

Fees and Expenses of Witnesses

DEPARTMENT
OF JUSTICE

FY 2024 PRESIDENT'S BUDGET



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Fees and Expenses of Witnesses

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I. Overview for Fees and Expenses of Witnesses

For the Fees and Expenses of Witnesses (FEW) appropriation, the Department of Justice requests a funding level of \$270,000,000 for FY 2024, to remain available until expended. The FEW is a mandatory appropriation. Electronic copies of the Department's Congressional Budget Justifications and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address: <https://www.justice.gov/doj/budget-and-performance>

The Fees and Expenses of Witnesses activity provides funding for all fees and expenses associated with the provision of testimony on behalf of the Federal Government. Specifically, there are two types of witnesses that are compensated under the provisions of this activity. Fact witnesses testify as to events or facts about which they have personal knowledge. These witnesses are paid a statutorily established rate of \$40 per day plus reasonable amounts for travel and certain other costs associated with their appearance in court. Expert witnesses provide technical or scientific testimony and are compensated based on negotiations with the respective Federal Government attorney. Funding allocated to this activity is also used to pay the fees of physicians and psychiatrists who examine defendants upon order of the court to determine their fitness to stand trial.

The Protection of Witnesses activity provides funding for the security of government witnesses, or potential government witnesses, and their families when their testimony, concerning organized criminal activity, may jeopardize their personal security. Typical expenses include, but are not limited to: subsistence, housing, medical and dental care, travel, documentation, identity changes, one-time relocation, and costs associated with obtaining employment. This activity also provides for the construction and maintenance of strategically located safesite facilities to house protected witnesses before and during trial; the purchase and maintenance of armored vehicles; and the maintenance of a secured network.

The Private Counsel activity, established under 28 C.F.R. § 50.15 and 50.16, authorizes the Civil Division to retain private counsel to represent government officers and employees who are sued, charged, or subpoenaed for actions taken while performing their official duties. Further, funding allotted to this activity is used to pay private legal representation expenses associated with the provision of testimony before Congressional committees in instances wherein government counsel is precluded from representing Federal Government employees or wherein private counsel is otherwise appropriate.

The Foreign Counsel activity, established under 28 C.F.R. § 0.46, authorizes the Civil Division to cover all other civil litigation including claims by or against the United States, its agencies, or its officers in domestic or foreign courts, special proceedings, and similar civil matters not otherwise assigned. The activity pays for foreign counsel to represent before foreign criminal courts any agencies of the Department of Justice and other law enforcement officers of the United States who are charged with violations of foreign law as a result of acts performed in the course and scope of Government services.

The Alternative Dispute Resolution activity funds the expenses of hiring third party neutrals and witnesses in resolution proceedings.

The Emergency Witness Assistance Program allows the Government to aid witnesses who might not otherwise testify because of perceived threats surrounding the litigation. This program started in 1997, and is limited to a participation period not to exceed 30 days. The services provided include transportation, temporary housing, temporary subsistence, emergency telephone calls, and child/elder care.

The Victim Compensation Fund was established by Section 1208 of the Comprehensive Crime Control Act (Title II of P.L. 98-473). The Fund is used by the Attorney General to "pay restitution to, or in the case of death, compensation for the death of any victim of a crime that causes or threatens death or serious bodily injury and that is committed by any person during a period in which that person is provided protection under this chapter." In the case of death, an amount not to exceed \$50,000 may be paid to the victim's estate. Moreover, the act authorizes payment of an amount not to exceed \$25,000 to the estate of any individual whose death was caused by a protected witness before the enactment of this law.

II. Summary of Program Changes

N/A

III. Appropriations Language and Analysis of Appropriations Language

Appropriations Language

Fees and Expenses of Witnesses

For fees and expenses of witnesses, for expenses of contracts for the procurement and supervision of expert witnesses, for private counsel expenses, including advances, and for expenses of foreign counsel, \$270,000,000, to remain available until expended, of which not to exceed \$16,000,000 is for construction of buildings for protected witness safesites; not to exceed \$3,000,000 is for the purchase and maintenance of armored and other vehicles for witness security caravans; and not to exceed \$35,000,000 is for the purchase, installation, maintenance, and upgrade of secure telecommunications equipment and a secure automated information network to store and retrieve the identities and locations of protected witnesses: Provided, That amounts made available under this heading may not be transferred pursuant to section 205 of this Act.

