

**United States Marshals Service
FY 2019 Performance Budget
President's Budget**

Salaries and Expenses Appropriation



February 2018

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I. United States Marshals Service (USMS) Overview

A. Introduction

The USMS requests \$1,270,371,000 for the Salaries and Expenses (S&E) appropriation to fund 4,967 positions, 3,708 Deputy U.S. Marshals (DUSMs), 22 Attorneys, and 4,807 full time equivalent (FTE) excluding reimbursable FTE. This request is an increase of \$29,813,000 from the FY 2018 Continuing Resolution.

| Budget | Salaries & Expenses | | | |
|--------------------------------------|---------------------|-------|-------|----------------|
| | Positions | DUSMs | FTE | Amount (\$000) |
| FY 2017 Enacted | 5,134 | 3,807 | 4,723 | \$1,249,040 |
| FY 2018 Continuing Resolution | 4,942 | 3,668 | 4,782 | \$1,240,558 |
| FY 2019 Request | 4,967 | 3,708 | 4,807 | \$1,270,371 |

The USMS request includes 115 positions and \$106,138,000 for information technology (IT) program. The USMS supports major IT areas such as mission modernization (the Capture initiative), tactical radio infrastructure, IT helpdesk support, wide and local area networking, voice communications support for voice and video teleconferencing, Unified Financial Management System (UFMS) program implementation, secured systems for protective operations and other IT-related services performing security and associated functions supporting law enforcement missions and administrative operations.

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>.

B. Organizational Background

History

The Judiciary Act of 1789 established the original 13 Federal judicial districts and called for appointment of a Marshal for each district. The Senate confirmed President Washington's nomination of the first Marshals on September 26, 1789.

The Attorney General began supervising the Marshals in 1861. Marshals have been under the purview of the Department of Justice (DOJ) since the Department's creation in 1870. In 1956, the Deputy Attorney General established the Executive Office for United States Marshals as the

first organization to supervise the Marshals nationwide. On May 12, 1969, DOJ Order 415-69 established the U.S. Marshals Service, with its Director appointed by the Attorney General. On November 18, 1988, the USMS was officially established as a bureau within the Department under the authority and direction of the Attorney General with its Director appointed by the President.

Mission

As America's first and most versatile Federal law enforcement agency, the USMS is considered the Nation's Police Force. The USMS continues to build on its legacy of steadfast service and unique position in the country's Federal justice system. Today, the USMS is a force of approximately 5,000 deputies and civil servants who protect the judicial process, the cornerstone of American democracy. Its mission is to provide Federal judicial security; apprehend fugitives and non-compliant sex offenders; secure and transport Federal prisoners; execute Federal court orders; seize and manage assets forfeited to the government; and assure the safety of endangered government witnesses and their families. The USMS uses the influence and reach gained through its accomplished history and broad authority to collaborate with other Federal, state, local, and international law enforcement agencies, as well as with concerned citizens and members of the judiciary, to form a united front against crime.

The USMS strategic plan identifies mission challenges and strategies to mitigate these challenges. This road map guides resource investment, establishes the steps to improve operational performance, and positions the USMS to meet future challenges. Over the past few years, the USMS has successfully executed its broad mission authority even as new mandates and congressional legislation have resulted in dynamic growth across program areas, often without the corresponding support infrastructure. To successfully implement the strategic plan while continuing to excel in executing the mission, transformational change is required. Therefore, the plan addresses workforce and infrastructure in addition to the mission areas.

U.S. Marshals Perform a Wide Range of Duties

Since 1789, Federal marshals have served the nation in a variety of vital law enforcement roles. The USMS consists of 94 district offices and personnel stationed at more than 400 locations throughout the 50 states, Puerto Rico, Guam, the Northern Mariana Islands, the Virgin Islands, and the District of Columbia. A U.S. Marshal appointed by the President or the Attorney General heads each district. The USMS headquarters is located in the Washington, D.C. area.

The USMS occupies a uniquely central position in the Federal justice system, and is involved in virtually every Federal law enforcement initiative. Approximately 5,000 Deputy U.S. Marshals and career employees execute the following nationwide, day-to-day assignments:

- apprehending fugitives;
- executing court orders and arrest warrants;
- protecting members of the judicial family (judges, attorneys, witnesses, and jurors);
- providing physical security in courthouses;
- transporting and producing prisoners for court proceedings;
- safeguarding endangered government witnesses and their families; and
- seizing assets gained by illegal means, and providing for the custody, management, and disposal of forfeited assets.

All USMS duties and responsibilities emanate from its core mission to ensure the safe, effective functioning of the Federal judicial process.

Fugitive Apprehension

Deputy U.S. Marshals can be found:

- conducting domestic and international fugitive investigations;
- working closely on fugitive task forces and special cases with local, state, Federal, and international law enforcement agencies;
- planning and implementing extraditions and deportations of fugitives;
- conducting financial and technical surveillance on specific fugitive investigations; and
- serving court papers, which is also known as service of process.



Judicial and Courthouse Security

Deputy U.S. Marshals can be found:

- in court with defendants in custody;
- protecting judges, prosecutors and witnesses;
- conducting threat analyses and investigations;
- conducting courtroom and courthouse security;
- planning courthouse facility renovations;
- managing courthouse security systems; and
- conducting courthouse and residential security surveys.



Prisoner Security and Transportation

Deputy U.S. Marshals can be found:

- fingerprinting all defendants in the Federal court system;
- securing prisoners and defendants in custody in the cellblock;
- transporting prisoners and defendants in custody between the jail and courthouse, between Federal judicial districts and states;
- receiving prisoners from other Federal law enforcement agencies;
- providing prisoner housing and other services related to Federal detainees; and
- conducting jail inspections.



Protection of Witnesses

Deputy U.S. Marshals can be found:

- protecting government witnesses;
- producing protected witnesses for court proceedings; and
- re-documenting and relocating protected witnesses.



Staged photograph of a protected witness guarded by armed DUSMs.

Asset Forfeiture

Deputy U.S. Marshals can be found:

- seizing, managing and disposing of forfeited assets.



Operations Support

Deputy U.S. Marshals can be found:

- performing security, rescue, and recovery activities for natural disasters and civil disturbances;
- planning and implementing emergency operations including Continuity of Government activities;
- performing audits and inspections of U.S. Marshals operations;
- providing protection for the Strategic National Stockpile; and
- protecting America through constant readiness, incident management, operations, and training critical to mission success.



U.S. Marshals Service Responds to Shifting Priorities

The role of the U.S. Marshals has profoundly impacted the history of the United States since the time when America was expanding across the continent into western territories. With changes in prosecutorial emphasis, the mission of the USMS has transitioned as well. More recently, law enforcement priorities have shifted with changing social mandates. Examples include:

