

INTERNATIONAL CRIMINAL POLICE ORGANIZATION (INTERPOL)

# **INTERPOL WASHINGTON**

U.S. NATIONAL CENTRAL BUREAU

U.S. DEPARTMENT OF JUSTICE (DOJ)

WASHINGTON, D.C.

**FY 2019 PERFORMANCE BUDGET**



**CONGRESSIONAL SUBMISSION**

## TABLE OF CONTENTS

|  |    |
|--|----|
| Table of Contents .....  | 1  |
| I. Overview for INTERPOL Washington, the U.S. National Central Bureau..... | 1  |
| II. Summary of Program Changes.....  | 8  |
| III. Appropriations Language and Analysis of Appropriations Language ..... | 8  |
| IV. Program Activity Justification .....                                   | 9  |
| V. Program Increases by Item .....   | 11 |
| VI. Program Offsets by Item.....   | 11 |
| VII. Exhibits .....  | 11 |

- A. Organizational Chart
- B. Summary of Requirements
- C. FY 2019 Program Increases / Offsets by Decision Unit
- D. Resources by DOJ Strategic Goal/Objective
- E. Justification for Technical and Base Adjustments
- F. Crosswalk of 2017 Availability
- G. Crosswalk of 2018 Availability
- H. Summary of Reimbursable Resources
- I. Detail of Permanent Positions by Category
- J. Financial Analysis of Program Changes
- K. Summary of Requirements by Object Class
- L. Status of Congressionally Requested Studies, Reports, and Evaluations (**Not Applicable**)
- M. Senior Executive Service Reporting (**Not Applicable**)
- N. Modular Costs for New Positions (**Not Applicable**)
- Q1. Contract Workers

## **I. Overview for INTERPOL Washington, the U.S. National Central Bureau**

### **A. Introduction**

For Fiscal Year (FY) 2019, INTERPOL Washington, the U.S. National Central Bureau (USNCB), requests a total of **\$34,403,000** (\$11,503,000 for agency operating expenses and \$22,900,000 for payment of the United States' annual statutory dues obligation to INTERPOL and mandatory DOJ shared services), and **69 FTE and 69 direct positions** (a reduction of 3 positions).

### **B. Background**

The USNCB<sup>1</sup> is the designated United States representative to the International Criminal Police Organization (INTERPOL) on behalf of the Attorney General, pursuant to statute and regulation. Co-managed by the Department of Homeland Security, it serves as the official U.S. point of contact for all INTERPOL matters. This vital and unique role encompasses a broad range of activities and responsibilities that directly support the Administration's priorities of enhancing public safety in the interior of the United States; protecting the nation from foreign terrorist entry, and enforcing federal law with respect to transnational criminal organizations and the prevention of international trafficking.

Operating 24/7/365, the USNCB is staffed by a multi-sector workforce comprised of full-time DOJ employees and contractors, as well as a cadre of agents, analysts, and specialists representing more than two dozen U.S. law enforcement agencies. This blended staffing structure creates an environment that fosters and supports collaboration across multiple disciplines, and a whole-of-government approach to combating transnational criminal and terrorist threats.

Using "I-24/7", INTERPOL's encrypted, virtual private network, the USNCB shares and exchanges criminal investigative intelligence and humanitarian assistance information with U.S. law enforcement agencies and their counterparts in 191 other INTERPOL member countries. In addition to enabling real-time messaging, I-24/7 also enables the USNCB to exchange biometric information, and to access and query INTERPOL's array of investigative and analytical databases, which are populated with millions of records on international fugitives; Foreign Terrorist Fighters and other terror suspects; criminal alien sex offenders; stolen and lost travel documents; missing persons; illicit firearms, and persons and entities subject to UN Security Council sanctions.

In addition, by strategically leveraging established national information sharing environments, the USNCB has made this data accessible to the more than 18,000 domestic law enforcement agencies for use in their respective missions. At the same time, it has worked with key interagency partners to develop integrated domestic information sharing platforms enabling them to ingest and process large quantities of INTERPOL data for purposes that include, but are not limited to, terrorist watch listing and screening against illicit international travel.