Analysis of Appropriations Language

The Department's FY 2024 President's Budget continues the FY 2023 Enacted language that the Fees and Expenses of Witness Appropriation, Information Technology CAP language authority be **\$35,000,000**.

The Witness Security Program (WSP) protects the lives and information of program participants using confidential tradecraft and a classified IT infrastructure. The WSP accomplishes these goals by providing government witnesses with a number of critical services that are instrumental in ensuring for their safety and well-being. A few of these services are:

- Authentic documentation in the new identity.
- Program orientation to include medical/psychological screening and vocational testing.
- Relocation into a safe area.
- Temporary subsistence funding to cover basic living expenses.
- Assimilation into their new safe community.
- Vocational services to promote self-sufficiency in their new community.
- Services to support medical, child custody, and child support issues.
- Education on promoting personal security awareness.

IT CAP Authority

The IT CAP authority provides for the purchase, installation, maintenance, and upgrade of secure telecommunications equipment and a secure automated information network to store and retrieve the identities and locations of protected witnesses. Due to the age of the current IT infrastructure, the vast majority of the current IT CAP authority has been used to maintain and patch the legacy network and systems that the manufacturers no longer support.

The \$35,000,000 CAP level will provide the WSP with the necessary authority to start the modernization process. This is required to ensure the WSP can begin the modernization efforts that will bring the system into sustainable development cycle, increase security, and prevent threat actors from exposing sensitive program data.

The IT CAP level is necessary to provide the authority to fund the additional expenses associated with the following initiatives: Core System 2.X; Insider Threat Reduction; Controlled Unclassified Information; Bandwidth/Circuits and Collaboration Tools; Information Technology Service Management; Biometrics/Anti-Biometrics; and Secure Mobility. The requested program increase provides the necessary resources to modernize aging IT infrastructures, improve overall system performance, streamline business processes, and reduce risk (i.e., risk of catastrophic failure and potential insider threat due to the aging software and inability to secure the data with more modern technology.)

Technology Modernization (What) – The WSP mission critical IT system is more than 10 years old and provides secure, accurate and reliable information to the Field Inspectors and supporting staff. Key components of WSP systems are no longer supported by the manufacturers and prone to conflict with patches and other updates required to maintain and secure the IT environment. The repeated failures of the aging technology put operations and security at risk. Additionally, new threats are emerging daily, and the aging system cannot easily be configured to adequately address these threats (e.g., Insider Threat or Ransomware).

Modernization Plan (How) – The increased IT CAP authority allows the USMS to continue the modernization efforts that will bring the WSP IT systems into a sustainable development cycle, increase security, and prevent threat actors from exposing sensitive program data. Specifically, the authority allows:

- The replacement of legacy operating systems that would no longer be supported by the vendor, which substantially increases the classified program security risk.
- The replacement of legacy hardware systems (e.g., legacy servers, collaborative tools, storage, networking, and security devices and equipment) to maintain support and operation of critical mission systems.
- The replacement/updating of legacy application systems (e.g., office automation systems – Microsoft Office Suite).

In addition to starting the IT modernization efforts listed above, the plans for future modernization include the following categories and capabilities to protect and secure the classified program data, personnel, and participants, and the ability to provide timely support.

Core System v2.x – The WSP Core System which was built 10+ years ago cannot adapt and scale to accommodate the volume and complexity of current field operations. The system’s workflows and functions have not evolved with real-world operations, leading to gaps in tools and processes. Additionally, the user interface tools have reached end-of-life, resulting in increased security vulnerabilities and diminished vendor support.

Maintaining 2023 investments in the FY 2024 budget for the Core System v2.x affords opportunities for the WSP to implement new capabilities by FY 2025. Delaying the modernization of this mission critical system will only increase the maintenance cost of the legacy system and increase the cost of the replacement system. The plan begins with a fresh architecture that scales to the mission and leverages modern technologies to provide stability, data security, and reliability. The new system will allow ease of code base maintenance, troubleshooting, and reporting and yield functional improvements for the end user.