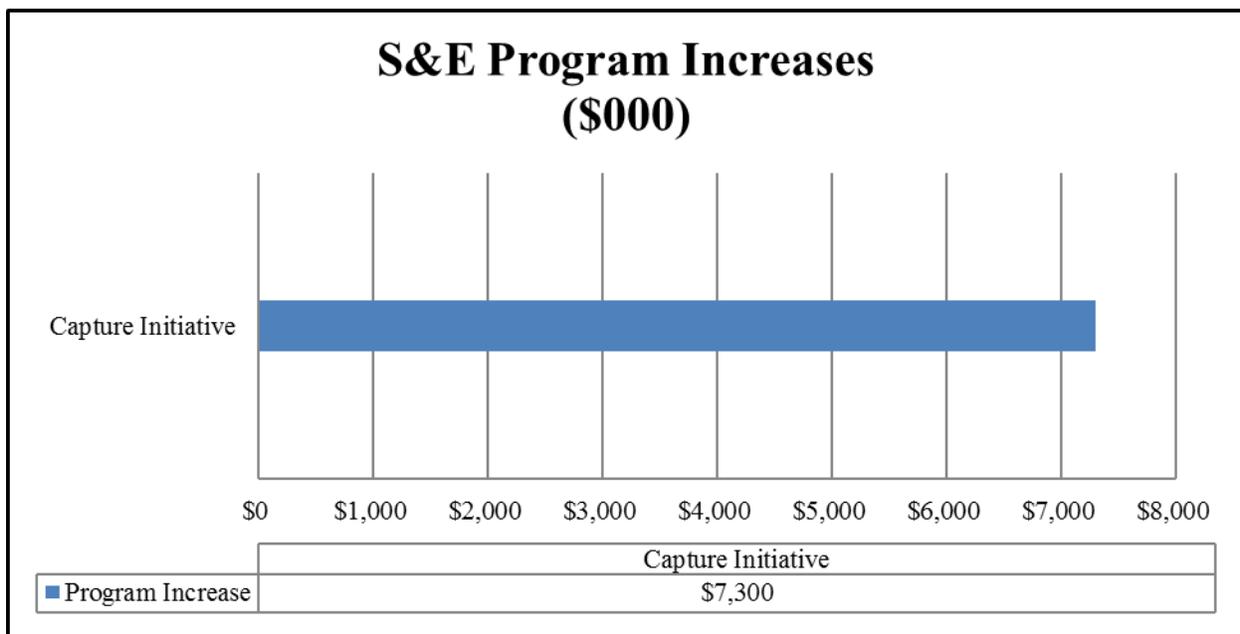
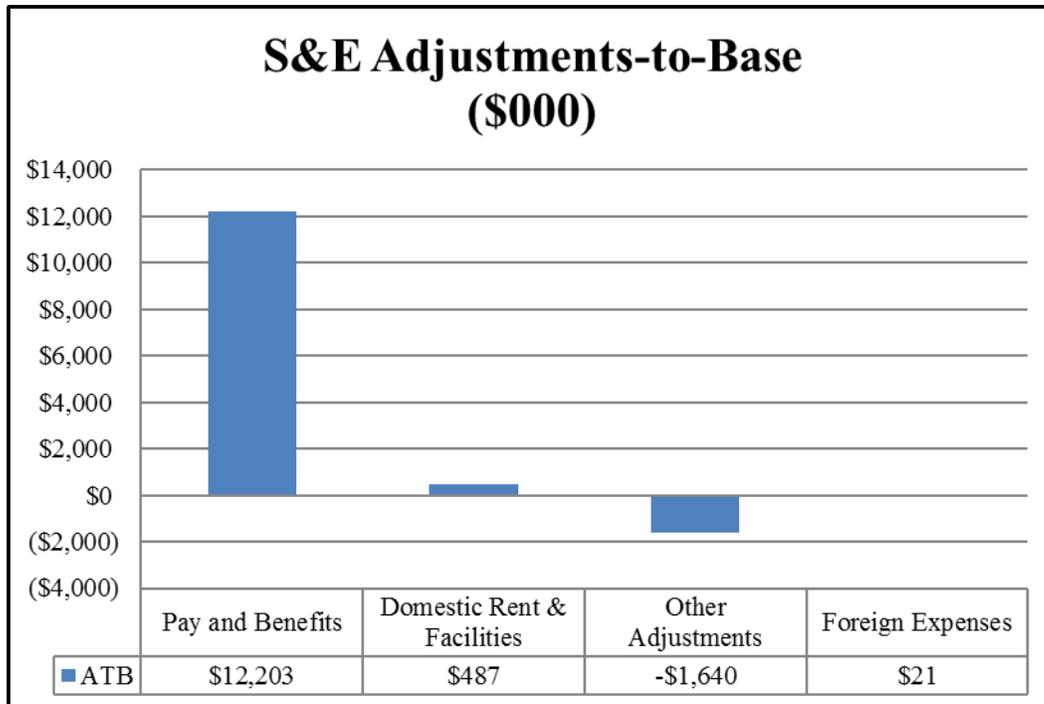
- In the 1960s, DUSMs provided security and escorted Ruby Bridges and James Meredith to school following Federal court orders requiring segregated Southern schools and colleges to integrate.
- In 1973, the Drug Enforcement Administration (DEA) was created, resulting in a greater focus on drug-related arrests. The USMS immediately faced rapidly increasing numbers of drug-related detainees, protected witnesses, and fugitives.
- The Presidential Threat Protection Act of 2000 (Public Law (P.L.) 106-544) directed the USMS to provide assistance to state and local law enforcement agencies in the location and apprehension of their most violent fugitives. As a result, the USMS increased the size and effectiveness of its regional and district-based fugitive apprehension task forces, thus providing a critical “force multiplier” effect that aids in the reduction of violent crime across the nation.

- Expansion of illegal immigration enforcement activities, including the implementation of Operation Streamline in 2005, increased Federal prosecutions of immigration offenders and resulted in a significant increase in the USMS' prisoner and fugitive workload along the Southwest Border.
- The Adam Walsh Child Protection and Safety Act of 2006 (AWA) (P.L. 109-248) strengthened Federal penalties by making the failure to register (FTR) as a sex offender a Federal offense. This Act directs the USMS to “assist jurisdictions in locating and apprehending sex offenders who violate sex offender registry requirements.” In response, the USMS established the Sex Offender Investigative Branch (SOIB) and opened the National Sex Offender Targeting Center (NSOTC) to carry out its mission to protect the public by bringing non-compliant sex offenders to justice and targeting offenders who pose the most immediate danger to the public in general and to child victims in particular.
- The Child Protection Act of 2012 (P.L. 112-206) provides additional administrative authorities to prosecutors and law enforcement agencies to further combat sex crimes involving children, including administrative subpoena authority, to the USMS Director for cases involving unregistered sex offenders.
- The Justice for Victims of Trafficking Act of 2015 (P.L. 114-22) clarified USMS authority to assist state, local, and other Federal law enforcement agencies in locating and recovering missing children upon request. Previously, the USMS was only authorized to assist with missing child cases in which a warrant was already in place for the suspected abductor/companion. This new authority eliminated the need for a warrant, allowing the USMS to immediately support missing child cases.
- In 2016, the International Megan's Law to Prevent Child Exploitation and Other Sexual Crimes Through Advanced Notification of Traveling Sex Offenders (P.L. 114-119) was enacted. This law assigned a critical role in vetting and providing notification of sex offenders traveling abroad to the USMS National Sex Offender Targeting Center (NSOTC). Under the law, the Department of Homeland Security (DHS) will operate an Angel Watch Center (AWC) within Immigration and Customs Enforcement (ICE). The AWC will provide the NSOTC manifests of registered sex offenders who have scheduled travel within 72 hours. The NSOTC is then required to vet the manifests to identify “covered sex offenders” (i.e., the victim is less than 18 years of age) for the AWC.

In addition to these priorities, because more Federal resources are dedicated to apprehension and prosecution of suspected terrorists, the USMS is constantly assessing and responding to demands for high-level security required for many violent criminal and terrorist-related court proceedings.

USMS Budget

The USMS requested funding of \$1,270,371,000 provides the necessary resources for the USMS to maintain and enhance its core functions and increase priority areas. The chart below exhibits the cost distribution of base adjustments.



Total S&E ATBs for FY 2019 are an increase of \$11,071,000 from the FY 2018 President's Budget funding level. Due to the start point being revised to the FY 2018 Continuing Resolution funding level, the budget has a technical adjustment of \$11,442,000 to keep the base established in the FY 2018 President's Budget.

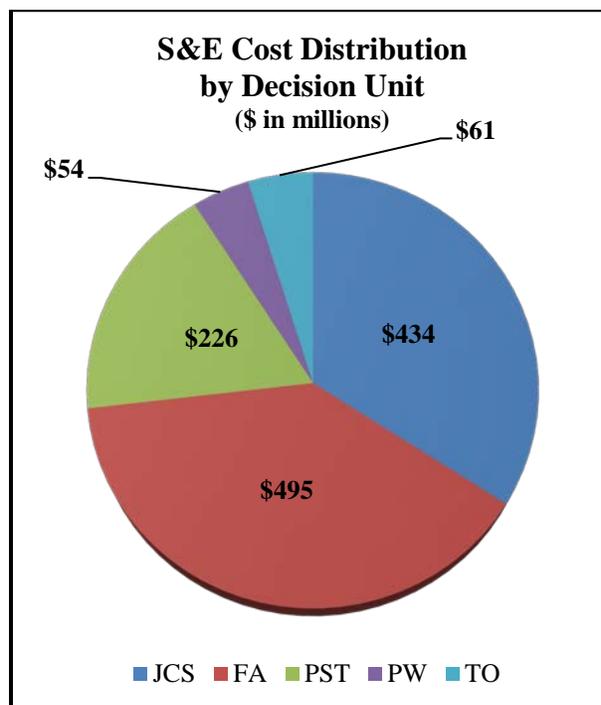
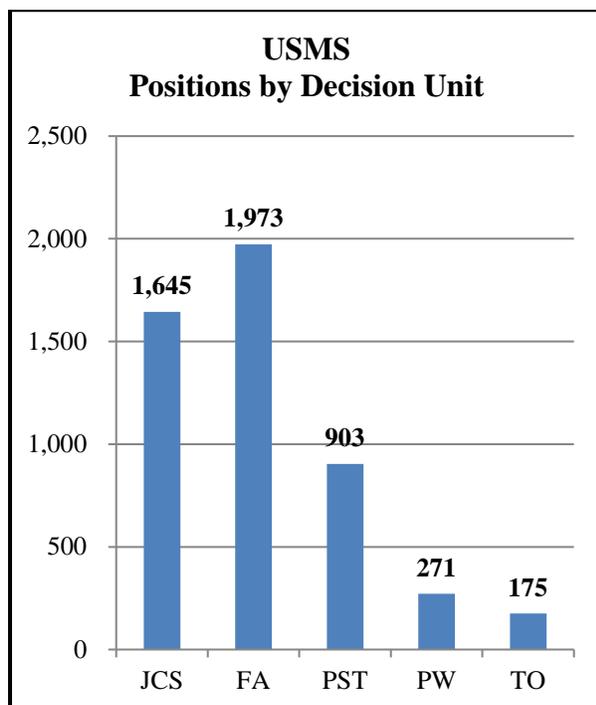
The USMS also receives reimbursable and other indirect resources from a variety of sources. Some of the larger sources include:

- The Administrative Office of the United States Courts (AOUSC) provides funding for administering the Judicial Facility Security Program.
- The Assets Forfeiture Fund (AFF) provides funding for managing and disposing seized assets.
- The Fees and Expenses of Witnesses (FEW) appropriation provides funding for securing and relocating protected witnesses.
- The Organized Crime Drug Enforcement Task Force (OCDETF) provides funding for apprehending major drug case fugitives.

The USMS S&E budget is divided into five decision units. These decision units contain the personnel and funds associated with the following missions:

- **Judicial and Courthouse Security (JCS)** – Ensures a safe and secure environment for Federal judicial proceedings. Anticipates and deters threats to the judiciary; maintains the ability to deploy protective measures at any time; and, implements the necessary security measures for all Federal court facilities.
- **Fugitive Apprehension (FA)** – Enhances the safety and security of our communities nationwide by locating and apprehending Federal fugitives, egregious state or local fugitives, and non-compliant sex offenders. Creates and maintains cooperative working relationships with Federal, state, local, and foreign law enforcement agencies; develops national expertise in sophisticated technical operations; conducts psychological assessments of sex offenders; and, collects and shares criminal intelligence. This decision unit includes management and disposal of DOJ’s seized and forfeited assets.
- **Prisoner Security and Transportation (PST)** – Ensures safe and humane custody of all Federal prisoners from time of arrest until the prisoner is acquitted, arrives at a designated Federal Bureau of Prisons facility to serve a sentence, or is otherwise ordered released from U.S. Marshal’s custody. Provides housing, medical care, and transportation throughout the United States and its territories; produces prisoners for all court-ordered appearances; and, protects their civil rights throughout the judicial process.
- **Protection of Witnesses (PW)** – Provides for the security, health, and safety of government witnesses and their immediate dependents whose lives are in danger as a result of their testimony against drug traffickers, terrorists, organized crime members, and other major criminals.
- **Tactical Operations (TO)** – Ensures the USMS is able to respond immediately to any situation involving high-risk/sensitive law enforcement activities, national emergencies, civil disorders, or natural disasters. Maintains a specially trained and equipped tactical unit deployable at any time; provides explosive detection canines; operates a 24-hour Emergency Operations Center; and, ensures Incident Management Teams and Mobile Command Centers are always available.

The charts below represent the position and cost distribution by decision unit for FY 2019.



Sustainability

The USMS continues to develop, update, and implement its Environmental Management Programs throughout the nation. As older vehicles are replaced with newer, more fuel efficient and flexible fuel vehicles, the amount of fuel usage declined by 13.3 percent from FY 2015 to FY 2016. The USMS continues to ensure its Fleet is right-sized to meet the mission while implementing the procedures outlined in the Department of Energy's (DOE) *Comprehensive Federal Fleet Management Handbook* dated January 2014. The USMS reduced its fleet size by 77 vehicles from FY 2015 to FY 2016.

Sustainability efforts have been updated in the *Environmental Management Program Policy* to comply with Executive Order 13693, *Planning for Federal Sustainability in the Next Decade*. The new policy establishes requirements for USMS employees, contractors, interns, and visitors to promote environmental sustainability. In addition, it established procedures for, including but not limited to, the use, storage, and disposal of hazardous materials, recycling, document shredding, Greenhouse Gas emissions, as well as implementation measures for the two Environmental Management Systems for the Justice Prisoner and Alien Transportation System (JPATS), and Fleet.

The USMS continues to reduce its operational carbon footprint by replacing multiple individual or smaller printers with larger, more energy-efficient centralized Multi-Functional Devices (MFD) capable of printing, copying, faxing, and scanning. MFD are currently in use at the headquarters in Arlington, Virginia. In FY 2018, the USMS will expand MFD fielding nationwide.

To promote healthier indoor air quality, the USMS updated its policy to eliminate the use of nicotine containing products such as chew, chaw, snuff, cigarettes/cigars/pipes, and Electronic

Nicotine Delivery Systems in USMS-controlled buildings, courtyards, aircrafts, and vehicles. In addition, the USMS updated indoor firing range ventilation requirements to ensure lead dust is directed away from facility users and managers.

To advance sustainability efforts, the USMS Green Team meets throughout the year to discuss and present innovative ideas and suggestions from headquarters and field personnel. To increase sustainability awareness of all USMS personnel, the Environmental, Occupational Safety and Health team will revise its webpage to enlist additional sustainability ideas, allowing new employees the opportunity to learn what sustainability measures are in place, and encourage additional suggestions.

C. Challenges

The USMS continues to analyze cost savings measures for economies of scale; communicate transparently with the Department, Office of Management and Budget (OMB), and Congress; and pursue resources to accomplish the USMS' core mission, operate programs, improve detention management, ensure officer safety, and provide the highest possible security for the Federal judicial process.

Mission Modernization

The USMS needs to modernize mission critical technology by upgrading operational infrastructure to increase operational and support effectiveness. The Justice Detainee Information System (JDIS) is the USMS' primary operational mission system. The current configuration and support for JDIS lack stability, scalability, centralization, and are no longer technologically sustainable. System capabilities do not meet current operational mission requirements effectively or efficiently. Moreover, JDIS does not easily interface with external local, state, and Federal partners for complex data sharing.

Capture Initiative: In FY 2016, the USMS began to integrate required IT solutions with existing systems to maximize the government's return on investment. The Capture Initiative incorporates a comprehensive integration and improvement of all current USMS operational business and mission capabilities (automated and manual), a consolidation of operational data, and an improvement of operational business processes at headquarters and in the field.

To retire JDIS legacy system functionalities, the USMS has established a release plan for mission functions that consists of six deployments from FY 2018 to FY 2020. The transformation to implement Capture will be accomplished, in part, with a new web-based solution that enables user access from multiple platforms (i.e., desktops, tablets, and mobile phones) in a manner which is intuitive for users within each distinctive USMS line of business.

The USMS uses a line of business (LoB) model within Capture to ensure that it meets the needs of the organization. Three major LoBs support the activities of Salaries and Expenses decision units: Investigations, Security Management, and Prisoner Management.

- **Investigations** – Supports subject investigations, protective investigations, financial asset investigations, service of process, enforcement and tactical operations, and the implementation of the DOJ violent crime reduction strategy, as well as criminal intelligence collection and sharing that results from these activities.

- Security Management – Incorporates all activities related to securing spaces where a USMS footprint exists. This LoB ensures the safe and secure conduct of judicial proceedings; the protection of Federal judges, jurors, and other members of the federal judiciary; and the safety, management, and maintenance of all Federal court and USMS facilities.
- Prisoner Management – Spans the entire prisoner lifecycle from arrest through commitment and release. This LoB encompasses intake and booking, production of detainees at trial appearances, medical support, prisoner transportation, and other logistics during imprisonment.

Further detail is provided in Section V below.

Hiring Challenges

The USMS must establish a workforce structure that maximizes personnel availability for the full scope of duties and responsibilities throughout the agency. Due to competitive hiring process requirements, the USMS struggles to onboard new DUSMs in an expeditious manner.

In response to the most recent Delegated Examining/Public DUSM announcement in 2012, the USMS received over 30,000 applicants in just one day. Only 1,400 applicants were certified as eligible for consideration after more than eight months of application review and screening. Given the careful deliberation required to evaluate each candidate’s judgment, analytical skills, and discretion, the high volume of applicants contributes to a costly, time-consuming process that is not aligned with USMS hiring needs.

