

U.S. Department of Justice
FY 2013 PERFORMANCE BUDGET
Congressional Submission

Justice Information Sharing Technology

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I. Overview

The FY 2013 JIST request includes \$33,426,000 and a total of 59 positions. JIST funds the Department of Justice enterprise investments in Information Technology (IT). As a centralized fund under the control of the Department of Justice Chief Information Officer (DOJ CIO), it ensures that investments in Information Technology (IT) systems, cyber security, and information sharing technology are well planned and aligned with the Department's overall IT strategy and enterprise architecture. CIO oversight of the Department's IT environments is critical, given the level of staff dependence on IT to conduct legal, investigative, and administrative functions. Electronic copies of the Department of Justice's Congressional Budget Justifications and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address:

<http://www.justice.gov/02organizations/bpp.htm>

In FY 2013, the JIST appropriation will fund the Office of the CIO's performance of responsibilities under the Clinger-Cohen Act of 1996, and the Department's response to OMB mandates. JIST will fund investments in IT infrastructure, cyber security infrastructure and applications, and financial management that supports the overall mission of the Department and contributes to the achievement of DOJ strategic goals.

Linkage to Strategic Goals

JIST programs support the Department's Strategic Goals by providing staff and the enterprise IT infrastructure and security environments necessary to conduct legal, investigative, and administrative functions. These planned FY 2012 – FY 2016 Strategic Goals are:

- Strategic Goal 1: Prevent terrorism and promote the nation's security consistent with the Rule of Law.
- Strategic Goal 2: Prevent crime, protect the rights of the American People, and enforce federal law.
- Strategic Goal 3: Ensure and support the fair, impartial, efficient, and transparent administration of justice at the Federal, State, Local, Tribal, and International levels.

II. Summary of Program Changes

Item Name	Description				Page
		Pos	FTE	Dollars (\$000)	
IT Transformation & Cyber Security (ITT&CS)	Implement cost efficient, enterprise infrastructure for shared services, storage, hosting, networking, facilities, and support that can be leveraged across the Department; and address new and emerging cyber security threats and implement advance intrusion detection and response capabilities to counter advanced persistent threats.	0	0	\$ 15,174	16

III. Appropriation Language and Analysis of Appropriation Language

A. Appropriation Language

For necessary expenses for information sharing technology, including planning, development, deployment and departmental direction, [\$44,307,000] \$33,426,000, to remain available until expended.

B. Analysis of Appropriation Language

No substantive changes proposed.

IV. Decision Unit Justification

A. Justice Information Sharing Technology – (JIST)

JIST - TOTAL	Perm. Pos.	FTE	Amount
2011 Enacted	72	72	\$60,164,000
2012 Enacted	72	72	44,307,000
Adjustments to Base and Technical Adjustments	-13	-13	-26,055,000
2013 Current Services	59	59	18,252,000
2013 Program Increases	0	0	15,174,000
2013 Request	59	59	33,426,000
Total Change 2012-2013	-13	-13	-\$10,881,000

1. Program Description

JIST programs support the attainment of the Department’s Strategic Goals by funding the CIO management and oversight of the Department’s IT investments. JIST supports the daily activities of the Department’s agents, attorneys, analysts, and administrative staff, and funds the Office of the CIO which performs responsibilities assigned by the Clinger-Cohen Act of 1996. The JIST appropriation funds the following five programs to provide enterprise-wide, cost-effective IT infrastructure, cyber security applications, information sharing technologies, and a unified financial system.

A. IT Transformation and Cyber Security (ITT&CS)

IT Transformation

The ITT&CS Program supports the Department’s staff by providing the IT infrastructure and security environment to conduct legal, investigative, and administrative functions. The Program is aimed toward transforming IT by implementing shared IT infrastructure for the Department and shifting investments to most-efficient computing platforms, including shared services and next generation storage, hosting, networking, and facilities. These infrastructure building blocks will facilitate modernizing and consolidating the Department’s IT infrastructure by aligning the Department’s IT operations with the Federal Data Center Consolidation and Shared First Initiatives.

The Information Technology Transformation Program (ITT) is directed toward transforming the Department’s IT infrastructure to a more cost-efficient and flexible building block architecture that is currently being used by many commercial and governmental organizations. Over time, the ITT will design, develop, and implement basic enterprise-level infrastructure building blocks such as datacenter space, hosting, and storage that can be used by components to reduce their infrastructure and operating cost. Over time, the ITT will also address E-mail by developing and implementing a central E-mail solution and supporting the migration of components to the new application. A shared E-mail application, whether via a cloud application or a purchased central service, will reduce costs.

Cyber Security

The cyber security threat directed toward the Department is not static; it is a dynamic threat with the scope, number, and complexity changing and expanding. Recent cyber attacks show that they can be initiated by individuals within (insider) or external to an organization, by criminal organizations, or groups sponsored by nation states. The ITT&CS Program funds activities to establish a front line of defense against immediate cyber threats and strengthens the cyber security environment to facilitate response to new threats.

The Department's ability to achieve its strategic goals depends on capturing, processing, managing, analyzing, and sharing information. To meet mission, investigative, and information sharing requirements, DOJ's agents, attorneys, and analysts are reliant on connectivity to the Internet to enable collaboration with multiple levels of government. This connectivity level increases the exposure of DOJ systems to disruption from cyber threats and attacks. The Department's cyber security environment provides an effective security structure to counter cyber threats and to ensure that agents, attorneys, and analysts have continual access to the IT systems, networks, and data to support their missions.

The ITT&CS Program funds security infrastructure and applications to provide the front line of defense against immediate cyber threats. It also strengthens the Department's cyber security environment to facilitate response to new threats. The ITT&CS funded Cyber Security activities in FY 2013-14 will focus on insider threats, implementation of advanced intrusion detection and response capabilities in order to counter state sponsored cyber attacks, and the monitoring and evaluation of emerging threats.