While the Core System is the single system of record for all participants in the WSP and contains all historical data since program inception, the system depends on and integrates with several other key technology initiatives as part of this budget request. These technology initiatives include:

- New Controlled Unclassified Information (CUI) environment – allows for Program staff to collaborate with many external partners (e.g., U.S. Attorney’s Offices, Social Security Administration, etc.).
- Increased Bandwidth/Circuits – improves remote work capability and increases network speeds/data transmission between WSP staff and external partners.
- Updated Collaboration Tool – replaces the aging Video Telecommunication Conference (VTC) system and provides a modern collaboration tool (i.e., Cisco

Webex) to protect Program data; and provide remote work capability for collaboration.

- Information Technology Service Management (ITSM) – allows IT resources to better manage delivery services to the WSP staff.

Insider Threat Identification Reduction – The biggest risk for the classified program is centered on insider threats. The existing tools are outdated and lack state-of-the-art features that improve and speed insider threat detection. The plan is to create a baseline with modern tools to identify typical versus suspicious behavior. Utilizing emerging threat information, the U.S. Marshals Service (USMS) will develop real-time dashboards for continuous monitoring. The USMS will train users to identify and help prevent insider threats. Threat indicators will be analyzed, and behavioral analytics tools will be used to hunt and thwart insider threats. The WSP requires improved continuous monitoring and checks and balances to enhance and maintain the security posture of the program.

The Insider Threat Reduction solution includes User Behavior Analytics (UBA), which is a machine learning-powered capability that delivers insights needed to find unknown threats and anomalous behavior. UBA is a tool that will explicitly look at human behavior, baseline it, and identify what may be an insider threat. UBA utilizes machine learning and trend analysis of user behaviors. This enables automated threat detection.

Initial purchase of UBA technology for the Splunk platform, includes:

- Updates to network equipment
- Additional new hardware
- New applications
- Splunk professional services
- Additional licenses
- Installation, configuration, maintenance of hardware and software
- Additional backup and storage
- Continuous monitoring and maintenance

UBA will enable detection of unknown threats, insider threats and anomalous behavior by tailoring the technology to match the unique requirements of the WSP closed network. This technology will accelerate threat hunting, reduce breaches, and reduce points of entry for hackers and malware. This tool will increase the speed and accuracy of incidence response and provide a measurable security improvement in the program by creating a baseline over time that will be used to analyze anomalies and trends.

Implementation and maintenance of several of the WSP's Insider Threat Prevention tools will provide antivirus and anti-malware to detect and prevent malicious code from being executed. These tools use predictive threat detection against internal threats like infected USB devices or on-site installation of hostile programs, which air-gapping cannot prevent. These tools use predictive threat analysis to stop inadvertent and malicious insiders, monitor and control privileged users' data use, and identify unusual behavior.

These tools will be utilized in the Security Operations Center (SOC), vastly improving response time allowing for early detection of security incidents, which minimizes opportunities for serious damage to the WSP. The SOC will reduce the complexity of security investigations, provide continuous security, and improve collaboration.

Controlled Unclassified Information (CUI) – There are many external agencies that help in WSP operations. Many of these partner agencies transmit program related data to the WSP with little to no security controls, thereby putting program participants and USMS personnel at risk. Once the data arrives, it must be transferred to the appropriate network via a manual process. These manual activities include scanning forms, emailing data over unclassified systems, and transferring files between networks, all error-prone and unsecure processes.

Due to the risks of continuing to use the aging core system and the costs of maintaining the classified infrastructure, the USMS intends to build a new Controlled Unclassified Information (CUI) environment. Implementation of a CUI solution will provide a central, secure, and automated method to control data access and communication between external agencies and the WSP, preventing data spillage and data compromise. The CUI solution enhances the ability to securely exchange data/information across government agencies. These capabilities do not currently exist. WSP will need to maintain the current classified program environment while building a new CUI environment to host the new core system. Maintaining two systems in two environments over a multi-year development cycle will strain WSP resources. The funding increase will enable the WSP to develop the new system and expands the future system environment to its external partners. Continuing with the status quo perpetuates current security weaknesses, potentially exposes sensitive data, and adds costs associated with manually transferring of data.