In addition to the lengthy time it takes to complete initial screening, those who do fulfill the unique requirements of Federal law enforcement face additional delay. With a background investigation averaging almost 300 days, many candidates who receive an offer from the USMS have already gone on to accept other positions. For example, of the initial 30,000 applicants during the most recent certification, the USMS hired only 237 during the four-year period the list was active (November 2012 – June 2016).

Difficulties in hiring cause significant operational challenges for the agency. In addition to backfilling for attrition, the USMS must often accommodate surges in particular activities due to external factors such as new Federal law enforcement initiatives, arrests by other law enforcement components, service of process requests, and judiciary resources. Hiring delays often require the USMS to stretch limited resources across multiple responsibilities or divert personnel away from one area to accommodate new priorities. While the USMS continually seeks to leverage personnel in the most efficient way possible, positions that remain vacant for long durations limit the ability to effectively execute mission-critical functions. To alleviate these constraints, the USMS continues to review its hiring process and evaluate alternatives such as partnering with other DOJ components, working with OPM to alleviate bottlenecks, and exploring other authorities for background investigations.

Fugitive Apprehension

On the front lines every day, DUSMs reduce violent crime and make local communities safer. However, as society and technology evolve, even “routine” interactions with the criminal

element become inherently dangerous. The USMS must continue to mitigate risk to its personnel and law enforcement partners by continuously reviewing and updating policies, procedures, equipment, and training as well as implementing a clear, consistent, standardized approach to fugitive apprehension in all scenarios, both within the United States and overseas.

Non-Compliant Sex Offenders

The Adam Walsh Child Protection and Safety Act (AWA) of 2006 designated the USMS as the lead law enforcement agency for apprehension of non-compliant sex offenders. Of the approximately 843,000 registered sex offenders nationwide, as many as 100,000 are estimated to be non-compliant with registration requirements. In response, the USMS has taken an aggressive approach toward protecting society from these violent offenders and child predators. While the USMS vigorously pursues AWA violators, these cases are becoming more complex.

Protecting the Judicial Process

The USMS must meet the challenges associated with an ever-expanding social media cyber threat and rapid technological enhancements. This includes having the very best intelligence, behavioral, and threat analysis; risk assessment methodologies; training of law enforcement and administrative personnel; maximizing workforce utilization; and, ensuring accountability and integrity of USMS programs, personnel, and financial activities through compliance review.

Investment in Security Systems

To address current and emerging threats, the USMS is engaged in a nationwide initiative to modernize physical access control of all court facilities. The USMS is employing a risk-based approach using the most up-to-date information available regarding current and future vulnerabilities and threats to prioritize the list of facilities. The goal is a more modern, reliable, and sustainable Physical Access Control System which will strengthen the Judicial Facility Security Program and comply with all current Federal policies, directives, guidelines, and standards governing the physical security of Federal facilities. Additionally, employing an enterprise approach to administration and lifecycle management will result in more cost-effective and strategic responses to changing conditions and implementation of new technology.

Detention Operations

Law enforcement and prosecutorial priorities and larger legislative reforms such as immigration reform, Southwest Border initiatives, and changes to sentencing guidelines directly impact USMS detention resource requirements. To meet these challenges, the USMS continues to reform business practices to optimize national detention operations. This transformation will include robust interagency and non-governmental collaboration efforts to develop innovative solutions that effectively forecast and manage prisoner processing, housing, transportation, and medical care.

II. Summary of Program Changes

| Item Name | Description | Positions | FTE | Amount (\$000) | Page |
|---------------------------|---|-----------|----------|----------------|-----------|
| Capture Initiative | Capture replaces the Justice Detainee Information System (JDIS) and Detention Services Network (DSNet), which are vulnerable to insider and external threats, technologically obsolete, difficult and expensive to maintain, and at risk of failure. This project incorporates a comprehensive integration and improvement of all current USMS operational business and mission capabilities, a consolidation of operational data, and an improvement of operational business processes at headquarters and in the field. | 0 | 0 | \$7,300 | 37 |

III. Appropriations Language and Analysis of Appropriations Language

United States Marshals Service

Salaries and Expenses

For necessary expenses of the United States Marshals Service, \$1,270,371,000 of which not to exceed \$6,000 shall be available for official reception and representation expenses, and not to exceed \$15,000,000 shall remain available until expended.

Note.—A full-year 2018 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriations Act, 2018 (Division D of P.L. 115–56, as amended). The amounts included for 2018 reflect the annualized level provided by the continuing resolution.

Analysis of Appropriation Language

S&E: No substantive changes proposed.

General Provision and Special Authorities

Danger Pay

The USMS requests extension of danger pay authorities to the USMS. This provision expands danger pay authorities to include any USMS employee engaged in, or in active support of, law enforcement activities. This provision addresses disparities that currently exist as a result of the separate authorities afforded to DEA and Federal Bureau of Investigation (FBI).

IV. Program Activity Justification

A. Judicial and Courthouse Security

| <i>Judicial and Courthouse Security</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|---|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 1,665 | 1,575 | \$424,031 |
| 2018 Continuing Resolution | 1,650 | 1,590 | \$425,490 |
| Adjustments to Base and Technical Adjustments | -5 | 2 | \$5,669 |
| 2019 Current Services | 1,645 | 1,592 | \$431,159 |
| 2019 Program Increases | 0 | 0 | \$2,501 |
| 2019 Program Decreases | 0 | 0 | \$0 |
| 2019 Request | 1,645 | 1,592 | \$433,660 |
| Total Change 2018-2019 | -5 | 2 | \$8,170 |

| <i>Judicial and Courthouse Security – IT Breakout (of Decision Unit Total)</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|--|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 34 | 34 | \$38,796 |
| 2018 Continuing Resolution | 35 | 35 | \$35,105 |
| Adjustments to Base and Technical Adjustments | 4 | 4 | -\$2,774 |
| 2019 Current Services | 39 | 39 | \$32,331 |
| 2019 Program Increases | 0 | 0 | \$2,501 |
| 2019 Program Decreases | 0 | 0 | \$0 |
| 2019 Request | 39 | 39 | \$34,832 |
| Total Change 2018-2019 | 4 | 4 | -\$273 |

1. Program Description

The Judicial and Courthouse Security decision unit includes personal protection of Federal jurists, court officers, and other threatened persons where criminal intimidation impedes the functioning of the judicial process or any other official proceeding, or as directed by the Attorney General; facility security, including security equipment and systems to monitor and protect Federal court facilities; and security of in-custody defendants during court proceedings.

The USMS establishes security by assessing the potential threat, developing security plans based on risks and threat levels, and assigning the level of appropriate security resources required to maintain a safe environment and protect the Federal judicial process. High-security, high-profile

events such as cases involving domestic and international terrorists, domestic and international organized criminal organizations, drug traffickers, gangs, and extremist groups require extensive operational planning and support from specially trained and equipped personnel.

DUSMs are assigned to the 94 judicial districts (93 Federal districts and the Superior Court of the District of Columbia) to ensure protected members of the judicial family remain unharmed and the judicial process is unimpeded. The USMS also assigns a Judicial Security Inspector (JSI) to each district to provide specialized knowledge, skills, and competencies for evaluating security at Federal court facilities and off-site for judges, prosecutors, and other protectees. Additionally, the USMS has apportioned inspectors to each of the 12 judicial circuits to supervise protective operations when additional personal security is required due to threat-related activity.

Protective Intelligence

The USMS and FBI work together to assess and investigate all inappropriate communications received. The FBI has responsibility for investigating threats for the purpose of prosecution. The USMS conducts protective investigations that focus on determining a suspect's true intent, motive, and ability to harm the targeted individual, regardless of the possibility for prosecution. These investigations are the USMS' highest priority and involve the systematic discovery, collection, and assessment of available information.

The USMS' Office of Protective Intelligence (OPI) provides guidance and oversight to district offices for investigation of threats and inappropriate communications directed at USMS protected persons and facilities. The OPI serves as the central point of intelligence and information related to the safety and security of members of the judiciary and other USMS protectees. The protective intelligence information OPI collects, analyzes, and disseminates to districts ensures appropriate measures are put into place to protect the judicial process.

Judicial Facility Security Program (JFSP)

The USMS administers the JFSP, funded through the Court Security Appropriation within the Federal judiciary. Central to JFSP's mission is the management of approximately 5,100 contracted Court Security Officers (CSOs) who provide physical security at more than 400 court facilities throughout the nation.