B. Public Key Infrastructure/HSPD-12 (PKI)

The PKI program is DOJ's Identity Management Services Program which consolidates several related cyber security initiatives by developing enterprise architecture policies, plans, best practices, and standards for HSPD-12 and the Federal Identity, Credential, and Access Management (ICAM) segment architecture investments, and related IT improvements across DOJ. This program provides the planning, training, operational support, and oversight of the HSPD-12 Personal Identification Verification card (PIVCard) deployment process, and operates the ongoing centralized system for DOJ component employees and contractors.

The PIVCard is the centerpiece of the HSPD-12 solution being implemented government-wide. Standards set by the National Institute of Standards and Technology (NIST) are the basis for satisfying identification and security requirements and for the use of a common PIVCard to achieve both logical and physical access to Federal-controlled facilities and information systems. The PIVCard contains logical elements including PKI certificates, digital photos, and fingerprint biometrics. The PIVCard and related

processes greatly enhance security, increase efficiency, reduce identity fraud, and protect personal privacy.

The PKI program serves as DOJ's departmental issuer of PIVCards which is a mandatory element of the Department's compliance with government standards that will allow cross-agency secure communications. Additionally, the program serves as the primary governing body for DOJ compliance and implementation of the Federal Identity, Credential, and Access Management (ICAM) Initiative. This includes the development and implementation of enterprise services required to use PIVCards, and coordination and execution of agency and sub-agency ICAM implementation plans. Compliance with the Federal ICAM will ensure that value is derived from the HSPD-12 PIVCard investment through increased security of agency facilities and information assets.

C. Law Enforcement Information Sharing Program (LEISP)

LEISP represents a strategic approach to sharing data with other DOJ components, other federal agencies, and partners at the state, local, and tribal levels. LEISP is an executive oversight program that provides the lynchpin for connecting several ongoing projects within key DOJ components under a common set of goals and objectives, and ensures compliance with applicable DOJ policies and memoranda that include but are not limited to data sharing, privacy, and technologies. LEISP-related database application systems enable state, local, and Federal law enforcement agencies nationwide to collect, share, and analyze law enforcement information on criminal activities and separately, in a more tightly controlled environment, to share and analyze sensitive intelligence data.

D. Policy & Planning Staff (PPS)

Office of CIO - DOJ IT Management

JIST funds the Policy & Planning Staff (PPS) that supports CIO management in complying with the Clinger-Cohen Act and other applicable laws, rules, and regulations for federal information resource management. PPS develops, implements, and oversees an integrated approach for effectively and efficiently planning and managing DOJ's information technology resources. PPS performs these responsibilities by managing the following Department-wide processes: CIO Council, Department Investment Review Board (DIRB), IT Strategic Planning, IT Audits, Enterprise Architecture, IT Governance, IT Investment, and Paperwork Reduction Act program.

PPS includes groups responsible for IT investment management (ITIM), enterprise architecture (EA) and infrastructure architecture (IA). The ITIM planning and governance group manages the Department's IT investment and budget planning processes, develops and maintains the Department's general IT program policy and guidance documents, and coordinates the activities of the Department IT Investment Review Board and Department CIO Council for the Department CIO. Other responsibilities include managing the Department's Paperwork Reduction Act program, coordinating IT program audits, and ensuring IT program compliance with records

management, accessibility, and other statutory requirements. PPS will also perform functions such as strategic planning, spectrum management, oversight, liaison, and coordination efforts associated with wireless communications.

Enterprise IT Architecture (EA)

EA monitors and ensures compliance with OMB and GAO enterprise architecture requirements, advises the CIO on strategic priorities, and works to drive these priorities to implementation. To achieve these objectives, the chief enterprise architect undertakes/monitors IT strategic planning, documents the Department-wide EA, performs EA governance/coordination across the department, supports investment reviews (DIRB and ITIM), and develops detailed architectures for Department-wide segments, such as information sharing, in collaboration with key stakeholders from across the Department. EA also works with various cross-government programs to represent the Department on issues which affect IT architecture, such as Green IT and information sharing.

Chief Information Officer – Technology Innovations (CTO)

The CTO identifies, evaluates and pilots innovative new technologies that can result in more cost-effective IT solutions for the Department, with the goal of proving their value propositions and finding Department entities to commit to adoption. Currently, the CTO is working with the Drug Enforcement Administration and Bureau of Alcohol, Tobacco, Firearms to develop an enterprise Geospatial Information Service (GIS) to reduce the cost of implementing secure access to a commercially available GIS application.

E. Unified Financial Management Systems (UFMS)

The Department's Unified Financial Management System (UFMS) is one of the highest management priorities in the Department. Identified by the Department's Inspector General as "one of the most important challenges for the Department," the Department is implementing a Unified Financial Management System that will replace legacy financial systems operated by individual components. This will allow the Department to streamline and standardize business processes and procedures across all Components, providing accurate, timely, and useful financial and procurement data to financial and program managers across the Department. In addition, the system will assist the Department by improving financial management performance and aid in addressing the material weaknesses and non-conformances in internal controls, accounting standards, and systems security identified by the Department's Inspector General.

UFMS is currently serving 2,800 users from six DOJ organizations. The Drug Enforcement Administration (DEA) and Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) have successfully deployed UFMS and rely on it as the financial system of record. Both DEA and ATF received clean audits in FY 2011.

