



FY 2011 PERFORMANCE BUDGET

DRUG ENFORCEMENT ADMINISTRATION

Congressional Budget Submission

U.S. Department of Justice

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I. Overview for the Drug Enforcement Administration

Introduction

The Drug Enforcement Administration (DEA) is the world's leading drug enforcement agency with more than 9,000 employees, including over 600 stationed in 63 foreign countries around the globe. As the only single-mission federal agency dedicated to drug law enforcement, DEA developed a FY 2011 budget request with the goal of providing the critical resources necessary to reduce the availability of illicit drugs and the diversion of licit drugs and precursor chemicals in America. To accomplish this, DEA requests 9,772 positions (including 4,387 Special Agents), 9,597 Full-Time Equivalents (FTE),¹ and \$2,421,949,000. 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.usdoj.gov/jmd/2011justification/>.

Every day, DEA wages a battle that involves disrupting and dismantling significant drug trafficking and money laundering organizations, attacking the economic basis of the drug trade, and contributing to counterterrorism activities. The work is dangerous, time-consuming, and multifaceted. Drug traffickers can be ruthless, as demonstrated by the shocking display of drug-related violence in Mexico and Afghanistan. DEA investigations are also becoming increasingly complex and frequently require more sophisticated investigative techniques such as electronic surveillance and in-depth financial investigations. However, these methods are more time intensive and, as a result, investigations can last for several years. Furthermore, the crimes transcend standard drug trafficking – they are directly tied to issues of national and border security.

DEA has identified the Southwest Border as an area of particular interest given the triple threat of illegal drugs, violence, and terrorism in the region. Additionally, there is significant convergence between DEA's overall enforcement efforts and border security in that, since FY 2005, more than 15 percent of DEA's domestic arrests have been illegal aliens. With DEA efforts in this region now more critical than ever, DEA completed several major operations in the past year targeting Mexican drug cartels operating along the border that took multi-ton quantities of illicit narcotics off the streets, resulted in the seizure of millions of dollars, and led to the arrest of hundreds of cartel members. As an example, in October 2009, DEA announced the results of *Project Coronado*, a 44-month multi-agency law enforcement investigation which targeted the *La Familia Michoacana* drug cartel.

The *La Familia* cartel is a violent drug trafficking cartel based in the state of Michoacan, in southwestern Mexico. This organization is one of the newest Mexican cartels and they control drug manufacturing and distribution in and around Michoacan. The cartel is directly responsible

¹ FTE amount does not include an anticipated 1,312 reimbursable FTE (including 970 Special Agents).

for a large majority of the methamphetamine and cocaine pouring into the U.S. across the Southwest Border and they contribute to the cycle of violence that is wracking Mexico. **Project Coronado** has led to the arrest of 1,186 individuals and the seizure of approximately \$33 million in U.S. currency, 2 metric tons of cocaine, 2,730 pounds of methamphetamine, 29 pounds of heroin, 16,390 pounds of marijuana, 389 weapons, 269 vehicles, and two clandestine drug labs. As the largest U.S. law enforcement action undertaken against Mexican drug cartels to date, **Project Coronado** demonstrates DEA's relentless efforts to disrupt and dismantle major drug cartels.



Methamphetamine and guns seized during Project Coronado.

DEA's efforts against Mexican drug cartels have also aided the Mexican government in two recent operational successes against cartel leaders. On December 16, 2009, Mexico scored a major victory against the Arturo Beltran-Leyva drug cartel when the Mexican Navy closed in on Beltran-Leyva's apartment complex; a firefight ensued and Beltran-Leyva was killed, along with several of his bodyguards. Beltran-Leyva and members of his organization have smuggled ton-quantities of illicit drugs into the U.S. each year for over a decade. Beltran-Leyva also orchestrated the murder of numerous law enforcement officers, innocent civilians, and rival traffickers. Less than a month later, on January 12, 2010, the Government of Mexico captured Eduardo Teodoro "El Teo" Garcia Simental. El Teo is known as one of the world's most violent and brutal drug traffickers. He is under indictment in Mexico for drug trafficking, racketeering, and homicide and he is responsible for many of the kidnappings and murders in Tijuana over the last two years. Beltran-Leyva's death and the capture of "El Teo" demonstrate the growing effectiveness of DEA's information sharing with Mexico. Cooperation between the U.S. and Mexico is producing results and increasing Mexico's operational capacity

Accomplishments like these clearly demonstrate DEA's ability to attack major drug trafficking organizations. Equally important is the effect enforcement operations, such as DEA's Drug Flow Attack Strategy, have on preventing associated drug crime and violence from spilling over the Southwest Border into the United States. Leveraging interagency partnerships with organizations such as the Department of Homeland Security, DEA participates in several joint initiatives including the Border Enforcement Security Task Force and the Tunnel Task Force. These task forces target human smuggling and drug trafficking organizations that provide fuel for violence along the Southwest Border. These initiatives also increase the flow of information between participating agencies regarding violent criminal organizations and gangs operating on both sides of the border.

The El Paso Intelligence Center (EPIC) is a further example of the emphasis DEA places on the Southwest Border. EPIC is a national tactical intelligence center that supports law enforcement efforts throughout the Western Hemisphere and it is DEA's long-standing and most important

intelligence sharing organization focusing on the Southwest Border. Much of EPIC's success can be attributed to the strong partnerships forged among the more than 20 agencies represented at the Center, including representatives from foreign police organizations in Mexico and Colombia. The center also has information sharing agreements with police agencies in all 50 states. Through its 24-hour Watch function, EPIC provides immediate access to participating agencies' databases to law enforcement agents, investigators, and analysts at all levels of government, throughout the United States and with some foreign nations.

Unfortunately, drug trafficking and associated crimes are not limited to the United States and its neighboring countries – the battle extends well beyond our borders into foreign lands around the globe. But DEA is making great strides against these transnational criminals and our efforts have paid large dividends. The results in Colombia are a prime example. In recent years, DEA's efforts have led to significant changes in the Colombian drug trade. The Norte Valle Cartel has been dismantled; leaders of the Autodefensas Unidas de Colombia (AUC) have been arrested, extradited to the United States, or killed; and the Fuerzas Armadas Revolucionarias de Colombia (FARC) lack their former cohesion due to sustained, high impact law enforcement and Colombian military efforts. Most recently, in December 2009, two leaders of the FARC pleaded guilty to conspiring to import ton-quantities of cocaine into the U.S. Jorge Enrique Rodriguez Mendieta served as the Commander of the FARC's 24th Front and as a member of the FARC's Estado Major. He directed the purchase of hundreds of thousands of kilograms of cocaine paste and transmitted billions of Colombian pesos in cocaine proceeds to higher-ranking FARC officials. Gerardo Aguilar Ramirez was the commander of the FARC's 1st Front and was ultimately responsible for all of that Front's criminal activities. Both defendants are scheduled to be sentenced in federal court in March 2010.

According to DEA's analysis of cocaine seizures, DEA's efforts have had a significant impact on the domestic drug markets. From January 2007 through September 2009, the price per pure gram of cocaine increased 75.4 percent, from \$99.24 to \$174.03, while the purity decreased 31.5 percent, from 67 percent to 46 percent purity. Factors contributing to these favorable results include: DEA's Drug Flow Attack Strategy; DEA-led operations such as **Operation All Inclusive**; extraditions from Mexico and Colombia; building coalitions with host nation counterparts; more than \$12.9 billion of revenue denied to drug traffickers from FY 2005 through FY 2009; and, the combined efforts of DEA and its federal, State, and local law enforcement partners.

DEA's **Operation All Inclusive**, the centerpiece of DEA's Drug Flow Attack Strategy, has caused major disruption in the flow of drugs, money, and precursor chemicals between from the source zone through the transit zone, and into the United States. The fifth iteration of **Operation All Inclusive**, **OAI 2009**, took place between December 1, 2008 and September 30, 2009 and involved DEA, the Joint Interagency Task Force-South, Customs and Border Protection, the U.S. Coast Guard, the Defense Intelligence Agency, the Central Intelligence Agency's Crime and Narcotics Center, the National Geospatial Intelligence Agency, the National Security Agency, the Office of Naval Intelligence, and a number of host nation counterparts. **OAI 2009** consisted of 40 staggered intelligence and interdiction operations and included an intelligence collection phase that expanded geographical area coverage to include portions of the Eastern Hemisphere. **OAI** typically focuses on disrupting the flow of drugs, chemicals, and money from

the source zone (South America), through the transit zone (Mexico/Central America/Caribbean) and into the United States; however, *OAI 2009* intelligence collection operations took place for the first time in Pakistan, Azerbaijan, Kazakhstan, Tajikistan, Turkmenistan, and Uzbekistan. Intelligence collection operations also took place in Thailand, Burma, Kuala Lumpur, and Singapore. As of September 30, 2009, *OAI 2009* resulted in the seizure of over 91 metric tons of cocaine, 1.4 metric tons of methamphetamine, 645 kilograms of heroin, 132 metric tons of marijuana, 415 metric tons of precursor chemicals, \$368 million, and 867 weapons. Additionally, 1,332 arrests occurred.

Unfortunately, the results for domestic methamphetamine price and purity are not as favorable as cocaine. From January 2007 through September 2009, the price per pure gram of methamphetamine decreased 13.5 percent, from \$147.12 to \$127.28, while the purity increased 22.1 percent, from 57 percent to 69 percent purity. However, at the end of 2007, the price per pure gram of methamphetamine was \$278.97 while the purity was 40.7 percent. Much of the methamphetamine trend that was observed towards the end of 2007 could be attributed to the success of DEA's enforcement efforts, State legislation, and the Combat Methamphetamine Epidemic Act (CMEA), which made it difficult for producers of domestic methamphetamine to obtain the needed precursor chemicals. The reversal of this trend in the past two years may be a result of drug traffickers adapting to the CMEA and changing their production and trafficking patterns.

For example, methamphetamine production in Mexico continues to be high. DEA estimates that approximately 80 percent of the methamphetamine consumed in the U.S is produced by Mexican drug trafficking organizations in either Mexico or, to a lesser extent, the U.S. Despite chemical sale and import restrictions in Mexico, Mexican drug trafficking organizations continue to obtain large quantities of pseudoephedrine and ephedrine for use in methamphetamine production. On top of this, small toxic lab seizures in the U.S. are beginning to rise and domestic methamphetamine production is now being fueled by varying forms of "smurfing", numerous individuals going from store to store purchasing the maximum limit at each store and then pooling their purchases. DEA is adapting to these shifts and focusing on methamphetamine produced in Mexico and transported across the Southwest Border.



An industrial size reactor discovered in a methamphetamine super lab in Guadalajara, Mexico.

While DEA's many accomplishments are encouraging, drug abuse remains a very serious problem in the U.S. The 2008 *National Survey on Drug Use and Health (NSDUH)* indicates approximately 7 million Americans exhibit the diagnostic criteria for illicit drug abuse or

dependence, while 2.1 million received treatment for the use of illicit drugs.² Furthermore, deaths caused by drugs or involving drugs continue to be a critical problem in the United States. According to the Centers for Disease Control, from 2000 through 2006 (the most recent year that data is available), over 6,000 people died as a direct result of drug use. During the same time period, almost 150,000 deaths involved some type of drug use. Compounding this loss of life is the damage from increased crime and violence, the powerful grip of addiction, lower productivity in the workforce, child abuse and neglect, environmental impacts, and the grief of lost promise. To rid this country of these tragic impacts, in FY 2011 DEA President's Budget includes the following enhancements/offsets:

Southwest Border – Salaries and Expenses: DEA requests \$12,306,000 in non-personnel funding to expand and reinforce its operations on the Southwest Border and in Mexico. This includes \$1,500,000 to fund servers and software licenses to increase the capacity of EPIC's System Portal (ESP) infrastructure. DEA also requests \$10,806,000 to target Mexican drug cartels by reinforcing its partnerships with foreign counterparts through continued development of the Mexico Sensitive Investigative Unit (SIU) program.

Southwest Border - Construction: DEA requests \$41,941,000 in no-year construction funding for an expansion and renovation project to enlarge the existing EPIC facility. EPIC is a key component of the Administration's *National Southwest Border Counternarcotics Strategy* and currently houses employees from 22 federal, State and local agencies. Demand from these agencies and other users for products and services has sky-rocketed over the last decade.

Intelligence Sharing: DEA requests \$5,235,000 in non-personnel funding to expand and reinforce its information sharing with the Intelligence Community (IC) and other law enforcement agencies in order to enhance our Nation's efforts in reducing the supply of drugs, protecting our national security, and combating global terrorism. \$4,935,000 is requested in support of DEA's Speedway program. DEA also requests \$300,000 to support an Office of the Director of National Intelligence information sharing initiative.

Diversion Control Program Enforcement and Regulatory Support: DEA requests \$33,508,000 (including \$4,314,000 in non-personnel funding) and 174 positions (including 62 agents) to address staffing shortfalls at DEA headquarters, the Special Operations Division (SOD), and in domestic field offices.

Prescription Drug Monitoring Programs: DEA is requesting \$3,000,000 to support an Office of National Drug Control Policy (ONDCP) Demand Reduction Interagency Working Group Prescription Drug Monitoring Program (PDMP) initiative.

Travel: DEA proposes to achieve cost savings of \$2,074,000 in non-personnel base resources from increased efficiencies in operational travel.

² Results from the 2008 National Survey on Drug Use and Health: National Findings. U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration. September 2009.

FY 2011 Enhancements/Offsets by Strategic Goal

Strategic Goal	Item	Dollars	Pos	Agent	FTE
2.4	Southwest Border – S&E	\$12,306,000	0	0	0
2.4	Southwest Border – Construction	\$41,491,000	0	0	0
2.4, 1.2	Intelligence Sharing	\$5,235,000	0	0	0
2.4	Diversion Control Program Enforcement and Regulatory Support	\$33,508,000	174	62	87
2.4	Prescription Drug Monitoring Programs	\$3,000,000	0	0	0
2.4	Travel	-\$2,074,000	0	0	0

Mission

DEA's mission is to enforce the controlled substances laws and regulations of the United States and bring to the criminal and civil justice system of the U.S., or any other competent jurisdiction, those organizations and principal members of organizations involved in the growing, manufacturing, or distribution of controlled substances appearing in or destined for illicit traffic in the U.S., including organizations that use drug trafficking proceeds to finance terror; and to recommend and support programs aimed at reducing the availability of and demand for illicit controlled substances on the domestic and international markets.

Strategic Goals

DEA operates under a combination of national strategies to reduce the availability of illicit drugs in America. Specifically, DEA's FY 2011 request supports the following strategic goals:

- **“Prevent Terrorism and Promote the Nation’s Security; Strengthen Partnerships to Prevent, Deter, and Respond to Terrorist Incidents”**. Strategic Goal 1; Strategic Objective 1.2; Department of Justice (DOJ) FYs 2007-2012 Strategic Plan, *Stewards of the American Dream*.
- **“Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the American People; Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs”**. Strategic Goal 2; Strategic Objective 2.4; DOJ FYs 2007-2012 Strategic Plan, *Stewards of the American Dream*.
- **“Disrupting the Market for Illegal Drugs”**. Chapter 3; 2009 National Drug Control Strategy.
- **“Stem the flow of illicit bulk cash out of the United States”**. Goal 3; National Money Laundering Strategy.
- **“Support global anti-money laundering capacity building and enforcement efforts”**. Goal 8; National Money Laundering Strategy.

DEA's current long-term objective is to contribute to DOJ's goal of reducing the supply of drugs available for consumption in the United States. In recognition of the challenges encountered in developing a reliable methodology for estimating the amount of drugs available for consumption in the U.S., DEA is replacing this long-term objective with the Monetary Value of Currency, Property and Drugs Seized (Drug Trafficker Revenue Denied) as part of its new performance measures. Drug Trafficker Revenue Denied reflects the outcome of activities scored to DEA's International, Domestic and State and Local Decision Units and has been previously targeted through FY 2009.

In regards to targeting organizations on the Consolidated Priority Organization Target (CPOT) list – the “Most Wanted” drug trafficking and money laundering organizations believed to be primarily responsible for the Nation's illicit drug supply – DOJ's other long-term outcome goal is to dismantle 1,260 and disrupt 810 CPOT-linked drug trafficking organizations by FY 2012. Already, DEA's coordinated enforcement and intelligence efforts with federal, State, local, and international partners are resulting in the largest and most dangerous drug trafficking organizations being put out of commission. In FY 2009, DEA disrupted or dismantled 2,362 domestic and foreign priority targets, of which 364 were linked to CPOT organizations. As of the first quarter of FY 2010 DEA disrupted or dismantled 655 domestic and foreign priority targets, of which 86 were linked to CPOT organizations. Furthermore, at the end of FY 2009, 37 of the 55 CPOTs identified on the FY 2009 CPOT list (67 percent) had been indicted. In addition, 10 of the 56 individuals associated with the FY 2009 CPOTs (18 percent) had been arrested.

Recent Accomplishments

This section addresses the current challenges faced by DEA, while demonstrating our numerous accomplishments and our commitment to DOJ's FY 2007–FY 2012 Strategic Plan and other national strategies.

Counterterrorism

DEA's drug trafficking and money laundering enforcement initiatives also support and augment U.S. efforts against terrorism by denying drug trafficking and/or money laundering routes to foreign terrorist organizations, as well as the use of illicit drugs as barter for munitions to support terrorism. Although traditional criminal organizations continue to dominate the international drug trade at all levels, drug income is a source of revenue for some international terrorist groups. DEA investigations have identified links between terrorist organizations and groups and/or individuals under investigation for drug violations.

SUCCESS STORY:
COUNTERTERRORISM

In December 2009, DEA announced the arrests of three individuals for drug and terrorism charges. Oumar Issa, Harouna Touré, and Idriss Abelrahman arrived in the Southern District of New York on December 18 to face charges of conspiracy to commit acts of narco-terrorism and conspiracy to provide material support to a foreign terrorist organization. The charges stem from the defendants' alleged agreement to transport cocaine through West and North Africa with the intent to support three terrorist organizations -- Al Qaeda, Al Qaeda in the Islamic Magreb ("AQIM"), and the Fuerzas Armadas Revolucionarias de Colombia (Revolutionary Armed Forces of Colombia, or "FARC"). All three organizations have been designated by the U.S. Department of State as Foreign Terrorist Organizations. The charges in this case mark the first time that associates of Al Qaeda have been charged with narco-terrorism offenses. Issa, Touré, and Abelrahman were arrested in Ghana on December 16, 2009, at the request of the

Drugs and terror are often joined in a marriage of convenience. For example, as stated in the 9/11 Commission Report and corroborated by a significant body of DEA reporting, drug trafficking has always been a source of revenue for the Taliban, which stockpiled, controlled, and taxed Afghanistan's opium trade during their regime. This association continues today as the Taliban uses proceeds from the Afghan drug trade as a source of revenue for Anti-Coalition activities. Afghanistan is the world's foremost narco-economy; illicit opiates account for roughly one-third of total GDP. Taliban drug-related activities include, but are not limited to: taxing opium poppy farmers, processing laboratories, and narcotics transporters passing through Taliban checkpoints and/or Taliban controlled territory; providing security to poppy fields and opium bazaars; and collecting "donations," both monetary and supplies, such as vehicles, from wealthy drug traffickers to support the Taliban cause. The majority of DEA high value targets in Afghanistan are either members of the Taliban, or provide support to them. Recent examples include Haji Bashir Noorzai, Haji Baz Mohammad, Khan Mohammed, Haji Juma Khan Mohammadhasni, and Haji Baghcho.

To combat this activity, DEA expanded its international presence to better attack drug trafficking and narco-terrorism by creating DEA's eighth foreign region. This new region, which covers Afghanistan and Pakistan, enhances agency's ability to target and investigate the most significant and notorious drug trafficking organizations operating in that part of the world. DEA operations in Afghanistan serve a dual purpose: preventing the country from again becoming a major supplier of heroin to the United States, as it was in the 1970s and 1980s; and helping



Hashish located in underground bunkers in Afghanistan.

stabilize the Afghanistan government as it battles the powerful drug warlords for control of portions of the country. DEA's presence in Afghanistan helps develop the capacity of the Afghans to conduct counterdrug operations themselves and supports and augments U.S. efforts against insurgents and terrorism, both of which aid in the long-term stabilization of the country and the region. Through DEA's successful partnerships and counternarcotics programs in Afghanistan, we deepen alliances and build new cooperative partnerships and relationships, both domestically and internationally, in the areas of interdiction, money laundering, precursor chemical control, intelligence sharing and collection, education, and training.

The broad jurisdictional reach of 21 USC §§ 959 and 960a significantly expands DEA's effectiveness in narco-terrorism investigations and prosecutions. 21 USC § 960a allows for prosecution of terrorist-related, extra-territorial drug offenses and provides DEA with a particularly powerful tool to prosecute, disrupt, and dismantle narco-terrorist groups worldwide. 21 USC § 959 expands the reach of DEA to acts of manufacture or distribution outside of the U.S. The section makes it unlawful for any person to manufacture or distribute a controlled substance or listed chemical intending or knowing that it will be unlawfully imported to the United States. In FY 2010, 24 of the 59 organizations (41 percent) on the Department of Justice's CPOT list are associated with terrorist organizations. Active terrorist-linked DEA PTO investigations increased from 55 cases in FY 2004 to 98 at the end of FY 2009, a 78 percent increase.

International Partnerships

Experience has shown that strong international partnerships are vital in the drug law enforcement arena. A robust partnership with Mexico and Colombia, for example, is essential if DEA is to significantly reduce the flow of drugs to the United States and halt the smuggling of bulk cash out of our country that was generated from the sale of billions of dollars worth of illicit drugs. Colombia produces at least 90 percent of the powdered cocaine distributed to the United States and at least 63 percent of the powdered cocaine distributed globally. Most of the non-domestic marijuana available in the U.S. is grown in Mexico and it is estimated that 80 percent of the methamphetamine consumed in the U.S. now comes from Mexico-based drug trafficking organizations. Additionally, National Drug Intelligence Center estimates indicate that Mexican and Colombian drug trafficking organizations generate, remove, and launder between \$18 billion and \$39 billion in wholesale drug proceeds annually, a large portion of which is believed to be bulk-smuggled out of the United States at the Southwest Border.³ Working with both the Mexican and Colombian governments will help address these major problems.

³ *National Drug Threat Assessment 2009*. National Drug Intelligence Center. December 2008.

SUCCESS STORY:

INTERNATIONAL PARTNERSHIPS

In mid-2009, the Rome, Italy Resident Office (RO) and Serbian counterparts initiated a joint investigation targeting a major Balkan-based criminal organization responsible for smuggling multi-ton cocaine shipments from South America to Europe. This investigation quickly expanded with the identification of operational cells in South America, Africa, and the U.S. In October 2009, Serbian intelligence and coordination efforts by the Rome RO and Buenos Aires Country Office resulted in the seizure of 2,200 kilograms of cocaine from a private yacht in Uruguay and the arrest of 2 individuals linked to the vessel. In November 2009, additional information developed under this investigation resulted in the seizure of 490 kilograms of cocaine in a Buenos Aires, Argentina apartment building being used by Balkan nationals tied to this group. A total of 11 individuals have been arrested by Uruguayan, Serbian, and Bosnian law enforcement counterparts. This investigation has significantly disrupted the international trafficking activities of this very powerful Balkan criminal organization.

Fear of extradition to the U.S. is one powerful tool that DEA uses in combating international drug traffickers. Our nation has excellent extradition relationships with many nations and DEA makes use of these arrangements whenever possible. Colombia continues to remain the number one extradition partner of the United States and Mexico is now extraditing drug criminals in record rates. Since assuming office, Mexican President Felipe Calderon has taken on corruption and drug trafficking at every level, and has ordered the extradition of unprecedented numbers of drug criminals to the United States from each of the four major cartels.

In addition to extraditions from Mexico and Colombia, DEA worked with foreign counterparts on many other successful law enforcement initiatives in the past year. As an example, DEA's Foreign-deployed and Advisory Support Teams (FAST) advise, train, and mentor their Afghan counterparts in the National Interdiction Unit (NIU) of the Counter Narcotics Police – Afghanistan, and augment the Kabul Country Office in conducting bilateral investigations. DEA is in the process of training four more NIU classes to reach the staffing goal of 288 NIU officers. The NIU is a tactical unit capable of conducting raids, seizures, and serving warrants in a high-threat environment, much like a U.S. law enforcement tactical team. These Afghan officers work closely with FAST on investigations. The FAST teams carry out the DEA Drug Flow Attack Strategy in Afghanistan, as well as interoperate and synchronize with U.S. Coalition Forces and the interagency on operations in Afghanistan.

Financial Investigations

DEA places a high priority on financial drug investigations by targeting the financial infrastructure of major drug trafficking organizations and members of the financial community who facilitate the laundering of their proceeds. Through DEA's Office of Financial Operations and specialized money laundering groups in each of DEA's 21 field divisions, DEA uses its drug intelligence information, technology, and Special Agent resources to aggressively address the drug trade business. In this effort, DEA works closely with elements of the private sector financial community to include federal and State regulators who oversee the industry.



Cash seizure during an operation targeting the Gulf Cartel.

SUCCESS STORY: FINANCIAL INVESTIGATIONS

On March 17, 2009, the Caribbean Division/Money Laundering Group (CD/MLG) seized \$7,143,000 from a Caracas International Banking Corporation (CIBC) account located in San Juan, Puerto Rico. Approximately six months prior, Aldala Makled-Garcia had been arrested by Venezuelan authorities in connection with the seizure of 400 kilograms of cocaine on his family property in Venezuela. Intelligence gathered indicated that Walid Makled-Garcia, brother of Aldala, fled to Curacao using a false passport in an attempt to avoid law enforcement. Based on continued investigation of CIBC, related to the Malked brothers drug trafficking organization, the CD/MLG identified 49 bank accounts belonging to Venezuelan brokerage houses. The brokerage houses were acting as unlicensed money remitters, by moving hundreds of millions of dollars from Venezuela to and/or through U.S. financial institutions. On November 2, 2009, the DEA CD/MLG seized \$48,171,000 in U.S. currency from those accounts, as well as 3 accounts belonging to CIBC. The total seizures to date in this investigation exceed \$92 million in U.S. currency.

In FY 2005, as a means of measuring the agency's success, DEA established a five-year plan with annual milestones through FY 2009 with the goal of denying traffickers \$10 billion through the seizure of both assets and drugs. DEA surpassed its goal for each year of the plan and over the five year period denied drug trafficking organizations \$12.9 billion. In terms of assets alone, DEA seized more than \$9.1 billion from FY 2005 to FY 2009. Furthermore, asset seizures have equaled or exceed dollars appropriated to DEA for the last three years. Without DEA's efforts, in conjunction with our law enforcement partners throughout the world, these resources would have been used by the traffickers to fuel the production and transportation of more drugs to the United States.

Online Investigations

While surveys suggest family, friends, and doctors are still the primary sources of diverted controlled substances, the sheer volume of controlled substances being illicitly dispensed over the Internet contributes significantly to other downstream methods of diversion. To deal with the increasing opportunities for diversion created by the Internet, DEA has developed an Online Pharmacy Strategy. This strategy utilizes a combination of enforcement, regulatory, and technological efforts to detect and prevent diversion, and requires the coordination of multi-agency resources and industries. Specifically, DEA coordinates Internet investigations with federal, State, and local agencies to maximize investigative resources and prosecution.

Due to a combination of factors including DEA enforcements activities, increased compliance among wholesalers and distributors, and the passage of the Ryan Haight Online Pharmacy Consumer Protection Act of 2008, there as been a downturn in domestic rogue internet pharmacies. However, DEA continues to monitor and expose criminal organizations, both domestically and internationally, that look to exploit the Internet for the distribution of controlled pharmaceuticals. DEA targets rogue online pharmacies that allow doctors and pharmacies to hide behind a third party non-registrant and allow prescriptions to be written and filled without a legitimate doctor-patient relationship. In addition, DEA targets foreign-based drug trafficking organizations that may be shipping controlled pharmaceuticals to customers within the United States. At the end of FY 2009, DEA had 255 active Internet investigations. As a result of Internet investigations, DEA seized approximately \$38.4 million in assets between FY 2007 and FY 2009.

DEA also provides training and educational seminars to investigators, prosecutors, industry representatives, DEA registrants, and the public regarding online pharmacies. Additionally, DEA supports legislation and regulatory initiatives that propose to curtail and prevent diversion of controlled substances over the Internet. Finally, DEA coordinates the introduction of new technology to the field, and will be at the forefront in discovering and exploiting new trends in technology.

