# International Criminal Police Organization

U.S. National Central Bureau

(INTERPOL Washington)

U.S. Department of Justice

 Washington, D.C.

# FY 2013 PERFORMANCE BUDGET

# Congressional Submission

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## INTERPOL Washington FY2013 Congressional Submission

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

**A. Introduction**

In FY 2013, INTERPOL Washington, the U.S. National Central Bureau, requests a total of $31,489,000, 79 FTE, and 77 positions to prevent crime, enforce federal laws and prevent terrorism. This request includes an Adjustment to Base (ATB) increase of $1,768,000. Note that INTERPOL Washington has a program offset of (-$33,000) for information technology (IT). However, the request does include $1,764,000, 4 FTE, and 5 positions for base IT activities and continued support for ongoing technological expansion of our Law Enforcement Information Sharing initiatives. With these resources, INTERPOL Washington will be able to increase the number of quality cases related to terrorism, violent crime, drug trafficking, and cyber crime, as well as further extend our state and local outreach efforts.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. Background**

Transnational crime and terrorism – and the growing linkage between the two – represent formidable threats to the American people and our national security. Crimes with an international nexus have evolved from predominantly simple acts of ordinary law crime into complex, transnational operations and enterprises that rob individuals of their identities; compromise vital infrastructure; threaten economic stability and, in many instances, ruin or even claim innocent lives.

Whether in the form of terrorist attacks, gang-related violence, human trafficking, child exploitation, cyber or financial crimes these threats are frequently multinational in scope. In order to respond effectively, U.S. law enforcement authorities and their foreign counterparts must be able to overcome the very real cultural, linguistic, and legal barriers that complicate the exchange of criminal investigative information and support across national administrations and boundaries.

As the statutorily-designated United States representative to the International Criminal Police Organization (INTERPOL) on behalf of the Attorney General[[1]](#footnote-1), INTERPOL Washington provides the communications network, framework for police cooperation, and essential tools and services necessary to overcome these barriers and produce timely investigative results in the fight against transnational crime and terrorism – even where diplomatic relations may not exist. INTERPOL Washington extends to more than 18,000 U.S. law enforcement agencies the unique ability to communicate securely, directly, and in real time with their police counterparts in the other 187 member countries of INTERPOL. This capability facilitates law enforcement interaction on investigative matters ranging from simple criminal history checks to the sharing of sensitive criminal intelligence and investigative leads targeting transnational organized crime groups. INTERPOL Washington also supports the exchange of international humanitarian assistance requests involving such matters as threatened suicides, death notifications, and health and welfare checks on U.S. citizens overseas, as well as foreign nationals in the U.S. Even for U.S. law enforcement agencies with a well-developed international criminal investigative presence, INTERPOL Washington’s services are *complementary*, not competitive or duplicative, and available 24/7/365.

In all instances, INTERPOL Washington serves to coordinate U.S. law enforcement actions and responses, ensuring that it is consistent with U.S. interests and law, as well as INTERPOL policies, procedures, and regulations. This includes strict adherence to Article 3 of the INTERPOL Constitution, which expressly forbids the Organization to “…undertake any intervention or activities of a political, military, religious or racial character.”

**C. Challenges**

As a result of the terrorist attacks of 9/11 and a continuing increase in crimes fueled by the accelerating development and spread of information technology, INTERPOL Washington is now co-managed by DOJ and the Department of Homeland Security (DHS). Consequently, INTERPOL Washington’s mission has grown to encompass a broad spectrum of responsibilities for facilitating international law enforcement cooperation, securing our Nation’s borders, and protecting the American people from the growing threat of transnational crime and terrorism.

This request identifies specific outcome-based, strategic mission objectives that will continue to advance INTERPOL Washington through FY 2012 and beyond. Achieving these objectives will move this agency toward fulfilling its statutory mandate to secure greater cooperation and share information among law enforcement organizations throughout the world. INTERPOL Washington’s success can be measured by how well it contributes to achieving the Department’s Goals, as follows:

DOJ Strategic Goal 1: Prevent Terrorism and Promote the Nation’s Security Consistent with the Rule of Law

* Prevent, disrupt, and defeat terrorist operations before they occur (1.1)
* Prosecute those involved in terrorist acts (1.2)

DOJ Strategic Goal 2: Prevent Crime, Protects the Rights of the American People, and Enforce Federal Law

* Combat the threat, incidence, and prevalence of violent crime (2.1)
* Prevent and intervene in crimes against vulnerable populations; uphold the rights of, and improve services to, America’s crime victims (2.2)
* Combat the threat, trafficking, and use of illegal drugs and the diversion of licit drugs (2.3)
* Combat corruption, economic crimes, and international organized crime (2.4)
* Promote and protect Americans’ civil rights (2.5)

Success will also be measured by meeting the priorities for protecting the American people identified by the Attorney General in his April 25, 2011, remarks to DOJ:

* Protect Americans from terrorism and other threats to our national security – both at home and abroad;
* Protect Americans from the violent crimes that have ravaged too many communities, devastated too many families, and stolen too many promising futures;
* Protect Americans from the financial fraud that devastates consumers, siphons taxpayer dollars, weakens our markets, and impedes our ongoing economic recovery, and
* Protect those most in need of help – our children, the elderly, victims of hate crimes, of human trafficking, and of exploitation – and those who cannot speak out or stand up for themselves.