The USMS and AFP will be fully implemented in the first quarter of FY 2013, becoming the next DOJ law enforcement components to rely on UFMS as the financial system of

record. FBI Phase 2 targets implementation of the Criminal Justice Information Systems (CJIS) Division, three District offices and a Legal Attaché in FY 2013. FBI Phase 3 will deploy UFMS across the remaining FBI offices as the financial system of record in FY 2014.

DOJ also intends to consolidate all of the users into a single shared instance for those organizations with unclassified financial data. The consolidation effort will reduce operations and maintenance costs, improve service, and lower risk. The technical refresh of the application to UFMS 2.1 ensures compatibility with the newer technology and operating system, and the refresh is critical for the UFMS-SECRET domain that will serve the FBI. Completion of the consolidation strategy achieves the program goal of supporting all UFMS users on the same version of the UFMS application.

2. Decision Unit Performance Information

PERFORMANCE AND RESOURCES TABLE											
Decision Unit: JMD/OCIO/Justice Information Sharing Technology (JIST)											
RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Change		FY 2013 Request	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		72	60,164 [124,242]	72	60,164 [88,015]	72	44,307 [79,191]	-13	-10,881 [-48,691]	59	33,426 [30,500]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2011		FY 2011		FY 2012 Enacted		Current Services Adjustments and FY 2013 Program Change		FY 2013 Request	
Program Activity		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		72	60,164 [124,242]	72	60,164 [88,015]	72	44,307 [79,191]	-13	-10,881 [-48,691]	59	33,426 [30,500]
Performance Measure	Percentage of offenders booked through JABS	98%		98%		98%		N/A		98%	
Performance Measure	Percentage of total JCON workstations deployed in the fiscal year	100%		100%		100%		N/A		100%	
Performance Measure	Maintain mainframe enterprise system availability for client organizations	99%		100%		99%		N/A		99%	
Performance Measure	Maintain JMD/SMO JCON system availability for client organizations	99%		99%		99%		N/A		99%	
Performance Measure	Ensure IT systems are certified and accredited	100%		100%		100%		N/A		100%	
Performance Measure	Ensure IT help desk calls are answered and resolved within service level agreement terms	75%		90%		75%		N/A		75%	

PERFORMANCE MEASURE TABLE

Decision Unit: JMD/OCIO/Justice Information Sharing Technology (JIST)

Performance Report and Performance Plan Targets		FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011		FY 2012	FY 2013
		Actual	Target	Actual	Target							
Performance Measure	Percentage of offenders booked through JABS	N/A	N/A	95%	97%	99%	99%	98%	98%	98%	98%	98%
Performance Measure	Percentage of total JCON workstations deployed in the fiscal year	N/A	N/A	N/A	45%	0%	15%	100%	100%	100%	100%	100%
Performance Measure	Maintain mainframe enterprise system availability for client organizations	N/A	N/A	N/A	N/A	100%	100%	99%	99%	100%	99%	99%
Performance Measure	Maintain JMD/SMO JCON system availability for client organizations	N/A	N/A	100%	99%	100%	100%	99%	99%	99%	99%	99%
Performance Measure	Ensure IT systems are certified and accredited	N/A	N/A	91%	22%	100%	100%	100%	100%	100%	100%	100%
Performance Measure	Ensure IT help desk calls are answered and resolved within service level agreement terms	N/A	N/A	N/A	N/A	87%	78%	75%	75%	90%	75%	75%

N/A = Data unavailable

3. Performance, Resources, and Strategies

A. Performance Plan and Report for Outcomes

JIST provides resources so that the DOJ CIO can ensure that investments in IT infrastructure, cyber security infrastructure and applications, central solutions for commodity applications, secure communications, and information sharing technology are well planned and aligned with the Department's overall IT strategy and enterprise architecture. The JIST FY 2013 budget request totals \$33.4 million with 59 positions. Major IT investments are periodically reviewed by Department IT Investment Review Board (DIRB). The Deputy Attorney General (DAG) chairs the board, and the DOJ CIO serves as vice chair. The DIRB includes the Assistant Attorney General for Administration, the Controller, and various Deputy CIOs.

The DIRB provides the highest level of investment oversight as part of the Department's overall IT investment management process. The Department's IT investments are vetted annually through the budget submission process, in conjunction with each component's Information Technology Investment Management (ITIM) process. Of the hundreds of projects that are funded annually across the Department, approximately a dozen are selected each year for DIRB review based on the size of their budget and/or their strategic importance to the Department's missions. The DIRB's principal functions in fulfilling its decision-making responsibilities are to:

- Ensure compliance with the Clinger-Cohen Act and all other applicable laws, rules, and regulations regarding information resources management,
- Monitor the Department's most important IT investments throughout their project lifecycle to ensure goals are met and the expected returns on investment are achieved,
- Ensure each project under review has established effective budget, schedule, operational, performance, and security metrics that support the achievement of key project milestones,
- Review the recommendations and issues raised by the components' IT investment management process,
- Review annually each component's IT investment portfolio, including business cases for new investments, to enable informed departmental IT portfolio decisions,
- Develop and implement decision-making processes that are consistent with the purposes of the DIRB, and with applicable Congressional and OMB guidelines for selecting, monitoring, and evaluating information system investments.

In addition to the DIRB, the Department maintains an IT Dashboard that allows management to review various aspects of major initiatives across the Department. The Dashboard is considered another oversight tool since all projects cannot be reviewed by the DIRB. The dashboard includes Earned Value Management System (EVMS) reporting, to ensure projects are evaluated against acceptable variances for scope, schedule, and costs. Risk analysis and project funding information are also available in

this tool. This allows the Department's CIO and senior management team to have timely access to project information via the web.

B. Strategies to Accomplish Outcomes

Specific mission critical IT infrastructure investments are designed, engineered, and deployed with JIST resources.

