose of this report, the terms “foreign visitor” or “visitor” refer to a nonimmigrant, international traveler seeking admission to the United States on a temporary basis. See 8 U.S.C. § 1101(a)(15); 8 C.F.R. § 214.1(a)(1)-(2).

²We selected this time frame to be able to analyze over three full years of data, including four peak summer travel seasons.

**Appendix IV: Average Wait Times at the 17
Busiest U.S. International Airports, May 2013
through August 2016**

Airport	Terminal(s)	Average wait times for visitors	Average wait times for U.S. citizens	Difference in average wait times between visitors and U.S. citizens
Los Angeles International Airport (LAX)	Terminal 2	28.53	17.54	10.99
	Terminal 5	28.38	14.13	14.25
	Terminal 7	20.74	8.32	12.42
	Tom Bradley International Terminal	27.24	13.32	13.92
Orlando International Airport (MCO)	Airside 1	26.37	9.99	16.38
	Airside 4	30.58	9.10	21.48
Miami International Airport (MIA)	Central Terminal ^c	9.73	5.12	4.61
	North Terminal ^d	32.83	15.93	16.90
	South Terminal ^e	30.06	12.84	17.22
Chicago O'Hare International Airport (ORD)	Terminal 5	26.43	11.00	15.43
Philadelphia International Airport (PHL)	Terminal A	26.92	13.33	13.59
Seattle-Tacoma International Airport (SEA)	South Satellite	21.24	8.75	12.49
San Francisco International Airport (SFO)	Terminal A	35.84	19.16	16.68
	Terminal G	32.92	15.48	17.44
Total average wait times		28.02	12.53	15.49

Source: GAO analysis of U.S. Customs and Border Protection (CBP) airport wait time data. | GAO-17-470

^aAccording to CBP officials, the agency reports wait time data at the airport level. Travelers that arrive at the airport are sent in two separate directions upon arrival, either connecting at the Midfield Terminal or terminating at the Main Terminal for CBP processing. Because travelers from the same flight are split between two terminals, the wait time data is calculated at the airport level.

^bCBP provided wait times since November 2014.

^cAccording to CBP officials, travelers are generally not processed at Central Terminal.

^dNorth Terminal is also known as Terminal D.

^eSouth Terminal is also known as Terminal J.

**Appendix IV: Average Wait Times at the 17
Busiest U.S. International Airports, May 2013
through August 2016**

Table 37: Average Wait Times during Peak Summer Travel Seasons at the 17 Busiest U.S. International Airports from May 2013 through August 2016^a

Airport	Terminal(s)	Average wait times for visitors	Average wait times for U.S. citizens	Difference in average wait times between visitors and U.S. citizens
Hartsfield-Jackson Atlanta International Airport (ATL)	Concourse E	20.63	7.53	13.10
	Concourse F	26.02	8.75	17.27
Boston-Logan International Airport (BOS)	Terminal E	34.03	17.90	16.13
Dallas/Fort Worth International Airport (DFW)	Terminal D	27.42	13.54	13.88
Detroit Metropolitan Wayne County Airport (DTW)	McNamara Terminal	25.35	11.69	13.66
	North Terminal	30.88	22.15	8.73
Newark Liberty International Airport (EWR)	Terminal B	26.21	15.17	11.04
	Terminal C	26.28	12.30	13.98
Fort Lauderdale-Hollywood International Airport (FLL)	Terminal 4	31.25	13.58	17.67
Honolulu International Airport (HNL)	Main Terminal	18.72	9.57	9.15
Washington Dulles International Airport (IAD)	Main and Midfield Terminals ^b	22.21	9.32	12.89
George Bush Intercontinental Airport (IAH)	International Arrivals Building	31.39	15.55	15.84
John F. Kennedy International Airport (JFK)	Terminal 1	38.66	16.59	22.07
	Terminal 4	30.20	14.35	15.85
	Terminal 5 ^c	19.67	11.23	8.44
	Terminal 7	30.04	14.62	15.42
	Terminal 8	32.08	16.00	16.08
Los Angeles International Airport (LAX)	Terminal 2	26.96	16.29	10.67
	Terminal 5	27.69	13.86	13.83
	Terminal 7	21.82	9.40	12.42
	Tom Bradley International Terminal	28.20	13.29	14.91
Orlando International Airport (MCO)	Airside 1	28.80	11.01	17.79
	Airside 4	33.87	9.79	24.08
Miami International Airport (MIA)	Central Terminal ^d	10.35	5.65	4.70
	North Terminal ^e	33.11	16.80	16.31
	South Terminal ^f	28.22	13.23	14.99
Chicago O'Hare International Airport (ORD)	Terminal 5	29.33	12.00	17.33
Philadelphia International Airport (PHL)	Terminal A	29.83	15.02	14.81

**Appendix IV: Average Wait Times at the 17
Busiest U.S. International Airports, May 2013
through August 2016**

Airport	Terminal(s)	Average wait times for visitors	Average wait times for U.S. citizens	Difference in average wait times between visitors and U.S. citizens
Seattle-Tacoma International Airport (SEA)	South Satellite	26.61	9.34	17.27
San Francisco International Airport (SFO)	Terminal A	37.46	18.97	18.49
	Terminal G	34.18	15.25	18.93
	Total average wait times	29.29	13.55	15.74

Source: GAO analysis of U.S. Customs and Border Protection (CBP) airport wait time data. | GAO-17-470

^aAccording to CBP, the peak summer travel season consists of the months of June, July, and August of each year.