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<sup>1</sup> To differentiate between INTERPOL Washington, the Department of Justice agency, and INTERPOL the international non-governmental organization, INTERPOL Washington will be identified throughout this document as the USNCB (United States National Central Bureau).

The USNCB is also exclusively responsible for obtaining the publication of INTERPOL Notices on behalf of all U.S. law enforcement authorities, and for ensuring that Notices published on behalf of other member countries are entered and maintained in the FBI’s National Crime Information Center (NCIC), and TECS, the automated border control system utilized by U.S. Customs and Border Protection (CBP). Published to all 192 INTERPOL member countries, these Notices serve to facilitate the identification, location and, where indicated, apprehension of subjects of interest to law enforcement world-wide, and to warn of persons, objects, events, and modus operandi that present an imminent and/or continuing threat to public safety.

Even for U.S. law enforcement agencies with a well-developed international presence, the USNCB’s services, capabilities, and resources are *complementary* to their missions, not competitive or duplicative.

### C. Full Program Costs

The USNCB is one decision unit, and all requested funds sustain operations that support DOJ’s key priorities, as well as those of DHS and INTERPOL. Therefore, each performance objective is linked with the costs of critical strategic actions that reflect the operational requirements of all three organizations. Of note, the USNCB receives no funding from the more than two dozen participating agencies for operating expenses (such as guard service, telecommunication, equipment, and supply expenses) to support their detailed personnel assigned to the USNCB.

The USNCB’s appropriated resources are allocated to support the following four basic categories of costs in FY19 (Figure 1);

- (1) U.S. statutory dues contributions to INTERPOL’s General Secretariat (approximately 51%);
- (2) Mandatory DOJ Share Services costs (approximately 18%);
- (3) Support and maintenance of the agency’s amalgamated law enforcement communications and information sharing architecture (approximately 9%); and
- (4) USNCB operational costs (approximately 23%).