Gangs

Gangs have become an increasing threat to our nation's security and the safety of our communities. Criminal street gangs, outlaw motorcycle gangs, and prison gangs are the primary retail distributors of illegal drugs on the streets of the United States. Gangs commonly use drug trafficking as a means to finance their criminal activities and they have evolved from turf-oriented entities to profit-driven, organized criminal enterprises whose activities include not only retail drug distribution but also other aspects of the trade, including smuggling, transportation, and wholesale distribution. The threat of these gangs is magnified by the high level of violence associated with their attempts to control and expand drug distribution operations. Many of the gangs operating in the United States are linked to those responsible for the drug-related violence in Mexico.

SUCCESS STORY: GANGS

The San Diego Field Division, Mobile Enforcement Team (MET) commenced deployment operations in the Skyline neighborhood of San Diego, California on March 5, 2009, and concluded major operations on September 28, 2009. This deployment targeted the Bloods sets in the area and Hispanic gangs with ties to Mexican cartels in southeastern San Diego, including Skyline. The six-month deployment resulted in 94 arrests (47 of which are gang members), the seizure of approximately 18 pounds of powder cocaine, 4 pounds of crack cocaine, 2 pounds of methamphetamine, 10 pounds of marijuana, 240 marijuana plants, 3,000 MDMA pills, 18 vials of PCP, 19 guns, and \$60,000 in U.S. currency. Of the 94 arrests, 26 were prosecuted federally by the U.S. Attorney's Office; the remaining defendants were prosecuted by the San Diego County District Attorney's Office. As a result of this deployment, the San Diego MET disrupted the Skyline Neighborhood sets of the Bloods Street Gang while completely dismantling approximately 11 different drug distribution cells within and associated with this gang.

DEA uses investigative strategies, such as buy/bust operations, to quickly immobilize violent drug traffickers, remove them from the street, and further conspiracy and other long-term investigations that target drug trafficking organizations with the most significant impact on the availability of drugs in the United States. Since conspiracy investigations are an excellent tool for dismantling an organization, DEA routinely uses federal conspiracy charges to target gang drug trafficking organizations. Also, by targeting major drug sources of supply and their distribution networks, DEA investigates criminal street gangs which distribute drugs to include the well-known Bloods, Crips, Mexican Mafia, and Hells Angels, as well as lesser known, localized gangs. During FY 2009, DEA initiated 244 DEA gang cases. As a result of these gang cases, there were 1,880 arrests, 274 weapons seized, and \$14,352,000 in assets seized.

DEA also combats the gang problem within the United States through its Mobile Enforcement Team (MET) Program. In April 1995, DEA created the

MET Program to attack violent drug trafficking organizations. Today, MET teams are deployed on a temporary basis (averaging 6 months per deployment) to work with State, local, and tribal law enforcement in the disruption or dismantlement of violent PTOs, including drug trafficking organizations and gangs. The MET Program continues to focus on the nexus between drugs, violent crime, and gangs. FY 2009 MET deployments produced 682 arrests, the seizure of 147 firearms and \$1.4 million in assets, and the disruption or dismantlement of 54 PTOs. All FY 2009 MET deployments targeted PTOs.

Finally, DEA targets gang drug trafficking activity through participation in a number of anti-gang initiatives with other law enforcement components, including the Bureau of Alcohol, Tobacco, Firearms and Explosives' Violent Crime Impact Teams (VCIT) and Project Safe Neighborhoods, the Federal Bureau of Investigation's Safe Streets and Safe Trails Task Forces, the Department of Justice's Weed and Seed Program, and the Attorney General's Anti-Gang Coordination Committee. DEA also co-chairs the Task Force Review Subcommittee which reviews all newly proposed VCIT's and Safe Streets Task Forces and submits them to the Attorney General's Anti-Gang Coordination Committee for approval. DEA has two Intelligence

Analysts assigned to the DOJ's National Gang Intelligence Center (NGIC) as well as one Special Agent Staff Coordinator assigned to DOJ's National Gang Targeting, Enforcement, and Coordination Center (GangTECC). Through these partnerships, DEA is able to target violent drug trafficking organizations in areas where State, local, and tribal law enforcement is challenged.

Performance Measurement

DEA has successfully integrated budget and performance information; however, DEA is continually working to improve its ability to measure performance. In November 2009, DEA reviewed all of its existing performance measures to ensure transparency to the American people in support of the new Administration's performance management agenda. As part of a DOJ-wide effort, DEA is restructuring its performance measures.

Also, in recent years, DEA has modified its annual performance work plans to include specific performance tasks that link to relevant strategic goals. This involved tying Senior Executive Service performance standards, which include standards for all Special Agents in Charge, country attachés, and administrative managers, to DOJ and DEA annual and long-term goals. DEA also revised its Field Management Plans and Foreign Region Management Plans to incorporate specific performance measures linked to DEA's Strategic Goals.

After multiple attempts by the ONDCP Drug Availability Steering Committee to develop a reliable methodology for estimating the availability of the four major drug types (cocaine, heroin, marijuana, and methamphetamine) in the U.S., DOJ's Associate Deputy Attorney General has concluded that, for the foreseeable future, there are no reliable national estimates of drug availability in the United States. As a result, an OCDETF Performance Measures Working Group has been established to develop a replacement outcome measure for DOJ's goal to reduce the supply of illegal drugs available for consumption in the United States. The working group consists of representatives from OCDETF, DOJ's Assets Forfeiture Fund, DEA, the Federal Bureau of Investigation, Immigration and Customs Enforcement, and the National Drug Intelligence Center. The intent of the OCDETF Working Group is to include the replacement outcome measure in DOJ's new Strategic Plan, which will be published during the summer of 2010. Currently, the primary measure under consideration by the OCDETF Working Group is the Monetary Value of Currency, Property, and Drugs Seized (Drug Trafficker Revenue Denied).

Even with this possible change in long-term outcome goals, DEA plans to continue monitoring a number of internal and external data sets such as drug price and purity, the *NSDUH*, Monitoring the Future, Drug Abuse Warning Network (DAWN), and Treatment Episode Data Set (TEDS) as proxies for DEA's impact on drug availability. Currently, DEA is analyzing the average price per pure gram of cocaine purchased domestically. According to DEA's System to Retrieve Information on Drug Evidence (STRIDE)⁴ data, from January 2007 through September 2009, the

⁴ STRIDE is a database of drug exhibits sent to DEA laboratories from the DEA, FBI, CBP, ICE, USCG, and Washington MPD. STRIDE is not a representative sample of drugs available in the United States, but reflects all evidence submitted to DEA laboratories for analysis. STRIDE data are not collected to reflect national market trends. Nonetheless, STRIDE data reflect the best information currently available on changes in cocaine price and purity.

price per pure gram of cocaine increased 75.4 percent, from \$99.24 to \$174.03, while the purity decreased 31.5 percent, from 67 percent to 46 percent. DEA is also analyzing the average price per pure gram of methamphetamine purchased domestically. STRIDE data for all domestic methamphetamine purchases from January 2007 through September 2009 indicates that the price per pure gram of methamphetamine decreased 13.5 percent, from \$147.12 to \$127.28, while the purity increased 22.1 percent, from 57 percent to 69 percent purity. In addition, DEA is analyzing other positive law enforcement outputs to identify meaningful trends to measure its impact on the drug market.

To support using drug price and purity as proxies for drug availability, DEA’s Intelligence Division maintains several initiatives focused on the collection of these data. Currently, DEA’s Intelligence Division manages the Heroin Domestic Monitor Program, which provides data on the source, cost, and percent of purity of heroin being sold at the retail level in 25 U.S. cities. Since October 2006, DEA also manages the Cocaine Domestic Monitoring Program and the Methamphetamine Domestic Monitoring Program, which are designed to provide data on the price and purity of cocaine and methamphetamine sold at the retail level in selected major metropolitan areas of the United States.

As a final indicator of DEA’s performance, DEA reports the following drug seizures based on data recorded in its drug seizure reporting systems:

**DEA's Drug Seizures
Weight Reported in Metric Tons ***

Drug	FY 2007			FY 2008			FY 2009		
	Domestic Seizures	Foreign Seizures	Total Seizures	Domestic Seizures	Foreign Seizures	Total Seizures	Domestic Seizures	Foreign Seizures	Total Seizures
Cocaine	141.83	339.66	481.49	67.63	280.98	348.61	80.01	258.05	338.06
Heroin	1.03	28.22	29.25	0.96	12.24	13.20	0.95	7.15	8.10
Methamphetamine	2.46	2.08	4.54	2.44	8.51	10.95	2.91	2.94	5.85
Marijuana **	973.53	294.13	1,267.66	1,138.52	400.68	1,539.20	1,428.58	1,552.16	2,980.74

* Conversion applied : Kilos / 1,000 = Metric Ton

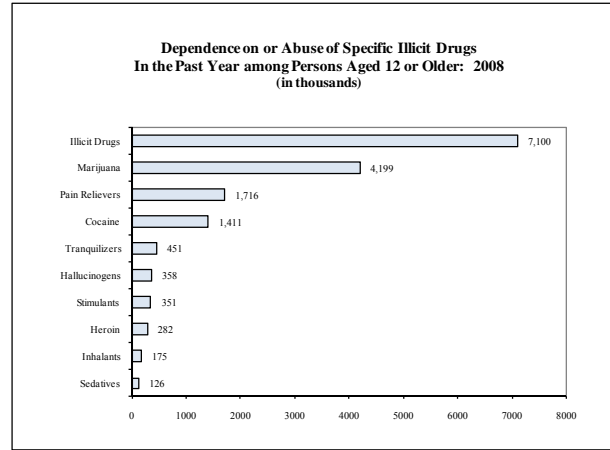
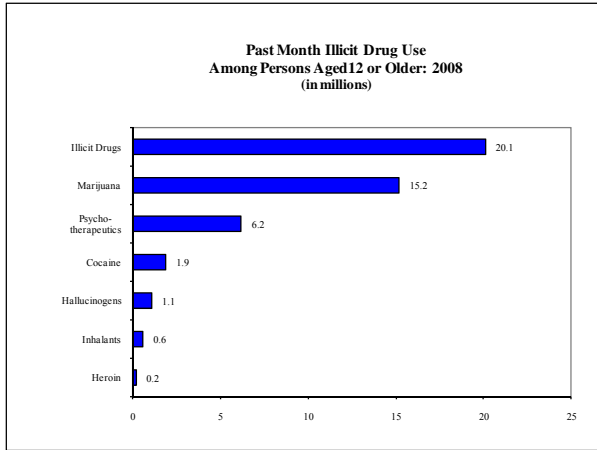
** Does not include Hashish

All seizure data are based on INFO 7 and STRIDE as of January 7, 2010.

Drug Threats to the United States

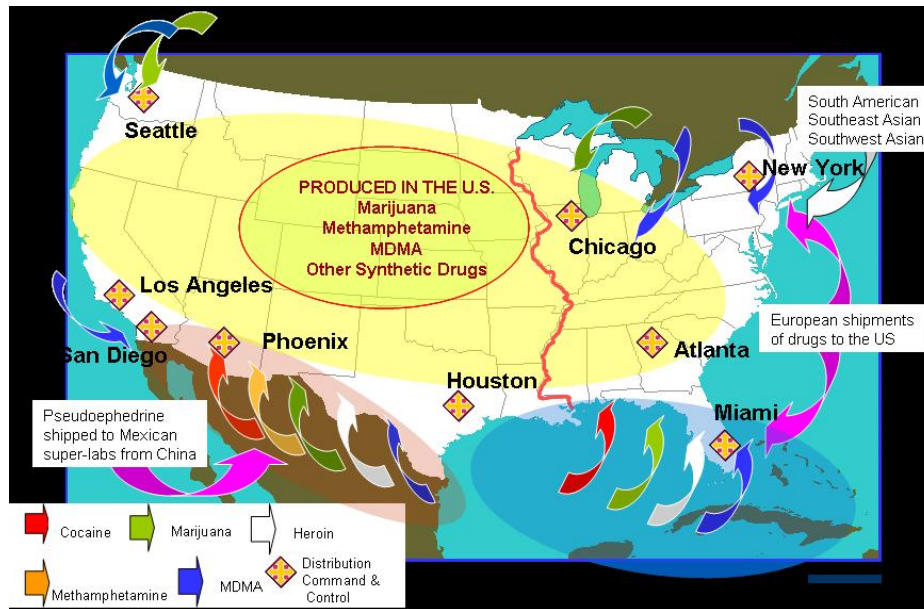
In 2008, an estimated 20.1 million Americans were current illicit drug users, meaning they had used an illicit drug during the month prior to the survey interview. This figure represents 8 percent of the population aged 12 or older. Of these users, 7 million were classified as being dependent on or abusing illicit drugs within the past year. The following charts provide a breakout of this data by drug type:⁵

⁵ “Results from the 2008 National Survey on Drug Use and Health: National Findings.” U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration. September 2009.



DEA's most recent Enforcement-Based Domestic Drug Threat Assessment provides a snapshot of the highly dynamic drug trafficking environment in the U.S. and highlights the challenges we still face in reducing the illicit drug supply in America. The map, as of January 2010, is based on intelligence relating to the demand for illegal drugs and their suppliers and distributors. The threat assessment encompasses data findings from DEA field division assessments, open-source reports, drug abuse indicators, reports from DEA's El Paso Intelligence Center and the Joint Interagency Task Force West, and information on PTOs. This assessment identifies the primary illicit drug distribution patterns and the major organizations involved, as identified through DEA enforcement and intelligence collection activities.

U.S Drug Threat Assessment Primary Drug Vectors and Distribution Centers



The following sections provide further information on the top drug threats facing the United States:

Methamphetamine



Methamphetamine is the most widely abused, domestically produced synthetic drug in the United States. It is used across all genders, ages, and socio-economic levels. Methamphetamine has a high rate of addiction, a low rate of sustained recovery, and is cheap to manufacture. It devastates users, their families, and local communities. Fortunately, national data is showing preliminary decreases in methamphetamine use. An estimated 850,000 persons aged 12 and older used methamphetamine during 2008 which is a significant decrease from the 1.3 million who used methamphetamine in 2007.⁶

DEA estimates that approximately 80 percent of the methamphetamine consumed in the United States is produced in Mexican-operated labs either in Mexico, or to a lesser extent the United States. Methamphetamine production in Mexico continues to be high, in part because manufacturers continue to obtain large quantities of pseudoephedrine and ephedrine for use in methamphetamine production. Mexican drug trafficking organizations are increasingly circumventing chemical sale and import restrictions in Mexico by diverting ephedrine and pseudoephedrine from licit sources in South America.⁷

The remaining 20 percent of the methamphetamine consumed in the U.S. is produced in domestic small toxic labs. Investigations and intelligence has revealed that individuals and organized groups are engaged in activities to obtain pseudoephedrine and ephedrine products in amounts that exceed the CMEA limit (3.6 grams daily sales limit and a cumulative 9 grams in a 30 day purchase limit). This activity is called “smurfing.” This activity has been identified by law enforcement during active surveillance and review of log books maintained by retailers. The development by methamphetamine traffickers and users of crude production methods such as the “one pot method,” has also led to the increase in “smurfing.” These simple methods, while at times only producing gram to ounce quantities of methamphetamine of questionable quality and purity, require smaller amounts of pseudoephedrine tablets which are then combined with other household items that are easily obtainable.

Non-medical use of prescription drugs



The diversion and abuse of controlled prescription drugs are a significant concern, especially because pharmaceutical controlled substances engender a false sense of security. Many mistakenly believe that if a doctor prescribes a drug for medical use, abusing the drug cannot be as harmful as abusing illegal “street” drugs, such as heroin or cocaine. According to the 2008 *NSDUH*, 6.2 million people aged 12 and older used prescription-type psychotherapeutic drugs for non-medical reasons during the past month. Also in 2008, 2.5 million people aged 12 or older used prescription drugs non-medically for the first time. This is equivalent to 7,000 new prescription drug abusers every

⁶ “Results from the 2008 National Survey on Drug Use and Health: National Findings.” U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration. September 2009.

⁷ “National Drug Threat Assessment 2009.” National Drug Intelligence Center. December 2008.

day. The most frequently abused medications—accounting for roughly 75 percent of prescription drug abuse—are narcotic pain relievers.⁸

Individual users can easily acquire prescription drugs through a variety of means, depending on the type of drug. DEA and other data sources reveal that OxyContin and other Schedule II drugs are most commonly obtained illegally through “doctor shopping” or are sold illegally by registrants (e.g., doctors/pharmacists). On the other hand, Schedule III and Schedule IV drugs (e.g., Vicodin, Valium, anti-anxiety medications, and anabolic steroids) are often purchased through the Internet. Many of these pharmacies are foreign-based and expose the purchaser to potentially counterfeit, contaminated, or adulterated products.

One of the best ways to combat the rising tide of prescription abuse is the Prescription Drug Monitoring Programs (PDMP). PDMPs help prevent and detect the diversion and abuse of pharmaceutical controlled substances, particularly at the retail level where no other automated information collection system exists. From FY 2002 to FY 2010, Congress has appropriated a total of \$62 million to the Department of Justice for the Hal Rogers Prescription Drug Monitoring grant program, including \$7 million in FY 2010. With these resources, the Department has awarded grants to 40 states to create, enhance, or plan PDMPs.

Cocaine



Cocaine remains the leading drug threat to the United States based upon abuse indicators, violence associated with the trade, and trafficking volume. The powdered, hydrochloride salt form of cocaine can be snorted or dissolved in water and injected. Crack is cocaine that has not been neutralized by an acid to make the hydrochloride salt. This form of cocaine comes in a rock crystal that can be heated and its vapors smoked.

The 2008 *NSDUH* found that 5.3 million Americans aged 12 or older, or 2.3 percent of the population, used cocaine within the past year.

Colombia continues to dominate the international cocaine trade, producing at least 63 percent of the world’s powdered cocaine and approximately 90 percent of the powdered cocaine smuggled into the United States. Although Colombia is the principal source of cocaine distributed in the United States, most of the wholesale cocaine distribution in the United States is controlled by Mexican drug trafficking organizations and criminal enterprises. Even in areas dominated by Colombian and Dominican drug trafficking organizations, such as the Northeast and Caribbean regions, the influence of Mexican drug trafficking organizations is increasing.

Colombian and Venezuelan drug traffickers are also becoming entrenched in West Africa and are cultivating relationships with African criminal networks to facilitate their activities in the region. The entire African continent serves as a transshipment point of precursor chemicals used to manufacture controlled substances. The significant rise in cocaine trafficking from South America to Europe, via established routes in Africa, presents an ever-growing threat not only to Europe, but also to the U.S.

⁸ “Results from the 2008 National Survey on Drug Use and Health: National Findings.” U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration. September 2009.

Heroin



Heroin remains one of the least used illegal drugs with around one percent of the population having tried it. Heroin can be injected, smoked, or sniffed/snorted. According to the 2008 *NSDUH*, 453,000 people aged 12 and older reported using heroin during the past year. Drug prevalence and treatment data indicate that rates of use for heroin and the number of individuals seeking treatment for heroin addiction have been stable or have declined for most age groups. Officials in treatment facilities throughout the U.S. report that many abusers of prescription opiates eventually begin abusing heroin because it is often cheaper and easier to obtain, and it provides a more intense high.⁹

The U.S. heroin market is supplied entirely from foreign sources of opium. Heroin is produced and made available in the U.S., in vastly different quantities, from four distinct geographical areas: South America (Colombia), Mexico, Southeast Asia (primarily Burma), and Southwest Asia (principally Afghanistan). Although Mexico and Colombia combined account for less than five percent of the world's heroin production, this amount is believed sufficient to meet most of the U.S. demand. South American white heroin dominates the heroin market east of the Mississippi River. The heroin market west of the Mississippi River is dominated by Mexican black tar heroin.

Afghanistan produces 90 percent of the world's supply of heroin, a quantity equivalent to more than the amount consumed by all the world's heroin addicts in one year. However, all available DEA information indicates Afghanistan is not currently a major heroin supplier to the United States. It is estimated that Southwest Asian heroin comprises less than 10 percent of the heroin available in the United States.

Marijuana



Marijuana continues to be a significant threat. According to the 2008 *NSDUH*, marijuana was the most commonly used illicit drug. In 2008, an estimated 25.8 million individuals aged 12 or older used cannabis.¹⁰ On top of this, the 2009 *Monitoring the Future* study shows attitudes toward marijuana use are moving in the wrong direction. Among 8th and 10th graders, the perception of “great risk” associated with marijuana use has declined; perceived harmfulness of marijuana deteriorated among 8th graders; and peer disapproval of marijuana has also declined.

Marijuana trafficking is prevalent across the nation, with both domestic and foreign sources of supply. California, Hawaii, Kentucky, Oregon, Tennessee, Washington, and West Virginia are considered the top seven states for marijuana cultivation. The primary source countries for foreign marijuana destined for the United States are Mexico and Canada. Since the demand for marijuana far exceeds that for any other illegal drug and the profit potential is so high, some cocaine and heroin drug trafficking organizations traffic marijuana to help finance their other

⁹ “National Drug Threat Assessment 2009.” National Drug Intelligence Center. December 2008.

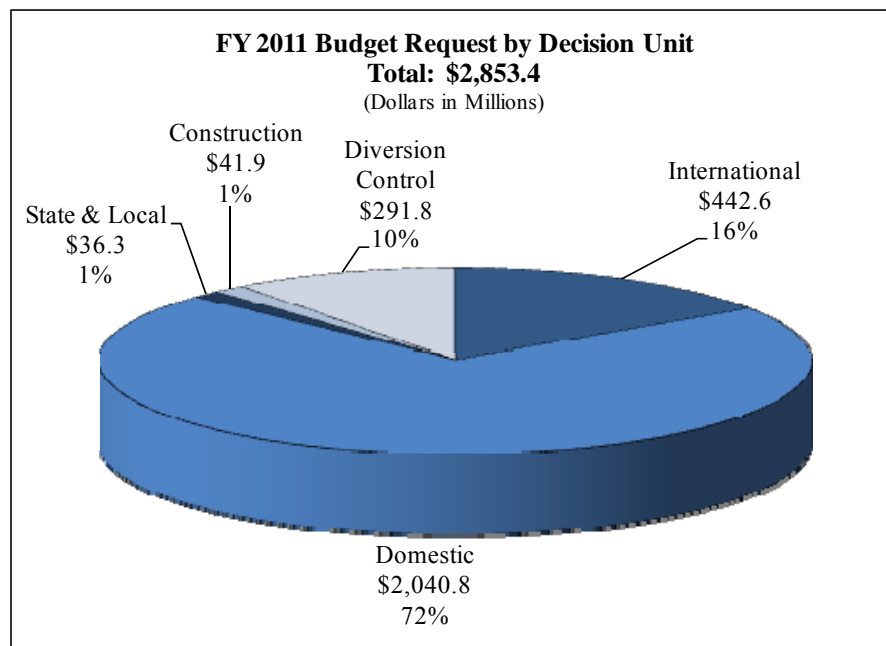
¹⁰ “Results from the 2008 National Survey on Drug Use and Health: National Findings.” U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration. September 2009.

drug operations. DEA estimates that marijuana proceeds are 3:1 over cocaine and approximately 15:1 over methamphetamine.

Marijuana has never been approved by the Food and Drug Administration for any medical use and remains a schedule I controlled substance under the Controlled Substances Act. To date, no clinical study has ever demonstrated that marijuana can be used safely and effectively as medicine. However, fourteen states have legalized the manufacture, distribution, and possession of marijuana for purported medical use. DEA does not investigate or target individual "patients" who use cannabis, but instead the drug trafficking organizations involved in marijuana trafficking.

Full Program Costs

DEA's budget integrates its own priorities together with DOJ's Strategic Goals and Objectives to ensure that each performance objective is linked to the costs of critical strategic actions. This request supports DEA's Strategic Plan, which divides DEA's resources (including reimbursable funds) into four strategic focus areas to achieve the maximum enforcement impact across the full spectrum of drug trafficking activity. For FY 2011, DEA has included its Construction Account.



Note: This chart reflects all DEA resources including the Salaries and Expenses Account, the Diversion Control Fee Account, the Construction Account, and \$431.6 million in reimbursable resources.

Requested enhancements are also designed to support DEA's strategic focus areas. These requests take into account the current drug trafficking situation affecting the United States and identify the drug trade's characteristics and vulnerabilities at all levels, targeting each of them simultaneously. DEA's resources are requested in support of DOJ Strategic Goal II, Objective 2.4 and Strategic Goal I, Objective 1.2. Detailed justifications for the decision units and enhancements are provided in Section IV and Section V, respectively.

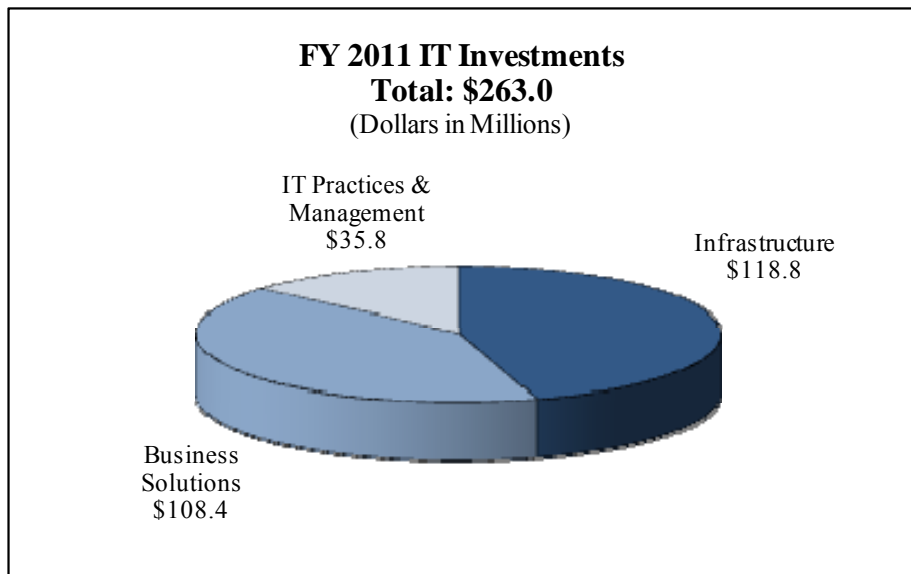
For FY 2011, approximately 72 percent of DEA’s budgetary resources (including \$394.6 million in reimbursable funds) are associated with Domestic Enforcement, 16 percent with International Enforcement (including \$7.4 million in reimbursable funds), one percent with State and Local Assistance (including \$29.6 million in reimbursable funds), one percent with Construction, and 10 percent with the Diversion Control Fee Account. The activities and initiatives in each of DEA’s programs play a crucial role in accomplishing DEA’s overall strategy. Total costs include:

- Direct costs;
- Indirect costs; and,
- Common administrative systems.

Some programs, as well as management and administration costs, cross decision units. Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies DEA will continue in FY 2011. The resource and performance charts include the costs of lower level strategies, which also contribute to achieving the objectives. The indirect costs of continuing activities, which are central to each DEA decision unit’s operations, are also included.

Information Technology Investments

Information technology (IT) resources are an important component in DEA’s efforts to fulfill its mission. In addition, information sharing with other law enforcement agencies and the Intelligence Community is only possible with an adequate IT infrastructure. In FY 2011, DEA will dedicate approximately \$263.0 million and 178 FTE for IT, including \$6.4 million in non-personnel funding for FY 2011 program enhancements:



Environmental Accountability

Every federal agency is required by Presidential Executive Order to undertake initiatives to improve the management of natural resources by implementing environmental management systems (EMSs). Historically, DEA's mission has included a focus on environmental stewardship. Since 1990, the DEA Laboratory System has worked in concert with State and local law enforcement agencies to ensure the safe and environmentally conscious dismantlement of seized clandestine drug laboratories. In 2004, DEA formed a Headquarters panel to begin developing the agency's EMS structure for all facilities to use as a tool to incorporate environmental stewardship into daily business operations.