In addition to maintaining physical security of Federal courthouses, the USMS develops and implements electronic security system installation plans to protect courthouses. These capabilities are critical to the safety of judicial officials, courtroom participants, the general public, and USMS personnel. Cameras, duress alarms, remote door openers, and other security devices improve overall security posture. When incidents occur, the USMS is equipped to record events, monitor personnel and prisoners, and send additional staff to identify and stabilize situations requiring a tactical response.

2. Performance and Resource Table

Performance Materials will be provided at a later date.

3. Performance, Resources, and Strategies

Performance Materials will be provided at a later date.

B. Fugitive Apprehension

| <i>Fugitive Apprehension</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|---|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 2,056 | 1,945 | \$487,877 |
| 2018 Continuing Resolution | 1,939 | 1,887 | \$480,821 |
| Adjustments to Base and Technical Adjustments | 34 | 22 | \$11,420 |
| 2019 Current Services | 1,973 | 1,909 | \$492,241 |
| 2019 Program Increases | 0 | 0 | \$2,813 |
| 2019 Program Decreases | 0 | 0 | \$0 |
| 2019 Request | 1,973 | 1,909 | \$495,054 |
| Total Change 2018-2019 | 34 | 22 | \$14,233 |

| <i>Fugitive Apprehension – IT Breakout (of Decision Unit Total)</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|---|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 42 | 42 | \$47,924 |
| 2018 Continuing Resolution | 42 | 42 | \$47,125 |
| Adjustments to Base and Technical Adjustments | 3 | 3 | -\$3,330 |
| 2019 Current Services | 45 | 45 | \$38,795 |
| 2019 Program Increases | 0 | 0 | \$2,813 |
| 2019 Program Decreases | 0 | 0 | 0 |
| 2019 Request | 45 | 45 | \$41,608 |
| Total Change 2018-2019 | 3 | 3 | -\$517 |

1. Program Description

The Fugitive Apprehension decision unit includes domestic and international fugitive investigations, fugitive extraditions and deportations, sex offender investigations, technical operations, and the management and disposal of seized and forfeited assets. The USMS is authorized to investigate such fugitive matters, both within and outside the United States, as directed by the Attorney General, although this authorization is not to be construed to interfere with or supersede the authority of other Federal agencies or bureaus.

Domestic Fugitive Investigations

The USMS is the Federal government's primary agency for apprehending fugitives and provides assistance and expertise to other Federal, state, and local law enforcement agencies in support of fugitive investigations. The USMS works aggressively to reduce violent crime through the apprehension of fugitives using a nationwide network of task forces and other investigative resources such as criminal intelligence, electronic, air, and financial surveillance.

Currently, the USMS is the lead agency for 60 district-led fugitive task forces and eight Regional Fugitive Task Forces (RFTFs). District task forces, composed of district USMS personnel and state and local law enforcement officers, investigate Federal felony warrants where the USMS has execution authority and egregious state and local fugitives within the district. RFTFs partner with Federal, state, and local law enforcement agencies and focus investigative resources to locate and apprehend the most egregious state and local fugitives within the task force's region, and to assist in high-profile investigations that identify criminal activities for future state and Federal prosecutions. The nationwide network of USMS fugitive task forces focuses investigative efforts and resources to impact violent crime by targeting fugitives wanted for committing violent felony offenses.

The USMS prioritizes investigation and apprehension of some of the country's most dangerous fugitives by allocating resources and funding to its 15 Most Wanted Fugitive Program and Major Case Fugitive Program. These initiatives target high-profile offenders who tend to be career criminals with histories of violence and pose a significant threat to public safety.

In addition, the USMS is responsible for the majority of fugitive investigations conducted on behalf of the Organized Crime Drug Enforcement Task Force (OCDETF). In partnership with OCDETF, the USMS assists state and local partner agencies in apprehending numerous drug-related and organized crime felons who are eventually prosecuted at the state level.

International Fugitive Investigations

In addition to domestic investigations, the USMS investigates international fugitives. The globalization of crime, coupled with the immediate mobility of fugitives, requires an intensive effort to identify, locate, apprehend, and remove transnational fugitives who flee the jurisdiction of one country only to seek refuge in another. The USMS developed several international fugitive programs to effectively combat this challenge. Resources committed to this mission include three foreign field offices, six regional desks at Headquarters, and the Canada and Mexico investigative liaison programs. Additionally, the USMS oversees liaison positions at International Criminal Police Organization (INTERPOL)–United States National Central Bureau (USNCB), the DOJ Office of International Affairs (OIA), and the El Paso Intelligence Center (EPIC). The USMS also provides direction, oversight, and training on international investigations and the extradition process to Federal, state, local, and foreign law enforcement agencies and prosecutors' offices.

The USMS is the lead agency responsible for investigation and apprehension of international and foreign fugitives. Through MOUs with Federal law enforcement agencies and from requesting state or local agencies, the USMS has apprehension responsibility for fugitives who leave the

jurisdiction of the United States. Extraterritorial investigations are conducted in concert with other law enforcement agencies in countries lacking a USMS presence. Through agreements with USNCB, OIA, and foreign law enforcement authorities, the USMS also investigates foreign fugitives within the borders of the United States.

Of the USMS active fugitive caseload, the International Investigations Branch (IIB) has open active investigations on more than 1,000 international fugitives who have fled the United States, and is also investigating over 200 fugitives wanted by foreign countries who are believed to be in the United States. The IIB also tracks fugitives who have valid U.S. warrants, but cannot be returned to the United States due to limitations of bilateral treaties or cases not accepted for prosecution. These fugitives are tracked to ensure investigative due diligence for potential removal should circumstances change.

The management and execution of the U.S. Government's extradition program is a second critical mission. The USMS has statutory responsibility for conducting complex international extraditions from foreign countries to the United States on behalf of all Federal, state, and local law enforcement agencies. The USMS manages extradition logistics through strong partnerships with OIA, U.S. law enforcement personnel abroad, and foreign authorities. The USMS reciprocates by assisting foreign authorities conducting extraditions from the United States.

Sex Offender Investigations

As the lead law enforcement agency responsible for investigating sex offender registration violations, the USMS has three distinct missions pursuant to the Adam Walsh Child Protection and Safety Act:

- assisting state, local, tribal, and territorial authorities in the location and apprehension of non-compliant sex offenders;
- investigating violations of 18 USC § 2250 and related offenses; and
- assisting in identification and location of sex offenders relocated due to major disasters.

The USMS carries out its duties in partnership with state, local, military, tribal, and territorial law enforcement authorities and works closely with the National Center for Missing and Exploited Children.

The USMS established the NSOTC to further enhance its capabilities and support state and local partners. The NSOTC and the USMS Sex Offender Investigation Coordinators in the field partner with the DOJ's Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking (SMART) and agencies such as Department of Defense (DOD), INTERPOL, the Department of State – Diplomatic Security Service (DOS-DSS), and Customs and Border Protection to identify, locate, and prosecute non-compliant sex offenders domestically and internationally. Additionally, the NSOTC now receives notification from the DOD's Military Correctional Branch when military convicted sex offenders are released, which allows enforcement officials to better identify non-compliant sex offenders for arrest and prosecution. Sex offender investigation activities also support the DOJ's National Strategy for Child Exploitation Prevention and Interdiction.

Technical Operations

The Technical Operations Group (TOG) provides the USMS, other Federal agencies, and state or local law enforcement agencies with the most timely and technologically advanced electronic surveillance and investigative intelligence. TOG operates from eight Regional Technical Operations Centers (RTOCs) and 21 field offices throughout the United States and Mexico. Annually, the USMS assists hundreds of other Federal, state, and local law enforcement agencies in support of thousands of the nation's most critical and time-sensitive investigations.

TOG comprises two branches that work synergistically – the Electronic Surveillance Branch (ESB) and the Air Surveillance Branch (ASB). The ESB provides state-of-the-art electronic surveillance assistance in fugitive investigations. It deploys sophisticated commercial and sensitive technical surveillance technologies for the interception of hard line and cellular telecommunications, Wi-Fi collection and emitter location, and Global Positioning System (GPS) and radio frequency tagging/tracking. The ESB also conducts computer and cellular exploitation and on-scene forensic extraction, photo/video surveillance, and Technical Surveillance and Countermeasure (TSCM) sweeps to detect surreptitious monitoring devices.