- The IT Transformation and Cyber Security (ITT&CS) program is directed toward implementing cost efficient, enterprise infrastructure for shared services, storage, hosting, networking, facilities, and support that can be leveraged across the Department and addressing new and emerging cyber security threats.
 - The JIST IT Transformation effort is a multiyear commitment that supports the Federal CIO's 25 Point Plan to Reform Federal IT management by aligning the Department's IT operational requirements with the Federal Data Center Consolidation and Share First Initiatives. Over time, as enterprise-level building blocks such as data center space, hosting, storage, and shared services are brought online, components can reduce their infrastructure and operating cost by utilizing readily available enterprise infrastructure and services.
 - Cyber security investments are directed to protect the Department's sensitive and classified data within its systems. ITT&CS funds the design and implementation of enterprise-wide security architecture to address new and emerging cyber threats, consolidating and securing sensitive but unclassified (SBU) and classified networks, and the expansion and maintenance of remote access to protect DOJ's systems and data from external and internal cyber attacks. In addition, the ITT&CS funds the implementation of security technologies, such as intrusion protection systems, to identify patterns and respond timely to threat. It also funds data loss prevention technologies to identify and stop classified and sensitive data from being extracted, lost, stolen, or otherwise compromised.
- The Public Key Infrastructure (PKI)/Identity Management program develops the enterprise architecture standards for identity management , provides planning, training, operational support, and oversight of the Personal Identification Verification card (PIVCard) deployment process for DOJ component employees and contractors, and serves as the primary governing body for DOJ compliance and implementation of the federal Identity, Credential, Access Management (ICAM) infrastructure. The PIVCard contains logical elements including PKI certificates, digital photos, and fingerprint biometrics and will be used by government employees and contractors for achieving both logical and physical access to Federal controlled facilities and information systems. The card and related processing will become integral for encrypting sensitive data, remote processing and telework, and automating workflows and authorizations (electronic signatures).

- The Law Enforcement Information Sharing Program (LEISP) develops and promotes information sharing architectural standards and services for connecting ongoing projects within key DOJ components, under a common set of goals and objectives. LEISP also provides technical support to Department projects to understand and implement the National Information Exchange Model (NIEM) based exchanges for information sharing solutions.

V. Program Increase

Item Name:	IT Transformation and Cyber Security
Budget Decision Units:	JIST
Strategic Goal(s) & Objective:	Supports Goals 1-3.
Organizational Program:	JIST
Component Ranking of Item:	1 of 1

Program Increase: Positions 0 FTE 0 Dollars \$15,174,000

A. Description of Item

The increase of \$15,174,000 will fund the IT Transformation and Cyber Security Program (ITT&CS) to:

- Implement the Federal CIO's 25 Point Plan to Reform Federal IT Management by implementing a cost-efficient enterprise IT infrastructure using infrastructure building blocks and IT systems that can be leveraged across the Department
- Protect the Department against current and emerging cyber security threats by implementing security infrastructure to address insider threats and advanced persistent attack (APT) threats and upgrading the Department's trusted infrastructure.

The ITT&CS Program is a multiyear effort to move the Department from its highly federated IT model to a more leveraged architecture and footprint and to protect the Department's networks from current and emerging cyber security threats. Approximately two-thirds (2/3) of the increase will be allocated to IT transformation and one-third (1/3) to cyber security.

1. IT Transformation

The transformation of enterprise IT to a cost effective building block infrastructure is a multiyear program aimed toward implementing the shared IT infrastructure for the Department and shifting investment to the most-efficient computing platforms, including shared services and next generation storage, hosting, networking, and facilities. These infrastructure building blocks will facilitate modernizing and consolidating the Department's IT infrastructure by aligning the Department's IT operational requirements with the Federal Data Center Consolidation and Shared First Initiatives.

a. Departmental E-mail

The Department currently operates 23 disparate E-mail systems. E-mail is a commodity application that can be provided by moving toward a shared application for the Department. The effort will evaluate efficient computing alternatives including cloud and software-as-a-service, to reduce cost and allow Components to adopt related applications (collaboration, live meetings, calendaring, enterprise-wide mailing lists, voice-mail/e-mail integration, net meetings, and SharePoint) across the Department. The

Departmental E-mail initiative is a multiyear effort to deliver a central shared E-mail solution and support the migration of components to the new application.

b. Enterprise Data Center Modernization / Virtual Hosting and Shared Storage Platforms

IT across DOJ is running at 28 different data centers on 15 or more disparate component-run architectures. This has resulted in a fragmented hosting and storage architecture which is expensive to operate and impedes both effective collaboration and data center consolidation.

The modernization of Justice Data Center-Washington (JDC-W) and the consolidation of DOJ data centers require a scalable virtualized hosting environment that today's disparate applications can move to. Unlike E-mail, many DOJ applications are not candidates for consolidation at the application-level across the enterprise. They are, however, capable of running on standard computing and storage architecture. A virtual hosting platform will provide the scalable, pay-as-you-grow service that eliminates the need for each component to plan, secure and maintain its own unique underlying infrastructure. Components will be more agile as a result, and future DOJ applications will be more portable. Moving from the current fragmented hosting architecture to an enterprise virtual hosting platform will yield cost savings that flow from leveraging buys of commodity service, and reduce the need to maintain excess capacity.

c. Data Center Consolidation

Explosive growth in the data center footprints across the Department due to operational silos has resulted in duplicative and inefficient data center operations. These inefficiencies arise in all aspects of the data center, from infrastructure, power consumption, labor, maintenance and physical and IT security. As a result, consolidation efforts must address the inefficiencies that exist as well as prepare the government to meet future mission demands. The implementation and migration of components to enterprise virtual hosting and storage platforms are the initial actions to modernize DOJ data centers to facilitate data center consolidation.