As a result, EMS programs have been established at a number of DEA facilities across the country. These programs are being used to integrate environmental accountability into the day-to-day decision making process regarding operational activities. There are active EMSs at all DEA laboratories and at a number of DEA divisions and offices. EMSs throughout DEA have realized successes through reduced energy usage, lowered electricity rates, reduced potential for hazardous spills, improved green purchasing, and comprehensive recycling programs. In addition, agency plans have been developed to specifically address green purchasing, fleet management, toxic & hazardous materials reduction, and for incorporating sustainability principles in facility/construction projects. Plans are currently being developed to address electronic stewardship as well as energy/water conservation.

Many facilities with EMS programs have joined the Federal Electronics Challenge (FEC) to encourage electronic stewardship. In 2007, the Aviation Division won an FEC bronze award for their work in this particular area. In 2008, 11 DEA facilities won FEC awards – seven went to DEA laboratories. Again in 2009, 11 DEA facilities won FEC awards with eight going to DEA laboratories. Additionally in 2008, the Aviation Division won a prestigious Department of Justice Energy and Environmental Management Award for their EMS efforts, saving over \$68,000 in electricity costs, conserving over 480,000 gallons of water, and recycling nearly 43,000 pounds of paper, fuel and oil, absorbents, air craft tires, oil filters, and other items.

In FY 2009, two DEA facilities with active EMS programs, the Aviation Division and the South Central Laboratory, entered into a co-op for their electricity purchasing and spearheaded the effort to have 10 percent of that electricity purchased from renewable sources. This program is still in place for these facilities. FY 2009 was also the start of DEA's EMS Auditing Program. Second-party audits were conducted at five facilities, all of which were declared in conformance with DEA's EMS and Executive Order 13423.

DEA remains committed to improving the management of our nation's resources and by the end of FY 2009, EMS was integral to 20 separate sites. It is a growing program that affects all DEA employees and contractors. Eventually, it will be integrated into all DEA divisions and offices.

Performance Challenges

The challenges that impede progress towards achieving DEA's goals are complex and ever changing. Marketplace dynamics, global politics, technological developments, and criminal

behavior are only a few factors that can impact law enforcement practices and pose challenges that demand attention. DEA faces the following potential obstacles to meeting its performance objectives:

External Challenges: There are many external challenges that DEA has to address to meet its goals successfully. While these factors are beyond its control, DEA can provide tools and assistance to Headquarters and field personnel, as well as its federal, State, local, and international partners, to minimize dangers. External challenges include the following:

- The foremost challenge confronting U.S. law enforcement is the diminishing ability to conduct lawful electronic intercepts on current and emerging communications technologies as communications providers continue to offer new and improved services and features to customers. If this problem is not addressed, no law enforcement agency will be able to conduct a lawful criminal intercept in the not-distant future.
- The smuggling, money remittance, and communications infrastructures utilized by international drug and chemical trafficking organizations will continue to provide an operational template that can be readily exploited by terrorist organizations.
- Community Oriented Policing Services (COPS) funding directly impacts: (1) DEA's ability to provide assistance to state and local law enforcement for the cleanup of seized methamphetamine laboratories; and (2) DEA's ability to expand the Authorized Central Storage (ACS) Program to additional states.
- Most international drug laws are inadequate to address counter-drug efforts. Furthermore, many countries lack effective legislative measures and the judicial means necessary to effectively thwart the production, diversion, transportation, or distribution of drugs in their countries, and the communications and, financial support associated with the drug trade.
- Source and transshipment countries such as Afghanistan and the continent of Africa continue to affect the United States and the world.
- Corruption can stymie DEA's efforts to affect international enforcement. Developing nations also face an inordinate amount of problems (including indebtedness, insurgency, corruption, and underdevelopment) in conjunction with drug production and trafficking.
- As DEA's law enforcement efforts improve, leaders of drug trafficking organizations are finding more sophisticated ways to insulate themselves from the criminal justice system. For example, they are using long and complex chains of delivery systems and state-of-the-art technology to keep their operations clandestine.
- Newly emerging drug threats continue to affect the United States and the world.
- Technological advancements in communications require vigilance and technical competency on the part of law enforcement. Internet, banking methods, and other sophisticated uses of equipment, such as instant messaging, Blackberry devices, Hush Mail (free online encryption

tool), and VoIP (which provides push to talk, email, and picture capability to wireless phones), all present challenges to law enforcement.

- The globalization of the social, technical, and economic environments of the United States and other nations creates new venues for drug production, transportation, diversion, and money laundering techniques.
- Legalization could: 1) reduce the perception of the risks and consequences of use; 2) increase availability and access to harmful drugs; 3) increase demand, abuse, and addiction; and 4) remove the social sanction against drug abuse that is reinforced by legislation. Legalization would increase risks and costs to individuals, families, and communities.
- Changes in laws could affect the closed system of distribution and allow distribution of foreign-sourced controlled substances.
- Continued growth in preference in the abuser population for legitimate controlled substances could replace or supplement illicit drugs.

Internal Challenges: DEA faces many internal challenges in FY 2011, such as:

- Addressing critical infrastructure requirements.
- Enhancing career development opportunities to ensure effective succession planning in DEA's leadership, since 55 percent of DEA's Senior Executives were eligible for retirement at the end of FY 2009.
- Strengthening existing partnerships and building new ones with federal, State, local, and international counterparts.
- DEA is reviewing policies and procedures to identify cost efficiencies that may generate savings to the government, and is also reviewing position and FTE levels to determine if they are appropriate given funding levels and program requirements (i.e., elimination of "hollow FTE.") This review is ongoing and the results will be made available once completed. The anticipated completion date is September 2010.

The following example illustrates some potential cost savings that DEA has already begun to review. In FY 2007 and FY 2008, DEA began a review of its authorized contractor positions and elected to convert 62 of these contractors to permanent DEA positions, which resulted in a savings of over \$4 million. DEA is in the process of filling those permanent positions now.

II. Summary of Program Changes

Item Name	Description				Page
		Pos.	FTE	Dollars (\$000)	
Southwest Border	Expand and renovate EPIC (\$41,941), increase online access to EPIC resources (\$1,500), and support the Mexico SIU program (\$10,806).	0	0	\$54,247	99
Intelligence Sharing	Increased capability for intelligence programs used by DEA's Office of Special Intelligence and Special Operations Division (\$4,935) and resources to support an Intelligence Community information sharing initiative (\$300).	0	0	\$5,235	107
Diversion Control	Expand Tactical Diversion Squads in domestic field divisions; support pharmaceutical and chemical Internet investigations; and address staffing requirements for DEA's regulatory mission.	174	87	\$33,508	111
Prescription Drug Monitoring	Resources to support the Office of National Drug Control Policy's Demand Reduction Interagency Working Group (IWG) prescription drug monitoring initiative.	0	0	\$3,000	117
Travel	Department of Justice travel cost savings initiative.	0	0	-\$2,074	121

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III. Appropriations Language and Analysis of Appropriations Language

Appropriations Language

SALARIES AND EXPENSES

For necessary expenses of the Drug Enforcement Administration, including not to exceed \$70,000 to meet unforeseen emergencies of a confidential character pursuant to 28 U.S.C. 530C; and expenses for conducting drug education and training programs, including travel and related expenses for participants in such programs and the distribution of items of token value that promote the goals of such programs, [\$2,019,682,000] \$2,088,176,000; of which not to exceed \$75,000,000 shall remain available until expended; and of which not to exceed \$100,000 shall be available for official reception and representation expenses. (Department of Justice Appropriations Act, 2010.)

CONSTRUCTION

For construction, to include the cost of equipment, furniture, and information technology requirements related to construction or acquisition of buildings, and operation and maintenance of secure work environment facilities and secure networking capabilities; \$41,941,000, to remain available until expended.

Analysis of Appropriations Language

The FY 2011 President's Budget funds the EPIC expansion and renovation project in a separate DEA construction account.

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IV. Decision Unit Justification

A. International Enforcement

International Enforcement - Total	Perm. Pos.	FTE	Amount \$(000)
2009 Enacted with Rescissions	1,059	1,003	\$388,416
2009 Supplementals	0	0	20,000
2009 Enacted w/Rescissions and Supplementals	1,059	1,003	408,416
2010 Enacted	1,074	1,030	409,183
Adjustments to Base and Technical Adjustments	0	0	16,167
2011 Current Services	1,074	1,030	425,350
2011 Program Increases	0	0	10,806
2011 Program Offsets	0	0	-869
2011 Request	1,074	1,030	435,287
Total Change 2010-2011	0	0	\$26,104

1. Program Description

The focus of DEA's International Enforcement program is the disruption or dismantlement of drug trafficking organizations identified as the most significant international drug and chemical trafficking organizations, also known as Priority Targets. Specifically, DEA Special Agents and Intelligence Analysts assigned to DEA's foreign country offices focus their investigative efforts on Priority Targets with a direct connection to DOJ's Consolidated Priority Organization Targets (CPOT), which include the most significant international command and control organizations threatening the United States as identified by OCDETF member agencies.

As the U.S. government's single point of contact for coordinating international drug and chemical investigations, DEA provides interagency leadership in the effort to disrupt or dismantle drug trafficking organizations. Under the policy guidance of the Secretary of State and U.S. Ambassadors, DEA coordinates all programs involving drug law enforcement in foreign countries. DEA also provides intelligence to assist the interagency community in determining future trends in drug trafficking and evaluating these trends to determine their long-term impact on drug trafficking. DEA works closely with the United Nations, Interpol, and other organizations on matters relating to international drug and chemical control programs.

To attack the vulnerabilities of major international drug and chemical trafficking organizations, DEA is working to strengthen partnerships with its international law enforcement counterparts worldwide. With the Drug Flow Attack Strategy, DEA has implemented an innovative, multi-agency strategy, designed to significantly disrupt the flow of drugs, money, and chemicals between the source zones and the United States by attacking vulnerabilities in the supply, transportation systems, and financial infrastructure of major drug trafficking organizations. This strategy calls for aggressive, well-planned and coordinated enforcement operations in cooperation with host-nation counterparts in global source and transit zones. In addition to

collaboration with its foreign counterparts, significant international enforcement efforts require coordination with DEA's domestic offices. Overall, this strategy promotes the security of our nation and its borders. These operations act as a forward defense of the U.S. by interdicting the flow of illegal drugs and the traffickers who smuggle them before they reach Mexico or the Southwest border. They target the command and control structures of foreign-based drug trafficking organizations responsible for violence in Mexico's border areas where they extend across our frontiers and operate in the U.S. heartland.

DEA's foreign operations address the problem of U.S.-bound drugs in many ways, but share the common theme of supporting proactive and successful bilateral investigations in partnership with nations committed to combating a problem that undermines their societies. As a result, foreign law enforcement agencies welcome the expertise and enhanced capabilities of DEA. Therefore, the Drug Flow Attack Strategy will have a broader impact on the drug flow into the U.S. and will augment U.S. efforts against terrorism by depriving criminal organizations of drug proceeds that could be used to fund terrorist acts. In this vein, combating the world-wide threat posed by heroin production in Afghanistan is also a major challenge. DEA's primary role in Afghanistan is to work with host nation and regional counterparts to train and mentor Afghanistan counternarcotics police, identify, investigate, and bring to justice the most significant drug traffickers in Afghanistan and the region.

1a. PERFORMANCE AND RESOURCES TABLE

Decision Unit: International Enforcement

DOJ Strategic Goal 1: Prevent Terrorism and Promote the Nation's Security

Strategic Objective 1.2: Strengthen partnerships to prevent, deter, and respond to terrorist incidents

WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Workload Measure	Number of Foreign Investigative Cases Worked in the Middle East, Central Asia, and Southwest Asia Regions	280		222		†††		-		†††	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		93	\$ 40,655 [\$0]	93	\$ 40,655 [\$0]	144	\$ 49,048 [\$0]	0	\$ 311 [\$0]	144	\$ 49,359 [\$0]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Program Activity	International Operations	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		93	\$ 40,655 [\$0]	93	\$ 40,655 [\$0]	144	\$ 49,048 [\$0]	0	\$ 311 [\$0]	144	\$ 49,359 [\$0]
Performance Measure	Number of counternarcotics operations conducted by the Foreign-deployed Advisory and Support Teams (FAST) in conjunction with the Afghan Counter Narcotics Police-National Interdiction Unit (NIU) ¹	††		40		††		-		†††	
Performance Measure	Number of Afghan NIU officers who received tactical and operational training by FAST agents ²	216		230		242		-		†††	

†† Targets are not established for this performance indicator. Refer to the discussion in the *Performance Plan and Report for Outcomes* section of the International Enforcement Decision Unit Justification for a detailed explanation.

††† Targets for FY 2010 and FY 2011 will not be established for this performance indicator. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance and is discontinuing specific performance measures that may be confusing to external stakeholders, do not adequately reflect the core mission of the program and/or are difficult to project performance due to external and uncontrollable variables.

¹Activities associated with these counter narcotics operations include drug laboratory and precursor chemical site raids, destruction of opium storage sites, and capturing of drug criminals. Due to the large number of external and uncontrollable factors influencing overseas counter narcotics operations, DEA cannot project the number of counternarcotics operations to be conducted.

²The wording of this performance measure has been modified since the FY 2010 Congressional budget submission. Number of Afghan NIU officers who received tactical and operational training by FAST agents is a more accurate reflection of the training objectives of the FAST program.

1a. PERFORMANCE AND RESOURCES TABLE (Con't)											
Decision Unit: International Enforcement											
DOJ Strategic Goal 2: Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the People											
Strategic Objective 2.4: Reduce the threat, trafficking, use, and related violence of illegal drugs											
WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change ³		FY 2011 Request	
Workload Measure	Number of Foreign Investigative Cases Worked	2,500		1,969		†††		-		†††	
Workload Measure	Active PTOs Linked to CPOT Targets ^{4,5,6}	130		120		120		-		120	
Workload Measure	Active PTOs Not Linked to CPOT Targets ^{4,5,6}	290		267		270		-		270	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		911	\$ 367,761 [\$6,635]	911	\$ 367,761 [\$6,635]	887	\$ 360,135 [\$6,635]	2	\$ 25,793 [\$720]	889	\$ 385,928 [\$7,355]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Program Activity	International Operations	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		911	\$ 367,761 [\$6,635]	911	\$ 367,761 [\$6,635]	887	\$ 360,135 [\$6,635]	2	\$ 25,793 [\$720]	889	\$ 385,928 [\$7,355]
Performance Measure	Active PTOs Linked to CPOT Disrupted Pending Dismantlement ^{5,7}	30		17		25		4		29	
Performance Measure	PTOs Linked to CPOT Targets Disrupted or Dismantled ^{5,6}	18/27		21/21		21/24		3/3		24/27	
Performance Measure	Active PTOs Not Linked to CPOT Disrupted Pending Dismantlement ^{5,7}	60		52		66		5		71	
Performance Measure	PTOs Not Linked to CPOT Targets Disrupted or Dismantled ^{5,6}	50/60		66/53		56/63		5/5		61/68	
Performance Measure	Number of Bilateral Investigations Initiated with Host Nation Counterparts	1,248		1,215		†††		-		†††	
Performance Measure	Number of International Training Classes/Number of International Students Trained	65/2,300		65/4,276		†††/2,300		-		†††/2,300	
Outcome	Contribute to the reduction in the supply of illegal drugs available for consumption in the U.S. by 6 percent ⁸	TBD		TBD		TBD		TBD		†††	
<p>††† Targets for FY 2010 and FY 2011 will not be established for this performance indicator. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance and is discontinuing specific performance measures that may be confusing to external stakeholders, do not adequately reflect the core mission of the program and/or are difficult to project performance due to external and uncontrollable variables.</p> <p>³ Current services positions and FTEs by specific program within each decision unit reflect estimates that may change once final staffing decisions have been determined.</p> <p>⁴ Reflects active PTO investigations as of the end of the specified fiscal year.</p> <p>⁵ The FY 2010 target for this performance indicator was modified/decreased since the FY 2011 OMB budget submission based on FY 2009 actual performance and FY 2010 anticipated resources. In addition, DEA is constantly faced with external challenges in the foreign arena and cannot unilaterally investigate and arrest high-level drug traffickers so DEA's success is contingent upon host nation law enforcement cooperation to include intelligence sharing and participation.</p> <p>⁶ The FY 2011 target for this performance indicator was modified/decreased since the FY 2011 OMB budget submission based on FY 2009 actual performance and FY 2010 anticipated resources. In addition, DEA is constantly faced with external challenges in the foreign arena and cannot unilaterally investigate and arrest high-level drug traffickers so DEA's success is contingent upon host nation law enforcement cooperation to include intelligence sharing and participation.</p> <p>⁷ PTOs disrupted pending dismantlement are active PTO investigations that have been successful at impeding the normal and effective operation of the targeted PTO, but are continuing towards the PTO's complete evaporation such that it is incapable of operating and/or reconstituting itself. PTOs disrupted pending dismantlement are a component of active PTOs.</p> <p>⁸ As indicated in the DOJ's new Strategic Plan for FY 2007 - FY 2012, Stewards of the American Dream, one of DOJ's Goals will be to develop meaningful baselines for the supply of drugs available for consumption in the United States (FY 2007-2009) and achieve a 6 percent reduction in the supply of illegal drugs available for consumption in the U.S. (using the established baseline - FY's 2010 - 2012).</p>											

Data Definition: Disruption means impeding the normal and effective operation of the targeted organization, as indicated by changes in organizational leadership and/or changes in methods of operation, including, for example, financing, trafficking patterns, communications or drug production. Dismantlement means destroying the organization's leadership, financial base and supply network such that the organization is incapable of operating and/or reconstituting itself. Disruption Pending Dismantlement is an active PTO investigation that has been successful at impeding the normal and effective operation of the targeted PTO, but is still working towards the PTO's complete evisceration such that it is incapable of operating and/or reconstituting itself.

Data Validation and Verification: PTARRS provides a means of electronically validating and verifying PTO data through the following approval chain:

- * Case Agent - Through PTARRS, the Special Agent (SA) or Diversion Investigator (DI) begins the process by creating and proposing a PTO.
- * Group Supervisor (GS) – The GS reviews the PTO proposed by the SA/DI and approves it or sends it back to the SA/DI for additional information/clarification.
- * Country Attache (CA) - The CA reviews the PTO approved by the GS. If all of the necessary information included in the proposal meets the established criteria for a PTO, the CA approves the PTO.
- * Regional Director - The Regional Director reviews the PTO approved by the CA and provides a case assessment for, or against, the nomination of the PTO. Once nominated by the Regional Director, PTARRS generates and saves a unique identification number for the nominated PTO.
- * Headquarters – At Headquarters, PTOs nominated by the Regional Directors are assigned to the appropriate section within DEA's Office of Global Enforcement (OE). Once assigned, the corresponding OE Staff Coordinator validates all information reported on the PTO nomination. The validation process includes a review of the PTO nomination for completeness, compliance with established criteria, and confirmation of all related case linkages, including links to CPOT targets. Staff Coordinators coordinate with DEA's Special Operations Division and Intelligence Division to ensure that available facts exist to support all case linkages. In the unlikely event the documentation submitted is insufficient to validate the reported links, the Staff Coordinator will coordinate with the submitting GS to obtain the required information.

Data Limitations: DEA is currently improving reporting systems that capture investigative work hours and cost data. DEA also recently initiated a Managerial Cost Accounting project that will eventually allow the agency to capture actual full costs of investigating, disrupting, and dismantling PTOs. All statistics are limited by a lack of a relational link between case files and enforcement outputs (e.g. arrest, seizure, and work hour data). The link is inferred through data manipulation, but some areas are prone to error until all data systems are linked in a relational manner, and errors are prevented through data validation and referential integrity.

1b. PERFORMANCE AND RESOURCES TABLE (NEW MEASURES)

Decision Unit: International Enforcement

DOJ Strategic Goal 1: Prevent Terrorism and Promote the Nation's Security

Strategic Objective 1.2: Strengthen partnerships to prevent, deter, and respond to terrorist incidents

WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Workload Measure	Active Foreign PTOs Linked to CPOTs Identified in the Middle East, Central Asia and Southwest Asia	††		6		††		-		††	
Workload Measure	Active Foreign PTOs Not Linked to CPOTs Identified in the Middle East, Central Asia and Southwest Asia	††		24		††		-		††	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		93	\$ 40,655 [\$0]	93	\$ 40,655 [\$0]	144	\$ 49,048 [\$0]	0	\$ 311 [\$0]	144	\$ 49,359 [\$0]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
Program Activity	International Operations	93	\$ 40,655 [\$0]	93	\$ 40,655 [\$0]	144	\$ 49,048 [\$0]	0	\$ 311 [\$0]	144	\$ 49,359 [\$0]
Performance Measure	Foreign PTOs Linked to CPOTs Disrupted/Dismantled in the Middle East, Central Asia and Southwest Asia Regions	††		5/1		††		-		††	
Performance Measure	Foreign PTOs Not Linked to CPOTs Disrupted/Dismantled in the Middle East, Central Asia and Southwest Asia Regions	††		4/2		††		-		††	

†† DEA does not target its performance in the Middle East, Central Asia and Southwest Asia Regions. This area of the world poses significant operational risks and challenges to DEA personnel, which makes it difficult to conduct enforcement operations on a consistent basis. DEA cannot unilaterally investigate and arrest high-level drug traffickers in the foreign arena so DEA's success is contingent upon host nation law enforcement cooperation to include intelligence sharing and participation. Also, specific countries located in these regions currently lack self-sustaining counternarcotics police institutions and effective criminal justice systems to adequately address counter drug efforts. Therefore, it is extremely difficult, if not impossible, to project anticipated performance.

1b. PERFORMANCE AND RESOURCES TABLE (NEW MEASURES) con't

Decision Unit: International Enforcement

DOJ Strategic Goal 2: Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the People

Strategic Objective 2.4: Reduce the threat, trafficking, use, and related violence of illegal drugs

WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change⁵		FY 2011 Request	
Workload Measure	Active PTOs Linked to CPOT Targets ^{1,2}	130		114		120		-		120	
Workload Measure	Active PTOs Not Linked to CPOT Targets ^{1,2}	290		243		270		-		270	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		911	\$ 367,761 [\$6,635]	911	\$ 367,761 [\$6,635]	887	\$ 360,135 [\$6,635]	2	\$ 25,793 [\$720]	889	\$ 385,928 [\$7,355]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Program Activity	International Operations	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		911	\$ 367,761 [\$6,635]	911	\$ 367,761 [\$6,635]	887	\$ 360,135 [\$6,635]	2	\$ 25,793 [\$720]	889	\$ 385,928 [\$7,355]
Performance Measure	PTOs Linked to CPOT Targets Disrupted or Dismantled ^{1,3}	48/27		38/21		46/24		7/3		53/27	
Performance Measure	PTOs Not Linked to CPOT Targets Disrupted or Dismantled ^{1,3}	110/60		118/53		122/63		10/5		132/68	
Performance Measure	Number of International Students Trained ^{1,4}	N/A		4,506		2,542		(242)		2,300	
Outcome	Monetary Value of Currency, Property and Drugs Seized (Drug Trafficker Revenue Denied) ⁵	N/A		\$3.4 Billion		\$3 Billion		-		\$3 Billion	

¹ New DEA performance measure. In FY 2009, DEA reexamined all performance measures in response to DOJ's guidance and is discontinuing specific performance measures and replacing them with new measures that will be easily understood by external stakeholders and better reflect DEA's mission.

² Reflects active PTO investigations as of the end of the specified fiscal year.

³ PTOs disrupted includes PTOs disrupted closed (PTARRS status code E) and PTOs disrupted pending dismantlement (PTARRS status code D).

⁴ Number of International Students Trained in FY 2009 (4,276) includes the number of Afghan National Interdiction Unit (NIU) Officers who received tactical and operational training by DEA FAST agents (230). The FY 2010 target is comprised of the projected number of International Students Trained (2,300) and Afghan NIU trained (242). The FY 2011 target does not include the number of Afghan NIU trained since the NIU will be restructured in FY 2011.

⁵ Proposed agency-wide outcome measure reflecting the activities across DEA's three decision units (International Enforcement, Domestic Enforcement, and State and Local Assistance). This recommended outcome measure will be finalized once the new DOJ Strategic Plan is completed sometime in the Summer of 2010.

Data Definition: Disruption means impeding the normal and effective operation of the targeted organization, as indicated by changes in organizational leadership and/or changes in methods of operation, including, for example, financing, trafficking patterns, communications or drug production. Dismantlement means destroying the organization's leadership, financial base and supply network such that the organization is incapable of operating and/or reconstituting itself. Disruption Pending Dismantlement is an active PTO investigation that has been successful at impeding the normal and effective operation of the targeted PTO, but is still working towards the PTO's complete evisceration such that it is incapable of operating and/or reconstituting itself.

Data Validation and Verification: PTARRS provides a means of electronically validating and verifying PTO data through the following approval chain:

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- * Country Attache (CA) - The CA reviews the PTO approved by the GS. If all of the necessary information included in the proposal meets the established criteria for a PTO, the CA approves the PTO.
- * Regional Director - The Regional Director reviews the PTO approved by the CA and provides a case assessment for, or against, the nomination of the PTO. Once nominated by the Regional Director, PTARRS generates and saves a unique identification number for the nominated PTO.
- * Headquarters – At Headquarters, PTOs nominated by the Regional Directors are assigned to the appropriate section within DEA's Office of Global Enforcement (OE). Once assigned, the corresponding OE Staff Coordinator validates all information reported on the PTO nomination. The validation process includes a review of the PTO nomination for completeness, compliance with established criteria, and confirmation of all related case linkages, including links to CPOT targets. Staff Coordinators coordinate with DEA's Special Operations Division and Intelligence Division to ensure that available facts exist to support all case linkages. In the unlikely event the documentation submitted is insufficient to validate the reported links, the Staff Coordinator will coordinate with the submitting GS to obtain the required information.

Data Limitations: DEA is currently improving reporting systems that capture investigative work hours and cost data. DEA also recently initiated a Managerial Cost Accounting project that will eventually allow the agency to capture actual full costs of investigating, disrupting, and dismantling PTOs. All statistics are limited by a lack of a relational link between case files and enforcement outputs (e.g. arrest, seizure, and work hour data). The link is inferred through data manipulation, but some areas are prone to error until all data systems are linked in a relational manner, and errors are prevented through data validation and referential integrity.

2a. PERFORMANCE MEASURE TABLE

Decision Unit: International Enforcement												
Performance Report and Performance Plan Targets		FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target
Performance Measure	Number of counternarcotics operations conducted by the Foreign-deployed Advisory and Support Teams (FAST) in conjunction with the Afghan Counter Narcotics Police-National Interdiction Unit (NIU)	N/A	N/A	N/A	19	33	30	31	††	††	††	†††
Performance Measure	Number of Afghan NIU officers who received tactical and operational training by FAST agents	N/A	N/A	N/A	109	126	145	188	216	230	242	†††
Performance Measure	Active PTOs Linked to CPOT Disrupted Pending Dismantlement	N/A	N/A	15	8	8	18	28	30	20	25	29
Performance Measure	PTOs Linked to CPOT Targets Disrupted or Dismantled	10/3	4/2	2/3	4/8	9/9	4/10	11/22	18/27	23/22	21/24	24/27
Performance Measure	Active PTOs Not Linked to CPOT Disrupted Pending Dismantlement	N/A	N/A	21	16	18	47	60	60	54	66	71
Performance Measure	PTOs Not Linked to CPOT Targets Disrupted or Dismantled	4/4	8/4	9/10	13/15	18/26	13/29	45/58	50/60	68/53	56/63	61/68
Performance Measure	Number of Bilateral Investigations Initiated with Host Nation Counterparts	1,913	1,413	1,279	1,129	1,191	1,296	1,346	1,248	1,215	†††	†††
Performance Measure	Number of International Training Classes/Number of International Students Trained	56/1,950	61/2,252	71/2,582	69/2,384	83/2,954	74/2,575	73/2,453	65/2,300	65/4,276	†††/2,300	†††/2,300
OUTCOME Measure	Contribute to the reduction in the supply of illegal drugs available for consumption in the U.S. by 6 percent	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	†††	†††

†† Targets are not established for this performance indicator. Refer to the discussion in the *Performance Plan and Report for Outcomes* section of the International Enforcement Decision Unit Justification for a detailed explanation.

††† Targets for FY 2010 and FY 2011 will not be established for this performance indicator. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance and is discontinuing specific performance measures that may be confusing to external stakeholders, do not adequately reflect the core mission of the program and/or are difficult to project performance due to external and uncontrollable variables.