Bandwidth/Circuits & Collaboration Tools – The T1 circuits connecting field locations are expensive, outdated, and slow (e.g., T1 circuits have less bandwidth than most households). Telecommunication providers are phasing out these legacy circuits in favor of new Ethernet service offerings that reduce long-term monthly costs. The plan is to move to modern circuits and services that will offer secure and increased throughput. New circuits will provide the ability to increase bandwidth on demand.

Information Technology Service Management (ITSM) – Currently an in-house developed system is used to provide IT service support, which limits workflows and reporting and is costly to maintain. Individual ITSM components are maintained through spreadsheets and are not integrated into a centralized ITSM repository leading to inefficiencies and inaccurate data and requiring considerable effort to maintain. The plan is to use an industry standard technology solution which provides out-of-the-box configured workflows, integrated process, and standard reporting.

Biometrics/Anti-Biometrics – Currently the WSP uses outdated technology to capture and store program participants' digital photos and fingerprints. This technology is at its end-of-life, complicating the migration to modern digital storage standards and increasing

the security risk. The plan is to replace this legacy system with an integrated and portable system providing multi-modal identification (a combination of biometric factors) of program participants and improving security.

Secure Mobility – The goal of the WSP is to ensure the safety and security of program participants. In support of this goal, Field Inspectors lead the front line, day-to-day program operations by providing participants with critical protection, funding, and support, including during times of national emergency. Given that much of their mission requires them to work in-person with others – including program participants – it is imperative that the WSP promote telework capabilities where duties allow.

Currently, the program does not have a secure mobile solution, which puts program participant and Field Inspector data at risk. A Secure Mobile solution requires the capability to protect and obfuscate sensitive data to help aid in protecting program participants while allowing secure communication between Field Inspectors and program support staff. The plan is to implement a secure mobile solution using two-factor authentication and secure tunneling for the Field Inspectors to use the core system from remote locations. This will streamline work processes in the field offices and lead to increased productivity by providing broader telework capabilities to Field Inspectors.

Implementing a secure, enhanced telework capability for Field Inspectors will start the WSP down the right path for efficient communications, protecting data and resources and satisfying a critical operational need, while also improving readiness. Addressing this capability gap is critical to effective mission execution and risk management, as well as for our Field Inspectors to perform their protective operational responsibilities.

Benefits & Impacts (Why) – Replacing the WSP IT system will address unsustainable software, hardware, and telecommunication circuit quality challenges while adopting industry standard technologies and innovation capabilities. This allows WSP to reduce operational risks and increase the security of the automated information network that stores and retrieves the identities and locations of protected witnesses.

Key benefits to the WSP by implementing the Fiscal Year 2024 IT modernization plan include:

- Improved support to the Program’s mission by replacing the antiquated technology and reducing the current sustainment costs of End of Life assets;
- Improved accurate, reliable, and timely information through data integration and transparency;
- Reduced security risks by taking advantage of proven security capabilities; and
- Improved work efficiencies by repurposing personnel to develop an agile workforce.

To date, the following modernization improvements have been accomplished:

- Executed the IT contract to replace the legacy Core System;
- Completed the initial design and procurement of the new Controlled Unclassified Information (CUI) environment and architecture;
- Designed and purchased the Koverse/Dataiku platform;
- Completed the upgrade of outdated technical equipment at all sites;
- Completed the overhaul of the Video Telecommunication Conference (VTC) systems;
- Completed the refresh of network switches;
- Purchased new network equipment necessary for the implementation of the modernization plan;
- Modernized the software development lifecycle by purchasing and implementing needed Software tools.

The USMS anticipates the software upgrade will be completed by FY 2024 and the CUI project will be completed by FY 2025.