**D. Full Program Costs**

INTERPOL Washington is one decision unit, and all requested funds must 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 necessarily reflect the diverse requirements of all three organizations. Moreover, through its on-going communications with its domestic and foreign counterparts, INTERPOL Washington continues to identify service gaps and emerging needs that will require additional investment.

Resources for each Strategic Goal and Objective that INTERPOL Washington supports are provided. The total costs include the following:

* Operating costs
	+ The direct costs of all outputs, and
	+ Common administrative systems
* Indirect costs
	+ Contribution of U.S. dues to INTERPOL



Figure 1

Both performance and resource tables define the total cost of achieving the strategies INTERPOL Washington will implement in FY 2013. Also included are the indirect costs of continuing activities, which are central to the operations of INTERPOL Washington.

**E. Performance Challenges**

The challenges that impede progress toward achieving the strategic goals of DOJ and DHS are complex and ever-changing. Internal agency dynamics, funding decisions, developments in technology, enforcement priorities, and shifting patterns of criminal behavior are only a few factors that impact law enforcement practices and pose challenges that demand attention. The following challenges are among those that INTERPOL Washington views as highly significant, and as having the greatest potential to impact its budget, operations, and resources.

**External Challenges**: The unprecedented growth of transnational criminal and terrorist organizations has created a corresponding demand for international law enforcement cooperation and access to law enforcement information worldwide. Consequently, INTERPOL Washington’s requirement to respond to all requests for assistance from its domestic and international law enforcement partners continues to place substantial and increasing demands on its fiscal and operational resources. INTERPOL Washington anticipates that the volume of requests for assistance will continue to increase as its outreach efforts and information technology initiatives develop and take hold.

* Member countries expansion of INTERPOL databases to border points has led to a significant increase in cases and message traffic across the network (Figure 2).

Figure 2

* INTERPOL has ceased translating all messages - especially noteworthy are notices and diffusions. As a consequence, INTERPOL Washington will have to absorb the cost of translating diffusions, notices, and other INTERPOL message traffic.
* INTERPOL Washington receives no funding from participating agencies for operating expenses for their detailed personnel.
* Enhancing U.S. domestic agencies’ access to INTERPOL databases involves a number of technical, administrative, and legal agreements that are slow to implement.
* Federal, state, local and municipal law enforcement agencies are not taking full advantage of important information and communications tools available through INTERPOL Washington.

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

Under the current INTERPOL dues structure, six countries with the largest Gross Domestic Product (GDP) pay the highest annual dues. Of these six countries, the U.S. pays the greatest percentage. Moreover, in 2010, the INTERPOL General Assembly (GA) adopted a plan to incrementally increase its Dues Statutory Contribution budget for the years 2011 through 2013, at a rate of increase of 2.1 percent per year.

Figure 3

The U.S. dues contribution is paid in Euros (€) from INTERPOL Washington’s budget, and has increased from €1.23 million in 2001 to €7.97 million in 2012. The dues contribution, as paid in U.S. dollars in 2012, represents more than one third of INTERPOL Washington’s entire annual budget. Moreover, the increase currently proposed by the GA will raise the U.S. dues contribution to €11.30 million by 2014, assuming that INTERPOL’s budget increases are consistent with inflationary rates. At the current currency conversation rate of $1.30 per €, INTERPOL Washington’s statutory dues could amount to $14.693 million in less than two years.

Further exacerbating already constrained resources, INTERPOL has indicated that it will seek additional annual increases to its budget above the standard inflationary rate, as it has done consistently since the terrorist attacks of 9/11. The effect of these annual increases may be further compounded by the value of the U.S. dollar relative to the Euro, which impacts INTERPOL Washington’s ability to pay its dues commitment at either an advantageous or disadvantageous rate of exchange.

**Internal Challenges**: INTERPOL Washington faces many internal challenges in FY 2012, primarily in regards to its analytical capacity and Information Technology (IT) infrastructure. These challenges also present INTERPOL Washington with considerable risks, such as an over-reliance on contractors in key analytical and IT positions. This practice makes INTERPOL Washington susceptible to factors such as annual contract renewals, and the challenges are exacerbated by an increase in the volume of information and data received from foreign and domestic law enforcement partners as a result of outreach efforts. This increase in volume has significantly outpaced INTERPOL Washington’s analytical capabilities, often resulting in costly delays or even backlogs.