2b. PERFORMANCE MEASURE TABLE (NEW MEASURES)

Decision Unit: International Enforcement												
Performance Report and Performance Plan Targets		FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
Performance Measure	Foreign PTOs Linked to CPOTs Disrupted/Dismantled in the Middle East, Central Asia and Southwest Asia Regions	N/A	N/A	N/A	N/A	N/A	0/1	0/2	††	5/1	††	††
Performance Measure	Foreign PTOs Not Linked to CPOTs Disrupted/Dismantled in the Middle East, Central Asia and Southwest Asia Regions	N/A	N/A	N/A	N/A	N/A	1/2	2/4	††	4/2	††	††
Performance Measure	PTOs Linked to CPOT Targets Disrupted or Dismantled	10/3	4/2	17/3	12/8	17/9	22/9	39/20	48/27	38/21	46/24	53/27
Performance Measure	PTOs Not Linked to CPOT Targets Disrupted or Dismantled	4/4	8/4	30/10	29/15	36/26	59/27	103/54	110/60	118/53	122/63	132/68
Performance Measure	Number of International Students Trained ¹	1,950	2,252	2,582	2,384	2,954	2,575	2,453	2,300	4,506	2,542	2,300
OUTCOME Measure	Monetary Value of Currency, Property and Drugs Seized (Drug Trafficker Revenue Denied)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	\$3 Billion	\$3.4 Billion	\$3 Billion	\$3 Billion

†† DEA does not target its performance in the Middle East, Central Asia and Southwest Asia Regions. This area of the world poses significant operational risks and challenges to DEA personnel, which makes it difficult to conduct enforcement operations on a consistent basis. DEA cannot unilaterally investigate and arrest high-level drug traffickers in the foreign arena so DEA's success is contingent upon host nation law enforcement cooperation to include intelligence sharing and participation. Also, specific countries located in these regions currently lack self-sustaining counternarcotics police institutions and effective criminal justice systems to adequately address counter drug efforts. Therefore, it is extremely difficult, if not impossible, to project anticipated performance.

¹ Number of International Students Trained in FY 2009 (4,276) includes the number of Afghan National Interdiction Unit (NIU) Officers who received tactical and operational training by DEA FAST agents (230). The FY 2010 target is comprised of the projected number of International Students Trained (2,300) and Afghan NIU trained (242). The FY 2011 target does not include the number of Afghan NIU trained since the NIU will be restructured in FY 2011.

3. Performance, Resources, and Strategies

The International Enforcement Decision unit primarily contributes to DOJ's Strategic Goal 2: Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the American People. Within this Goal, the resources specifically address DOJ's Strategic Objective 2.4: "Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs."

The International Enforcement Decision Unit also contributes to Strategic Goal 1: Prevent Terrorism and Promote the Nation's Security. Within this Goal, the resources specifically address DOJ's Strategic Objective 1.2: "Strengthen Partnerships to Prevent, Deter, and Respond to Terrorist Incidents."

a. Performance Plan and Report for Outcomes

New Measures

At the request of DOJ in November 2009, DEA reviewed all of its agency-wide performance measures in an effort to streamline its performance reporting. The goals of this review were to focus DEA's performance reporting on core mission areas and simplify presentation to enhance transparency. The result is the restructuring of DEA's existing performance measures, which includes the retiring of some measures and the addition of others.

Due to the timing of this restructuring, tables for both DEA's existing performance measures (Tables 1a and 2a) and DEA's new performance measures (Tables 1b and 2b) are included below. DEA's existing performance measures reflect the structure as reported in DEA's FY 2010 Congressional Budget Submission. The narrative focuses on the FY 2009 results of DEA's existing performance measures, as these are the performance measures with established FY 2009 targets.

Below is a summary of the changes to the performance measures associated with the International Enforcement Decision Unit:

- Deletion of the FAST Performance Measures - The FAST program is only one of the many tools used by DEA to disrupt and dismantle PTOs. Therefore, DEA will focus on PTO disruptions and dismantlements as its primary performance measures and continue to monitor the impact specific programs have on the disruption and dismantlement of PTOs.
- Consolidation of Disruptions Pending Dismantlement and Disruptions Closed - Although DEA's system of record, PTARRS, tracks disruptions pending dismantlement and disruptions closed individually, the distinction between the categories is confusing to external stakeholders.
- Deletion of the Number of Bilateral Investigations Initiated with Host Nation Counterparts - Again, DEA will focus on PTO disruptions and dismantlements as its primary performance measures and continue to monitor the impact specific programs have on the disruption and dismantlement of PTOs.

- Deletion of the Number of International Training Classes - DEA is recommending this measure be phased out in order to be consistent with the Domestic Enforcement Decision Unit performance reporting, which only reports students trained. It is also important to note that it is recommended the Number of International Students Trained remain an official DEA performance measure and include the number of Afghan NIU officers who receive tactical and operational “on-the-job training” by FAST agents in Afghanistan.

Performance Narrative

Strategic Objective 1.2 – Strengthen Partnerships to Prevent, Deter, and Respond to Terrorist Incidents

DEA’s Counterterrorism Efforts

In an attempt to ensure transparency, DEA reviewed its existing performance measures related to counterterrorism activities and elected to drop percent of bilateral investigations initiated in the Middle East, Central Asia and Southwest Asia regions. This measure was eliminated as it did not adequately capture DEA’s counterterrorism objectives tied to DOJ’s Strategic Goal 1.

DEA has included two performance measures related to counterterrorism activities. These measures are included under DOJ’s Strategic Goal 1 on the Performance and Resources Table. Since there has been a link established between terrorists and drug trafficking organizations, DEA is engaging in proactive enforcement and intelligence gathering operations with its host nation law enforcement counterparts by targeting the command and control structure of heroin trafficking organizations operating in the Middle East, Central Asia, and Southwest Asia regions.

Foreign-deployed Advisory Support Teams (FAST)

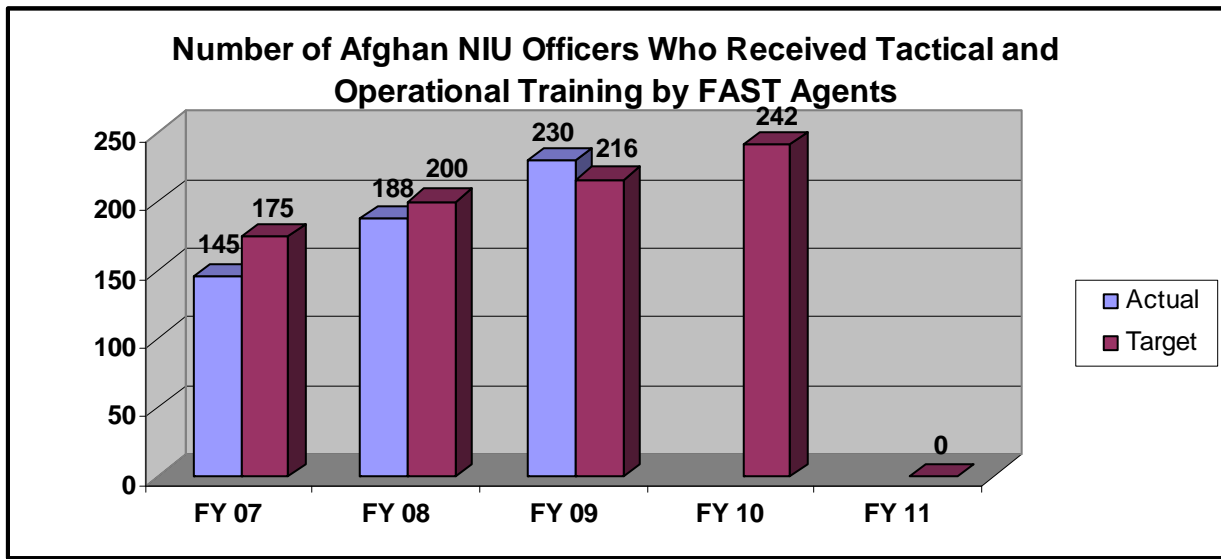
The Afghanistan FAST teams provide tactical and operational “on-the-job” training and mentorship to Afghanistan’s Counter Narcotics Police, National Interdiction Unit (NIU) while conducting bilateral counter narcotics investigations with the NIU. The support given to the NIU by FAST is imperative so that the NIU will become a self sustaining narcotic police institution capable of identifying and disrupting heroin trafficking organizations linked to terrorists in Afghanistan. A strengthened NIU is required to fight the narcotics threat currently undermining the security and stability efforts in Afghanistan. The following performance measures, which are relevant to the core mission of this program, have been established and will demonstrate the results the program is intended to achieve.

The first measure is the number of counter narcotics operations conducted by the FAST in conjunction with the Afghan NIU. As of September 30, 2009, 40 counter narcotics operations were conducted by the FAST in conjunction with the Afghan NIU. Afghanistan is a combat zone and enforcement operations entail a higher level of risk; therefore, DEA does not project the number of counter narcotics operations conducted. Afghanistan poses significant health, environmental and operational risks to all personnel operating in country, which makes it difficult to conduct enforcement operations on a consistent basis.

The second measure is the number of Afghan NIU officers who received tactical and operational training by FAST agents. As of September 30, 2009, the NIU was comprised of 230 Afghan law enforcement officers who received “on-the-job” law enforcement tactical and operational training from FAST agents. These NIU officers receive advance training from the Department of Defense (DoD) prior to being deployed with FAST agents. A specific number of NIU officers are then selected by the DEA Kabul Country Office to deploy with FAST during counter narcotics operations. Therefore, a certain percentage of the total strength of the NIU receives specialized training during the fiscal year. The number of NIU officers deployed with FAST in order to conduct counter narcotics operations is not tracked by DEA.

The number of officers in the NIU will fluctuate due to attrition. Attrition occurs when officer work performance does not meet appropriate standards and DEA and NIU supervisors reassign officers out of their unit. Also, a certain percentage of NIU officers resign, transfer out of the unit to pursue other employment and/or are killed in the line of duty. Therefore, the projected number of NIU officers who receive tactical and operational training in FY 2010 is contingent upon the abovementioned factors.

DEA is currently waiting for approval from the Government of Afghanistan (GOA) to increase the GOA-mandated ceiling of NIU officers from 288 to 500 and incorporate members of the disbanded State Department-funded Poppy Eradication Force (PEF). Since this decision is pending, DEA is not establishing an FY 2011 target for this performance indicator.



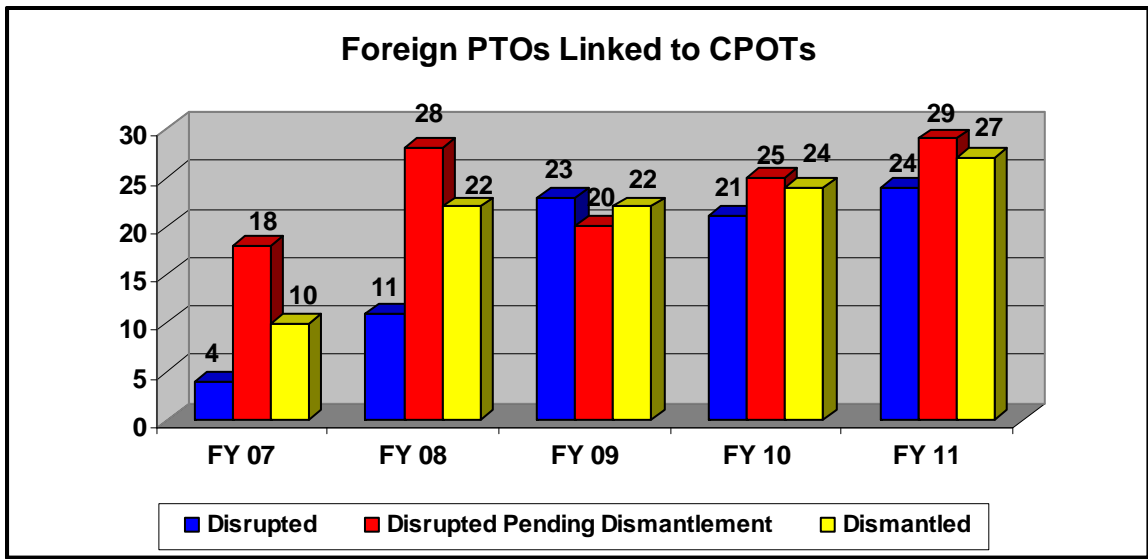
Strategic Objective 2.4 – Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs

Although DEA is involved in counterterrorism, DEA’s primary mission is drug enforcement and DEA’s long-term goal is to contribute to DOJ’s goal of reducing the availability of drugs in America.

Priority Targeting Program

DEA's international investigative efforts focus primarily on CPOT targets. The objective is to dismantle these organizations so that reestablishment of the same criminal organization is impossible and the source of the drug is eliminated. The disruption or dismantlement of CPOT organizations is accomplished primarily via multi-agency investigations. These investigations emphasize developing intelligence-driven, multi-regional efforts to identify and target international drug trafficking organizations that play significant roles in the production, transportation, distribution, financing, or other support of large scale drug trafficking.

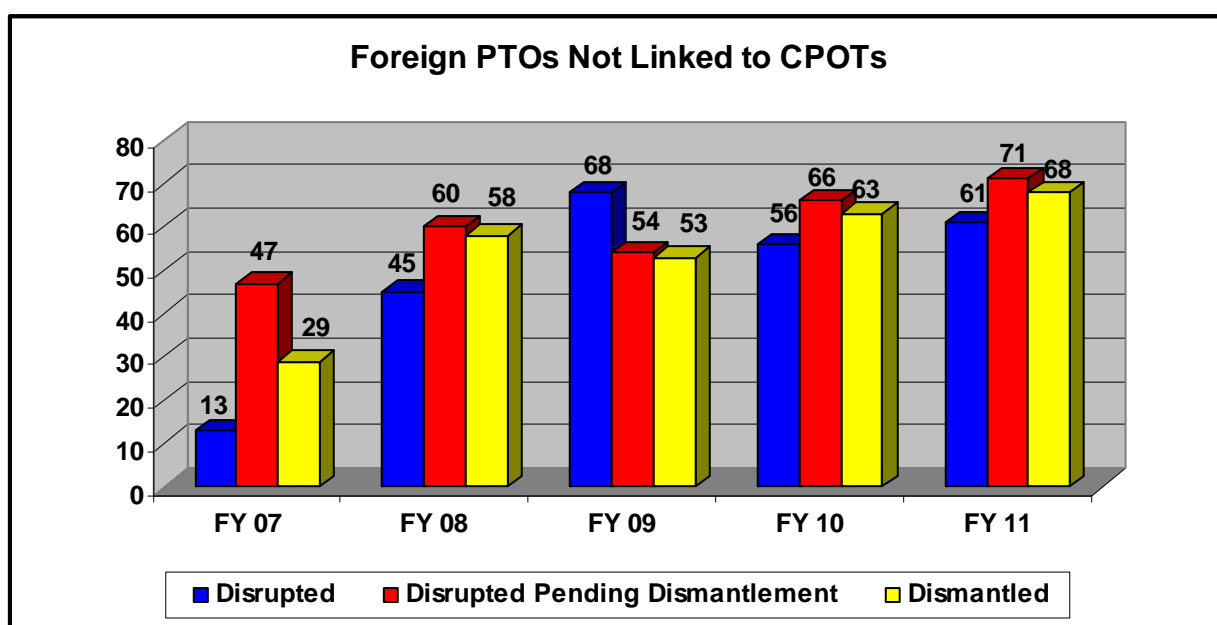
DEA's first two drug-related performance measures on the Performance and Resources Table 1a relate to the disruption, disruption pending dismantlement, and dismantlement of Priority Targets linked to CPOT targets. As of September 30, 2009, DEA disrupted 23, disrupted pending dismantlement 20, and dismantled 22 Priority Targets linked to CPOT. DEA exceeded its FY 2009 target for disruptions but fell short in the categories of disrupted pending dismantlement and dismantled. Due to DEA's focus on PTOs linked to CPOTs, the FY 2009 International Enforcement FY 2009 targets were increased by 23% for disruptions (including disruptions pending dismantlements) and 35% for dismantlements over FY 2008 actuals. However, based on an analysis of FY 2009 performance, a majority of the foreign offices performed at the same level as FY 2008. Further, external variables in the foreign arena appear to consistently lead to fluctuations in DEA's overall performance despite DEA's efforts to reallocate resources to regions where they are needed most. Despite these challenges, DEA will continue to coordinate PTO investigations with its foreign counterparts and DEA domestic offices and focus on achieving targets established for FY 2010 and FY 2011.



DEA's third and fourth drug-related performance measures on the Performance and Resources Table 1a are the disruption, disruption pending dismantlement, and dismantlement of Priority Targets not linked to CPOT targets. As of September 30, 2009, DEA disrupted 68, disrupted pending dismantlement 54, and dismantled 53 Priority Targets not linked to CPOT. DEA exceeded its FY 2009 target for disruptions but fell short in the categories of disrupted pending

dismantlement and dismantled. DEA cannot unilaterally investigate and arrest high-level drug traffickers in the foreign arena so DEA's success is contingent upon host nation law enforcement cooperation to include intelligence sharing and participation. Also, specific countries currently lack self-sustaining counternarcotics police institutions and effective criminal justice systems to adequately address counter drug efforts. Collectively, the aforementioned factors cause fluctuations in reported performance.

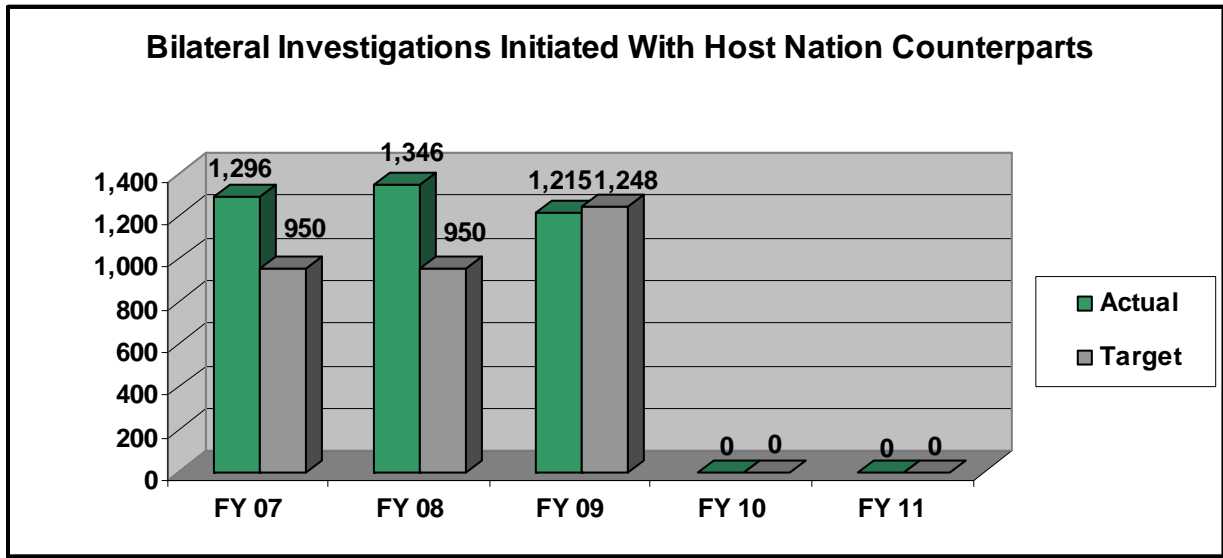
The current emerging drug trafficking trends necessitates a focused approach, and DEA is responding globally and strategically as well as striving to ensure that resources are deployed to the highest priority overseas locations to maximize DEA's impact on the global narcotics trade. DEA will continue to coordinate PTO investigations with its foreign counterparts and DEA domestic offices and focus on achieving the targets established for FY 2010 and FY 2011.



Bilateral Investigations

The effectiveness of DEA's international enforcement efforts is measured not only by the number of Priority Target disruptions, disruptions pending dismantlement, or dismantlements, but also by the number of bilateral investigations conducted with host nation law enforcement counterparts.

As of September 30, 2009, the total number of bilateral investigations initiated with host nation counterparts was 1,215. DEA fell short of its established FY 2009 target of 1,248, but predicts that the FY 2010 target will be attained once newly opened foreign offices in Nairobi, Kenya; Jakarta, Indonesia; Almaty, Kazakhstan; and, Lisbon, Portugal are fully staffed and operational. Overall, DEA's success is contingent upon host nation law enforcement cooperation and participation. Therefore, if there is a decrease in host nation cooperation and participation, DEA cannot achieve agency goals and objectives.



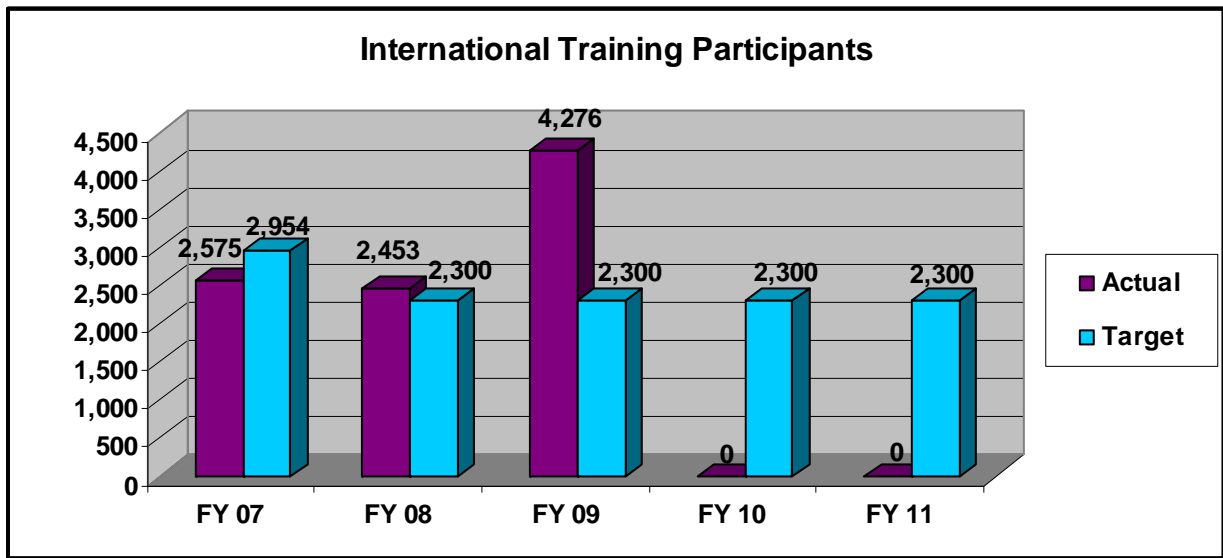
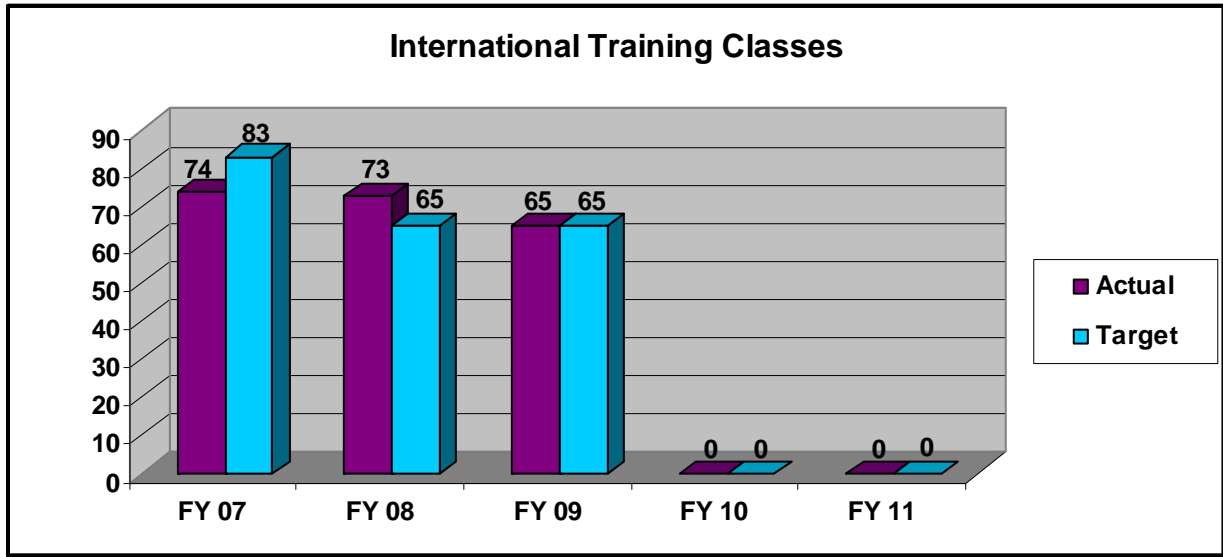
International Training

The effectiveness of DEA's international enforcement efforts is also measured by the number of DEA-sponsored international training courses conducted and participants trained. DEA's International Training Program, with funding from the Department of State's Bureau of International Narcotics and Law Enforcement (INL) and the Department of Defense (DoD), serves as a model for a variety of international law enforcement training efforts. DEA also serves as an international consultant to law enforcement agencies as well as foreign governments seeking to develop quality narcotics law enforcement programs.

The DEA International Training Section (TRI) offers both in-country and regional training programs conducted by mobile training teams. In-country programs are seminars conducted in a host country and only include participants from that country. Regional training is designed to bring together a combination of participants from a number of countries sharing common drug trafficking issues. An advance planning and assessment trip is then conducted by a training team member in coordination with the DEA Country Office, to design each school to the specific requirements of the receiving county to include the number of participants to be trained. A proposed funding breakout is then developed by TRI and this information is forwarded to INL and/or DoD for approval. The specific courses offered by TRI are continually changing as new curricula are developed and instituted in response to experiences, changes in law enforcement emphasis, current international narcotics trafficking situations, new technologies, and specific requests from host nation governments.

As of September 30, 2009, DEA conducted 65 international training classes for 4,276 foreign law enforcement participants. The training courses in FY 2009 were comprised of the following: International Asset Forfeiture Seminars, Sensitive Investigative Unit (SIU) Seminars, Supervisory and Specialized training programs at the International Law Enforcement Academies (ILEAs), and Specialized Bilateral training programs conducted worldwide. DEA's Office of Training also conducted two Mexican Federal Police - Secretaria de Seguridad Publica

(SSP) Programs for approximately 2,056 Mexican foreign counterparts. The FY 2010 target of 2,300 students trained will not be modified based on the reported FY 2009 performance since the Mexican Federal Police - Secretaria de Seguridad Publica (SSP) Programs are not offered on a consistent basis and will not be taken into consideration when targets are developed.



Drug Availability

DEA's current long-term objective is to contribute to DOJ's goal to reduce the supply of drugs available for consumption in the United States. In recognition of the challenges encountered in developing a reliable methodology for estimating the amount of drugs available for consumption in the U.S., DEA is replacing this long-term objective with the Monetary Value of Currency, Property and Drugs Seized (Drug Trafficker Revenue Denied) as part of its new performance

measures. Drug Trafficker Revenue Denied reflects the outcome of activities scored to DEA's International, Domestic and State and Local Decision Units and has been previously targeted through FY 2009.

With this change in long-term objective, DEA plans to continue to monitor a number of internal and external data sets such as Drug Price and Purity, the *NSDUH*, Monitoring the Future, Drug Abuse Warning Network (DAWN) and Treatment Episode Data Set (TEDS) as proxies for DEA's impact on drug availability.

In addition, an OCDETF Performance Measures Working Group has been established to develop a new outcome measure for DOJ's drug enforcement functions. The working group consists of representatives from OCDETF, AFF, DEA, FBI, ICE, and NDIC. The intent of the OCDETF Working Group is to include a replacement outcome measure in DOJ's new Strategic Plan, which will be published during the summer of 2010.

Currently, the primary measure under consideration by the OCDETF Working Group is the monetary value of currency, property, and drugs seized (drug trafficker revenue denied). In FY 2005, DEA established a five-year plan with annual milestones through FY 2009 to meet the challenge of crippling drug cartels so that they are unable to reconstitute their operations with new leadership. DEA planned to continue increasing its asset and drug seizures until it achieved an annual goal of \$3 billion in revenue denied to drug trafficking organizations through new domestic and international seizure strategies. OCDETF representatives feel that while drug trafficker revenue denied is mainly an output measure, a total economic model, taking into account the entire value chain from producer to the dealer in the street, could become a replacement outcome measure. DEA is currently developing a model and will present it to the OCDETF Working Group for consideration.

b. Strategies to Accomplish Outcomes

In FY 2011, DEA will continue to pursue the following objectives in the foreign arena:

Provide an operational focus that ensures the conduct of long-term bilateral investigations with foreign counterparts against significant international drug and chemical trafficking organizations and their major affiliates and facilitators.