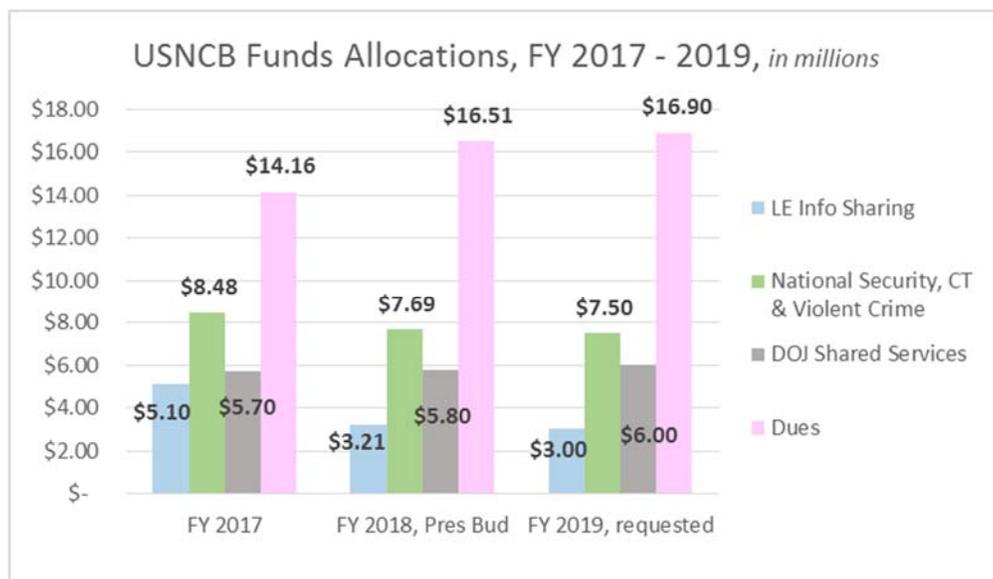


Figure 1

## Funding U.S. Dues to the INTERPOL Organization

The U.S. dues contribution is paid in Euros (€) from the USNCB's appropriated budget, and has seen a 925% increase from €1.23 million in 2001 to €12.6 million (estimated) in 2019 which, based upon currency fluctuation, is projected to be \$16.9 million (USD) due to trending currency conversion rates. (Figure 2) This fluctuating value of the USD relative to the Euro obfuscates the USNCB's ability to forecast the final cost of U.S. dues, presenting both a challenge and advantage to the agency depending on the strength, or weakness, of the USD versus the Euro at the time of the payment. In FY15, Congress approved carry over authority to assist the USNCB in meeting the U.S. dues obligation during times of weakness of the USD compared to the Euro.

During its 2013 General Assembly, INTERPOL adopted a new model for assessing the annual statutory dues contributions paid by its member countries. This provided contribution rates for 2014 – 2018. Work is now underway to update the dues model for the period 2020 - 2023, however, certain members of the General Assembly have expressed great interest in tying member countries' INTERPOL dues obligation to the United Nations scale, which is comprised of various economic indicators that include a country's Gross Domestic Product (GDP). If the new dues model is not adopted by a majority of member countries at the next General Assembly in November 2018, the United States' dues obligation could increase to a maximum rate of 22% in 2019, or \$16.9 million.

It is important to note here that no U.S. dues paid to INTERPOL directly support any U.S. law enforcement, border security, or immigration enforcement operation or activity. While the U.S. dues support the global communication system and its databases, all direct mission and operational support functions are exclusively undertaken by the USNCB with a portion of the USNCB's remaining funds.