^bAccording to CBP officials, the agency reports wait time data at the airport level. Travelers that arrive at the airport are sent in two separate directions upon arrival, either connecting at the Midfield Terminal or terminating at the Main Terminal for CBP processing. Because travelers from the same flight are split between two terminals, the wait time data is calculated at the airport level.

^cCBP provided wait times since November 2014.

^dAccording to CBP officials, travelers are generally not processed at Central Terminal.

^eNorth Terminal is also known as Terminal D.

^fSouth Terminal is also known as Terminal J.

Appendix V: Comments from the Department of Homeland Security

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



**Homeland
Security**

March 21, 2017

Rebecca Gambler
Director, Homeland Security and Justice
U.S. Government Accountability Office
441 G Street, NW
Washington, DC 20548

Re: Management's Response to Draft Report GAO-17-470, "INTERNATIONAL AIR TRAVELERS: CBP Collaborates with Stakeholders to Facilitate the Arrival Process, but Could Strengthen Reporting of Airport Wait Times"

Dear Ms. Gambler:

Thank you for the opportunity to review and comment on this draft report. U.S. Department of Homeland Security (DHS) appreciates the U.S. Government Accountability Office's (GAO) work in planning and conducting its review and issuing this report.

The Department is pleased to note GAO's positive recognition of the U.S. Customs and Border Protection's (CBP) Office of Field Operations' (OFO) processes and procedures for facilitating airport travel for more than 308,000 passengers and crew entering the United States through 241 international airports each day during fiscal year 2015. CBP, airport, and airline stakeholders, jointly implement travel and tourism initiatives at U.S. international airports to facilitate the arrival of travelers. These initiatives include Automated Passport Control self-service kiosks that allow eligible travelers to complete a portion of the CBP inspection process before seeing a CBP officer (CBPO), and Mobile Passport control that allows eligible travelers to submit their passport and other information to CBP via an application on a mobile device.

Additionally, CBP allocates and manages staff using various tools, and stakeholders provide resources to help facilitate the traveler entry process. OFO uses a Workload Staffing Model to determine the staffing requirements and help make allocation decisions for CBPOs at ports of entry, including airports. CBP also uses its Enterprise Management Information System to monitor and make immediate staffing changes to meet any traveler volume and wait time concerns at airports. Furthermore, CBP monitors airport wait times and reports data on its public website to help travelers plan flights, including scheduling connecting flights. Currently, CBP is working to develop a way to report wait times by traveler type in order to provide more complete and accurate information on air traveler wait times.

The draft report contained one recommendation with which the Department concurs. Attached find our detailed response to the recommendation.

Again, thank you for the opportunity to review and comment on this draft report. Technical comments were previously provided under separate cover. Please feel free to contact me if you have any questions. We look forward to working with you again in the future.

Sincerely,



JIM H. CRUMPACKER, CIA, CFE
Director
Departmental GAO-OIG Liaison Office

Attachment

**Attachment: DHS Management Response to Recommendation
Contained in GAO-17-470**

GAO recommended that the Secretary of Homeland Security direct the Commissioner of U.S. Customs and Border Protection (CBP) to:

Recommendation: Report airport wait time data for different categories of travelers.

Response: Concur. CBP's OFO will enhance the Real Time Wait Time Reporting Tool, as recommended. Once operational, the enhanced tool will improve CBP's ability to report timely and accurate wait time data in a usable format. More specifically, OFO intends to use Advance Passenger Information data submitted by carriers pursuant to 19 CFR 122.49a. This data will have to be parsed and analyzed in order to distinguish passenger categories. OFO conducted technical discussions with CBP's Office of Information and Technology regarding the functional requirements and will be creating actionable items with milestones. Estimated Completion Date: December 31, 2017.

Appendix VI: GAO Contact and Staff Acknowledgments

GAO Contact

Rebecca Gambler, (202) 512-8777 or gablerr@gao.gov

Staff Acknowledgments

In addition to the contact named above, Kirk Kiester (Assistant Director), Luis E. Rodriguez (Analyst-in-Charge), Dominick Dale, Michele Fejfar, Timothy Guinane, Eric Hauswirth, Stephanie Heiken, Susan Hsu, James McCully, Sasan J. “Jon” Najmi, and Minette Richardson, made significant contributions to this report.

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