Special Agents assigned to DEA foreign offices conduct bilateral investigations with foreign counterparts in countries that have demonstrated the commitment to proactively combat drug trafficking organizations. With the largest foreign presence of any federal law enforcement agency, DEA's role in a world of globalization is becoming increasingly important to representing U.S. interests. The successes of DEA's foreign operations are based on its ability to maintain a presence in all parts of the world. In order to fulfill its mission overseas, DEA personnel must be strategically assigned to various parts of the world in order to provide an operational focus that ensures the conduct of long-term bilateral investigations.

Continue to deny safe havens to criminal organizations involved in drug trafficking, drug-related terrorist and money laundering activities and deprive these organizations of the financial basis for their activities.

DEA will continue to implement administrative, diplomatic, and investigative measures to reduce the flow of drugs into world markets and disrupt drug-related terrorist activities in the Middle East, Central Asia and Southwest Asia regions. DEA is currently engaging in proactive enforcement and intelligence gathering operations targeting the command and control structure of heroin trafficking organizations in Afghanistan and the Central and Southwest Asia regions.

Expansion of the U.S. Government counter narcotics presence in Afghanistan via increased DEA staffing levels was identified as a key element of an interagency strategy released on August 9, 2007. DEA's role in this strategy is to identify, investigate, disrupt, and dismantle drug High Value Targets (HVTs) that are part of, supporting, or fueling the Afghan insurgency. In 2008, and in direct response to the 2007 interagency strategy, DEA developed a plan to augment the staff of DEA's Kabul Country Office (CO) by a total of 67 new DEA positions. This increase in DEA personnel will also support the strategy announced on March 27, 2009 by the current Administration, which aims to aggressively combat the insurgency in Afghanistan.

DEA has identified 13 HVTs operating in the provinces of Helmand, Kandahar and Nangarhar alone. Many of these organizations have ties to insurgent groups and corrupt government officials. For DEA to effectively implement its strategy of attacking the command and control nodes of these organizations, DEA's Afghanistan-based investigative force must be of sufficient size to pursue these investigations. With additional personnel, DEA's investigations will branch outward from Kabul to these key provinces of Afghanistan.

Continue DEA's leadership role and promote cooperation among all domestic and foreign agencies involved in international drug enforcement programs.

DEA's foreign offices also support domestic investigations. This coordination between international and domestic offices extends to evidence sharing, extradition, controlled deliveries, and other programs having the potential to assist ongoing investigations or lead to the initiation of new cases in the United States.

Because they are interdependent and intertwined, the international aspects of drug trafficking cannot be separated from the domestic aspects. The drug trafficking industry begins abroad and ends in the cities, towns, and communities of America. Although the heads of drug trafficking organizations remain ensconced in foreign countries, they are deeply involved in the day-to-day operations of their surrogate organizations, which carry out their instructions and orders. These organizations employ thousands of workers within the United States who are sent into our communities to ensure a continuous influx of drugs and a corresponding return of profits to the organization.

Lead and influence international counterdrug and chemical policy and support institution building in host nations.

Institution building is an extremely critical component of DEA's overseas success, and DEA Special Agents are expected to aggressively carry out these activities with their counterparts. Increasing DEA's overseas presence will allow Special Agents to establish close relationships and networks with their counterparts that foster cooperation in international drug law enforcement. The additional Special Agents placed in areas where there are emerging drug threats will work with their foreign counterparts on policy and legislative issues and provide assistance in developing drug control laws and regulations as well as work to establish specialized units in support of drug investigations.

In addition to meeting with foreign counterparts on legislative issues, DEA also plays a significant role by providing investigative equipment and training. An important contribution to this end is the establishment of Sensitive Investigative Units (SIUs) in selected countries. SIUs are groups of host nation investigators that are polygraphed, trained, equipped, and guided by DEA. The SIU program seeks to create focused and well-trained drug investigative and intelligence units of high moral character and integrity in selected nations. Investigations are ongoing, and cases, particularly those involving sensitive and high-level targets, are being developed by these units. Therefore, the expansion of the SIU program in Mexico in FY 2011 is critical as it is an important component of DEA's Drug Flow Attack Strategy and greatly enhances DEA's abilities to conduct priority target investigations on a global scale.

Maintain an intelligence program that drives international enforcement operations and analyzes information to identify trends.

DEA coordinates intelligence worldwide that assists in disrupting or dismantling international drug trafficking organizations. DEA coordinates intelligence on the cultivation and manufacture of illicit substances, the sale of precursor chemicals for illegal drug production, and the transportation routes of these drugs into the United States. DEA's foreign offices share intelligence they have collected with relevant U.S. Federal agencies to augment both foreign and domestic investigations. DEA's personnel abroad work closely with their domestic counterparts to investigate leads and dismantle international drug trafficking organizations that target American citizens.

Provide training and assistance in developing the basic legal framework in support of foreign counterparts' efforts to dismantle drug and chemical trafficking organizations and their financial affiliates.

DEA's International Training Program, with funding from the Department of State's Bureau of International Narcotics and Law Enforcement, focuses directly on establishing international cooperative law enforcement efforts and approved judicial training programs. These programs are tailored to provide narcotics-related enforcement expertise to foreign governments and are offered on a country or regional basis.

B. Domestic Enforcement

Domestic Enforcement - Total	Perm. Pos.	FTE	Amount \$(000)
2009 Enacted with Rescissions	7,148	7,080	\$1,544,160
2009 Supplementals	0	0	0
2009 Enacted w/Rescissions and Supplementals	7,148	7,080	1,544,160
2010 Enacted	7,294	7,183	1,603,885
Adjustments to Base and Technical Adjustments	0	73	36,741
2011 Current Services	7,294	7,256	1,640,626
2011 Program Increases	0	0	6,735
2011 Program Offsets	0	0	-1,205
2011 Request	7,294	7,256	1,646,156
Total Change 2010-2011	0	73	\$42,271

1. Program Description

The Domestic Enforcement Decision Unit comprises the majority of DEA's investigative and support resources. These resources, in conjunction with DEA's foreign offices, create a seamless intelligence and investigative web to pursue drug trafficking organizations, from multi-national and poly-drug conglomerates, to independent specialty one-function cells.

DEA continues an aggressive and balanced domestic enforcement program with a multi-jurisdictional approach designed to focus federal resources on the disruption or dismantlement of drug trafficking organizations that control the illegal drug trade and the seizure of the proceeds and assets involved in the illegal drug trade. Similar to legitimate businesses, drug trafficking organizations have corporate leaders, employees, chemical suppliers, transporters, financial service providers, communication needs, infrastructure, and assets. The drug trafficking business is therefore subject to market forces.

As such, DEA focuses on finding and exploiting strategic vulnerabilities in the drug market. DEA's strategy relies heavily on intelligence and investigative capabilities to identify significant domestic drug trafficking organizations and drug facilitators, collect and maintain in-depth information concerning their leadership and operations, and establish priorities and develop targets. This strategy emphasizes the disruption or complete dismantlement of the organizations targeted by DEA domestic field offices. The following are the most significant programs within the Domestic Enforcement Decision Unit:

Priority Targeting Program

This program was implemented in April 2001 to identify, target, investigate and disrupt or dismantle those international, national, regional, and local impact drug trafficking and/or money laundering organizations having a significant impact on drug availability within the United

States. DEA domestic field divisions, under the supervision of Special Agents in Charge (SACs), identify and target major drug threats within their areas of responsibility, also known as Priority Targets. Specifically, DEA domestic field divisions focus their investigative efforts on Priority Targets with a direct connection to DOJ's CPOTs, which include the most significant international command and control organizations threatening the United States as identified by OCDETF member agencies. The efforts to disrupt or dismantle Priority Targets linked to CPOTs are accomplished primarily via multi-agency and multi-regional investigations. These investigations are intelligence-driven.

The goal is to dismantle these organizations so that reestablishment of the same criminal organization is impossible. As these organizations are identified, disrupted, or dismantled, the investigative intelligence developed is utilized to identify and target all organizational elements on the drug trafficking continuum. As entire drug trafficking networks, from sources of supply to the transporters/distributors, are disrupted or dismantled, the availability of drugs within the United States will be reduced.

DEA's Special Operations Division (SOD)

SOD supports domestic enforcement by providing vital information for investigative and enforcement activity directed against major national or international trafficking organizations. Specifically, SOD manages special operations and projects within DEA that target trafficker command and control communications. SOD provides guidance and technical assistance to all divisions that have domestic Title III operations involving drug trafficking. Additionally, SOD manages and develops programs and procedures which ensure discrete and timely distribution of sensitive and vital intelligence data to DEA, the Federal Bureau of Investigation (FBI), Bureau of Immigration and Customs Enforcement (ICE), and the Internal Revenue Service (IRS) field units. SOD also coordinates international conspiracy investigations for the importation of narcotics to ensure that these cases result in suitable evidence presentation in court. The staff at SOD specializes in areas such as electronic surveillance and international criminal conspiracy laws, while responding to specialized linguistic needs for international cases.

Intelligence Program

DEA's intelligence program is comprised of several components that are responsible for collecting, analyzing, and disseminating drug-related domestic intelligence. This intelligence facilitates DEA seizures and arrests, strengthens investigations and prosecutions of major drug trafficking organizations, and provides policy makers with drug trend information upon which tactical and strategic decisions are based. DEA's intelligence program supports the El Paso Intelligence Center (EPIC), a multi-agency facility that serves as a clearinghouse for tactical intelligence and a central point for the collection, analysis, and dissemination of information related to worldwide drug movement and alien smuggling. EPIC provides support for all drug law enforcement interdiction operations and is accessible 24 hours a day/7 days a week.

DEA's Office of National Security Intelligence's Counterterrorism Efforts

The Office of National Security Intelligence (NN) of the DEA was designated a member of the Intelligence Community (IC) in February 2006. The objective of NN is to maximize DEA's contribution to national security, while protecting the primacy of its law enforcement mission. Through the efforts of NN, DEA fulfills the requirement to share intelligence mandated by the USA Patriot Act and the Attorney General's guidelines to share information.

In addition, DEA's drug trafficking and anti money laundering initiatives support and augment U.S. efforts against terrorism by denying drug trafficking and/or money laundering routes utilized by foreign terrorist organizations and proceeds from illicit drug trafficking that support terrorism. Drug income is a source of revenue for some international terrorist groups. DEA investigations have identified links between groups and individuals under investigation for drug violations and terrorist organizations.

Mobile Enforcement Teams (MET)

DEA's MET program assists State, local and tribal law enforcement by providing an immediate infusion of Special Agents and resources to penetrate and eliminate violent gangs and local drug trafficking organizations. DEA's MET Teams combat violent drug trafficking organizations in specific neighborhoods and restore safer environments for the residents. In FY 2010 Congress added \$5 million to enhance the MET program. This provided funding to create two additional teams, bringing the total to 16.

1a. PERFORMANCE AND RESOURCES TABLE											
Decision Unit: Domestic Enforcement											
DOJ Strategic Goal 1: Prevent Terrorism and Promote the Nation's Security											
Strategic Objective 1.2: Strengthen Partnerships to Prevent, Deter, and Respond to Terrorist Incidents											
WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Workload:	Number of Incoming Request for Information (RFI) from Intelligence Community (IC)	135		492		135		-		††	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		97	\$ 16,913 [\$0]	97	\$ 16,913 [\$0]	65	\$ 14,635 [\$0]	0	\$ 462 [\$0]	65	\$ 15,097 [\$0]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Program Activity	Domestic Enforcement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		97	\$ 16,913 [\$0]	97	\$ 16,913 [\$0]	65	\$ 14,635 [\$0]	0	\$ 462 [\$0]	65	\$ 15,097 [\$0]
Performance Measure	Percentage of IC RFIs provided by requested deadline	100%		90%		100%		-		100%	
†† DEA's performance is based on requests generated by external agencies; therefore, targets for the number of incoming RFIs cannot be established.											

1a. PERFORMANCE AND RESOURCES TABLE - Continued

Decision Unit: Domestic Enforcement											
DOJ Strategic Goal 2: Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interest of the American People											
Strategic Objective 2.4: Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs											
WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Workload:	Number of Domestic Investigative Cases Worked	29,000		26,994		29,000		-		†††	
Workload:	Active PTOs Linked to CPOT Targets ¹	300		408		420		-		420	
Workload:	Active PTOs Not Linked to CPOT Targets ¹	1,900		2,332		2,390		-		2,390	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		8,340	\$ 1,527,247 [\$374,840]	8,340	\$ 1,527,247 [\$374,840]	8,427	\$ 1,589,250 [\$379,861]	73	\$ 41,809 [\$14,766]	8,500	\$ 1,631,059 [\$394,627]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		2010 President's Budget		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Program Activity	Domestic Enforcement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		8,340	\$ 1,527,247 [\$374,840]	8,340	\$ 1,527,247 [\$374,840]	8,427	\$ 1,589,250 [\$379,861]	73	\$ 41,809 [\$14,766]	8,500	\$ 1,631,059 [\$394,627]
Performance Measure	Active PTOs Linked to CPOT Targets Disrupted Pending Dismantlement ²	90		117		100		-		100	
Performance Measure	PTOs Linked to CPOT Targets Disrupted or Dismantled	95/95		81/101		105/110		-		105/110	
Performance Measure	Active PTOs Not Linked to CPOT Targets Disrupted Pending Dismantlement ²	650		604		700		-		700	
Performance Measure	PTOs Not Linked to CPOT Targets Disrupted or Dismantled	550/650		517/700		600/800		-		600/800	
Efficiency Measure	% of Special Agent Investigative Work Hours Dedicated to PTO Investigations	70%		76%		70%		-		†††	
Performance Measure	# of State and Local Law Enforcement Officers Trained ³	37,560		55,371		36,720		-		36,720	
OUTCOME	Contribute to the reduce in the supply of illegal drugs available for consumption in the U.S. by 6 percent ⁴	TBD		TBD		†††		-		†††	

††† A target for FY 2010 and FY 2011 will not be established for this performance indicator. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance to discontinue specific performance measures that may be confusing to external stakeholders, do not adequately reflect the core mission of the program and/or are difficult to project performance due to external and uncontrollable variables.

¹ Reflects active PTO investigations as of the end of the specified fiscal year.

² DEA, along with the FBI, contributes to the Department's consolidated performance measure, "CPOT-linked drug trafficking organizations, Disrupted/Dismantled." For purposes of consolidated reporting, "Active PTOs disrupted pending dismantlement (Domestic and International)," are added to "PTOs disrupted closed (Domestic and International)" to obtain DEA's total disruptions. PTOs disrupted pending dismantlement are active PTO investigations that have been successful at impeding the normal and effective operation of the targeted PTO, but are continuing towards the PTO's complete evisceration such that it is incapable of operating and/or

³ This performance activity and performance measure does not include State and Local Clandestine Laboratory Enforcement training.

⁴ As indicated in the DOJ's new Strategic Plan for FY 2007 - FY 2012, Stewards of the American Dream, one of DOJ's Goals will be to develop meaningful baselines for the supply of drugs available for consumption in the United States (FY 2007-2009) and achieve a 6 percent reduction in the supply of illegal drugs available for consumption in the U.S. (using the established baseline - FY's 2010 - 2012).

Priority Targeting Program

Data Definition: Disruption means impeding the normal and effective operation of the targeted organization, as indicated by changes in organizational leadership and/or changes in methods of operation, including, for example, financing, trafficking patterns, communications or drug production. Disruption Pending Dismantlement means impeding the normal and effective operation of the targeted organization, but continuing towards the organization's complete evisceration such that it is incapable of operating and/or reconstituting itself. Dismantlement means destroying the organization's leadership, financial base and supply network such that the organization is incapable of operating and/or reconstituting itself.

The first CPOT List was issued in September, 2002, and is updated semi-annually. The List identifies the most significant international drug trafficking and money laundering organizations and those primarily responsible for the Nation's drug supply. Enforcement agencies are focused on identifying links among disparate domestic drug trafficking and money laundering organizations and on making connections to their ultimate sources of supply. Investigators continually work up and across the supply chain, with the goal of disrupting and dismantling the entire network controlled by or supporting a given CPOT organization. An organization is considered "linked" to a CPOT, if credible evidence exists (i.e., from corroborated confidential source information, phone tolls, Title III intercepts, financial records, or other similar investigative means) of a nexus between the primary target of the investigation and a CPOT target. The nexus need not be a direct connection to the CPOT, so long as a valid connection exists to a verified associate or component of the CPOT organization.

Data Validation and Verification: PTARRS provides a means of electronically validating and verifying PTO data through the following approval chain:

- * Case Agent - Through PTARRS, the Special Agent (SA) or Diversion Investigator (DI) begins the process by creating and proposing a PTO.
- * Group Supervisor (GS) – The GS reviews the PTO proposed by the SA/DI and approves it or sends it back to the SA/DI for additional information/clarification.
- * Assistant Special Agent in Charge (ASAC) - The ASAC reviews the PTO approved by the GS. If all of the necessary information included in the proposal meets the established criteria for a PTO, the ASAC
- * Special Agent in Charge (SAC) - The SAC reviews the PTO approved by the ASAC and provides a case assessment for, or against, the nomination of the PTO. Once nominated by the SAC, PTARRS generates and saves a unique identification number for the nominated PTO.
- * Headquarters – At Headquarters, PTOs nominated by the SAC are assigned to the appropriate section within DEA's Office of Enforcement (OE). Once assigned, the corresponding OE Staff Coordinator validates all information reported on the PTO nomination. The validation process includes a review of the PTO nomination for completeness, compliance with established criteria, and confirmation of all related case linkages, including links to CPOT targets. Staff Coordinators coordinate with DEA's Special Operations Division and Intelligence Division to ensure that available facts exist to support all case linkages. In the unlikely event the documentation submitted is insufficient to validate the reported links, the Staff Coordinator will coordinate with the submitting GS to obtain the required information.

Data Limitations: All statistics are limited by a lack of a relational link between case files and enforcement outputs (e.g. arrest, seizure, and work hour data). The link is inferred through data manipulation, but some areas are prone to error until all data systems are linked in a relational manner, and errors are prevented through data validation and referential integrity.

State and Local Training

Data Definition: The DEA Training Academy receives quarterly training data from the field on training provided by Division Training Coordinators. The field data is combined with the data generated by the DEA Training Academy and reported quarterly based on the fiscal year.

Data Validation and Verification: Data is reviewed upon receipt, but only technical or unusual deviations are checked.

1b. PERFORMANCE AND RESOURCES TABLE (NEW MEASURES)

Decision Unit: Domestic Enforcement											
DOJ Strategic Goal 1: Prevent Terrorism and Promote the Nation's Security											
Strategic Objective 1.2: Strengthen Partnerships to Prevent, Deter, and Respond to Terrorist Incidents											
WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Workload:	Number of Incoming Request for Information (RFI) from Intelligence Community (IC)	135		492		135		-		††	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		97	\$ 16,913 [\$0]	97	\$ 16,913 [\$0]	65	\$ 14,635 [\$0]	0	\$ 462 [\$0]	65	\$ 15,097 [\$0]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Program Activity	Domestic Enforcement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		97	\$ 16,913 [\$0]	97	\$ 16,913 [\$0]	65	\$ 14,635 [\$0]	0	\$ 462 [\$0]	65	\$ 15,097 [\$0]
Performance Measure	Percentage of IC RFIs provided by requested deadline	100%		90%		100%		-		100%	
†† DEA's performance is based on requests generated by external agencies; therefore, targets for the number of incoming RFIs cannot be established.											

1b. PERFORMANCE AND RESOURCES TABLE (NEW MEASURES) - Continued

Decision Unit: Domestic Enforcement											
DOJ Strategic Goal 2: Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interest of the American People											
Strategic Objective 2.4: Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs											
WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Workload	Active PTOs Linked to CPOT Targets ^{1, 2, 4}	400		406		420		-		420	
Workload	Active PTOs Not Linked to CPOT Targets ^{1, 2, 4}	2,150		2,119		2,170		-		2,170	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FIE	\$000	FIE	\$000	FIE	\$000	FIE	\$000	FIE	\$000
		8,340	\$1,527,247 [\$374,840]	8,340	\$1,527,247 [\$374,840]	8,427	\$ 1,589,250 [\$379,861]	73	\$ 41,809 [\$14,766]	8,500	\$ 1,631,059 [\$394,627]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		2010 President's Budget		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
		FIE	\$000	FIE	\$000	FIE	\$000	FIE	\$000	FIE	\$000
Program Activity	Domestic Enforcement	8,340	\$1,527,247 [\$374,840]	8,340	\$1,527,247 [\$374,840]	8,427	\$ 1,589,250 [\$379,861]	73	\$ 41,809 [\$14,766]	8,500	\$ 1,631,059 [\$394,627]
Performance Measure	PTOs Linked to CPOT Targets Disrupted or Dismantled ^{1, 3, 4}	185/95		196/101		205/110		-		205/110	
Performance Measure	PTOs Not Linked to CPOT Targets Disrupted or Dismantled ^{1, 3, 4}	1200/650		1,041/611		1,215/710		-		1,215/710	
Performance Measure	# of Federal, State, and Local Law Enforcement Officers Trained ^{1, 4}	37,560		55,371		36,720		-		36,720	
OUTCOME	Monetary Value of Currency, Property and Drugs Seized (Drug Trafficker Revenue Denied) ⁵	\$3 Billion		\$3.4 Billion		\$3 Billion		-		\$3 Billion	

¹ In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance to discontinue specific performance measures that will be easily understood by external stakeholders and better reflect DEA's mission.

² Reflects active PTO investigations as of the end of the specified fiscal year.

³ PTOs disrupted includes PTOs disrupted closed (PTARRS status code E) and PTOs disrupted pending dismantlement (PTARRS status code D)

⁴ Beginning in FY 2005, Diversion PTOs are **no longer** reported under the Domestic Decision Unit and are reported separately under the Diversion Control Fee Account. This is a change from what was reported in the FY 2010 President's Budget. Prior to this budget submission, Diversion PTOs were reported under the Domestic Decision Unit.

⁵ This performance activity and performance measure does not include State and Local Clandestine Laboratory Enforcement training.

⁶ Proposed agency-wide outcome measure reflecting the activities across DEA's three decision units (International Enforcement, Domestic Enforcement, and State and Local Assistance). This recommended outcome measure will be finalized once the new DOJ Strategic Plan is completed sometime in the Summer of 2010.

Priority Targeting Program

Data Definition: Disruption means impeding the normal and effective operation of the targeted organization, as indicated by changes in organizational leadership and/or changes in methods of operation, including, for example, financing, trafficking patterns, communications or drug production. Disruption Pending Dismantlement means impeding the normal and effective operation of the targeted organization, but continuing towards the organization's complete evisceration such that it is incapable of operating and/or reconstituting itself. Dismantlement means destroying the organization's leadership, financial base and supply network such that the organization is incapable of operating and/or reconstituting itself.

The first CPO T List was issued in September, 2002, and is updated semi-annually. The List identifies the most significant international drug trafficking and money laundering organizations and those primarily responsible for the Nation's drug supply. Enforcement agencies are focused on identifying links among disparate domestic drug trafficking and money laundering organizations and on making connections to their ultimate sources of supply. Investigators continually work up and across the supply chain, with the goal of disrupting and dismantling the entire network controlled by or supporting a given CPO T organization. An organization is considered "linked" to a CPO T, if credible evidence exists (i.e., from corroborated confidential source information, phone tolls, Title III intercepts, financial records, or other similar investigative means) of a nexus between the primary target of the investigation and a CPO T target. The nexus need not be a direct connection to the CPO T, so long as a valid connection exists to a verified associate or component of the CPO T organization.

Data Validation and Verification: PTARRS provides a means of electronically validating and verifying PTO data through the following approval chain:

* Case Agent - Through PTARRS, the Special Agent (SA) or Diversion Investigator (DI) begins the process by creating and proposing a PTO.

* Group Supervisor (GS) – The GS reviews the PTO proposed by the SA/DI and approves it or sends it back to the SA/DI for additional information/clarification.

* Assistant Special Agent in Charge (ASAC) - The ASAC reviews the PTO approved by the GS. If all of the necessary information included in the proposal meets the established criteria for a PTO, the ASAC

* Special Agent in Charge (SAC) - The SAC reviews the PTO approved by the ASAC and provides a case assessment for, or against, the nomination of the PTO. Once nominated by the SAC, PTARRS generates and saves a unique identification number for the nominated PTO.

* Headquarters – At Headquarters, PTOs nominated by the SAC are assigned to the appropriate section within DEA's Office of Enforcement (OE). Once assigned, the corresponding OE Staff Coordinator validates all information reported on the PTO nomination. The validation process includes a review of the PTO nomination for completeness, compliance with established criteria, and confirmation of all related case linkages, including links to CPO T targets. Staff Coordinators coordinate with DEA's Special Operations Division and Intelligence Division to ensure that available facts exist to support all case linkages. In the unlikely event the documentation submitted is insufficient to validate the reported links, the Staff Coordinator will coordinate with the submitting GS to obtain the required information.

Data Limitations: All statistics are limited by a lack of a relational link between case files and enforcement outputs (e.g. arrest, seizure, and work hour data). The link is inferred through data manipulation, but some areas are prone to error until all data systems are linked in a relational manner, and errors are prevented through data validation and referential integrity.

State and Local Training

Data Definition: The DEA Training Academy receives quarterly training data from the field on training provided by Division Training Coordinators. The field data is combined with the data generated by the DEA Training Academy and reported quarterly based on the fiscal year.

Data Validation and Verification: Data is reviewed upon receipt, but only technical or unusual deviations are checked.

2a. PERFORMANCE MEASURE TABLE

Decision Unit: Domestic Enforcement

Performance Report and Performance Plan Targets		FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target
Performance Measure	Percentage of IC RFIs Provided by Requested Deadline	N/A	N/A	N/A	N/A	N/A	N/A	N/A	100%	90%	100%	100%
Performance Measure	Active PTOs Linked to CPOT Targets Disrupted Pending Dismantlement	N/A	18	94	99	68	51	154	90	117	100	100
Performance Measure	PTOs Linked to CPOT Targets Disrupted or Dismantled	7/10	17/11	24/22	69/95	69/68	51/61	58/64	95/95	81/101	105/110	105/110
Performance Measure	Active PTOs Not Linked to CPOT Targets Disrupted Pending Dismantlement	N/A	135	210	255	322	478	789	650	604	700	700
Performance Measure	PTOs Not Linked to CPOT Targets Disrupted or Dismantled	84/100	120/139	102/194	233/337	298/392	340/435	449/553	550/650	517/700	600/800	600/800
Efficiency Measure	% of Special Agent Investigative Work Hours Dedicated to PTO Investigations	26%	35%	45%	59%	64%	67%	69%	70%	76%	†††	†††
Performance Measure	# of State and Local Law Enforcement Officers Trained ¹	36,110	39,552	33,358	40,810	40,236	41,252	46,982	37,560	55,371	36,720	36,720
OUTCOME Measure	Contribution to DOJ's Goal to reduce the Availability of Drugs in America	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	†††	†††

††† A Target for FY 2010 and 2011 will not be established for this performance indicator. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance to discontinue specific performance measures that may be confusing to external stakeholders, do not adequately reflect the core mission of the program and/or are difficult to project performance due to external and uncontrollable variables.

¹ This performance activity and performance measure does not include State and Local Clandestine Laboratory Enforcement training.