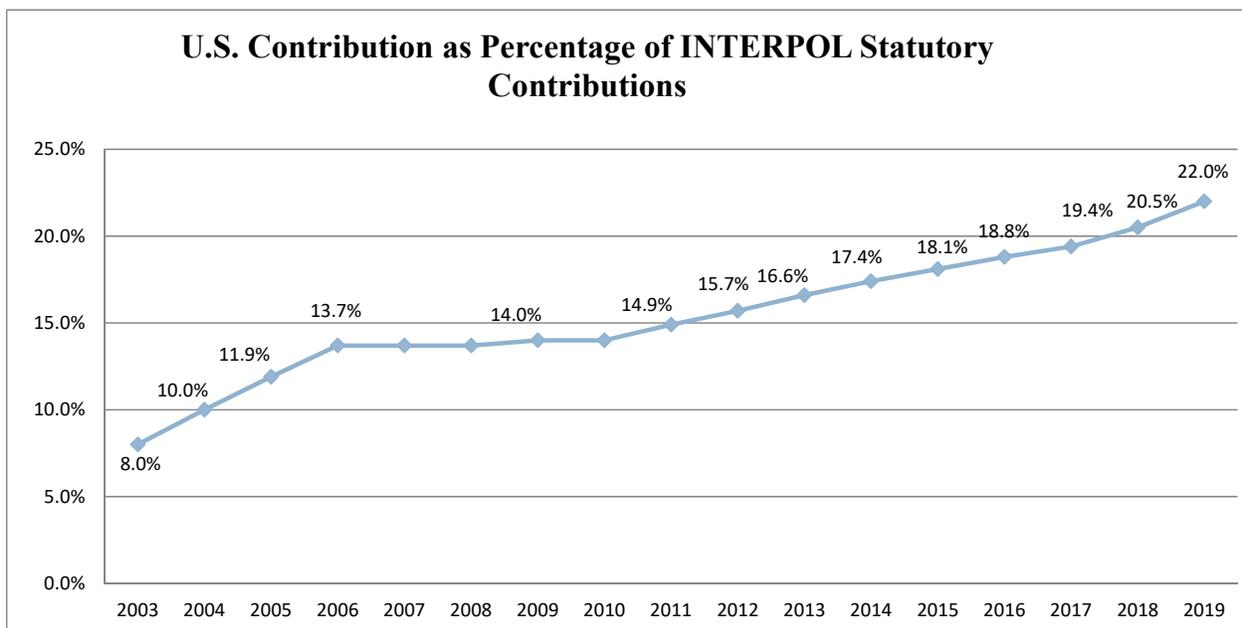


Figure 2

## DOJ Mandatory Shared Services

The Department of Justice Working Capital Fund is a revolving fund authorized by law to finance a cycle of operations in which the full cost of services are charged to the recipient. It provides centralized performance of common administrative services, such as computer services, telecommunications, human resources, facilities, and financial. The USNCB's costs associated with DOJ's mandatory shared services have risen from \$5.13 million in 2016 to an estimated \$6 million in 2019 (See Figure 1).

## Amalgamated Law Enforcement Communication and Information Sharing Architecture

Today's law enforcement information sharing demands are a dynamic and diverse enterprise that is enabled by the use of increasingly advanced forms of information technology (IT). Ergo, through on-going collaborative forecasting with our domestic and foreign counterparts, the USNCB continues to identify service gaps and emerging needs in information sharing and support that require additional and immediate investment and development in both its personnel and IT infrastructure.

Through its sustained efforts to strengthen public safety and national security, the USNCB has succeeded in integrating access to INTERPOL's global criminal investigative data into information sharing platforms utilized by nearly all 18,000 domestic law enforcement agencies for mission critical purposes that include, but are not limited to, immigration enforcement, border security, international traveler screening and vetting, as well as terrorist screening and watch listing. In FY16, U.S. law enforcement, border security, and immigration agencies relied upon the USNCB's amalgamated architecture to carry out their public safety and national security missions by querying and accessing data on INTERPOL's systems more than 480 million times, the most in the world. With the single press of a button, the USNCB IT architecture extends the reach of the U.S. law enforcement officer to all points around the globe. In mere milliseconds foreign terrorist fighters, sexual predators, transnational criminals, and even potential victims of crime can be identified. Further, and of profound importance with regard to officer safety for the "cop on the street," the same architecture provides direct access to a layer of invaluable international information on possible criminal associations and/or violent proclivities of subjects of police encounters, not available via any other singular platform.

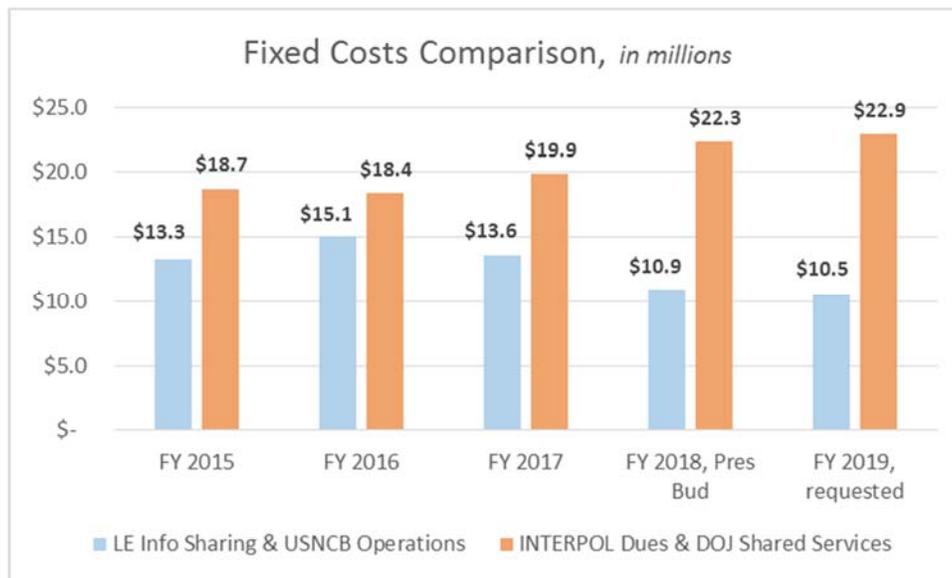
## USNCB Operational Costs

Operational costs for INTERPOL Washington include all costs that do not fall within mandatory DOJ shared services, dues, or the amalgamated law enforcement information sharing architecture: approximately \$9 million in payroll and benefits for 69 full time USNCB employees, as well as travel, training, employee awards, office supplies, and contractor support.