The Federal Data Center Consolidation Initiative (FDCCI) mandates that the Department close data centers and perform server consolidation to meet environmental, budget, and performance targets established for the federal enterprise. The ITT&CS increase will fund the initial work to plan, architect, standardize, direct, deploy, transition, and assess performance of the agency-wide effort to comply with FDCCI and Shared First Initiatives through multiple efficient-computing alternatives, including: Public cloud, private cloud, commercial hosting, government hosting, increased multi-tenant collocation, and increased virtualization. Moving from a fragmented best-effort approach by components to a central initiative will result in a more rational process with a higher level of intra-Department coordination that can meet the FDCCI targets and better reduce the Department's data center cost.

2. Cyber Security

The cyber security threat directed toward the Department is not static; it is a dynamic threat with the scope, number, and complexity of cyber attacks changing and expanding. To effectively counter a changing and evolving cyber security threat, the Department must timely address new threats and continually monitor, evaluate, and plan defenses against emerging threats that present near-term risk and potential loss.

The immediate cyber security risk facing the Department is insider threats and advanced persistent threat (APT) undertaken by large private/criminal organizations or nation state sponsored groups. The Department must continue work to consolidate and secure sensitive but unclassified (SBU) and classified networks to improve its overall security posture.

a. Insider Threat

The 2010 WikiLeaks incident and other recent data leakage occurrences highlight the fact that insider threats pose one of the greatest risks to government information systems. Employees are trusted with sensitive and/or classified information and there is often little oversight or security governing that access. Implementing strong, flexible, and scalable measures to prevent insider attacks from succeeding is vital.

The recent agency-wide Information Security Assessment revealed significant security weaknesses throughout the government and within the Department. Of primary concern are the control and monitoring of removable media, insider threat behavior monitoring and detection, and prevention of data leaks on all sensitive and classified information systems.

To counter insider threats, the increase will be used to design a defense plan and acquire and implement hardware infrastructure and software tools to monitor, detect, and respond to insider threats.

b. Advanced Persistent Threat (APT)

APT is a sophisticated and organized cyber-attack to access and steal information from compromised computers. These attacks are usually initiated by large private/criminal organizations or groups sponsored by nation states. The occurrence of APT attacks against the federal government, including the DOJ, is increasing.

APT intruders have malicious code (malware) that circumvents common safeguards such as anti-virus and intrusion detection systems and are capable of escalating their tools and techniques as our capability to respond improves. Therefore, the APT attacks present different challenges than addressing common computer security breaches.

New monitoring technologies such as host-based monitoring and signature detection technologies are critical to successfully identifying malicious activity that hides in routine network traffic or lies dormant until it is required to maintain access to the network. These technologies will allow the Justice Security Operations Control Center (JSOC) to identify malware often missed while monitoring networks. Without the implementation of these advanced technologies, DOJ will not know if it has been targeted by an APT

which increases the risk of sensitive data loss and results in significant amounts of JSOC time wasted to conduct tactical remediation in an effort to understand the extent of a security compromise.

To effectively protect the networks and data, the Department's security architect and infrastructure must specifically take APTs into account by implementing a more offensive approach to security. Next-generation software can provide advanced analytics of data which look for network or host based anomalies that will help uncover any attack or malware that may have slipped through the Department's security perimeter.

c. Consolidate Security Architecture

DOJ's security infrastructure has been built incrementally, primarily funded by and installed with the specific needs of component organization buying each element installed. The result is that over time, the landscape of SBU network communications, security, monitoring, and logical services infrastructures have become quite varied and inconsistent. The Department's classified networks and systems are similarly fragmented and security technologies are inconsistently implemented. The increase will provide the funds to secure the Department's external system and network connections and prioritize data traffic flow through segmentation of services while enhancing the efficiency and effectiveness of monitoring traffic through the Justice Security Operations Center.

B. Justification

The ITT&CS Program is aimed toward implementing a cost-efficient infrastructure model using basic infrastructure building-blocks and enhancing the Department's security posture by implementing cyber security architecture and infrastructure to counter new and emerging cyber threats. Implementation of the infrastructure building-block model will reduce the cost of the Department's IT operations and facilitate further savings by consolidating data centers. It will strengthen the Department's capabilities to address new and emerging threats, ensure the protection of sensitive data, and facilitate the availability of networks and data so the Department's staff can securely conduct legal, investigative and administrative functions. The ITT&CS Program is a multiyear effort that will significantly transform IT and cyber security infrastructures resulting in reduced operating costs and a more secure IT environment.

C. Impact on Performance

The Department's ability to achieve its strategic goals depends heavily on its IT and cyber security infrastructure to support its agents, attorneys, analysts, and administrative staff in conducting legal, investigative and administrative functions. The complexity of the mission, challenging business environment, and increasing need for collaboration are factors driving investments in IT. The ITT&CS increase impacts performance by reducing IT infrastructure cost, implementing a shared E-mail application, and implementing an IT architecture that facilitates the adoption of mission enabling technologies.

To meet mission investigative and information sharing requirements, DOJ's agents, attorneys, and analysts are increasingly reliant on connectivity to the Internet, other DOJ components and multiple levels of government. The ITT&CS increase will allow the Department to address weaknesses in the current network and security architecture supporting the Department. This will not only improve the overall security of the network, but will improve the administration and monitoring of the network. Secure and resilient systems and networks will provide DOJ's agents, attorneys and analysts with the necessary IT tools to efficiently and effectively accomplish their missions.