A foreseeable shortage of analytical and IT staff exists, as approximately 25 percent of INTERPOL Washington’s permanent workforce will be eligible to retire over the next three to four years. With an additional 28 percent of its workforce detailed from domestic law enforcement partner agencies, INTERPOL Washington’s total staffing level is now *lower* than the period immediately following the terrorist attacks of 9/11. To mitigate the skills gap that may result from the retirement of its employees and the turnover of detailees, INTERPOL Washington must further develop the tools necessary to recruit, hire, train, and retain qualified applicants. In response to this urgent business requirement, INTERPOL Washington conducted a comprehensive assessment of its human capital and information technology program, which resulted in the publication of human capital, IT, and mission strategic plans to guide the organization through 2016.

**F. Environmental Management System**

INTERPOL Washington will continue to implement its agency-wide Environmental Management System. This organization has adopted a policy whereby INTERPOL Washington personnel incorporate environmental stewardship into their decision-making and day-to-day activities. The policy mandates *inter alia*:

* 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.

## INTERPOL Washington FY2013 Congressional Submission

**II. Summary of Program Changes**

|  |  |  |
| --- | --- | --- |
| **Item Name** | **Description** | **Page** |
|  | **Pos.** | **FTE** | **Dollars ($000)** |
| **IT Savings** |  IT cost saving initiative and transformation of IT projects | **0** | **0** | **($33)** | **13** |
| **TOTAL, IPOL** |  | **0** | **0** | **($33)** |  |

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

**Appropriations Language**

No changes proposed. Please refer to the General Legal Activities Consolidated Justifications.

**Analysis of Appropriations Language**

No substantive changes proposed.

**IV. Decision Unit Justification**

Key INTERPOL Washington budget data for FY 2011-2013 is provided in the tables below:

**A. INTERPOL WASHINGTON**

|  |  |  |  |
| --- | --- | --- | --- |
| INTERPOL Washington TOTAL | Perm. Pos. | FTE | Amount |
| **2011 Enacted**  | **77** | **79** | **29,754** |
| **2012 Enacted** | **77** | **79** | **29,754** |
| **Adjustment to Base**  | **0** | **0** | **1,768** |
| **2013 Current Service** | **77** | **79** | **31,522** |
| **2013 Program Increases** | **0** | **0** | **0** |
| **2013 Program Offsets** | **0** | **0** | **-33** |
| **2013 Request** | **77** | **79** | **31,489** |
| Total Change 2012-2013 | **0** | **0** | **1,735** |

**1. Program Description**

INTERPOL is the world’s largest international police organization and coordinates information sharing between its 190 member countries, providing a neutral venue where jurisdictions and mandates are interwoven to permit cooperation and assistance in combating international crime.  INTERPOL Washington, the U.S. National Central Bureau, facilitates international law enforcement cooperation by serving as a police-to-police communications and intelligence network for both American and foreign police seeking assistance in criminal investigations.   INTERPOL Washington initiates and responds to criminal investigative requests; transmits national requests for international cooperation; facilitates requested police actions or operations; and, collects, analyzes, and shares relevant criminal intelligence.

1. **Performance and Resources Tables**



|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  |  |  |  |  |
|  |  |  |  |  |
|  |  |  |

|  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **PERFORMANCE MEASURE TABLE** |  |  |  |  |  |  |  |  |  |  |  |
| **Decision Unit: United States National Central Bureau** |  |  |  |  |  |  |  |
| **Performance Report and Performance Plan Targets** | **FY 2004** | **FY 2005** | **FY 2006** | **FY 2007** | **FY 2008** | **FY 2009** | **FY 2010** | **FY 2011** | **FY 2012** | **FY 2013** |
|  |  | **Actual**  | **Actual**  | **Actual**  | **Actual**  | **Actual** | **Actual**  | **Actual** | **Target** | **Actual** | **Target**  | **Target**  |
| **Performance Measure** | Number of lookouts within 48 hours | 0 | 2,003 | 4,188 | 4,575 | 4,932 | 6,310 | 7,587 | 8,742 | 8,882 | 7,739 | 7,894 |
| **Performance Measure** | Number of locates on fugitives obtained through database queries or lead information provided by foreign NCBs | 0 | 0 | 312 | 431 | 410 | 461 | 374 | 370 | 390 | 374 | 382 |
| **OUTCOME Measure**  | Arrests, extraditions, and deportations on INTERPOL Notices/Diffusions with a U.S. nexus | N/A | N/A | N/A | N/A | N/A | 128 | 143 | 135 | 146 | 136 | 138 |
|  |  |  |  |  |  |  |  |  |  |  |  |  |
| **N/A = Data unavailable** |  |  |  |  |  |  |  |  |  |  |  |
| **\* Denotes inclusion in the DOJ Annual Performance Plan** |  |  |  |  |  |  |  |