### **D. Challenges**

INTERPOL Washington, as with other organizations throughout the entire Federal Government, continues to face funding and resource challenges. The economic environment and the subsequent impact of tightened budgets have placed pressures on all federal agencies. The USNCB is committed to the Administration's efforts to cut waste in spending and to identify opportunities to promote efficient spending. In FY 2019, INTERPOL Washington faces the challenge of responding to an increasing demand for our services while adhering to economic realities, constricted budgets, and efforts to reduce overall government spending.

The U.S. payment for INTERPOL dues increases annually, as do many other unavoidable expenses, such as mandatory Department of Justice shared services and services contracts that also increase annually. These increases leave less remaining discretionary funding available for U.S. operations and infrastructure improvements. As detailed in Figure 1 on page 3, costs associated with Dues and DOJ Mandatory shared services have risen from a combined \$18.4 million in FY16 to an estimated \$21.4 million in FY18; a 16.3% increase. Consequently, the remaining available funding to support the USNCB’s operations, activities, and IT architecture has decreased from a combined \$15.1 million in FY16 to \$13.0 million in FY18; a 13% decrease, as shown in Figure 3.



**Figure 3**

This decrease in discretionary funds, coupled with an accelerating and measurable increase in demand for USNCB services and a shrinking workforce, is already pressing the agency to its performance limits and will create a gap in information sharing that will significantly and adversely impact officer safety, public safety, and the national security of the United States. If this trend continues, the USNCB’s ability to achieve its mission priorities and goals of ensuring the distribution and access of accurate and timely criminal information and intelligence will significantly diminish. Subsequently, the goals and priorities of a number of U.S. law enforcement, border security and immigration enforcement agencies will also be threatened as they rely on the USNCB for access to and assistance obtaining critical information on wanted criminals, terrorists, sex offenders, gang members, and victims in DOJ’s collective efforts to reduce violent crime, stop child exploitation, protect the nation from terrorist attack and prevent cybercrime in accordance with the Administration’s strategy and objectives.

### Increasing Operational Demands

Over 18,000 U.S. federal, state, local, tribal, immigration and border and security agencies have come to rely on some aspect of the USNCB’s integrated architecture to access INTERPOL's global criminal investigative data and information sharing platform. The increased domestic reliance and demand to leverage the INTERPOL system to meet U.S. information sharing and national security objectives has led to an unprecedented and extraordinary increase in the number of queries by U.S. authorities of the INTERPOL indices processed through the USNCB, as well as increases in the number of U.S. records maintained by the USNCB on the INTERPOL platform. Additionally, as a result of this rise in demand and accessibility, there has been a significant increase for operational

assistance or information from the USNCB Operations and Command Center and Divisional resources.

The results of the increased demand for access to INTERPOL data by virtually all U.S. law enforcement, border security, and immigration authorities are reflected in the following striking facts and statistics:

- An increase in the number of U.S. queries of INTERPOL indices processed through the USNCB - from 287.8 million in FY13 to 591.1 million in FY17; an increase of more than 105%.
- The current effort by the USNCB to expand and fill current gaps in domestic information sharing to law enforcement and other strategic partners will increase the demand and stress on the USNCB architecture by an estimated 800 million to 1 billion queries by U.S. authorities in FY19.
- The USNCB is exclusively responsible for uploading and maintaining records in both domestic law enforcement systems and the U.S. data in INTERPOL indices. Currently, as of January 2018, the USNCB is maintaining more than 143,920 domestic lookout records in U.S. database related to the more than 194,478 active foreign Notices and Diffusions from the other 191 member countries of INTERPOL. These records include wanted fugitives, Foreign Terrorist Fighters (FTF), missing and endangered persons, sex offenders, gang members, etc. The USNCB is also exclusively responsible for the entry and maintenance of all U.S. data in INTERPOL indices. Currently, the USNCB is maintaining more than 15,377 U.S. Notices and Diffusions across the INTERPOL platform, and more than 4.3 million U.S. Stolen and Lost Travel Documents. Furthermore, roughly 35,000 profiles of Foreign Terrorist Fighters (FTFs) and other Known or Suspected Terrorists (KSTs) have recently been shared by the U.S. with INTERPOL.