D. Funding – IT Transformation and Cyber Security Program

Base Funding

FY 2011 Enacted				FY 2012 Enacted				FY 2013 Current Services			
Pos	Agt/Atty	FTE	(\$000)	Pos	Agt/Atty	FTE	(\$000)	Pos	Agt/Atty	FTE	(\$000)
5	0	4	\$7,737	5	0	3.5	4,176	5	0	4	\$4,176

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2013) (\$000)	FY 2015 Net Annualization (change from 2014) (\$000)
Total Personnel		0	\$0	\$0	\$0

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2013) (\$000)	FY 2015 Net Annualization (change from 2014) (\$000)
Total Non-Personnel	\$15,174	1	\$15,174	\$15,174	\$0

Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2014 Net Annualization (change from 2013) (\$000)	FY 2015 Net Annualization (change from 2014) (\$000)
Current Services	5	0	4	\$ 636	\$ 3,540	\$ 4,176	\$0	\$0
Increases	0	0	0	0	\$15,174	\$15,174	\$15,174	\$0
Grand Total	5	0	5	\$ 636	\$18,714	\$19,350	\$15,174	\$0

B: Summary of Requirements

Summary of Requirements
JIST
Salaries and Expenses
(Dollars in Thousands)

	FY 2013 Request		
	Perm. Pos.	FTE	Amount
2011 Enacted (without Rescissions)	72	72	\$60,164
2012 Enacted (without Rescissions)	72	72	44,307
Total 2012 Enacted (with Rescissions)	72	72	44,307
Technical Adjustments			
Adjustments to Base			
Transfers:			
Transfers - JABS - From JIST	(5)	(5)	(9,500)
Transfers - JCON and JCON S/TS - From JIST	(8)	(8)	(17,529)
Subtotal Transfers	(13)	(13)	(27,029)
Increases:			
Pay and Benefits			126
Domestic Rent and Facilities			848
Subtotal Increases			974
Total Adjustments to Base	0	0	(26,055)
Total Adjustments to Base and Technical Adjustments	0	0	(26,055)
2013 Current Services	59	59	18,252
Program Changes			
Increases:			
IT Transformation			15,174
Subtotal Increases	0	0	15,174
Total Program Changes	0	0	15,174
2013 Total Request	59	59	33,426
2012 - 2013 Total Change	(13)	(13)	(10,881)

NOTE: All FTE numbers in this table reflect authorized FTE, which is the total number of FTE available to a component. Because the FY 2013 President's Budget Appendix builds the FTE request using actual FTE rather than authorized, it may not match the FY 2012 FTE enacted and FY 2013 FTE request reflected in this table.

Summary of Requirements
JIST
Salaries and Expenses
(Dollars in Thousands)

Estimates by budget activity	2011 Appropriation Enacted w/Rescissions			2012 Enacted			2013 Adjustments to Base and Technical Adjustments			2013 Current Services			2013 Increases			2013 Offsets			2013 Request		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
JIST	72	72	60,164	72	72	44,307	(13)	(13)	(26,055)	59	59	18,252	0	0	15,174				59	59	33,426
Total	72	72	\$60,164	72	72	\$44,307	(13)	(13)	-\$26,055	59	59	\$18,252	0	0	\$15,174	0	0	\$0	59	59	\$33,426
Total FTE		72			72			(13)			59			0			0				59
Total Comp. FTE		72			72			(13)			59			0			0				59

Joint Automated Booking System: A transfer of \$ 9,500 is included for the Department's Justice Automated Booking System program which will be moved to the Working Capital Fund and provided as a billable service in FY 2013.

JCON and JCON S/TS: A transfer of \$17,529 is included for the Department's Justice Consolidated Office Network (JCON) and JCON S/TS programs which will be moved to the Working Capital fund and provided as a billable service in FY2013.

C: Program Increases/Offsets By Decision Unit

FY 2013 Program Increases/Offsets By Decision Unit
JIST
(Dollars in Thousands)

Program Increases	Location of Description by Decision Unit	Decision Unit 1				Total Increases
		Pos.	Agt./Atty.	FTE	Amount	
IT Transformation /Cyber	JIST			0	15,174	15,174
Total Program Increases		0	0	0	\$15,174	\$15,174
Program Offsets	Location of Description by Decision Unit	Decision Unit 1				Total Offsets
		Pos.	Agt./Atty.	FTE	Amount	
Total Offsets		0	0	0	\$0	\$0

D: Resources by DOJ Strategic Goal and Strategic Objective

**Resources by Department of Justice Strategic Goal/Objective
JIST**
(Dollars in Thousands)

Strategic Goal and Strategic Objective	2011 Appropriation Enacted		2012 Enacted		2013 Current Services		2013				2013 Request	
	Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s	Increases		Offsets		Direct, Reimb. Other FTE	Direct Amount \$000s
							Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s		
Enabling/Administrative	72	60,164	72	44,307	59	18,252	0	15,174			59	33,426
GRAND TOTAL	72	\$60,164	72	\$44,307	59	\$18,252	0	\$15,174	0	\$0	59	\$33,426