IV. Program Activity Justification

A. Fees and Expenses of Witnesses

<i>Fees and Expenses of Witnesses</i>	Direct Pos.	Estimate FTE	Amount
<i>2022 Enacted w/sequester</i>	0	0	193,180
<i>2023 Enacted</i>	0	0	195,977
<i>Adjustments to Base and Technical Adjustments</i>	0	0	13,554
<i>2024 Current Services</i>	0	0	209,531
<i>2024 Program Increases</i>	0	0	0
<i>2024 Program Offsets</i>	0	0	0
<i>2024 Request</i>	0	0	209,531
<i>Total Change 2023-2024</i>	0	0	13,554

Program Description:

This program provides for payment of fees and expenses of expert witnesses who appear on behalf of the Federal Government when scientific or technical expertise is required in the prosecution or defense of a case. The pursuit of complex litigation by the Department would not be possible without qualified experts to testify and to refute the non-legal particulars of individual cases. The testimony of expert witnesses helps ensure the successful outcome of such litigation. While a wide array of specialized disciplines are involved in the Department's litigation, experts from certain disciplines such as physicians, psychiatrists, appraisers, engineers, or economists are used extensively.

Courts often order the Federal Government to pay the costs associated with mental competency examinations conducted by physicians or psychiatrists. These examinations are performed in an attempt to determine whether an accused person is mentally competent to stand trial and/or was mentally competent at the time of the offense.

The Department's legal divisions and the United States Attorneys also rely on the testimony of fact witnesses in a wide range of court proceedings, as well as pre-trial conferences. Daily attendance fees and other expenses paid to fact witnesses are intended to defray the costs of appearing to testify. The attendance fee is set by law.

Program Goals:

- To provide adequate funding for payment of fees and related expenses incurred by individuals who provide factual, technical, or scientific testimony on behalf of the United States or court designated indigent individuals. Funds provided for this activity also guarantee the right of accused persons to a fair and impartial trial by ensuring that the accused is mentally competent to stand trial and that the court has testimony regarding the mental competency of the accused at the time of the alleged offense.
- To provide reasonable compensation for expert witnesses, who testify on behalf of the United States, at rates established by the Attorney General or the Assistant Attorney General for Administration, pursuant to 28 U.S.C. § 524.
- To provide adequate resources to compensate fact witnesses who testify on behalf of the Federal Government for the expenses associated with the attendance at legal proceedings. The court attendance fee paid to fact witnesses is set by law (28 U.S.C. § 1821). As a result of Public Law 96-346 (September 10, 1980), the amounts authorized for travel, per diem, and mileage are set by regulations governing official travel by federal employees and promulgated by the Administrator of the General Services Administration.
- To provide adequate resources to compensate fact witnesses used by those defendants whom are designated as indigent by the courts. Expenses are paid to those witnesses who appear in criminal proceedings in Federal court for the indigent defendants.
- To provide payment for the fees and expenses of psychiatrists who perform court-ordered evaluations to determine the mental competency of defendants, pursuant to 18 U.S.C. § 4241, § 4242, and § 4248.

B. Protection of Witnesses

<i>Protection of Witnesses</i>	Direct Pos.	Estimate FTE	Amount
<i>2022 Enacted w/sequester</i>	0	0	44,880
<i>2023 Enacted</i>	0	0	42,083
<i>Adjustments to Base and Technical Adjustments</i>	0	0	817
<i>2024 Current Services</i>	0	0	42,900
<i>2024 Program Increases</i>	0	0	0
<i>2024 Program Offsets</i>	0	0	0
<i>2024 Request</i>	0	0	42,900
<i>Total Change 2023-2024</i>	0	0	817

Program Description:

The procedure for designating a person as a protected witness is set forth in Department of Justice OBD Order 2110.2 "Witness Protection and Maintenance Policy and Procedures". This order places within the United States Marshals Service the responsibility for the security of these witnesses and their families. This program provides for their financial maintenance, including the following: subsistence expenses, housing, medical and dental expenses, travel, documentation expenses for identity changes, one-time relocation expenses, costs for obtaining employment, and other miscellaneous expenses. This activity also provides for construction and maintenance of strategically located safesite facilities to house protected witnesses before and during trial. The Witness Protection Program also provides the funding for the protective services offered to the District of Columbia Superior Court Witnesses for subsistence expenses, travel, temporary relocation, and other miscellaneous expenses.