The exponential increase in available information on the INTERPOL platform coupled with the increase use and reliance on the INTERPOL system by both domestic and foreign law enforcement, border security, and immigration authorities has also resulted in an increase in positive hit resolutions and requests for assistance that require intervention by the analytical staff assigned to the USNCB's INTERPOL Operations and Command Center (IOCC). Operating 24/7, the IOCC is the USNCB's sole resource to process all incoming message traffic from our domestic and foreign partners, often times involving time sensitive and critical communications supporting international law enforcement, border security and national security operations in real time. Further, in recent months, due to the successful collaboration with U.S. agencies in obtaining and uploading U.S. terrorism related information from the conflict zones in Iraq, Afghanistan, and Syria into INTERPOL indices, the IOCC's workload has increased dramatically with regards to resolving positive matches and responding to urgent requests for information to domestic and foreign law enforcement and border authorities.



Figure 4

As the U.S. data grows with the increase in sharing of critical terrorism related data the workload on the IOCC and the support Divisions of the USNCB is expected to grow to unprecedented levels. For example:

- The annual incoming message traffic to the IOCC has steadily risen from more than 294,000 in FY12 to more than 572,000 for FY17; an increase of more than 94%.
- Thus far in FY18, the IOCC’s average incoming traffic has jumped to more than 67,000 messages per month, an 86% increase over the average monthly incoming messages from January 2016 (see Figure 4).

Despite implementation of USNCB initiatives to streamline workflow procedures and realign resources over the last 24 months, the drastic escalation in workload directly resulting from the recent and continuing KST and FTF profiles uploaded by the USNCB to INTERPOL indices has eclipsed these improvements and created a backlog of incoming messages that require domestic or international responses and/or attention by USNCB analysts

Therefore and currently, with IOCC and Division resources being stretched, the agency is managing a running backlog of approximately 700 messages that result in a 30-45 day delayed response to those requests for investigative assistance.

### Shrinking Workforce

The USNCB is staffed by a multi-sector workforce consisting of 72 permanent DOJ analysts, lawyers, and administrative personnel (as authorized in FY 2018); and approximately 32 equivalent law enforcement officers, agents, and analysts detailed to the USNCB from just over 14 different U.S. law enforcement agencies, and is augmented by a cadre of contractors and interns. With respect to the detailed workforce, they are relied upon by the USNCB to assist with the specialized case work and expert investigative support provided by the USNCB to our foreign and domestic partners. This workforce is borrowed from our domestic law enforcement partner organizations who set the period of service and availability according to the needs of their parent organization not the USNCB. These resources who currently comprise approximately 25% of the USNCB workforce, are subject to immediate recall or termination of assignment by the parent agency to support their critical operational requirements that may arise, such as National Special

Security Events, critical incidents, or increased mission responsibilities. Unfortunately, as a result of partner organizations recalling detailed personnel back to fill critical needs in their agency's missions since 2013, the detailed workforce has dropped from 62 positions to 32 equivalent positions in 2017, a **51% reduction**.

To maximize efficiency, the USNCB has completed a number of improvements to its procedures and has automated a number of functions to redeploy personnel to address critical workload demands. Despite these measures, the reduction in the USNCB workforce threatens the agency's ability to keep up with the demands of its core mission functions.