2b. PERFORMANCE MEASURE TABLE (NEW MEASURES)

Decision Unit: Domestic Enforcement												
Performance Report and Performance Plan Targets		FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target
Performance Measure	Percentage of IC RFIs Provided by Requested Deadline ¹	N/A	N/A	N/A	N/A	N/A	N/A	N/A	100%	90%	100%	100%
Performance Measure	PTOs Linked to CPOT Targets Disrupted or Dismantled ^{1,2}	7/10	35/11	118/22	168/95	137/68	102/61	211/64	185/95	196/101	205/110	205/110
Performance Measure	PTOs Not Linked to CPOT Targets Disrupted or Dismantled ^{1,2}	84/100	255/139	312/194	474/326	594/382	765/411	1135/504	1200/650	1041/611	1215/710	1215/710
Performance Measure	# of Federal, State, and Local Law Enforcement Officers Trained ^{1,3}	36,110	39,552	33,358	40,810	40,236	41,252	46,982	37,560	55,371	36,720	36,720
OUTCOME Measure	Monetary Value of Currency, Property and Drugs Seized (Drug Trafficker Revenue Denied) ⁴	N/A	N/A	N/A	N/A	N/A	N/A	N/A	\$3 Billion	\$3.4 Billion	\$3 Billion	\$3 Billion

¹ Recommended as an official DEA agency-wide performance measure. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance to discontinue specific performance measures that will be easily understood by external stakeholders and better reflect DEA's mission.

² Beginning in FY 2005, Diversion PTOs are **no longer** reported under the Domestic Decision Unit and are reported separately under the Diversion Control Fee Account. This is a change from what was reported in the FY 2010 President's Budget. Prior to this budget submission, Diversion PTOs were reported under the Domestic Decision Unit.

³ This performance activity and performance measure does not include State and Local Clandestine Laboratory Enforcement training.

⁴ Proposed agency-wide outcome measure reflecting the activities across DEA's three decision units (International Enforcement, Domestic Enforcement, and State and Local Assistance). This recommended outcome measure will be finalized once the new DOJ Strategic Plan is completed sometime in the Summer of 2010.

3. Performance, Resources, and Strategies

The Domestic Enforcement Decision Unit primarily contributes to DOJ's Strategic Goal 2: "Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the American People." Within this Goal, the resources specifically address DOJ's Strategic Objective 2.4: "Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs."

In FY 2007, a portion of the Domestic Enforcement decision unit was relocated to Strategic Goal 1: "Prevent Terrorism and Promote the Nation's Security". Within this Goal, the resources specifically address DOJ's Strategic Objective 1.2: "Strengthen Partnerships to Prevent, Deter, and Respond to Terrorist Incidents."

a. Performance Plan and Report for Outcomes

New Measures

At the request of DOJ in November 2009, DEA reviewed all of its agency-wide performance measures in an effort to streamline its performance reporting. The goals of this review were to focus DEA's performance reporting on core mission areas and simplify presentation to enhance transparency. The result is the restructuring of DEA's existing performance measures, which includes the retiring of some measures and the addition of others.

Due to the timing of this restructuring, tables for both DEA's existing performance measures (Tables 1a and 2a) and DEA's new performance measures (Tables 1b and 2b) are included below. DEA's existing performance measures reflect the structure as reported in DEA's FY 2010 Congressional Budget Submission. The narrative focuses on the FY 2009 results of DEA's existing performance measures, as these are the performance measures with established FY 2009 targets.

Below is a summary of the changes to the performance measures associated with the Domestic Enforcement Decision Unit:

- Deletion of the Number of Domestic Investigative Cases Worked - DEA does not emphasize the opening of cases, but the quality of the cases opened. As a result, the number of cases worked fluctuates from year to year based on case complexity and is very hard to target.
- Consolidation of Disruptions Pending Dismantlement and Disruptions Closed - Although DEA's system of record, PTARRS, tracks disruptions pending dismantlement and disruptions closed individually, the distinction between the categories is confusing to external stakeholders.
- Deletion of the % of Special Agent Investigative Work Hours Dedicated to PTO Investigations - As of the fourth quarter of FY 2009, 74 percent of Special Agent investigative work hours were dedicated to PTOs. The target for FY 2010 is 70 percent. Since not all investigative work hours can be dedicated to PTOs, this measure will eventually plateau.

- Addition of the word “Federal” to the Number of State and Local Law Enforcement Officers Trained – DEA also trains Federal Law Enforcement Officers in its FLETC and DUCA training classes and includes those numbers in its quarterly reporting. To ensure universal understanding, the title of this measure will be modified.

Performance Narrative

Strategic Objective 1.2 – Strengthen Partnerships to Prevent, Deter, and Respond to Terrorist Incidents

DEA’s Counterterrorism Efforts

Currently, DEA has one performance measure related to its counter terrorism (CT) activities, which is reflected under DOJ’s Strategic Goal 1 on the Performance and Resources Table. In addition, DEA is also working with DOJ to develop an outcome measure for its counter terrorism activities that can be easily tracked and reported.

To better represent DEA’s Goal 1 activities in the domestic arena, DEA has included measures for its Office of National Security Intelligence (NN), the largest component of DEA’s Goal 1 resources in the domestic decision unit. The new measure is the Percentage of IC Requests for Information (RFIs) provided by requested deadline. With a goal of 100% compliance, in FY 2009 the reported percentage of IC RFIs provided by the requested deadline was 90%. As NN ramps up and becomes fully operational, DEA anticipates meeting its target of 100 percent in FY 2010 and beyond.

Previously, DEA tracked and reported the total Number of Intelligence Products Completed by DEA’s Office of Special Intelligence (NS) in Support of SOD Operations. Since FY 2005, the number of CT products completed has continuously and significantly declined. This decline was not due to a reduction of SOD and NS CT targeting, efforts, or activity. Instead, this decline was primarily due to changes in the SOD business model in which the CT aspects of DEA investigations were more closely integrated into the overall investigation. Consequently, DEA recognized that the CT component of an investigation was no longer considered independent of the drug component but rather an intertwined part of the criminal enterprise, and SOD’s business model was adjusted in response to this new paradigm. In support of this new approach, the abovementioned performance measure has been removed from the Performance and Resources Table under Goal 1 and replaced with a more representative performance measure.

Strategic Objective 2.4 – Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs

Although DEA is involved in counterterrorism, DEA’s primary mission is drug enforcement and DEA’s long-term goal is to contribute to DOJ’s goal of reducing the availability of drugs in America.

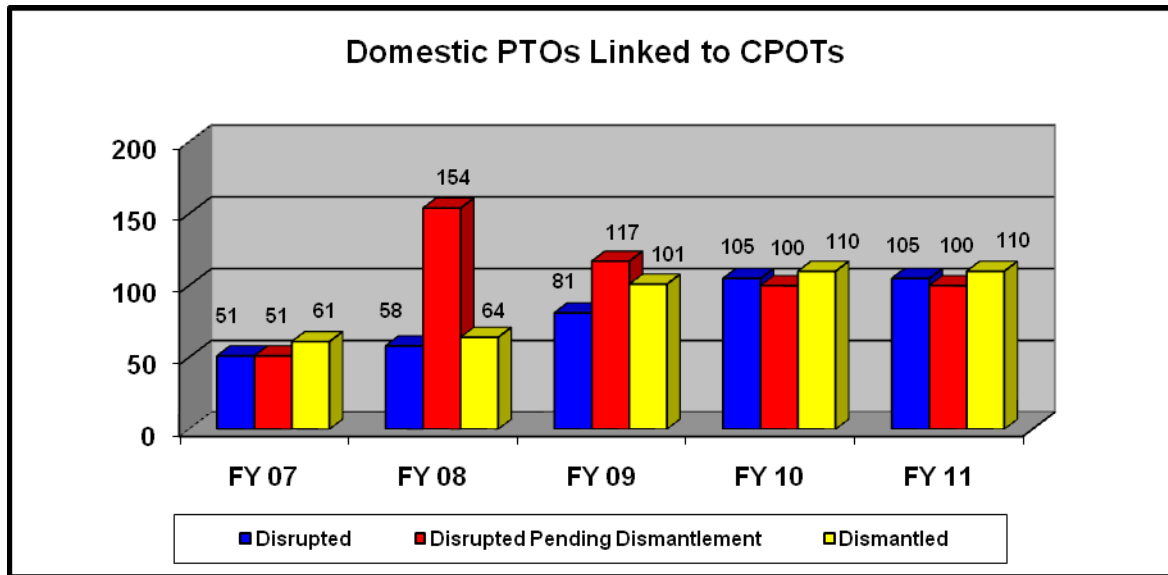
Drug Availability

Please refer to the discussion on Drug Availability included in the International Enforcement Decision Unit narrative.

Priority Targeting Program

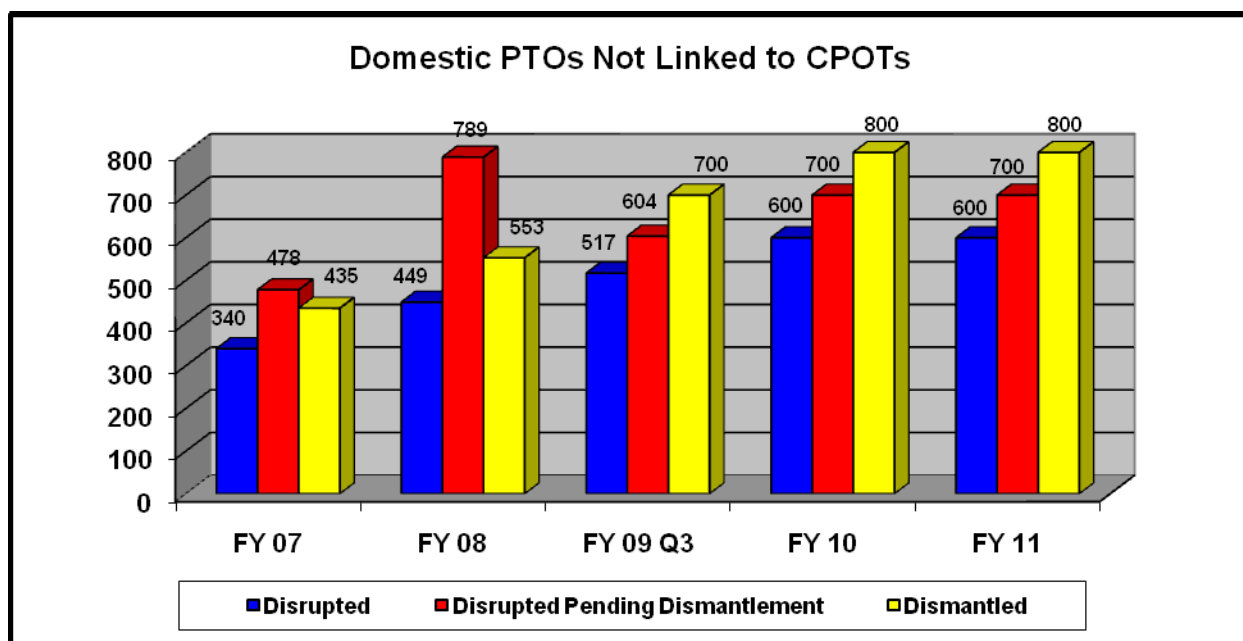
DEA’s first two drug-related performance measures under DOJ’s Strategic Goal 2 on the Domestic Enforcement Performance and Resources Tables (Tables 1a and 2a) relate to the disruption, disruption pending dismantlement or dismantlement of Priority Targets linked to CPOT targets. In FY 2009, DEA reported 81 disruptions, 117 disruptions pending dismantlement, and 101 dismantlements of CPOT-linked Priority Targets. While the number of disruptions failed to meet its projected target by 15%, DEA anticipates meeting or exceeding its FY 2010 targets for disruptions, disruptions pending dismantlement or dismantlements of Priority Targets linked to CPOT targets due to the increased presence and availability of its Mobile Enforcement Team Program (MET). The reconstitution of the MET Program in the third quarter of FY 2008 and its subsequent programmatic increase in FY 2010 is expected to contribute to targeted efforts against PTOs in the immediate future.

It is important to note that investigations against these targets have become more complex. CPOT level organizations learn from law enforcement’s past successes, and adjust their operations accordingly to thwart law enforcement efforts. Law enforcement has been forced to pursue more complex investigative techniques to achieve a lasting impact against these organizations. This inherently takes more time. Pursuing such things as electronic surveillance and in-depth financial investigations has permitted the DEA to improve upon its success in permanently dismantling major drug trafficking organizations. However, these sophisticated techniques are more time intensive.



DEA's third and fourth performance measures under DOJ's Strategic Goal 2 on the Domestic Enforcement Performance and Resources Tables (Tables 1a and 2a) relate to the disruption, disruption pending dismantlement or dismantlement of Priority Targets not linked to CPOT targets. In FY 2009, DEA reported 517 disruptions, 604 disruptions pending dismantlement, and 700 dismantlements.

The efforts of DEA's law enforcement personnel in DEA domestic field divisions, especially divisions located on the Southwest Border, will contribute to meeting or exceeding DEA's FY 2010 targets for disrupting, disrupting pending dismantlement, or dismantling Priority Targets not linked to CPOT targets.



To measure the level of effort concentrated on Priority Targets, DEA also tracks the percentage of total Special Agent investigative work hours spent investigating Priority Targets. In FY 2009, approximately 76 percent of total Special Agent investigative work hours were committed to PTO investigations. DEA has consistently met or exceeded the work hour percentage targets and it anticipates that this trend will continue through FY 2010.

State and Local Law Enforcement Officer Training

DEA's State and Local Law Enforcement Officer Training program has one primary performance measure, which is the number of State and local law enforcement officers trained. In FY 2009, DEA trained 55,371 State and local officers, which exceeded its FY 2009 target by 47 percent. For fiscal years 2010 and 2011, DEA may need to evaluate and adjust its targets for the number of State and local officers trained.

b. Strategies to Accomplish Outcomes

To fulfill the critical mission of reducing drug use in the U.S., DEA devotes resources to the disruption or dismantlement of domestic Priority Targets and the recovery of their profits from the sale of illegal drugs. DEA's strategy is to attack entire drug trafficking organizations, from their international command and control, through their smuggling and transportation systems, down to their distribution cells that are networked throughout the United States. DEA's Priority Targets represent the major drug trafficking organizations responsible for the production, transportation, and distribution of illegal drugs destined for consumption in the United States. DEA accomplishes its strategy by:

- Exploiting drug trafficking organization vulnerabilities;
- Employing traditional and creative enforcement methods that lead to the disruption or dismantlement of targeted organizations and the incarceration of their leaders; and,
- Assessing the financial underpinnings of each organization and its key leaders to disrupt or dismantle financial organizations responsible for the control of capital belonging to the targeted organizations.

To achieve the strategic goal of contributing to DOJ's goal of reducing drug availability, DEA:

- Systematically disrupts or dismantles targeted organizations by arresting/convicting their leaders and facilitators, seizing and forfeiting their assets, targeting their money laundering operations, and destroying their command and control networks;
- Works with international offices to disrupt or dismantle domestic organizations directly affiliated with international cartels; and,
- Identifies and targets the national/regional organizations most responsible for the domestic distribution, manufacture, and diversion of precursor chemicals.

The following strategies outline DEA's plan to achieve the Domestic Enforcement objectives in FY 2011:

Reduce the flow of illicit drugs, money, and chemicals between the source zones and the United States

DEA developed an International Drug Flow Attack Strategy, which is an innovative, multi-agency strategy, designed to significantly disrupt the flow of drugs, money, and chemicals between the source zones and the United States by attacking vulnerabilities in the supply, transportation systems, and financial infrastructure of major drug trafficking organizations. This strategy calls for aggressive, well-planned and coordinated enforcement operations with host-nation counterparts in global source, transit zones, and arrival zones. The strategy is supported by four pillars:

Intelligence-Driven Enforcement - Intelligence provided by an interagency working group is used to target threats and their vulnerabilities for enforcement action. Complete and timely information sharing of intelligence, analytic approaches and trafficker organizational dynamics drives future operations and invites reciprocity on the part of other agencies. This sharing is

achieved through the connectivity of communications and IT systems and the fusion of intelligence resources.

Predictive intelligence provides law enforcement with the ability to forecast the traffickers' actions and reactions to synchronized operations. It makes it possible to forecast the actions of drug trafficking organizations in response to enforcement activity, thus providing law enforcement with a unique tactic - the ability to out-plan and out-maneuver their adversaries before operations even commence.

Perception Management, based on intelligence, makes traffickers believe that law enforcement is operating in areas or are involved in activities that cause the traffickers to alter their methods rendering them vulnerable to enforcement action. Perception management is applied strategically to direct traffickers towards chokepoints where they are most vulnerable.

Multilateral Cooperation - Multi-Agency Campaign Planning provides an orderly schedule of strategic decisions and ensures synchronization and integration of air, land and sea efforts into synergistic whole. The result is coordinated, multi-agency drug enforcement operations that bring to bear the strengths and resources of the various agencies and are seamless in terms of limiting the trafficker's options to courses of action that law enforcement has predicted and prepared against. Enlisting the support of DEA's domestic and foreign law enforcement partners leverages and extends DEA's investigative, intelligence, and enforcement resources.

Sequential Enforcement Operations - Innovative, well-planned and coordinated, synchronized multi-agency operations that incorporate sequential interlocking and complimentary operations. Rather than conducting periodic surge operations, this strategy calls for a series of operations based on the effective use of predictive intelligence. These operations are conducted in the source, transit, and arrival zones - including our nation's Southwest and Northern borders. The result is a higher operational tempo creating a level of enforcement pressure to which drug trafficking organizations cannot successfully adapt.

Operational Agility - Synchronized operations must be flexible and mobile to have impact. In the execution of drug enforcement operations, the ability to shift resources, personnel, and enforcement pressure are essential to rapidly exploit trafficker vulnerabilities. This pillar requires the ability to operate on land, sea, or in the air - day or night - and relies on the availability of substantial aviation and travel resources.

Strengthen counternarcotics efforts to combat illicit drug trafficking along the Southwest Border

Narcotics smuggling along the Southwest Border (SWB) poses a significant national security issue for the United States. The SWB provides hundreds of miles of open areas, which are an ideal environment for cross-border drug trafficking and money laundering activities. DEA has identified the SWB as a major focus area of interest because the possibility exists for terrorist organizations to use established drug smuggling routes to smuggle dangerous individuals or weapons of mass destruction into the United States. Given this triple threat of illegal drugs, violence, and terrorism, DEA's efforts along the SWB are now more critical than ever. The

FY 2011 enhancement expands and reinforces DEA operations on the SWB and our ability to disrupt and dismantle violent Mexican drug cartels; interdict illegal bulk currency movement and electronic currency transfers; and enhance Mexico's counterdrug capabilities. The FY 2011 enhancement includes an increased border presence to interrupt the flow of drugs to Mexican drug rings operating within the U.S., as well as additional positions across the nation to allow DEA to fully support SWB investigations that frequently involve drug trafficking organizations operating in U.S. cities far from borders.

At the heart of this enhancement is the El Paso Intelligence Center (EPIC), DEA's long-standing and most important intelligence sharing organization focusing on the Southwest Border. EPIC's mission is to support United States law enforcement and interdiction components through timely analysis and dissemination of intelligence on illicit drug and alien movements and the criminal organizations responsible for these illegal activities, within the United States, on both sides of the U.S.-Mexico border, across the Caribbean, and from other points of origin within the Western Hemisphere en route to the United States. In carrying out this mission, EPIC provides intelligence to law enforcement agents, investigators, and analysts at all levels of government throughout the United States and in some foreign nations. This includes directly supporting the efforts of Department of Justice and Department of Homeland Security (DHS) components, including the Coast Guard, Immigration and Customs Enforcement, and Customs and Border Protection. EPIC also has information sharing agreements with police agencies in all 50 states and it shares near real time information with the Joint Interagency Task Force South and other drug interdiction agencies/elements.

Disrupt and dismantle Consolidated Priority Organization Targets (CPOTs)

The OCDETF Program, of which DEA is a leading participant, contributes to DOJ's Strategic Goal to reduce the supply of drugs available for consumption in the United States by targeting organizations on the CPOT list – the "Most Wanted" drug trafficking and money laundering organizations believed to be primarily responsible for the nation's illicit drug supply. The objective is to dismantle these organizations so that reestablishment of the same criminal organization is impossible and the source of the drug is eliminated. The disruption or dismantlement of CPOT organizations is accomplished primarily by multi-agency investigations. These investigations emphasize developing intelligence-driven operations to identify and target international drug trafficking organizations that play significant roles in the production, transportation, distribution, financing, or other support of large scale drug trafficking.

Deny drug revenues to drug trafficking organizations in order to disrupt trafficking activities and reduce drug availability

The DEA Anti-Money Laundering Strategy is designed to reduce the threat, trafficking, use, and related violence of illegal drugs. DEA's perspective on the money laundering threat to the United States is two-fold. First, DEA is solely focused on proceeds generated by the illegal drug industry and the devastating effect this money has on the American public and financial services industry, as well as other governments and societies around the world. Second, DEA is addressing the threat that drug proceeds represent as a means of financing terrorist organizations. Due to the nature and scope of DEA's investigations and its global presence, evidence and

intelligence gleaned from its investigations often provide critical information on terrorist financing, which is immediately shared through established protocols with those agencies charged with counter terrorism responsibilities. DEA's Anti-Money Laundering Strategy targets the flow of drug money back to sources of drug supply because these funds are destined to finance the next cycle of illegal drugs to be sent to the U.S. consumer market.

Utilize intelligence to support counternarcotics strategies and stop drug-related terrorist activities

DEA's Intelligence Program has been refocused on the concept of predictive intelligence to identify trends and vulnerabilities and then direct limited enforcement resources to those areas. In addition to its traditional drug law enforcement mission, DEA has assumed new intelligence responsibilities and functions in 2006 to support the global war on terror. DEA has expanded its Intelligence Program and has implemented the following initiatives: a new DEA Office of National Security Intelligence; a new Representation in the National Security Council Office for Combating Terrorism; an Organized Crime Drug Enforcement Task Force Fusion Center (OFC); a National Virtual Pointer System (an information system that provides federal, State and local law enforcement agencies with a target deconfliction capacity for all crimes); and the Centers for Drug Intelligence Program.

Disrupt and dismantle violent gangs involved in drug trafficking

Major violent street gangs have become an increasing threat to the safety and security of our domestic communities. Law Enforcement authorities throughout the country report that gangs are responsible for most of the serious violent crime in the major cities of the United States. They commonly use drug trafficking as a means to finance their criminal activities. These gang drug trafficking organizations are often well organized, have an identifiable hierarchy with organized levels of command and control, and utilize sophisticated techniques and organizational processes to further their drug trafficking efforts.

DEA's MET program assists State, local and tribal law enforcement by providing an immediate infusion of Special Agents and resources to penetrate and eliminate violent gangs and local drug trafficking organizations. DEA's MET Teams combat violent drug trafficking organizations in specific neighborhoods and restore safer environments for the residents.

Reduce the threat, trafficking, and use of methamphetamine

Methamphetamine is a continuing problem in the United States. Once confined primarily to the west and mid-west, it is evident across the eastern half of the United States. Because of the unique characteristics of methamphetamine, fighting the drug demands aggressive and collaborative efforts. The Administration is focused on the following six methods to combat methamphetamine: work with state and local law enforcement; provide information and awareness training; strengthen international partnerships, specifically between the U.S. and Mexico; use additional tools to target methamphetamine traffickers, such as the Combat Methamphetamine Act; increase DEA's enforcement operations and arrests; and make methamphetamine prosecutions a priority for U.S. Attorneys.

Provide training to State and local law enforcement officers to improve the capabilities of State and local law enforcement agencies and their ability to enforce state drug laws

As the nation's preeminent drug law enforcement organization, DEA has the responsibility to respond to the drug enforcement training needs of the U.S. law enforcement community. This is executed through the State and Local Training Program, which provides law enforcement officers with essential skills needed to conduct narcotics investigations and contribute to the nationwide counterdrug effort. DEA offers an array of classes to State and local officers to include Drug Diversion training, Drug Enforcement Unit Commander training (DUCA), Federal Law Enforcement Analysis Training (FLEAT), and Narcotics Supervisory Leadership training. In addition, State and local training is offered through DEA's Domestic Field Division Offices and Division Training Coordinators. By teaching others the methodologies and techniques of drug enforcement, DEA is able to expand drug enforcement across the United States in a very cost-effective manner.

Provide educational resources through the Headquarters' Demand Reduction Program sponsorship of National Red Ribbon Week

National Red Ribbon Week serves as a tribute to Special Agent Camarena, who was kidnapped and brutally tortured and murdered by drug traffickers in Mexico. This tragic event produced an immediate outpouring of grief, but over time has generated a sense of hope across America. This hope is being kept alive through the hard work of thousands of Americans - particularly our young people - who participate in Red Ribbon events during the last week in October. National Red Ribbon Week is the most far-reaching and well-known drug prevention event in America. The National Family Partnership, which coordinates Red Ribbon activities nationally, estimates that over 80 million Americans participate in Red Ribbon events. During this period, events are held throughout the country and serve as prevention and educational resources for young children and their communities.

C. State and Local Assistance

State and Local Assistance - Total	Perm. Pos.	FTE	Amount \$(000)
2009 Enacted with Rescissions	28	26	\$6,508
2009 Supplementals	0	0	0
2009 Enacted w/Rescissions and Supplementals	28	26	6,508
2010 Enacted	31	29	6,614
Adjustments to Base and Technical Adjustments	0	0	119
2011 Current Services	31	29	6,733
2011 Program Increases	0	0	0
2011 Program Offsets	0	0	0
2011 Request	31	29	6,733
Total Change 2010-2011	0	0	\$119

1. Program Description

Through its expertise and leadership, DEA continues to support State and local efforts with specialized programs aimed at reducing the availability of drugs. In FY 2011, DEA will provide direct assistance to State and local law enforcement through its State and Local Law Enforcement Officer Clandestine Laboratory Training, Hazardous Waste Program (Clandestine Drug Laboratory Cleanup), and the Domestic Cannabis Eradication/Suppression Program.

As the nation's leading drug law enforcement organization, DEA has the responsibility to respond to clandestine laboratory training requirements, hazardous waste cleanup, and cannabis eradication/suppression needs of the U.S. law enforcement community. DEA supports State and local law enforcement with methamphetamine-related assistance and training, which allows State and local agencies to better address the methamphetamine threat in their communities and reduce the impact that methamphetamine has on the quality of life for America's citizens. By teaching and assisting others in the techniques of clandestine laboratory drug enforcement, hazardous waste cleanup, and cannabis eradication/suppression, DEA is able to expand drug enforcement across the United States in a very cost-effective manner.

2. PERFORMANCE AND RESOURCES TABLE

Decision Unit: State and Local Assistance

DOJ Strategic Goal 2: Prevent Crime, Enforce Federal Laws and Represent the Rights and Interests of the American People

Strategic Objective 2.4: Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs

WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Workload: Varies by Program											
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		29	\$ 6,508 [\$38,568]	29	\$ 6,508 [\$38,568]	29	\$ 6,614 [\$29,580]	0	\$ 119 [\$0]	29	\$ 6,733 [\$29,580]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		FY 2010 President's Budget		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Program Activity	1. Hazardous Waste Program/State and Local Clandestine Laboratory Training/Domestic Cannabis Eradication/Suppression Program	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		29	\$ 6,508 [\$38,568]	29	\$ 6,508 [\$38,568]	29	\$ 6,614 [\$29,580]	0	\$ 119 [\$0]	29	\$ 6,733 [\$29,580]
Performance Measure	# of State and Local Law Enforcement Officers Trained in Clandestine Laboratory Enforcement	940		873		950		-		950	
Performance Measure	# of Clan Lab Cleanups (DEA/S&L)	††		100/5,848		†††		-		†††	
Performance Measure	# of Marijuana Plants Eradicated (Includes Plants Cultivated Indoors and Outdoors) ¹	7,000,000		7,000,000		9,000,000		-		9,000,000	
OUTCOME	Contribution to DOJ's Goal to Reduce the Availability of Drugs in America ²	TBD		TBD		TBD		-		TBD	

†† Since performance for DEA's Hazardous Waste Program is reactive, it is difficult to target; therefore no targets are included.

††† A target for FY 2010 and FY 2011 will not be established for this performance indicator. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance to discontinue specific performance measures that may be confusing to external stakeholders, do not adequately reflect the core mission of the program and/or are difficult to project performance due to external and uncontrollable variables.

¹ Actual performance for the Domestic Cannabis Eradication/Suppression Program is reported on the calendar year and is reported as of December 1, 2008. Since FY 2006, the program has been funded through a reimbursable agreement with the Office of Justice Programs.

² In FY 2009 DEA recommended the removal of this measure from this decision unit since the decision unit is so small and consists mainly of reimbursable funding.

State and Local Clandestine Laboratory Training

Data Definition: The DEA Training Academy receives quarterly training data from the field on training provided by Division Training Coordinators. The field data is combined with the data generated by the DEA Training Academy and reported quarterly based on the fiscal year.