E. Justification for Base Adjustments

Justification for Base Adjustments JIST

	<u>POS</u>	<u>FTE</u>	<u>Amount</u>
<u>Transfers</u>			
<u>Joint Automated Booking System:</u> A transfer of \$ 9,500,000 is included in support of the Department's Justice Automated Booking System program which will be moved to the Working Capital Fund and provided as a billable service in FY 2013.	(5)	(5)	(9,500,000)
<u>JCON and JCON S/Ts:</u> A transfer of \$ 17,529,000 is included in support of the Department's Justice Consolidated Office Network (JCON) and JCON S/Ts programs which will be moved to the Working Capital Fund and provided as a billable service in FY 2013	(8)	(8)	(17,529,000)
Total Transfers:	(13)	(13)	(27,029,000)
<u>Increases</u>			
<u>2013 Pay Raise.</u> This request provides for a proposed 0.5 percent pay raise to be effective in January of 2013. The increase only includes the general pay raise. The amount requested, \$ 41,000, represents the pay amounts for 3/4 of the fiscal year plus appropriate benefits (\$ 32,390 for pay and \$ 8,610 for benefits.)			41,000
<u>Retirement.</u> Agency retirement contributions increase as employees under CSRS retire and are replaced by FERS employees. Based on OPM government-wide estimates, we project that the DOJ workforce will convert from CSRS to FERS at a rate of 1.3 percent per year. The requested increase of \$ 15,000 is necessary to meet our increased retirement obligations as a result of this conversion.			<u>Amount</u> 15,000
<u>FERS Rate Increase.</u> On June 11, 2010, the Board of Actuaries of the Civil Service Retirement System recommended a new set of economic assumptions for the Civil Service Retirement (CSRS) and the Federal Employees Retirement System (FERS). In accordance with this change, effective October 1, 2011 (FY 2012), the total Normal Cost of Regular retirement under FERS will increase from the current level of 12.5% of pay to 12.7%. The total FERS contribution for Law Enforcement retirement will increase from 27.0% to 27.6%. This will result in new agency contribution rates of 11.9% for normal costs (up from the current 11.7%) and 26.3% for law enforcement personnel (up from the current 25.7%). The amount requested, \$ 16,000, represents the funds needed to cover this increase.			16,000
<u>Health Insurance.</u> Effective January 2013, this component's contribution to Federal employees' health insurance premiums increased by 7.1 percent. Applied against the 2011 estimate of \$ 161,000, the additional amount required is \$ 11,000.			11,000
<u>Changes in Compensable Days.</u> The decreased cost for one compensable day in FY 2013 compared to FY 2012 is calculated by dividing the FY 2012 estimated personnel compensation \$8,997,000 and applicable benefits \$2,203,000 by 261 compensable days.			43,000
<u>General Services Administration (GSA) Rent.</u> GSA will continue to charge rental rates that approximate those charged to commercial tenants for equivalent space and related services. The requested increase of \$ 831,000 is required to meet our commitment to GSA. The costs associated with GSA rent were derived through the use of an automated system, which uses the latest inventory data, including rate increases to be effective in FY 2013 for each building currently occupied by Department of Justice components, as well as the costs of new space to be occupied. GSA provided data on the rate increases.			831,000
<u>Security Charges.</u> Guard Service includes those costs paid directly by DOJ and those paid to Department of Homeland Security (DHS). The requested increase of \$17,000 is required to meet our commitment to DHS and other security costs.			17,000
Total Increase:	(13)	(13)	\$974,000
Total Decrease:	0	0	\$0
Total ATB:	(13)	(13)	-\$26,055,000

F: Crosswalk of 2011 Availability

Crosswalk of 2011 Availability

JIST

Salaries and Expenses

(Dollars in Thousands)

Decision Unit	FY 2011 Without Balance Rescissions			Balance Rescissions			Reprogrammings / Transfers			Carryover Amount	Recoveries Amount	2011 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount			Pos.	FTE	Amount
JIST	72	72	60,164			0				3,159	12,935	72	72	76,258
												0	0	0
												0	0	0
												0	0	0
TOTAL	72	72	\$60,164	0	0	\$0	0	0	\$0	\$3,159	\$12,935	72	72	\$76,258
Reimbursable FTE													0	
Total FTE		72			0			0					72	
Other FTE														
LEAP													0	
Overtime													0	
Total Compensable FTE		72			0			0					72	

G: Crosswalk of 2012 Availability

Crosswalk of 2012 Availability
 JIST
 Salaries and Expenses
 (Dollars in Thousands)

Decision Unit	FY 2012 Enacted Without Rescissions			Rescissions			Reprogrammings / Transfers			Carryover	Recoveries	2012 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Amount	Amount	Pos.	FTE	Amount
JIST	72	72	60,164							1,672	2,008	72	72	63,844
TOTAL	72	72	\$60,164	0	0	\$0	0	0	\$0	\$1,672	\$2,008	72	72	\$63,844
Reimbursable FTE														0
Total FTE		72			0			0						72
Other FTE														
LEAP		0			0			0						0
Overtime		0			0			0						0
Total Compensable FTE		72			0			0						72

Note: The \$2,008 recoveries is composed of \$678 actual as of 11/30/11 and \$1,330 estimate.

H: Summary of Reimbursable Resources

Summary of Reimbursable Resources

JIST
Salaries and Expenses
(Dollars in Thousands)

Collections by Source	2011 Enacted			2012 Planned			2013 Request			Increase/Decrease		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
US Courts, Census Bureau, DHS, DOT, FEMA, Dept. of Ed., Various DOJ Components			306			211						(211)
AFOSI US Air Force Security			13									0
Federal Detention Trustee			99									0
FBI			350			73						(73)
OJP			156			46						(46)
USMS			4,452			19						(19)
BOP			397			397						(397)
OLC			175									0
WCF - SEPS			8,997			423						(423)
EOUSA			1,190			249						(249)
JMD/OCIO/OSS			1,263			178						(178)
WCF/RE - JMD FINANCE STAFF			23,019			38,287			30,499			(7,788)
WCF/UBT - JMD BUDGET STAFF			41,083			38,398						(38,398)
DEA			170			326						(326)
US Treasury comptroller of Currency			25			25						(25)
Department of Commerce			37			37						(37)
DOD			30			66						(66)
FDIC			77									0
FSA			25									0
JMD-AFMS			5,902									0
SEC			43			23						(23)
Solicitor General			70									0
USDA			13			38						(38)
ATF						250						(250)
Various other Federal Agencies			122			144						(144)
Budgetary Resources:			\$88,015			\$79,191			\$30,499			(\$48,692)