The ASB provides aerial support for missions throughout the USMS using specially-equipped fixed wing aircraft outfitted with advanced avionics, surveillance, and communications capabilities. The aircraft and pilots, co-located with the RTOCs, provide investigative, surveillance, and reconnaissance capabilities including still and motion aerial imagery and enhancement, aerial RF beacon tracking, mobile communication command and control, and electronic surveillance package deployment in support of fugitive investigative missions.

TOG is the USMS liaison to the U.S. Intelligence Community (IC) with respect to signal intelligence, measurement and signature intelligence, imagery intelligence, electronic intelligence, and communications intelligence. The USMS also shares its investigative tactics, techniques, and procedures with certain members of the IC and DOD. This collaborative effort has allowed all participants to enhance their capabilities and mission readiness.

Asset Forfeiture

The USMS serves as the primary custodian for the DOJ Asset Forfeiture Program (AFP), whose mission is to support the consistent and strategic use of asset forfeiture to disrupt and dismantle criminal enterprises, deprive wrongdoers of the profits and instrumentalities of criminal activity, deter crime, and restore property to victims of crime while protecting individual rights. The USMS provides fiduciary stewardship to ensure that assets seized for forfeiture are managed and disposed of efficiently and effectively. DOJ AFP participating agencies include DEA, FBI, ATF, Food and Drug Administration, DOS-DSS, DOD Criminal Investigation Service, U.S. Postal Inspection Service, and each of the U.S. Attorney's offices.

USMS Asset Forfeiture Financial Investigators (AFFI) proactively identify assets during investigations by working with investigative agencies and U.S. Attorney's offices to conduct financial analyses that determine net equities of assets targeted for forfeiture, execute court orders, and assist in the physical seizure and security of the assets. AFFI positions are funded from the AFF, and work exclusively in the USMS AFP.

2. Performance and Resource Tables

Performance Materials will be provided at a later date.

3. Performance, Resources, and Strategies

Performance Materials will be provided at a later date.

C. Prisoner Security and Transportation

| <i>Prisoner Security and Transportation</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|---|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 999 | 945 | \$224,776 |
| 2018 Continuing Resolution | 906 | 874 | \$221,121 |
| Adjustments to Base and Technical Adjustments | -3 | 0 | \$3,789 |
| 2019 Current Services | 903 | 874 | \$224,910 |
| 2019 Program Increases | 0 | 0 | \$1,342 |
| 2019 Program Decreases | 0 | 0 | \$0 |
| 2019 Request | 903 | 874 | \$226,252 |
| Total Change 2018-2019 | -3 | 0 | \$5,131 |

| <i>Prisoner Security and Transportation – IT Breakout (of Decision Unit Total)</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|--|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 20 | 20 | \$22,821 |
| 2018 Continuing Resolution | 20 | 20 | \$20,060 |
| Adjustments to Base and Technical Adjustments | 1 | 1 | -\$1,585 |
| 2019 Current Services | 21 | 21 | \$18,475 |
| 2019 Program Increases | 0 | 0 | \$1,342 |
| 2019 Program Decreases | 0 | 0 | \$0 |
| 2019 Request | 21 | 21 | \$19,817 |
| Total Change 2018-2019 | 1 | 1 | -\$243 |

1. Program Description

The Prisoner Security and Transportation decision unit is complex and multi-layered, both in scope and execution. The USMS oversees all operational detention management matters pertaining to individuals remanded to the custody of the Attorney General. The USMS ensures the secure care and custody of these individuals throughout the judicial process, which includes sustenance, necessary medical care, secure lodging and transportation, evaluating conditions of confinement, and protection of civil rights. Every detainee in USMS custody must be processed by a DUSM or security personnel. This includes processing prisoners in the cellblock (prisoner intake) and securing the cellblock area; transporting prisoners (by ground or air); and locating confinement that provides cost-effective, safe, secure, and humane detention services.

Prisoner Processing and Securing the Cellblock

Prisoner processing includes interviewing the prisoner to gather personal, arrest, prosecution, and medical information; fingerprinting and photographing the prisoner; entering/placing the data and records into an internal electronic database and the prisoner file; and sending the electronic fingerprint information to the FBI's Integrated Automated Fingerprint Identification System (IAFIS). The USMS tracks prisoners primarily in a database from the point a prisoner is received until released from USMS custody or sentenced to the Federal Bureau of Prisons (BOP) for service of sentence.

The cellblock is the secured area for holding prisoners in the courthouse before and after they are scheduled to appear in their court proceedings. Security personnel follow strict safety protocols in the cellblocks to ensure the safety of USMS employees and all members of the judicial process, including prisoners. Prior to entrance into the cellblock, security personnel search prisoners and their belongings to ensure that prisoners and their property are free of contraband. Security personnel are required to be present when cells are unlocked or entered, when prisoners are moved into or out of the cellblock or holding cell areas, when prisoners of the opposite sex are being handled, or when meals are being served. Female and juvenile prisoners must be separated by sight and sound from adult male prisoners within the cellblock. While in the cellblock, security personnel must observe and count the prisoners at regular intervals.

Prisoner Transportation

The USMS is responsible for transporting prisoners to and from judicial proceedings. Producing prisoners for court and detention-related activities requires USMS coordination with the U.S. Courts, Probation and Pretrial Service Offices, the BOP, U.S. Attorneys, and other law enforcement agencies.

Some jails agree to transport prisoners to and from courthouses at specified rates through an Intergovernmental Agreement (IGA) for guard services; other prisoners are transported by USMS operational personnel and contract guards. Security personnel coordinate with jails to prepare prisoners for transport, search prisoners prior to transport, and properly restrain prisoners during transportation.

In addition, the USMS is responsible for transporting prisoners between detention facilities for attorney visits, to and from medical appointments when necessary, and to a designated BOP facility after sentencing. When prisoners are wanted in more than one district for multiple Federal violations, the USMS is responsible for transporting prisoners to the requesting district upon completion of the court process in the home district.

Finally, the USMS operates and maintains the fleet of aircraft that comprise the Justice Prisoner and Alien Transportation System (JPATS). JPATS is a revolving fund – total operating costs are reimbursed by its customer agencies, primarily the USMS Federal Prisoner Detention (FPD) appropriation and the BOP. JPATS coordinates movement of the majority of Federal prisoners and detainees in the custody of the USMS and the BOP. JPATS also transports DOD, and state and local prisoners on a reimbursable, space-available basis.

Prisoner Confinement and Services

The USMS must ensure sufficient resources are available to house and care for the corresponding detainees. To ensure that Federal detainees are being confined securely and humanely and to protect their statutory and constitutional rights, the USMS established the Conditions of Confinement Program. Security personnel conduct annual reviews of all active Intergovernmental Agreement (IGA) facilities. Additionally, detention facility inspections are required before the USMS enters into an IGA with a facility to house prisoners.

The care of Federal detainees in private, state, and local facilities, and the costs associated with these efforts are funded from the FPD appropriation. FPD resources are expended from the time a prisoner is brought into USMS custody through termination of the criminal proceeding and/or commitment to BOP. Detention resources provide for detainee housing and subsistence, health care and medical guards, intra-district transportation, JPATS transportation, process improvements, and incidental costs associated with prisoner housing and transportation such as prisoner meals while in transit and prisoner clothing.

2. Performance and Resource Tables

Performance Materials will be provided at a later date.

3. Performance, Resources, and Strategies

Performance Materials will be provided at a later date.

D. Protection of Witnesses

| <i>Protection of Witnesses</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|---|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 246 | 233 | \$53,787 |
| 2018 Continuing Resolution | 272 | 262 | \$53,799 |
| Adjustments to Base and Technical Adjustments | -1 | 0 | \$202 |
| 2019 Current Services | 271 | 262 | \$54,001 |
| 2019 Program Increases | 0 | 0 | \$324 |
| 2019 Program Decreases | 0 | 0 | \$0 |
| 2019 Request | 271 | 262 | \$54,325 |
| Total Change 2018-2019 | -1 | 0 | \$526 |

| <i>Protection of Witnesses – IT Breakout (of Decision Unit Total)</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|---|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 5 | 5 | \$5,705 |
| 2018 Continuing Resolution | 6 | 6 | \$6,018 |
| Adjustments to Base and Technical Adjustments | 0 | 0 | -\$476 |
| 2019 Current Services | 6 | 6 | \$5,542 |
| 2019 Program Increases | 0 | 0 | \$324 |
| 2019 Program Decreases | 0 | 0 | \$0 |
| 2019 Request | 6 | 6 | \$5,866 |
| Total Change 2018-2019 | 0 | 0 | -\$152 |

1. Program Description

The Witness Security Program (WSP) provides protection for government witnesses whose lives are threatened as a result of their testimony against drug traffickers, terrorists, organized crime members, and other major criminals. The program also provides physical security during trial proceedings, assistance to create new identities, and relocation of witnesses and their families after trial. The successful operation of the WSP is widely recognized as providing a unique and valuable tool in the government's war against organized crime, drug cartels, violent criminal gangs, and terrorist groups.