Data Validation and Verification: Data is reviewed upon receipt, but only technical or unusual deviations are checked.

Hazardous Waste Program

Data Definition: DEA's Hazardous Waste Unit tracks the number of DEA funded state/local cleanups and federal cleanups

Data Validation and Verification: Data is reviewed upon receipt, but only technical or unusual deviations are checked.

Domestic Cannabis Eradication/Suppression Program

Data Definition: Domestic Cannabis Eradication/Suppression Program participants submit data monthly to DEA's program coordinators in the field. This data is compiled by DEA's program coordinators and submitted to Headquarters in a monthly report. Data is tabulated for publication annually based on the calendar year. Final CY figures are normally available in the March/April timeframe.

Data Validation and Verification: Data is reviewed upon receipt, but only technical or unusual deviations are checked.

PERFORMANCE MEASURE TABLE												
Decision Unit: State and Local Assistance												
Performance Report and Performance Plan Targets		FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target
Performance Measure	# of State and Local Law Enforcement Officers Trained in Clandestine Laboratory Enforcement	1,275	1,573	1,029	1,043	1,077	952	968	940	873	950	950
Performance Measure	# of Clan Lab Cleanups (DEA/S&L)	571/6,936	437/8,174	323/9,467	217/8,666	133/4,604	73/3,332	107/3,750	††	100/5,848	†††	†††
Performance Measure	# of Marijuana Plants Eradicated (Includes Plants Cultivated Indoors and Outdoors) ¹	3,341,840	3,651,106	3,200,121	4,209,086	5,029,317	7,034,327	8,013,308	7,000,000		9,000,000	9,000,000
OUTCOME Measure	Contribution to DOJ's Goal to Reduce the Availability of Drugs in America	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD	TBD

†† Since performance for DEA's Hazardous Waste Program is reactive, it is difficult to target; therefore no targets are included.

††† A target for FY 2010 and FY 2011 will not be established for this performance indicator. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance to discontinue specific performance measures that may be confusing to external stakeholders, do not adequately reflect the core mission of the program and/or are difficult to project performance due to external and uncontrollable variables.

¹ Actual performance for the Domestic Cannabis Eradication/Suppression Program is reported on the calendar year ending December 31. CY 2010 and 2011 targets assume continuing National Guard Bureau / DoD support and no change to the current marijuana threat.

3. Performance, Resources, and Strategies

The State and Local Assistance Decision Unit contributes to DOJ's Strategic Goal 2: "Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the American People." Within this Goal, the resources specifically address DOJ's Strategic Objective 2.4: "Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs."

a. Performance Plan and Report for Outcomes

DEA's State and Local Assistance Decision Unit consists of three areas: State and Local Law Enforcement Officer Clandestine Laboratory Training courses, DEA's Hazardous Waste Program (Clandestine Drug Laboratory Cleanup), and the Domestic Cannabis Eradication/Suppression Program. Since each program area has identified unique performance measures related to their specific activities, they are addressed separately below.

It should be noted that in FY 2009, DEA reviewed all of its agency-wide performance measures in an effort to streamline its performance reporting. The goals of this review were to focus DEA's performance reporting on core mission areas and simplify presentation to enhance transparency. The result is the restructuring of DEA's existing performance measures, which includes the deletion of some measures and the addition of others. For State and Local Assistance, DEA will no longer reflect an outcome measure since this decision unit is so small and consists mainly of reimbursable funding. Additionally, the performance measure for the Number of Clan Lab Cleanups (DEA / S&L) will be deleted since the number of Clan Lab Cleanups is outside of DEA's control and cannot be targeted. Also, it is unclear whether an increase or a decrease in the number of Clan Lab Cleanups indicates success. Data for DEA's Hazardous Waste Program will be addressed in the narrative description in the future.

Due to the timing of this restructuring, the State and Local Assistance Performance and Resources Table and Performance Measure Table reflect DEA's existing performance measure structure as reported in DEA's FY 2010 Congressional Budget Submission instead of the new structure. In addition, the narrative focuses on the FY 2009 results of DEA's existing performance measure structure, as these are the performance measures with established FY 2009 targets.

State and Local Law Enforcement Officer Clandestine Laboratory Training

DEA continues to conduct one of the most critical, specialized training programs offered to State and local law enforcement officers in the area of Clandestine Laboratory Training. DEA trains these officers on the latest safety techniques and methods in detecting and investigating clandestine methamphetamine labs. Often, it is the State and local police who first encounter these clandestine labs and must ensure that they are investigated, dismantled, and disposed of appropriately.

DEA offers three Clandestine Laboratory Training courses (State and Local Clandestine Laboratory Certification, Clandestine Laboratory Site Safety, and Clandestine Laboratory Tactical training). The first two courses provide detailed information regarding Occupational

Safety and Health Administration (OSHA) regulations and standards. Officers are informed of the hazards that they are likely to encounter and how to handle these hazards. For example, during training, officers become familiar with the personal protective equipment that must be worn when dismantling a clandestine lab. During the third course, officers are taught the difference between traditional drug investigations and clandestine laboratory investigations.

Between FY 2000 and FY 2009, DEA has trained 11,187 State and local law enforcement officers in identifying and processing clandestine laboratories. Teaching others the techniques used to investigate and dismantle clandestine labs acts as a force multiplier for DEA. DEA's targeted level of performance for FY 2009 was to train 940 State and local officers. DEA missed its target by 7 percent. This was attributed to the cancellation of two classes to facilitate the move to the new clandestine laboratory training facility in FY 2009. As of September 30, 2009, 873 State and local law enforcement officers have been trained in Clandestine Laboratories by DEA.

Hazardous Waste Program (Clandestine Drug Laboratory Cleanup)

Since 1980, the Environmental Protection Agency's hazardous waste regulations (under the Resource Conservation and Recovery Act) have required generators of hazardous waste to properly manage their waste. Thus, DEA along with State and local law enforcement agencies become the "generator" of hazardous waste when a clandestine drug laboratory is seized.

The DEA Laboratory System established a program in 1990 to address environmental concerns from the seizure of clandestine drug laboratories. The amount of waste material and chemicals taken from a clandestine drug laboratory may vary from a few pounds to several tons, depending on the size of the laboratory and its manufacturing capabilities. Wastes may be highly toxic, flammable, corrosive, reactive and, in some cases, radioactive. These wastes have caused injury and death to laboratory operators, and fires and explosions that have contaminated the interior of homes, apartments, motels, etc. In some instances, these wastes have been indiscriminately dumped in pits, streams, lakes, septic tanks, and along the roadside.

Cleaning up a seized clandestine drug laboratory is a complex, dangerous, and expensive undertaking. However, the DEA Hazardous Waste Program has been successful in promoting the safety of law enforcement personnel and the public, protecting the environment, and minimizing the agency's liability.

DEA's program promotes the safety of law enforcement personnel and the public by using highly qualified companies with specialized training and equipment to perform the removal of the wastes at the seized laboratory. DEA's Hazardous Waste Cleanup and Disposal Contract (HWDCD) is serviced by numerous contractors. Using these contractors reduces the risk of injury to law enforcement personnel and the public from the cleanup of the seized laboratory and, due to the nationwide network of contractors, the response time is reduced.

The use of highly qualified contractors also helps to protect the environment by ensuring strict adherence to the applicable environmental laws and regulations, including safe transportation to storage and disposal facilities. Compliance with applicable laws and regulations not only

reduces the probability of indiscriminate contamination of the environment from hazardous wastes at clandestine drug laboratories, but also minimizes DEA's liability.

DEA's Hazardous Waste Program (Clandestine Drug Laboratory Cleanup) has one primary performance measure – the number of Clandestine Drug Laboratory Clean Ups funded by DEA. Based on data provided by DEA's Hazardous Waste Unit, as of September 30, 2009, DEA funded 5,848 state/local cleanups and 100 federal cleanups. Since this performance measure will be deleted from future performance tables, no targets are included for FY 2010 and FY 2011.

Domestic Cannabis Eradication/Suppression Program

The Domestic Cannabis Eradication/Suppression Program is a nationwide law enforcement program that exclusively targets marijuana. DEA administers the program through Reimbursement Agreements with OJP and AFF to fund operational plans for eradication campaigns and suppression programs. DEA's current performance measure for the program is the Number of Marijuana Plants Eradicated (Including Plants Cultivated Indoors and Outdoors).

Since eradication is based on the growing season, all program performance data is collected and reported on the calendar year with performance weighted towards the end of the year. Domestically cultivated marijuana is dependant on climatic conditions, therefore, extreme circumstances such as flood, drought, and fire can dramatically impact the amount of product cultivated and therefore seized. Taking these uncontrollable factors into consideration, DEA estimated that in CY 2009, 7,000,000 cannabis plants would be destroyed. Final data will be available in the March/April 2010 timeframe. DEA has established the target of 9,000,000 marijuana plants eradicated for CY 2010 and will work diligently to meet or exceed this target.

b. Strategies to Accomplish Outcomes

To fulfill the critical mission of reducing drug availability in the United States, DEA devotes the resources necessary to assist State and local agencies with drug enforcement efforts. Part of DEA's overall strategy is to complement State and local efforts with specialized programs aimed at reducing the availability of drugs through DEA's expertise and leadership. To achieve this goal, DEA:

- Improves the capabilities of State and local enforcement efforts with specialized clandestine laboratory training programs that improve their abilities to enforce State drug laws;
- Assists state and local law enforcement efforts to cleanup hazardous wastes produced from seized clandestine drug laboratories; and
- Assists state and local efforts to control the production of cannabis through the Domestic Cannabis Eradication/Suppression Program.

The following strategies outline DEA's plan to achieve the State and Local Assistance objectives:

Provide clandestine laboratory training to State and local law enforcement officers to improve the capabilities of State and local law enforcement agencies and their ability to investigate, dismantle, and dispose of clandestine drug labs.

State and local law enforcement officers are taught how to handle the hazards they will encounter in these laboratories and the procedural differences between traditional drug investigations and clandestine laboratory investigations. They also receive familiarization training on the personal protective equipment that must be worn when dismantling a clandestine laboratory. The U.S. Code of Federal Regulations mandates that all federal, state, and local law enforcement officers receive at least 24 hours of hazardous chemical handling training prior to entering a clandestine drug laboratory.

Assist state and local law enforcement efforts to cleanup hazardous wastes produced from seized clandestine drug laboratories.

DEA's program promotes the safety of law enforcement personnel and the public by using highly qualified companies with specialized training and equipment to perform the removal of hazardous wastes generated by seized clandestine drug laboratories.

Assist local efforts to control the production of cannabis.

The Domestic Cannabis Eradication/Suppression Program assignments include providing operational and training assistance to state/local agencies, monitoring activities, and acting as a conduit for intelligence and information with DEA Headquarters. This assistance and joint cooperation allows for the enhancement of already aggressive eradication enforcement activities throughout the nation. However, the success of the Domestic Cannabis Eradication/Suppression Program is directly attributed to the decision of the participating agencies to share intelligence, technology, and manpower.

D. Diversion Control Fee Account

Diversion Control Fee Account - Total	Perm. Pos.	FTE	Amount \$(000)
2009 Enacted with Rescissions	1,188	1,184	\$244,450
2009 Supplementals	0	0	0
2009 Enacted w/Rescissions and Supplementals	1,188	1,184	244,450
2010 Enacted	1,199	1,190	251,790
Adjustments to Base and Technical Adjustments	0	5	3,534
2011 Current Services	1,199	1,195	255,324
2011 Program Increases	174	87	36,508
2011 Program Offsets	0	0	0
2011 Request	1,373	1,282	291,832
Total Change 2010-2011	174	92	\$40,042

1. Program Description

The Diversion Control Program (DCP) is responsible for carrying out a primary mission of the Drug Enforcement Administration: to enforce the Controlled Substances Act (CSA) and its regulations pertaining to pharmaceutical controlled substances and listed chemicals. The DCP actively monitors more than 1.3 million individuals and companies that are registered with DEA to handle controlled substances or listed chemicals through a system of scheduling, quotas, recordkeeping, reporting, and security requirements.

The DCP implements an infrastructure of controls established through the Controlled Substances Act and ancillary regulations. This system balances the protection of public health and safety by preventing the diversion of controlled substances and listed chemicals while ensuring as adequate and uninterrupted supply for legitimate needs. The DCP conducts and facilitates domestic and international investigations; plans and allocates program resources; promulgates regulations; and conducts liaison with industry as well as federal, state, and local counterparts.

The Problem of Diversion

The diversion and abuse of pharmaceutical controlled substances has long been a problem, but these problems have become more acute in recent years. There are many factors contributing to the increased abuse of prescription drugs. Many mistakenly believe that abusing prescription drugs is safer than using illicit street drugs. Prescription drugs are easily obtainable from friends and family. Moreover, many people are not aware of the potentially serious consequences of using prescription drugs non-medically.

Over the last several years, national surveys have documented the fact that a significant number of Americans are abusing controlled substance prescription drugs for nonmedical purposes. According to the 2008 National Survey on Drug Use and Health (published in September 2009) 6.2 million Americans were current non-medical users of psychotherapeutic drugs. Of that

number 4.7 million Americans abused pain relievers. The survey also indicated that the abuse of prescription drugs was second only to marijuana and had the largest number of new initiates.

The Centers for Disease Control (CDC) reported that “the number of deaths involving prescription opioid analgesics increased from roughly 2,900 in 1999 to 7,500 in 2004, an increase of 160 percent in 5 years.” CDC also reported that unintentional poisoning deaths attributed to methadone increased from 786 in 1999 to 4,462 in 2005, a 467.7 percent change and that unintentional poisoning deaths attributed to psychotherapeutic drugs increased from 671 in 1999 to 1,300 in 2004, an 83.5 percent change. According to the CDC, opioid analgesics were involved in almost 40 percent of all poisoning deaths in 2006.

The Florida Medical Examiner’s Commission reported that in 2006, there were 2,780 lethal dose reports of prescription drugs detected in deceased persons in the State of Florida, an average of 7 deaths per day. In 2007, the Florida Medical Examiner’s Commission reported that there were 3,750 lethal dose reports of prescription drugs detected in deceased persons in the State of Florida or an average of more than 10 persons per day. In 2008, there were 6,286 reports where prescription drugs were detected in deceased persons that were not considered to be at a lethal dose level, but may have been found in combination with other substances. In 2008, there were 4,924 deaths related to prescription drugs or an average of nearly 13.5 deaths per day in Florida.

DEA focuses the majority of its investigations on where the diversion occurs the most, at the pharmacy and practitioner level of the distribution chain. This includes non-registrants and end users who are involved in large-scale diversion, prescription fraud (prescriptions that were written in the name of a practitioner who did not authorize the dispensing of a controlled substance), and doctor shopping (drug seekers who present various complaints to multiple physicians to procure controlled substances). Thefts and robberies from pharmacies, illegal Internet distribution organizations (individuals and organizations that operate over the Internet and prescribe and dispense controlled substances without a valid prescription), prescription fraud, doctor shopping, and inappropriate or illegal distribution and dispensing by health practitioners or non-registrants represent the majority of investigations initiated by DEA.

All of the goals, strategies and initiatives supported by the DCP are intended to establish stronger standards of control, aid in preventing the diversion of pharmaceutical controlled substances and chemicals, and enhance public safety by building greater accountability and qualitative reporting requirements into its network of compliance indicators.

1a. PERFORMANCE AND RESOURCES TABLE

Decision Unit: Diversion Control											
DOJ Strategic Goal 2: Prevent Crime, Enforce Federal Laws and Represent the Rights and Interests of the American People											
Strategic Objective 2.4: Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs											
WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		2010 President's Budget		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Workload Measure	Number of Drug and Chemical Registrants (On Board as of October 1st)	1,333,000		1,327,622		†††		-		†††	
Workload Measure	Number of Drug and Chemical New Applicants (throughout the FY)	71,500		73,866		74,900		1,790		76,690	
Total Costs and FIE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FIE	\$000	FIE	\$000	FIE	\$000	FIE	\$000	FIE	\$000
		1,184	\$ 244,450 [S0]	1,184	\$ 244,450 [S0]	1,190	\$ 251,790 [S0]	92	\$ 40,042 [S0]	1,282	\$ 291,832 [S0]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		2010 President's Budget		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
		FIE	\$000	FIE	\$000	FIE	\$000	FIE	\$000	FIE	\$000
Program Activity	Diversion of Licit Drugs and Chemicals	1,184	\$ 244,450 [S0]	1,184	\$ 244,450 [S0]	1,190	\$ 251,790 [S0]	92	\$ 40,042 [S0]	1,282	\$ 291,832 [S0]
Performance Measure	Number of Active Controlled Substance Act (CSA) and Chemical Diversion & Trafficking Act (CDTA) Complaint, Criminal & Scheduled Investigations Worked	5,400		5,295		†††		-		†††	
Performance Measure	Number of Administrative/Civil Sanctions (Disrupt)	520		693		540		20		560	
Performance Measure	Number of Administrative/Criminal Sanctions (Dismantle)	750		864		770		30		800	
Performance Measure	List I Chemical Scheduled Investigations for CDTA Compliance Initiated as a Percentage of Diversion Investigators (Non-Supervisory) On-Board (%)	100.00%		118.10%		†††		-		†††	
Performance Measure	Percentage of Adjusted Type B Scheduled Investigations for CSA Compliance Initiated	100.00%		145.70%		†††		-		†††	
Efficiency Measure	Number of Registrations Processed per FTE	50,600		57,359		53,130		2,660		55,790	
Efficiency Measure	Percent of CSA and CDTA Registrations (New Applications only) Processed Electronically	80.0%		81.60%		†††		-		†††	
OUTCOME	Ensure Registrant Compliance with the CSA - Adjusted Type B Registrant Compliance Indicator (%)	98.00%		94.90%		†††		-		†††	

††† A target for FY 2010 and 2011 will not be established for this performance indicator. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance to discontinue specific performance measures that may be confusing to external stakeholders, do not adequately reflect the core mission of the program and/or are difficult to project performance due to external and

Data Definitions:*Types of Registrants:*

* Type A Registrants dispense controlled substances at the retail level. These include pharmacies, hospitals, clinics, practitioners, teaching institutions and mid-level practitioners (nurse practitioners, physician assistants, etc.).

* Type B Registrants manufacture and distribute controlled substances at the wholesale level. These include manufacturers, distributors, analytical labs, importers/exporters, researchers and narcotic treatment programs.

* Chemical Registrants manufacture and distribute chemicals at the wholesale and retail level. These include retail distributors, manufacturers, distributors, importers and exporters.

Complaint Investigation on CSA/CDTA Registrants: All non-scheduled regulatory investigations of CSA/CDTA violations/violators. These include: Priority Target Organizations (PTOs); criminal investigations; administrative investigations; Drug Oriented Investigations (DOIs); and, civil investigations.

Sanction Categories:

* Disrupt: Consists of civil fines, administrative hearings, letters of admonition, suspension and restriction. Registrants usually retain the DEA Registration with restrictions and/or financial penalty. Registrants may be temporarily denied access to controlled substances/chemicals.

* Dismantle: Consists of surrender for cause, revocation and denial. Registrants lose or forfeit the DEA Registration or are convicted of a drug felony. Registrants are permanently denied access to controlled substances/chemicals pending a reversal of circumstances.

List I Chemical Investigations (%): The Number of List I Chemical Investigations (fiscal year target) is pre-determined by the on-board strength of non-supervisory Diversion Investigators (DI) at the beginning of the fiscal year. Each non-supervisory DI is required to conduct at least one, but no more than two, List I regulatory investigations per fiscal year. Thus, the annual target or goal is one investigation per non-supervisory DI and it is expressed as a percentage of non-supervisory DIs on-board or 100%.

Adjusted Type B Compliant Indicator (%) = (Adjusted Number of Type B Registrants – Adjusted Number of Non-Compliant Type B Registrants) / (Adjusted Number of Type B Registrants)

X 100 %

Data Collection and Storage: During the reporting quarter, the Diversion field offices change the status of a registrant's CSA2 Master record to reflect any Regulatory Investigative actions that are being conducted on the registrant. The reporting of the Regulatory action by each field office is available on a real-time basis through the reporting system within CSA2, as the investigative status change occurs. The Regulatory investigative actions that are collected in a real-time environment are as follows: letters of admonition/MOU, civil fines, administrative hearing, order to show cause, restricted record, suspension, surrender for cause, revocations, and applications denied. The CSA2 enables DEA to maintain all of the historical and investigative information on DEA registrants. It also serves as the final repository for a majority of punitive (i.e. sanctions) actions levied against CSA violators.

Data Validation and Verification: The Diversion Investigator and the field office Group Supervisor (GS) are tasked to ensure that timely and accurate reporting is accomplished as the registrants investigative status change occurs. Both GS and the Diversion Program Manager (DPM) have the ability to view the report of ongoing and completed Regulatory Investigation actions for their office/division at any time during the quarter or at the quarter's end, since the actions are in real-time.

Data Limitations: The content of the quarterly reports is restricted to Regulatory Investigative action on controlled substance/List I chemical registrants and makes no mention of budgetary information. Timeliness is not considered a limitation since the data is collected as the change in the status of the investigation occurs.

1b. PERFORMANCE AND RESOURCES TABLE (NEW MEASURES)

Decision Unit: Diversion Control

DOJ Strategic Goal 2: Prevent Crime, Enforce Federal Laws and Represent the Rights and Interests of the American People

Strategic Objective 2.4: Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs

WORKLOAD/ RESOURCES		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		2010 President's Budget		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Workload Measure	Number of Criminal Case Initiations ^{1,2}	641		627		673		34		707	
Workload Measure	Active Diversion PTOs ^{1,3}	N/A		215		220		-		220	
Workload Measure	Number of Drug and Chemical New Applicants (throughout the FY)	71,500		73,866		74,900		1,790		76,690	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
(reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		1,184	\$ 244,450 [\$0]	1,184	\$ 244,450 [\$0]	1,190	\$ 251,790 [\$0]	92	\$ 40,042 [\$0]	1,282	\$ 291,832 [\$0]
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2009		FY 2009		2010 President's Budget		Current Services Adjustments and FY 2011 Program Change		FY 2011 Request	
Program Activity	Diversion of Licit Drugs and Chemicals	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		1,184	\$ 244,450 [\$0]	1,184	\$ 244,450 [\$0]	1,190	\$ 251,790 [\$0]	92	\$ 40,042 [\$0]	1,282	\$ 291,832 [\$0]
Performance Measure	Number of Administrative/Civil/Criminal Sanctions ⁴	1,270		1,557		1,635		82		1,717	
Performance Measure	Number of Diversion PTOs Disrupted & Dismantled ^{1,3}	N/A		82/89		85/90		-		85/90	
Performance Measure	Number of Planned Scheduled Investigations Completed (Overall) ¹	580		1,065		1,002		94		1,096	
Efficiency Measure	Number of Registrations Processed per FTE	50,600		57,359		53,130		2,660		55,790	
OUTCOME	Milestones for Development, Implementation, and Maintenance of Data Warehouse (Rapid Targeting Online Reports Tool - RapTOR) to Monitor Closed Distribution System, Which Will Allow For The Development of An Outcome Measure ¹	N/A		N/A		Milestone 1: Deploy RapTOR (For Beta Testing)		-		Milestone 2: Deploy RapTOR (Operational)	

¹ New performance measure. In FY 2009, DEA reexamined all performance measures in response DOJ's guidance to discontinue specific performance measures and replace them with measures that will be easily understood by external stakeholders and better reflect DEA's mission.

² Criminal cases will be determined by the use of DEA's Case Status Subsystem (CAST) to obtain records with 2000 series Diversion case files and class codes 40/50.

³ The DCP does not track the performance of CPOT-linked PTOs separately, therefore the numbers reported for Diversion PTOs include both CPOT-linked PTOs and Not CPOT Linked PTOs. In FY 2009, the DCP had **2 active PTOs linked to CPOs** with **2 PTOs linked to CPOs Disrupted**.

⁴ This measure is a consolidation of two previous measures that tracked administrative/civil and administrative/criminal sanctions separately.

Data Definitions:*Types of Registrants:*

- * Type A Registrants dispense controlled substances at the retail level. These include pharmacies, hospitals, clinics, practitioners, teaching institutions and mid-level practitioners (nurse practitioners, physician assistants, etc.).
- * Type B Registrants manufacture and distribute controlled substances at the wholesale level. These include manufacturers, distributors, analytical labs, importers/exporters, researchers and narcotic treatment programs.
- * Chemical Registrants manufacture and distribute chemicals at the wholesale and retail level. These include retail distributors, manufacturers, distributors, importers and exporters.
- * Criminal Investigation on CSA/CDTA Registrants: All non-scheduled regulatory investigations of CSA/CDTA violations/violators. These include: Priority Target Organizations (PTOs); criminal investigations; and Drug Oriented Investigations (DOIs).

Sanction Categories:

- * Disrupt: Consists of civil fines, administrative hearings, letters of admonition, suspension and restriction. Registrants usually retain the DEA Registration with restrictions and/or financial penalty. Registrants may be temporarily denied access to controlled substances/chemicals.
- * Dismantle: Consists of surrender for cause, revocation and denial. Registrants lose or forfeit the DEA Registration or are convicted of a drug felony. Registrants are permanently denied access to controlled substances/chemicals pending a reversal of circumstances.

Data Collection and Storage: During the reporting quarter, the Diversion field offices change the status of a registrant's CSA2 Master record to reflect any Regulatory Investigative actions that are being conducted on the registrant. The reporting of the Regulatory action by each field office is available on a real-time basis through the reporting system within CSA2, as the investigative status change occurs. The Regulatory investigative actions that are collected in a real-time environment are as follows: letters of admonition/MOU, civil fines, administrative hearing, order to show cause, restricted record, suspension, surrender for cause, revocations, and applications denied. The CSA2 enables DEA to maintain all of the historical and investigative information on DEA registrants. It also serves as the final repository for a majority of punitive (i.e. sanctions) actions levied against CSA violators.

Data Validation and Verification: The Diversion Investigator and the field office Group Supervisor (GS) are tasked to ensure that timely and accurate reporting is accomplished as the registrants investigative status change occurs. Both GS and the Diversion Program Manager (DPM) have the ability to view the report of ongoing and completed Regulatory Investigation actions for their office/division at any time during the quarter or at the quarter's end, since the actions are in real-time.

Data Limitations: The content of the quarterly reports is restricted to Regulatory Investigative action on controlled substance/List 1 chemical registrants and makes no mention of budgetary information. Timeliness is not considered a limitation since the data is collected as the change in the status of the investigation occurs.