**3. Performance, Resources, and Strategies**

a. Performance Plan and Report Outcomes

INTERPOL Washington will support DOJ’s strategic priorities by executing the following functions:

* Coordinating arrangements for payment of mandatory INTERPOL member dues;
* Communicating and exchanging information between international and domestic law enforcement agencies;
* Ensuring that the interests of the United States are represented to the international law enforcement community;
* Identifying trends and patterns in international criminal activity;
* Providing leadership and expertise at global law enforcement symposia, conferences, and meetings;
* Ensuring access to INTERPOL data for U.S. federal, state, local, tribal, and municipal law enforcement agencies, and,
* Championing the greater use by U.S. federal, state, local, and tribal law enforcement agencies of information and communication tools through INTERPOL Washington.

INTERPOL Washington will continue to facilitate cooperation among foreign and domestic law enforcement by making it easier to obtain information and evidence needed to pursue fugitives and track criminal activity by leveraging authorized and existing information sharing environments.

b. Strategies to Accomplish Outcomes

INTERPOL Washington has formed strategic partnerships with U.S. law enforcement agencies that have assigned agents to INTERPOL Washington to initiate and respond to international inquiries. INTERPOL Washington further participates in such international law enforcement initiatives as: Fusion Task Force (provides link analysis on terrorist groups and individuals); Human Trafficking Programs; Project Rockers (International Outlaw Motorcycle Gangs); Project Geiger (radiological materials); Project Cargo Net (maritime piracy); International Stolen Motor Vehicle Program; Cultural Antiquities Program; Stolen/Lost Travel Documents Program; International Child Sexual Exploitation Program, and the INTERPOL Bioterrorism Program. The Notice and Diffusion program builds member countries’ capacity to rapidly identify and arrest known and internationally wanted individuals leading to their eventual extradition, deportation or prosecution.

INTERPOL Washington will also continue to use its expertise to assist in halting international parental abductions in progress, pursue child abductors, and locate child victims.

Through INTERPOL, every law enforcement agency in the United States can contact police, customs, and immigration authorities in 189 other member countries. The anticipated outcome is the reduction of crime domestically and internationally.

**V. Program Increases by Item**

N/A

**VI. Program Offsets by Item**

**Item Name: IT Savings**

Budget Decision Unit(s): INTERPOL Washington

Strategic Goal(s) & Objectives: Goal 2; Objectives 2.1 & 2.2

Organizational Program: INTERPOL Washington

Component Ranking of Items: 1 of 1

Program Reduction: Positions 0 FTE 0 Dollars ($33,000)

## Description and Justification of Item

As part of its effort to increase IT management efficiency and comply with OMB’s direction to reform IT management activities, the Department is implementing a cost saving initiative as well as IT transformation projects.  To support cost savings, the Department is developing an infrastructure to enable DOJ components to better collaborate on IT contracting, which should result in lower IT expenditures.  In FY 2013, the Department anticipates realizing savings on all direct non-personnel IT spending through IT contracting collaboration. These savings will not only support greater management efficiency within components, but will also support OMB’s IT Reform plan by providing resources to support major initiatives in cybersecurity, data center consolidation, and enterprise e-mail systems. The savings will also support other Department priorities in the FY 2013 request. The offset to support these initiatives for INTERPOL Washington is -$33,000.

**Impact on Performance**

The reduction in IT contract expenditures is anticipated to have no adverse impact to INTERPOL Washington’s operations.

**Funding**

Non-Personnel Reduction Cost Summary

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Non-Personnel Item | Unit Cost | Quantity | FY 2013 Request($000) | FY 2014 Net Annualization (change from 2013)($000) | FY 2015 NetAnnualization(Change from 2014)($000) |
| IT Savings Offset | ($33) | 1 | ($33) | $0 | $0 |
| Total Non- Personnel | ($33) | 1 | ($33) | $0 | $0 |

Total Request for this Item

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  | Pos  | Agt/Atty | FTE | Personnel($000) | Non-Personnel ($000) | Total($000) | FY 2014 Net Annualization (change from 2013)($000) | FY 2015 Net Annualization (change from 2014)($000) |
| IT Savings Offset | 0 | 0 | 0 | $0 | ($33) | ($33) | $0 | $0 |
| Grand Total | 0 | 0 | 0 | $0 | ($33) | ($33) | $0 | $0 |

**VII. Exhibits**

1. 22 U.S.C. 263a; Title 28 C.F.R. Subpart F-2 § 0.34 [↑](#footnote-ref-1)