#### **E. Strategic Goals and Objectives**

This submission identifies specific outcome-based, strategic mission objectives that will continue to advance the mission of the USNCB. Achieving these objectives will move the agency closer to fulfilling its mandate to ensure greater international police cooperation and information sharing with law enforcement agencies throughout the world.

#### **F. Environmental Management System**

INTERPOL Washington will continue to implement its agency-wide Environmental Management System. The agency has adopted a policy whereby INTERPOL Washington personnel incorporate environmental stewardship into their decision-making and day-to-day activities. The policy mandates, among other things:

- Incorporation of environmental management principles into planning and budget preparation.
- Promotion and encouragement for all employees to practice energy conservation, waste stream reduction, and recycling.
- Compliance with applicable federal, state, and local environmental laws and regulations.
- Identification and reporting to the agency leadership any unsafe working conditions or environmental concerns.

## **II. Summary of Program Changes**

Not applicable.

## **III. Appropriations Language and Analysis of Appropriations Language**

General Legal Activities language is displayed in the GLA rollup budget submission.

#### IV. PROGRAM ACTIVITY JUSTIFICATION

##### INTERPOL Washington – U.S. National Central Bureau (USNCB)

| <i>INTERPOL Washington</i>  | Direct Pos. | Estimate FTE | Amount       |
|---|-------------|--------------|--------------|
| 2017 Enacted  | 72          | 67           | 33,441       |
| 2018 Continuing Resolution  | 72          | 72           | 33,214       |
| 2019 Current Services Adjustments to Base and Technical Adjustments | -3          | -3           | 1,189        |
| 2019 Current Services   | 69          | 69           | 34,403       |
| 2019 Program Increases  | 0           | 0            | 0            |
| 2019 Program Offsets  | 0           | 0            | 0            |
| 2019 Request  | 69          | 69           | 34,403       |
| <b>Total Change 2018-2019</b>                                       | <b>-3</b>   | <b>-3</b>    | <b>1,189</b> |

| <i>INTERPOL Washington -Information Technology Breakout (of Decision Unit Total)</i> | Direct Pos. | Estimate FTE | Amount <sup>1</sup> |
|--|-------------|--------------|---------------------|
| 2017 Enacted   | 5           | 4            | 2,400               |
| 2018 President’s Budget  | 5           | 4            | 3,268               |
| Adjustments to Base and Technical Adjustments  | 0           | 0            | 0                   |
| 2019 Current Services with Base and Technical Adjustments                            | 5           | 5            | 3,268               |
| 2019 Program Increases   | 0           | 0            | 0                   |
| 2019 Program Offsets   | 0           | 0            | 0                   |
| 2019 Request   | 5           | 5            | 3,268               |
| <b>Total Change 2018-2019</b>  | <b>0</b>    | <b>0</b>     | <b>0</b>            |

<sup>1/</sup> Prior to FY 2017 OCIO pay costs were not included within the IT breakout. Starting in FY 2017 OCIO pay is included.

#### 1. Program Description

As the world’s largest international police organization, INTERPOL provide an intergovernmental platform upon which law enforcement authorities in 192 member countries are able to work together to combat transnational crime and terrorism through enhanced information sharing and cooperation – even where good diplomatic relations may not exist between particular countries.

INTERPOL Washington, the U.S. National Central Bureau (USNCB), serves as the designated representative to INTERPOL on behalf of the Attorney General. As such, it is the exclusive point of contact for all INTERPOL matters in the United States, as well as the exclusive U.S. portal to INTERPOL’s global criminal investigative intelligence and information. Its mission includes, but is not limited to, transmitting information and requests for assistance of a criminal justice, humanitarian, or other law enforcement related nature between law enforcement agencies in the United States and other INTERPOL member countries, and coordinating and integrating information in investigations of an international nature.

## PROGRAM AND RESOURCE TABLES

Performance Materials will be provided at a later date.

**3. Performance, Resource, and Strategies**

Performance Materials will be provided at a later date.

**V. Program Increases by Item**

Not applicable.

**VI. Program Offsets by Item**

Not applicable.

**VII. Exhibits**