I: Detail of Permanent Positions by Category

Detail of Permanent Positions by Category
 JIST
 Salaries and Expenses

Category	2011 Enacted		2012 Enacted		2013 Request					
	Total Authorized	Total Reimbursable	Total Authorized	Total Reimbursable	ATBs	Program Increases	Program Decreases	Total Pr. Changes	Total Authorized	Total Reimbursable
Intelligence Series (132)										
Personnel Management (200-299)										
Clerical and Office Services (300-399)	4		4				(1)	(1)	3	
Accounting and Budget (500-599)	2		2						2	
Attorneys (905)										
Paralegals / Other Law (900-998)										
Information & Arts (1000-1099)										
Business & Industry (1100-1199)	2		2						2	
Library (1400-1499)										
Equipment/Facilities Services (1600-1699)										
Miscellaneous Inspectors Series (1802)										
Criminal Investigative Series (1811)										
Supply Services (2000-2099)										
Motor Vehicle Operations (5703)										
Information Technology Mgmt (2210)	64		64				(12)	(12)	52	
Security Specialists (080)										
Miscellaneous Operations (010-099)										
Total	72	0	72	0	0	0	(13)	(13)	59	0
Headquarters (Washington, D.C.)								0	0	0
U.S. Field										
Foreign Field								0	0	
Total	0	0	0	0	0	0	0	0	0	0

J: Financial Analysis of Program Changes

Financial Analysis of Program Changes

JIST

Salaries and Expenses

(Dollars in Thousands)

	IT Transformation/Cyber Security						Program Changes	
	Inc. 1		Inc. 2		Offset			
	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount
Research and development contracts								
Personnel benefits							0	0
Travel and transportation of persons							0	0
Advisory and assistance services		4,097					0	4,097
Other services		3,338					0	3,338
Purchases of goods & services from Government accounts		7,132					0	7,132
Equipment		607					0	607
Total, 2013 Program Changes Requested	0	\$15,174	0	\$0	0	\$0	0	\$15,174

K: Summary of Requirements by Grade

Summary of Requirements by Grade
 JIST
 Salaries and Expenses

Grades and Salary Ranges	2011 Enacted w/Rescissions		2012 Enacted		2013 Request		Increase/Decrease	
	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount
SES, \$119,554 - 179,700	6		6		6		0	
GS-15, \$123,758 - 155,500	36		36		30		(6)	
GS-14, \$105,211 - 136,771	25		25		19		(6)	
GS-13, \$89,033 - 115,742	3		3		2		(1)	
GS-12, \$74,872 - 97,333	1		1		1		0	
GS-11, \$62,467 - 81,204	1		1		1		0	
GS-10, \$56,857 - 73,917							0	
GS-9, \$51,630 - 67,114							0	
GS-8, \$46,745 - 60,765							0	
GS-7, \$42,209 - 54,875							0	
GS-6, \$37,983 - 49,375							0	
GS-5, \$34,075 - 44,293							0	
GS-4, \$30,456 - 39,590							0	
GS-3, \$27,130 - 35,269							0	
GS-2, \$24,865 - 31,292							0	
GS-1, \$22,115 - 27,663							0	
Total, Appropriated Positions	72		72		59		(13)	
Average SES Salary		\$173,055		\$173,055		\$173,055		
Average GS Salary		\$129,449		\$129,449		\$129,449		
Average GS Grade		14		14		14		

L: Summary of Requirements by Object Class

Summary of Requirements by Object Class

JIST

Salaries and Expenses

(Dollars in Thousands)

Object Classes	2011 Actuals		2012 Estimate		2013 Request		Increase/Decrease	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Direct FTE & personnel compensation	67	\$8,312	67	\$8,263	54	6,197	(13)	(\$2,066)
11.3 Other than full-time permanent	5	26	5	26	5	26		0
11.5 Total, Other personnel compensation		22		22		22		0
<i>Overtime</i>								
<i>Other Compensation</i>		22		22		22		0
13.0 Benefits for former personnel		25						0
Total	72	8,385	72	8,311	59	6,245	(13)	(2,066)
Other Object Classes:								
12.0 Personnel benefits		2,203		2,279		1,665		(614)
21.0 Travel and transportation of persons		14		12		12		0
22.0 Transportation of things		72		53		10		(43)
23.1 GSA rent		3,468		4,077		2,814		(1,263)
23.2 Moving/Lease Expirations/Contract Parking		13		16		16		0
23.3 Comm., util., & other misc. charges		2,796		3,250		282		(2,969)
24.0 Printing and reproduction		4		4		4		0
25.1 Advisory and assistance services		29,512		7,747		6,034		(1,713)
25.2 Other services		0		5,184		4,875		(309)
25.3 Purchases of goods & services from Government accounts (Antennas, DHS Sec. Etc.)		21,500		11,219		10,499		(720)
25.4 Operation and maintenance of facilities								0
25.6 Medical Care		1		1		1		0
25.7 Operation and maintenance of equipment		21		25		2		(23)
26.0 Supplies and materials		94		84		50		(34)
31.0 Equipment		6,502		5,724		917		(4,807)
Total obligations		\$74,586		\$47,987		\$33,426		(\$14,561)
Unobligated balance, start of year		(3,159)		(1,672)				
Unobligated balance, end of year		1,672						
Recoveries of prior year obligations		(12,935)		(2,008)				
Total DIRECT requirements		60,164		44,307		33,426		
Reimbursable FTE:								
Full-time permanent	0	\$0	0	\$0	0	\$0		
23.1 GSA rent (Reimbursable)		\$0		\$0		\$0		
25.3 DHS Security (Reimbursable)		\$0		\$0		\$0		