Three DOJ components work collaboratively to administer the WSP. The Criminal Division's Office of Enforcement Operations authorizes the entry of witnesses into the program. The BOP

protects witnesses incarcerated in Federal prison facilities. The USMS protects civilian witnesses and their families, providing protection, relocation, re-identification, and assistance with housing, medical care, job training, and employment until they become self-sufficient.

2. Performance and Resource Tables

Performance Materials will be provided at a later date.

3. Performance, Resources, and Strategies

Performance Materials will be provided at a later date.

E. Tactical Operations

| <i>Tactical Operations</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|---|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 168 | 159 | \$58,569 |
| 2018 Continuing Resolution | 175 | 169 | \$59,327 |
| Adjustments to Base and Technical Adjustments | 0 | 1 | \$1,433 |
| 2019 Current Services | 175 | 170 | \$60,760 |
| 2019 Program Increases | 0 | 0 | \$320 |
| 2019 Program Decreases | 0 | 0 | \$0 |
| 2019 Request | 175 | 170 | \$61,080 |
| Total Change 2018-2019 | 0 | 1 | \$1,753 |

| <i>Tactical Operations – IT Breakout (of Decision Unit Total)</i> | Direct Positions | Estimated FTE | Amount (\$000) |
|---|-------------------------|----------------------|-----------------------|
| 2017 Enacted | 3 | 3 | \$3,423 |
| 2018 Continuing Resolution | 4 | 4 | \$4,012 |
| Adjustments to Base and Technical Adjustments | 0 | 0 | -\$317 |
| 2019 Current Services | 4 | 4 | \$3,695 |
| 2019 Program Increases | 0 | 0 | \$320 |
| 2019 Program Decreases | 0 | 0 | \$0 |
| 2019 Request | 4 | 4 | \$4,015 |
| Total Change 2018-2019 | 0 | 0 | \$3 |

1. Program Description

The Tactical Operations decision unit includes special operations and emergency management and response.

Special Operations

The Special Operations Group (SOG) supports the DOJ and other government agencies with a highly-trained, rapidly deployable force of law enforcement officers for tactical response. Based at the Special Operations Group Tactical Center (SOGTC) in Camp Beauregard, Louisiana, SOG is a unit of DUSMs who meet high qualification standards and complete rigorous training in a variety of specialties. SOG supports all U.S. judicial districts by

assisting with high-risk, sensitive law enforcement operations including protective details, national emergencies, civil disturbances, and national disasters. Military, Federal, state, local, and foreign law enforcement groups often call upon SOG for training due to the extensive training of its members in various tactical specialties.

SOG also oversees the Operational Medical Support Unit (OMSU), which is composed of both SOG Medics and Collateral Duty DUSM Medics. The OMSU program manages, trains, and equips USMS DUSMs who possess a current Emergency Medical Technician (EMT) or EMT-Paramedic certification.

Emergency Management and Response

All USMS operational missions that fall under emergency management and response are coordinated through the USMS Communications Center and the Emergency Operations Center (EOC). The Communications Center operates around the clock to ensure interagency and intra-agency flow of communication. It provides informational assistance to DUSMs in the field who are tracking fugitives, developing leads, and confirming warrants. It also receives, tracks, and disseminates all significant incidents and classified information relevant to the USMS.

The EOC is activated during emergency incidents that require a coordinated agency-wide response, including responses under the Federal government's National Response Framework. The EOC is a critical element to ensure coordination and oversight of USMS deployments during emergencies, particularly when other government agencies are also involved.

In addition to the EOC, emergency management officials maintain the Continuity of Operations (COOP) plan for the USMS Headquarters and coordinate the COOP plans of all 94 districts in accordance with Federal Continuity Directives and DOJ Order 1900.8.

The USMS also oversees Incident Management Teams (IMTs) that are trained under the principles and doctrines of the National Incident Management System and the Incident Command System, in accordance with Homeland Security Presidential Directive 5. These teams deploy in support of USMS operations when an incident or event exceeds the capabilities of the district's or division's resources or when multiple districts or divisions are affected.

2. Performance and Resource Tables

Performance Materials will be provided at a later date.

3. Performance, Resources, and Strategies

Performance Materials will be provided at a later date.

V. Program Increases by Item

Item Name: Capture Initiative

Budget Decision Unit(s): Judicial and Courthouse Security
Fugitive Apprehension
Prisoner Security and Transportation
Protection of Witnesses
Tactical Operations

Organizational Program: Associate Director for Operations

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$7,300,000

Description of Item

The USMS requests **0 positions and \$7,300,000** to modernize, replace, and consolidate outdated USMS investigative, judicial security, and prisoner management information systems. The USMS legacy systems are unable to meet current operational requirements for stability, security, and scalability. The new system, Capture, will provide operational and administrative efficiencies, new mobile capabilities, and improved information sharing.

Justification

The USMS' primary operational mission system is the Justice Detainee Information System (JDIS). The current configuration and supporting systems are vulnerable to insider/external threats, technologically obsolete, and at risk of failure. Current capabilities of the systems do not meet operational mission requirements effectively or efficiently. Moreover, the current systems lack standardization, fail to automate many processes, and do not easily interface with external local, state, and Federal partners for complex data sharing.

The USMS requires additional resources to effectively develop a comprehensive IT environment that will modernize technology, allow for better data sharing, and facilitate greater efficiencies across the USMS. Without these resources, the USMS will be limited in its abilities to provide sufficient oversight and produce timely and accurate information and data.

Today, if a deputy needs all known data on a specific prisoner, he or she must access multiple applications on different systems and manually search filing cabinets to consolidate information about the detainee. Capture will implement an electronic master prisoner record with biographic information, warrants, associates, detainees' current location, and other relevant details. Access to the master prisoner record increases officer safety by making information about prisoner gang relationships, medical issues, or violent tendencies readily available. Deputies will access data using mission applications on the device that best supports their mission.

The USMS has identified over 90 outcome-oriented metrics to analyze the potential efficiencies of the new system. For example, when a deputy fingerprints a new detainee, the current system

requires 14 individual prints taking approximately nine minutes to complete. Capture will only require four slaps allowing for a more rapid identification. The new system is projected to save six minutes per booking. While six minutes does not seem substantial, when factoring in that the USMS process approximately 32,000 detainees per year, deputies will save over 190,000 minutes a year. This equates to almost two FTEs per year.

The USMS request to modernize its operational information and case management systems will not only result in operational efficiencies and new mobile computing capabilities but will also increase officer safety and improve internal and external information sharing across all District Offices and Headquarters program managers.

Background

Starting in FY 2012, the USMS determined that the current legacy mission systems did not meet the needs of USMS. The systems were slow and unstable. Common threads across all the USMS operational systems included limited capacity for improvements, poor functionality in the mobile environment, limited reporting and analytical capabilities, aging security features, and almost no ability for real-time notifications.

The USMS has fixed many bugs in JDIS, but numerous maintenance challenges remain. JDIS is old and complex – it has over 1,000,000 lines of custom code and lacks detailed documentation. Programmers cannot be sure how a change to one part of JDIS will affect another, seemingly unrelated, part of the system. By analogy, if JDIS were an automobile, fixing the front left headlight might result in the right rear hubcap falling off. Further complicating this situation, JDIS also utilizes software applications that are beyond the end of their service life and no longer fully supported by the vendor.

Beginning in October 2014, the USMS initiated a comprehensive Business Process Analysis (BPA) to document the relationships between legacy systems and how the USMS currently does business. The USMS used this opportunity to reengineer how it will do business in the future, driving efficiencies and consolidating the number of mission systems.

Over the next three years, subject matter experts and program managers diligently planned the Next Generation Solution. The development process included collaborative meetings conducted all across the country. Stakeholders identified and documented business and operational requirements, pain points, and with improved business processes. The BPA included a market analysis to analyze technology options that might meet USMS requirements while alleviating most technology and business challenges. Considering the importance of the program, the USMS selected “Capture” as an appropriate name for the new system, representing one of its primary missions – capturing fugitives.