Program Goals:

- To increase the effectiveness of the Department's efforts to combat criminal activity in such areas as organized crime, drugs or narcotics, and murder or conspiracy to commit murder, by ensuring the safety of endangered or threatened witnesses.
- To protect witnesses and their families when the testimony of the witnesses may jeopardize their personal security.
- To compensate witnesses for subsistence costs such as housing, food, relocation, and incidental expenses as provided by the Witnesses Security Reform Act of 1984.
- To provide orientation, documentation, and family-oriented services to new witness security (WITSEC) Program entrants.

C. Private Counsel

<i>Private Counsel</i>	Direct Pos.	Estimate FTE	Amount
<i>2022 Enacted w/sequester</i>	0	0	5,729
<i>2023 Enacted</i>	0	0	5,729
<i>Adjustments to Base and Technical Adjustments</i>	0	0	360
<i>2024 Current Services</i>	0	0	6,089
<i>2024 Program Increases</i>	0	0	0
<i>2024 Program Offsets</i>	0	0	0
<i>2024 Request</i>	0	0	6,089
<i>Total Change 2023-2024</i>	0	0	360

Program Description:

This activity provides funding to allow the Department to retain outside private counsel to represent Government officers and employees who are sued for actions taken while performing their official duties. 28 C.F.R. § 50.15 and 50.16 delegates the Civil Division the authority to retain such counsel and further provides that payments for such services will be payable from FEW appropriations.

Program Goals:

- To continue to defend Federal employees personally sued for carrying out official duties.
- To retain private counsel to represent Government officers and employees who are sued for actions taken while performing their official duties.

D. Foreign Counsel

<i>Foreign Counsel</i>	Direct Pos.	Estimate FTE	Amount
<i>2022 Enacted w/sequester</i>			8,377
<i>2023 President's Budget</i>			8,377
<i>Adjustments to Base and Technical Adjustments</i>			602
<i>2024 Current Services</i>			8,979
<i>2024 Program Increases</i>			0
<i>2024 Program Offsets</i>			0
<i>2024 Request</i>			8,979
<i>Total Change 2023-2024</i>			602

Program Description:

This activity provides funding to allow the Department to retain outside foreign counsel to represent Government officers and employees who are sued in a foreign country while performing their official duties. 28 C.F.R. § 0.46 delegates the Civil Division the authority to retain such counsel and further provides that payment for such services will be payable from FEW appropriations.

Program Goals:

- To continue to defend Federal employees personally sued for carrying out official duties.
- To retain foreign counsel to represent government officers and employees who are sued for actions taken while performing their official duties in a foreign country.

E. Alternative Dispute Resolution

<i>Alternative Dispute Resolution</i>	Direct Pos.	Estimate FTE	Amount
<i>2022 Enacted w/sequester</i>	0	0	2,444
<i>2023 President's Budget</i>	0	0	2,444
<i>Adjustments to Base and Technical Adjustments</i>	0	0	57
<i>2024 Current Services</i>	0	0	2,501
<i>2024 Program Increases</i>	0	0	0
<i>2024 Program Offsets</i>	0	0	0
<i>2024 Request</i>	0	0	2,501
<i>Total Change 2023-2024</i>	0	0	57

Program Description:

Alternative Dispute Resolution (ADR) encompasses a wide range of problem solving and conflict management techniques including mediation, early neutral evaluation, arbitration, and mini-trials. ADR processes offer the opportunity to settle pending civil litigation in ways that can be more efficient than unassisted negotiations, and on terms that can be more advantageous to the parties. According to the National Performance Review, ADR can enhance the public's access to justice by reducing delays and costs associated with government litigation. ADR can provide quick solutions in government disputes, which, in turn, produce savings in interest payments on outstanding debts that the government owes on cases in litigation. ADR can provide flexibility, creativity, and control that lawyers and clients do not have in litigation. Moreover, ADR often produces better, more comprehensive long-term solutions to problems.

Program Goals:

- To attempt resolution of civil disputes and litigation by using professional services of a mediator, arbitrator, or other alternative dispute resolution provider.
- To provide funding to pay the Government's share of the costs incurred during ADR proceedings.

V. Program Increases by Item

The FY 2024 budget does not request program increases.

VI. Program Offsets by Item

The FY 2024 budget does not request program offsets.

VII. EXHIBITS

The FY 2024 Exhibits follow on the next page.