In June 2016, the General Services Administration awarded a five-year contract to Accenture to design, deploy and maintain the Capture solution, and fulfill other USMS mission requirements. Contract teams have been working collaboratively with USMS teams since then, to deliver of a comprehensive modern high performing solution which meets USMS needs and is not vulnerable to cyber security threats.

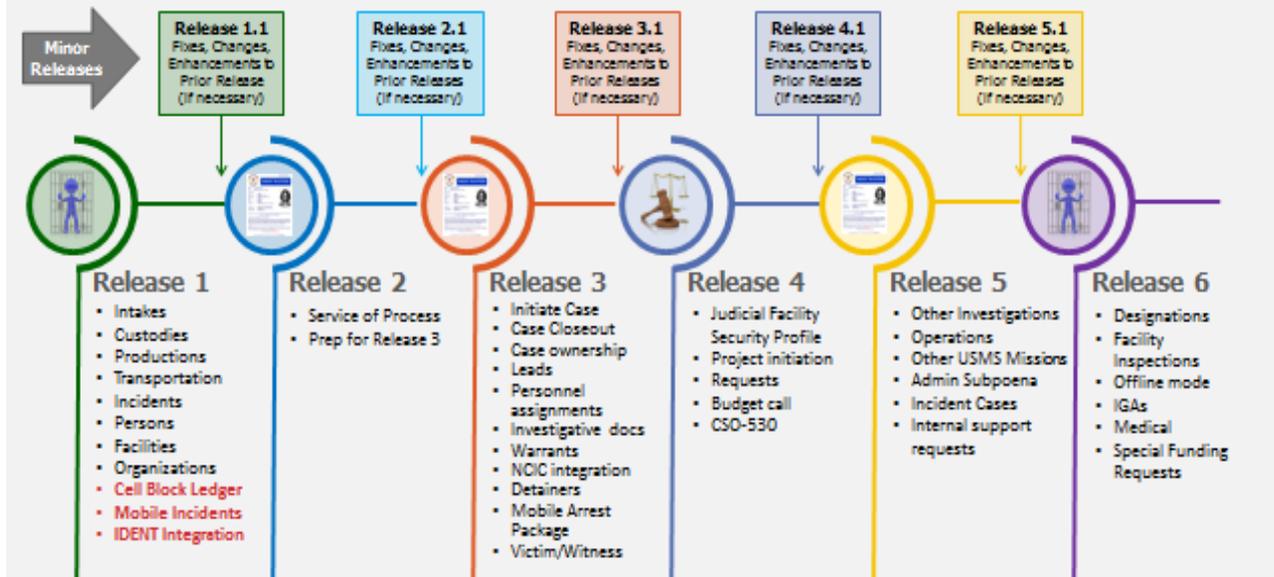
Lines of Business (LoBs)

The most significant part of the BPA process was the decision to break free of old boundaries by organizing the new system in terms of LoBs. Capture is functionally structured around three LOBs to address the needs of the USMS and its personnel:

- Investigations – The Investigations LoB links management, tracking, reporting, data interchange and administrative activities to support subject investigations, protective investigations, financial asset investigations, service of process, enforcement and tactical operations, and the implementation of the DOJ violent crime reduction strategy, as well as criminal intelligence collection and sharing that results from these activities. Other enforcement activities covered by this LoB include sex offender registry compliance checks; investigative activities such as electronic, air, and financial surveillance; and other agency resources that support investigations. In addition, the LoB includes Office of Emergency Management activities related to deployment of resources during times of crisis and natural disasters.
- Prisoner Management – The Prisoner Management LoB spans the entire prisoner lifecycle from arrest through commitment and release, and encompasses medical support, prisoner transportation, and other logistics during custody. Specifically, this LoB includes management of prisoner booking and intakes; update of custody and court case records; production of the detainee at trial appearances; designation of prisoners to facilities; facility vacancy management; and financial tracking of transportation costs with affiliated local, state, and Federal agencies. Similar to other LoBs, Prisoner Management also contains reporting, data exchange, and administrative activities. Prisoner Management includes eight mission functions: Intakes, Custodies, Designation, Facilities and Inspections, Financial and Billing, Productions, Transportation and Medical Management.
- Security Management – Capture logically organizes and categorizes operational mission functions within each LoB. The Security Management LoB incorporates all activities related to securing spaces where a USMS footprint exists. This LoB is organized into three mission functions: Security Officer Management, Security Systems Management, and Protective Operations Management.

Capture's requirements will be addressed through Pega, a leading case management and business process management solution. The USMS will implement Capture using agile software development methodology, a process which enables a more iterative solution that incorporates feedback from key stakeholders and users sooner. This results in a more robust solution that better fulfills mission-critical requirements.

Capture Release Plan



Project Funding

Because Capture addresses functions in all program areas throughout the USMS, regardless of funding source, the USMS has allocated the cost by program area and business process. Therefore, implementation requires resources from USMS partners including Federal Prisoner Detention (FPD), Justice Prisoner and Alien Transportation System (JPATS) and the Administrative Office of the U.S. Courts (AOUSC). However, the USMS Salaries and Expenses appropriation will ultimately be responsible for the majority of the cost. To date, USMS and its partners have supported the initial stages of Capture development.

The requested funding will support further baseline development and deployment costs to build Capture. The funding will be used for hardware and the associated infrastructure software; commercial off-the-shelf (COTS) software licensing; contractor services needed to configure, develop, test, and deploy Capture; and contractor services to modify or terminate legacy application capabilities as Capture functionality is deployed.

Impact on Performance

Without these resources, the USMS will continue to operate on an unstable platform whose components are near or beyond end-of-life, including some which are no longer supported or sustainable. The requested resources will help the USMS to continue to meet its mission mandate in the most expeditious, effective, and efficient manner possible. Implementation of the Capture initiative will generate the following benefits:

- Significant improvement in operational business capabilities to enhance intelligence gathering, reporting, and decision making so that officer safety is made central.

- Major upgrade to the USMS cybersecurity posture, by implementing advanced enterprise data security with role-based access controls at the enterprise level – this will ensure sensitive data can only be seen or accessed by appropriate users.
- Cost avoidance and efficiency increases through implementation of recently re-engineered business processes. The time saved by simplifying and automating these processes will allow operational and support personnel to accomplish more work, equating to the addition of FTE throughout the agency.
- Central maintenance of disparate operational mission systems completing similar, if not same, functions across multiple divisions and districts.
- Substantial improvement in data management, retrieval, and reporting capabilities that will make timely, integrated information available to the USMS and other Federal, state, and local law enforcement agencies. This will strengthen partnerships as the USMS identifies and develops solutions beneficial to the Agency and the Department. These efforts will improve the USMS’ ability to discover information, generate knowledge providing the USMS integrated, seamless, and reliable systems that are readily accessible to relevant data.

Funding

Base Funding

| FY 2017 Enacted | | | | FY 2018 President’s Budget | | | | FY 2019 Current Services | | | |
|-----------------|----------|-----|---------|----------------------------|----------|-----|---------|--------------------------|----------|-----|---------|
| Pos | Agt/Atty | FTE | (\$000) | Pos | Agt/Atty | FTE | (\$000) | Pos | Agt/Atty | FTE | (\$000) |
| 1 | 0 | 1 | \$4,180 | 1 | 0 | 1 | \$4,183 | 1 | 0 | 1 | \$4,183 |

Non-Personnel Increase/Reduction Cost Summary

| Non-Personnel Item | Unit Cost | Quantity | FY 2019 Request (\$000) | FY 2020 Net Annualization (change from 2019) (\$000) | FY 2021 Net Annualization (change from 2020) (\$000) |
|---|-----------|----------|-------------------------|--|--|
| Capture – Software, hardware and Services | | | \$7,300 | \$0 | \$0 |
| Total Non-Personnel | | | \$7,300 | \$0 | \$0 |

Total Request for this Item

| | Pos | Agt/Atty | FTE | Personnel (\$000) | Non-Personnel (\$000) | Total (\$000) | FY 2020 Net Annualization (change from 2019) (\$000) | FY 2021 Net Annualization (change from 2020) (\$000) |
|--------------------|----------|----------|----------|-------------------|-----------------------|-----------------|--|--|
| Current Services | 1 | 0 | 1 | \$183 | \$4,000 | \$4,183 | | |
| Increases | 0 | 0 | 0 | \$0 | \$ 7,300 | \$ 7,300 | \$0 | \$0 |
| Grand Total | 1 | 0 | 1 | \$183 | \$11,300 | \$11,483 | \$0 | \$0 |

Affected Crosscut:

N/A