2a. PERFORMANCE MEASURE TABLE

Decision Unit: Diversion Control

Performance Report and Performance Plan Targets		FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
Performance Measure	Number of Active Controlled Substance Act (CSA) and Chemical Diversion & Trafficking Act (CDTA) Complaint, Criminal & Scheduled Investigations	4,861	2,774	2,864	5,137	5,319	5,321	5,400	5,295	†††	†††
Performance Measure	Number of Administrative/Civil Sanctions (Disrupt)	492	504	510	501	518	649	520	693	540	560
Performance Measure	Number of Administrative/Criminal Sanctions (Dismantle)	548	618	628	711	743	952	750	864	770	800
Performance Measure	List I Chemical Scheduled Investigations for CSA Compliance Initiated as a Percentage of Diversion Investigators (non-supervisory) On-Board (%)	119%	90%	98%	85%	90%	107%	100%	118%	†††	†††
Performance Measure	Percentage of Adjusted Type B Scheduled Investigations for CSA Compliance Initiated	19.60%	19.90%	18.85%	25.30%	105.17%	222.70%	100.00%	145.70%	†††	†††
Efficiency Measure	Number of Registrations Processed per FTE	N/A	22,004	23,846	27,974	34,219	50,439	50,600	57,359	53,130	55,790
Efficiency Measure	Percent of CSA and CDTA Registrations (New Applications only) Processed Electronically	N/A	11.7%	40.9%	56.0%	57.9%	77.85%	80.0%	81.6%	†††	†††
OUTCOME Measure	Ensure Registrant Compliance with the CSA - Adjusted Type B Registrant Compliance Indicator (%)	97.70%	96.83%	97.04%	95.66%	97.10%	88.54%	98.00%	94.90%	†††	†††

††† A target for FY 2010 and 2011 will not be established for this performance indicator. In FY 2009, DEA reexamined all agency-wide performance measures in response to DOJ's guidance to discontinue specific performance measures that may be confusing to external stakeholders, do not adequately reflect the core mission of the program and/or are difficult to project performance due to

2b. PERFORMANCE MEASURE TABLE (NEW MEASURES)¹

Decision Unit: Diversion Control

Performance Report and Performance Plan Targets		FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
Workload Measure	Number of Criminal Case Initiations ^{1,2}	N/A	N/A	N/A	N/A	N/A	N/A	641	627	673	707
Workload Measure	Active Diversion PTOs (Including CPOT Linked and Not CPOT Linked) ^{1,3,4}	N/A	N/A	68	105	173	215	N/A	215	220	220
Workload Measure	Number of Drug and Chemical New Applicants (throughout the FY)	N/A	N/A	N/A	74,299	71,949	78,603	73,150	73,866	74,900	76,690
Performance Measure	Number of Administrative/Civil/Criminal Sanctions ⁵	1040	1122	1138	1212	1261	1601	1270	1557	1310	1360
Performance Measure	Number of Diversion PTOs Disrupted & Dismantled (Including CPOT Linked and Not CPOT Linked) ^{1,3,4}	N/A	N/A	14/11	26/10	53/24	102/49	N/A	82/89	85/90	85/90
Performance Measure	Number of Planned Scheduled Investigations Completed (Overall) ¹	N/A	N/A	N/A	N/A	N/A	N/A	580	1,065	1,002	1,096
Efficiency Measure	Number of Registrations Processed per FTE	N/A	22,004	23,846	27,974	34,219	50,439	50,600	57,359	53,130	55,790
OUTCOME	Milestones for Development, Implementation, and Maintenance of Data Warehouse (Rapid Targeting Online Reports Tool - RapTOR) to Monitor Closed Distribution System, Which Will Allow For The Development of An Outcome Measure ¹	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Milestone 1: Deploy RapTOR (For Beta Testing)	Milestone 2: Deploy RapTOR (Operational)

¹New DEA performance measure. In FY 2009, DEA reexamined all performance measures in response to DOJ's guidance and is discontinuing specific performance measures and replacing them with new measures that will be easily understood by external stakeholders and better reflect DEA's mission.

²Criminal cases will be determined by the use of DEA's Case Status Subsystem (CAST) to obtain records with 2000 series Diversion case files and class codes 40/50.

³The DCP does not track the performance of CPOT-linked PTOs separately, therefore the numbers reported for Diversion PTOs include both CPOT-linked PTOs and Not CPOT Linked PTOs. For fiscal years 2005 through 2007, all of the Diversion PTOs were Not CPOT Linked. Beginning in FY 2008, the DCP had **3 Active PTOs linked to CPOTs** with **1 PTO Linked to CPOTs Disrupted**. In FY

⁴Diversion PTO data prior to FY 2005 is not currently available. DEA transitioned from a manual tracking system to an automated tracking system for PTOs between fiscal years 2002 and 2004. As a result, some of the case-related data is difficult to access and validate.

⁵This measure is a consolidation of two previous measures that tracked Administrative/Civil and Administrative/Criminal Sanctions separately.

3. Performance, Resources, and Strategies

The DCP contributes to DOJ's Strategic Goal 2: "Prevent Crime, Enforce Federal Laws and Represent the Rights and Interests of the American People." Within this goal, the resources specifically address DOJ's Strategic Objective 2.4: "Reduce the Threat, Trafficking, Use, and Related Violence of Illegal Drugs." Diversion Control resources ensure a strong deterrence against the diversion and illegal prescribing of controlled substances and chemicals.

a. Performance Plan and Report for Outcomes

New Measures

At the request of DOJ in November 2009, DEA reviewed all of its agency-wide performance measures in an effort to streamline its performance reporting. The goals of this review were to focus DEA's performance reporting on core mission areas and simplify presentation to enhance transparency. The result is the restructuring of DEA's existing performance measures, which includes the retiring of some measures and the addition of others.

Due to the timing of this restructuring, tables for both DEA's existing performance measures (Tables 1a and 2a) and DEA's new performance measures (Tables 1b and 2b) are included below. DEA's existing performance measures reflect the structure as reported in DEA's FY 2010 Congressional Budget Submission. The narrative focuses on the FY 2009 results of DEA's existing performance measures, as these are the performance measures with established FY 2009 targets.

Below is a summary of the changes to the performance measures associated with the DCP:

- Deletion of the Number of Drug and Chemical Registrants (On Board as of October 1st) - The DCP does not control the number of registrants so it is very difficult to target and explain. New measures that better reflect the workload of the regulatory and criminal aspects of the DCP are included.
- Addition of the Number of Criminal Case initiations (CAST Records with Class Codes 40/50 and Fee Fundable GDEP) - This is the workload measure that managers use to manage the criminal aspects of the DCP. In addition, with the planned increase in the number of TDSs, measures that adequately reflect TDS performance are included.
- Addition of the Number of Active Diversion PTOs - With the planned increase in the number of TDSs, this measure will better reflect TDS performance.
- Deletion of the Number of Active Controlled Substance Act (CSA) and Chemical Diversion and Trafficking Act (CDTA) Complaint, Criminal & Scheduled Investigations Worked - To highlight the regulatory and criminal aspects of the DCP, separate workload measures are included.
- Consolidation of the Number of Administrative/Civil and Administrative/Criminal Sanctions - This consolidation will reduce the total number of measures reported externally.
- Addition of the Number of Diversion PTOs Disrupted / Dismantled - With the planned increase in the number of TDSs, this measure will reflect TDS performance.

- Addition of the Number of Planned Scheduled Investigations Completed (Overall) - This measure reflects the change in the requirements for planned scheduled investigations, which will be phased in over time.
- Deletion of List I Chemical Scheduled Investigations for CDTA Compliance Initiated as a Percentage of Diversion Investigators (Non-Supervisory) On-Board (%) - This measure has been replaced by the measure for "Number of Planned Scheduled Investigations Completed (Overall)" to reflect the change in the requirements for planned scheduled investigations, which will be phased in over time.
- Deletion of the Percentage of Adjusted Type B Scheduled Investigations for CSA Compliance Initiated - This measure has been replaced by the measure for "Number of Planned Scheduled Investigations Completed (Overall)" to reflect the change in the requirements for planned scheduled investigations, which will be phased in over time.
- Deletion of the Percent of CSA and CDTA Registrations (New Applications only) Processed Electronically - As of the fourth quarter of FY 2009, 81.58 percent of CSA and CDTA Registrations (new applications only) were processed electronically. DCP management does not expect to reach 100 percent due to "mom and pop" pharmacies so this measure will plateau in the near future.
- Deletion of Ensure Registrant Compliance with the CSA - Adjusted Type B Registrant Compliance Indicator (%) - This measure is an inverse indicator. As the DCP issues more sanctions against registrant violators, the percentage reported goes down. This has been difficult to explain to external stakeholders. As a result, a new outcome measure is included below.
- Addition of Milestone for Development, Implementation, and Maintenance of Data Warehouse to Monitor Closed Distribution System, which will allow for the development of an outcome measure - RapTOR is the DCP's Rapid Targeting Online Reports tool. RapTOR will be used to rapidly obtain information related to the manufacture and distribution of controlled substances and listed chemicals. The reports and analysis will be used to target potential offenders, trend distribution patterns, and allocate investigative resources.

Performance Narrative

The Total Number of Drug and Chemical Registrants and New Applications Processed are the overall workload measures for the DCP, and the performance outcome measure for this decision unit is the Adjusted Type B Registrant Compliant Indicator.

Adjusted Type B Registrant Compliance Indicator

The DCP drug-related workload measures consist of two distinct groups: Type A registrants/applicants (retailers) and Type B registrants/applicants (wholesalers). While the majority of DEA registrants are Type A registrants (e.g., pharmacies, clinics/hospitals, and practitioners), the Type B registrants (e.g., manufacturers, distributors, importers and narcotic treatment programs) are considered the sources of supply for controlled pharmaceutical products; and, therefore represent a higher level of risk. Due to the enormous quantities of controlled substances that Type B registrants handle, their level of compliance with DEA regulations significantly impacts the integrity of the closed system of distribution. A compliant Type B registrant ensures, as best as possible, that their controlled substance products remain within the

legitimate distribution chain, while a non-compliant Type B registrant has the potential of allowing millions of dosage units of raw and/or finished product into the illicit market. A scheduled investigation of a Type B registrant that results in no action indicates that the registrant is compliant with DEA regulations.

A component of Type B Registrants that is closely monitored is Adjusted Type B Registrants. Adjusted Type B Registrants exclude researchers and analytical labs because the amount of controlled substances maintained or supplied to these Type B registrants is minimal, and the risk to public safety is nominal relative to the vast amount of controlled substances handled by manufacturers, distributors, importer/exporters, and narcotic treatment programs. Adjusted Type B registrants are often referred to as the wholesale population or bulk handlers of controlled substances.

Therefore, the outcome measure, Adjusted Type B Registrant Compliance Indicator, which is defined as the adjusted number of compliant Type B registrants divided by the total number of adjusted Type B registrants, provides a good measure of DEA's regulatory activity and effectiveness among its registrants who pose a higher risk to public safety. This performance measure tracks the percentage of the wholesale population or bulk handlers of controlled substances who are compliant with the CSA and it represents a key measure of the agency's effort to safeguard the public.

General compliance among DCP registrants is very high. The potential explanation for such high levels of compliance is rooted in the fact that each registrant functions as a business entity, and as such, has Federal, State and local licensing requirements that criminal entities circumvent. The degree of noncompliance and the corresponding action taken by the DCP runs the gamut. However, at the most egregious level, the violators are subject to administrative, civil, and criminal sanctions. These sanctions include, but are not limited to, civil fines, administrative hearings, letters of admonition, restricted use, suspensions, surrenders for cause, revocations, and denials.

The Adjusted Type B Compliance Indicator is a "negative" or "inverse" measure that demonstrates DEA's effectiveness in identifying the diversion of controlled substances and applying sanctions against CSA violators. As more and more diverters are caught, the percent of compliant registrants goes down. In other words, a decline in the Compliance Indicator is indicative of Diversion's increased vigilance and success against the most prevalent threats (e.g., the diversion of OxyContin[®] and its analogues) and other pervasive violators (e.g., illegitimate online pharmacies).

The DCP has established a goal of 98 percent compliance among its bulk handlers of controlled substances. Institutional knowledge among drug enforcement officials has determined that 100 percent CSA compliance is an unrealistic goal or expectation. Nevertheless, data from FY 2003 through FY 2009 demonstrate that relatively small, temporal fluctuations in the level of CSA compliance can be expected as CSA violators are identified, sanctioned and eventually removed from the registrant population. In FY 2009, Diversion fell short of its target of 98 percent by less than 3.1 percent due to DEA's intense focus on disrupting and dismantling illegitimate online pharmacies and traffickers of

steroids and OxyContin. It reported 94.9 percent compliance among its CSA registrants. While it is anticipated that the compliance percentage will continue to fall short of the established goal as more disruptions and dismantlements are accomplished, DEA expects to ultimately achieve and maintain its goal of 98 percent CSA compliance.

Additional Regulatory and Enforcement Performance Measures

Additional performance measures have been included in the Performance and Resources Table, which are indicative of the overall regulatory and enforcement activities supported by the DCP. These additional measures are:

- Number of Complaint, Criminal, and Scheduled Investigations Worked
- Number of Administrative/Civil Sanctions (Disrupt)
- Number of Administrative/Criminal Sanctions (Dismantle)
- List 1 Chemical Scheduled Investigations for CSA Compliance Initiated as a Percentage of Non-Supervisory Diversion Investigators On-Board
- Percentage of Adjusted Type B Scheduled Investigations for CSA Compliance Initiated
- Number of Registrations Processed per FTE;
- Percent of CSA and CDTA Registrations (Applications and Renewals) Processed Electronically.

Due to the overwhelming number of Type A registrants (compared to Type B registrants), it is important to note that Type A activity contributes the most to the abovementioned performance measures.

Diversion Administrative/Civil and Administrative/Criminal Sanctions (Disruptions and Dismantlements)

The DCP operationally defines the disruption and dismantlement of CSA and/or the Chemical Diversion and Trafficking Act of 1988 (CDTA) violators in the following manner:

Disruption - Violators of the CSA and/or CDTA who, after due process, receive Administrative/Civil sanctions. In other words, these violators are temporarily denied access to controlled substances and chemicals. These sanctions may include, but are not limited to civil fines, administrative hearings, letters of admonition, suspended registrations, and restricted registrations.

Dismantlement - Violators of the CSA and/or CDTA who, after due process, receive Administrative/Criminal sanctions. In other words, these violators are permanently denied access to controlled substances and chemicals. These sanctions may include, but are not limited to registrations surrendered for cause, revoked registrations, and registrations denied.

In FY 2009, Diversion Control reported 693 administrative/civil sanctions (disruptions), which is 33.27% above its FY 2009 target of 520. In addition, Diversion Control reported 864 dismantlements, which is 15.2% above its FY 2009 target of 750.

In FY 2009, because Diversion anticipated that it would meet, but not greatly exceed its FY 2008 actual results, it increased its FY 2009 targets to 520 disruptions and 750 dismantlements. This is due in part to an increased level of confidence and experience in forecasting these data. For FY 2010, the targets were increased to 540 disruptions and 770 dismantlements. For FY 2011, the targets were increased to 560 disruptions and 800 dismantlements.

It should be noted that as a direct result of DEA's mandate to pursue the assets of traffickers and diverters of controlled substances and levy more serious, permanent administrative/criminal sanctions, the number of dismantlements has dramatically increased. Given the abovementioned mandate, the number of disruptions have also increased, but at a much slower rate. It is anticipated that Diversion will continue to meet its annual targets for both disruptions and dismantlements.

Implementation of the E-Commerce Initiative

DEA is able to track the impact that the E-Commerce Initiative is having on the registration process. Specifically, DEA can track the reduction in the time required to process new applications and renewals. For example, online access to registration and order forms has significantly reduced the amount of processing time for renewals from 6 weeks to 5 days.

In FY 2005, DEA established the following two DCP efficiency measures:

- Number of Registrations Processed per FTE
- Percent of CSA and CDTA Registrations (Applications and Renewals) Processed Electronically

In FY 2009, the DCP reported 57,359 registrations processed per FTE, which exceeded its target of 50,600. In light of the resultant performance in FY 2009 and in absence of sufficient empirical data to support a more robust methodology for establishing annual targets, the DCP has concluded that the projection of its FY 2009 target may have been underestimated. As a result, the DCP adjusted its targets for FY 2010, FY 2011 and FY 2012 to 53,130, 55,790 and 58,580 respectively, as it continues to identify and evaluate the potential factors that could be used to develop a more robust methodology for projecting its out-year targets

In FY 2009, 81.6 percent of the DCP's registrations were processed on-line. Given targets of 85, 90 and 95 percent respectively for FY 2010, FY 2011 and FY 2012 it appears that Diversion has been right on point in terms of its ability to adequately forecast and meet the targeted achievement in this area. Moreover, it seems evident that more and more of the registrant population are benefiting from the convenience of on-line registrations, which is encouraging from the stand point of efficiency and cost savings.

b. Strategies to Accomplish Outcomes

DCP's mission is to reduce the illegal use and abuse of pharmaceutical controlled substances and chemicals within the United States, ensure that adequate supplies of pharmaceutical controlled

substances and chemicals are available to meet legitimate medical, scientific, and industrial needs, and prevent, detect, and eliminate the diversion of these substances to illicit markets.

To achieve this mission, the DCP does the following:

- Identifies and targets those responsible for the diversion of pharmaceutical controlled substances and chemicals through traditional investigative and cyber crime initiatives; and,
- Supports the DEA DCP registrants with improved technology, including the E-Commerce Initiative.

The following strategies outline DEA's plan to achieve these objectives:

Investigate and prepare for prosecution, violators of chemical and pharmaceutical controlled substances laws at the international, national, State, and local levels while maintaining cooperation, support, and assistance from the regulated industry.

Enforcement Activities

DEA has historically utilized Tactical Diversion Squads (TDS) since the late 1970s. These TDSs allow for the unification of separate and sometimes disparate Federal, State, and local information, authorities, and enforcement programs. They work with State and local (S&L) law enforcement authorities in developing more effective enforcement programs against diversion. TDSs also help coordinate with various judicial districts to maximize the effectiveness of multiple investigations and prosecutions of those involved in the diversion of controlled substances and chemicals.

TDSs investigate suspected violations of the CSA and other appropriate Federal or state statutes pertaining to the diversion of licit pharmaceuticals and chemicals. These unique groups combine the resources of DEA (both Special Agents and Diversion Investigators) with S&L law enforcement agencies in an innovative effort to investigate, disrupt and dismantle those individuals or organizations involved in diversion schemes (e.g., "doctor shoppers," prescriptions forgers, and prevalent retail-level violators). TDSs develop sources of information and disseminate intelligence to appropriate elements for the development of leads and targets. The TDS provides support to a Diversion Group and/or a Diversion Staff where law enforcement authority (LEO) activities are required (e.g., purchase of evidence/purchase of information, conducting surveillance, conducting undercover operations, making arrests, and executing search/seizure warrants).

The realignment of DCP personnel into the new TDSs will be accomplished in phases over several years. Phase 1 will implement a basic infrastructure utilizing existing position authorizations, personnel and funding in FY 2009. A full implementation of Phase 2 will require additional budget authority and fee collections.

Additional functions of the DCP include:

- Operational support activities essential to the operation of the above priorities including registration and regulatory support, Diversion Investigator recruitment, training, and drug/chemical surveys; and,
- Drug and chemical liaison with international representatives, State and local officials and industry.

Combating Methamphetamine

The production of methamphetamine continues to be a major problem throughout the United States. DEA's success in eliminating the importation of bulk pseudoephedrine through enforcement efforts such as the Letter of No Objection Program and the issuance of Orders to Show Cause has decreased the number of List I chemical registrants and removed a number of distributors of "grey market" products from the marketplace. Consequently, the number of super labs seized in the U.S. has decreased, and the operators, mostly Mexican nationals, have shifted their production to Mexico. The remaining small toxic labs have begun to rely heavily on obtaining cold and asthma drugs, the requisite precursor List I chemicals, from traditional outlets such as chain drug stores, big box stores and other retail facilities.

In order to thwart increased production of methamphetamine and further deny would-be traffickers' and diverters' access to these precursor substances, in March 2006, Congress passed the Combat Methamphetamine Epidemic Act of 2005 (CMEA). CMEA has provided significant tools to enhance law enforcement efforts against the production and distribution of methamphetamine both domestically and internationally.

The retail provisions of the CMEA, which require regulated sellers of over-the-counter medications containing pseudoephedrine, ephedrine, and phenylpropanolamine to complete a required training and self-certification process, went into effect across the United States on September 30, 2006.

Retail outlets are now required to keep all non-prescription products containing pseudoephedrine, ephedrine, and phenylpropanolamine behind the counter or in a locked cabinet, and consumers are required to show proper identification and sign a logbook for each purchase. The logbook contains the customer's name, address, date and time of sale, name and quantity of the product sold, and the purchaser's signature. The Act also implements daily sales limits and monthly purchase limits of these products.

In December 2007, DEA published its 2007 and 2008 Assessment of Annual Needs for the List I chemicals ephedrine, pseudoephedrine, and phenylpropanolamine in accordance with CMEA. This first-time assessment established the annual quantities of these chemicals which may be manufactured domestically or imported to provide adequate supplies for legitimate medical and other needs. Additional CMEA rules finalized in 2007 regulate importation/exportation, eliminate the exemptions of chemical mixtures containing these chemicals, and establish import and production quotas for individual companies.

Internet Investigations

The Internet is rapidly becoming a more popular source for the sale and distribution of pharmaceuticals and chemicals. Many legitimate online pharmacies make it easier and more convenient for consumers to obtain the pharmaceutical controlled substances they need. However, by using the Internet, violators are able to purchase pharmaceuticals without a valid prescription and chemicals without the appropriate DEA documentation. They may even bypass the safeguards to protect consumers against the harmful use of controlled substances and obtain drugs that are not legal in the United States. This undermines the safety and health of the consumer and increases the potential for diversion of pharmaceutical controlled substances. DEA is using industry-based Internet search and analysis solutions to search for and identify the Internet pharmaceutical trafficking groups.

Deployments

DEA has an ongoing program of deploying investigative teams to the field on an as-needed basis to dismantle DEA-registered pharmacies that have been identified as illegally selling controlled pharmaceuticals over the Internet. As a result of one deployment, Operation Lightning Strike, ten illegal Internet pharmacies and two physicians were shut down, removing 57,462,916 dosage units of hydrocodone distribution.

Ryan Haight Online Pharmacy Consumer Protection Act of 2008

The Ryan Haight Online Pharmacy Consumer Protection Act (Ryan Haight Act) was enacted in October 2008 and became effective on April 13, 2009, making it illegal to "deliver, distribute, or dispense a controlled substance by means of the Internet, except as authorized by [the CSA]" or to aid or abet such activity. The illegal Internet websites that the Act seeks to eliminate take on a variety of appearances and use a variety of methods. One common factor is that all these websites are marketed toward drug seekers who are willing to pay a premium to obtain pharmaceutical controlled substances without having a legitimate medical need for them. DEA is optimistic that the Ryan Haight Act is continuing to address many of the problems of online prescription drug trafficking, abuse, and availability.

The Act does the following:

- Amends the Controlled Substances Act adding new provisions applicable to the distribution of controlled substances by means of the Internet and increasing the penalties applicable to the illegal distribution of controlled substances.
- Prohibits the selling or distribution of controlled substances over the Internet without a valid prescription by a health care practitioner who has physically examined the drug's recipient at least once – with some exceptions. Some telemedicine practices are exempted from the in-person medical evaluation requirement.
- Requires pharmacies that want to dispense controlled substances on the Internet to modify their existing registration, clearly display a notification of legal compliance on the site's homepage, and disclose affiliated prescriber and pharmacy information on a site's homepage.

Diversion of List I Chemicals

The DCP has initiated and actively participated in several ongoing, multi-national operations to prevent, detect, and eliminate the diversion of chemicals and other precursor substances across global markets. On the domestic front, the DCP has liaison and outreach programs with the chemical industry to improve cooperation and compliance with new and on-going initiatives implemented to reduce the amount of diversion.

The availability of List I chemicals on the Internet has provided chemical traffickers an almost unlimited supply of chemicals necessary to manufacture illicit substances. The Internet availability of both regulated and non-regulated chemicals creates a challenge for law enforcement and the DCP. In order to meet this challenge, the DCP needs to coordinate its efforts in conjunction with the DEA's Special Operations Division (SOD) and field components to target these Internet sites. With new technically advanced tools for internet investigations and the Automation of Reports and Consolidated Orders System (ARCOS), the DCP has greatly improved its ability to detect, investigate, and apprehend CSA and CDTA violators.

The DCP plans to focus its deployment of Diversion Investigator positions to domestic field offices in areas experiencing dramatic increases in clandestine methamphetamine production. Diversion Investigators are uniquely qualified to assess production capabilities, assess chemical trafficking patterns, and develop leads on individuals and businesses engaged in the diversion of chemical precursors.

Internationally, the DCP needs to remain engaged as a task force member on both of the International Narcotics Control Board's (INCB) Project Prism Task Force and Project Cohesion Task Force. In that capacity, the DCP will continue to participate in a multinational forum of precursor chemical intelligence sharing operations. These operations overlay the already established international convention of Pre-Export Notifications (PENs) for shipments of Table 1 precursor chemicals listed by the United Nations. The DCP is actively promoting the idea, internationally and bilaterally, that PENs need to be applied to shipments of pharmaceutical preparations containing ephedrine and pseudoephedrine, as well.

At the same time, the DCP is working to increase its efforts to conduct and improve overseas liaison by providing international chemical control training to foreign law enforcement officials. The resultant training has enabled our foreign counterparts to improve their ability to detect and identify clandestine shipments of banned chemical imports, thereby denying source country traffickers the requisite precursors and reagents necessary to refine and produce illegal drugs.

Enforce the provisions of the CSA as they pertain to import/export, manufacture, distribution and dispensing of legally produced controlled pharmaceuticals and chemicals by creating a strong deterrence against the diversion of these substances through the development and implementation of new technologies (e.g., cyber crime initiatives) that will allow for the rapid and effective detection of potential diversion via the Internet.

Regulatory Control

To enhance the DCP, DEA will establish groups dedicated to performing the regulatory and compliance aspects of the Program. It is DEA's goal to increase the frequency of scheduled investigations and improve its regulatory oversight to include previously excluded registrant groups. Therefore, DEA will request additional positions for these groups in FY 2011 and beyond. This renewed focus on regulatory control will enable DEA to be in position to ensure that the CSA registrants are complying with the Controlled Substances regulations. The following is a sample of the revised schedule for regulatory investigations, which will be accomplished through a phased implementation as resources allow:

- **Drug** (Manufacturer, Bulk Manufacturer, Distributor, Importer/Exporter, Bulk Importer) – from every 5 years to every 3 years
- **Chemical** (Manufacturer, Bulk Manufacturer, Distributor, Importer/Exporter, Bulk Importer) – from every 3 years to every 2 years
- **Office Based Opioid Treatment/Buprenorphine Physicians** – from 1 per group per year to all every 5 years
- **Researcher, Analytical Lab, Teaching Institution** – from not applicable to all every 5 years

The Diversion Group/Diversion Staff carry out the DCP's regulatory control program within their area of responsibility. They conduct pre-registration, scheduled, and complaint investigations consistent with the CSA and its implementing regulations. They also work with state and local counterparts pertaining to the diversion of licit pharmaceuticals and chemicals. They are primarily responsible for the prevention of diversion through regulatory compliance and controls which may include administrative, civil or criminal action against a registrant.

Prescription Drug Monitoring Programs (PDMPs)

PDMPs are state operated systems utilized to oversee the prescribing and dispensing of controlled substances. State PDMPs collect prescription information electronically from pharmacies and analyze it. This data is then provided to State agencies to assist in the identification of "doctor shoppers" and over-prescribers, which can result in effective investigations. In addition to law enforcement and regulatory activities, the information collected and analyzed by a State PDMP may be utilized to assist in identifying patients whose drug usage is increasing and who may benefit from a referral to a specialist or to substance abuse treatment; to assist prescribers in making appropriate treatment decisions for their patients; and to assist pharmacists in providing pharmaceutical care.

States with Prescription Drug Monitoring Programs can seek federal grant money from two different programs. The first is the Harold Rogers Prescription Drug Monitoring Program which received \$7 million in funding for FY-2010. This program is available through the Bureau of Justice Assistance Program. The second source is through NASPER which is maintained by the Department of Health and Human Services. The NASPER grant program received \$2 million for FY-2010. As of January 2010, there were 41 states that have enacted legislation to implement a PDMP program. Currently, there are 34 programs that are operational. The remaining 7 states are in some type of start-up phase or are waiting funding.

DEA's goal is to work with all interested parties to identify the best means available to facilitate the establishment or enhancement of PDMPs to ensure that prescription data pertaining to controlled substances is collected from the largest possible segment of pharmacies and other dispensers in the most cost-effective manner while assuring patients and their healthcare providers that these programs do not negatively impact the legitimate practice of medicine and that the confidentiality of collected data will be protected.

A concerted effort is being made by the Integrating Justice Information Systems (IJIS) Institute, in cooperation with State agencies and the DEA, to develop a technological solution that will facilitate information sharing between State PDMPs. The data elements currently collected by State PDMPs would have to be standardized and federal legislation would have to be implemented to authorize a national PDMP. Data integration, data analysis, and the tracking of results would be very challenging on a national level due to the volume of data collected and the limited resources available on a national level for investigations and educational outreach programs. The legal and logistical complexities of implementing a national PDMP database make such an effort prohibitive in the near future. To facilitate information sharing between State PDMPs, the National Alliance of Model State Drug Laws worked with several States and the DEA to develop a *Model Interstate Agreement for the Sharing of Information among State PDMPs*.

The Department of Justice is actively promoting PDMPs that help prevent and detect the diversion and abuse of pharmaceutical controlled substances, particularly at the retail level where no other mandated automated information collection system exists.

Distributor Initiative

OD has begun an Internet Distributor Initiative to educate registered distributors of controlled substances and focus on those who are distributing to pharmacies that are filling invalid Internet prescriptions. As part of this initiative, DEA has created a presentation explaining the laws, regulations, and DEA policies for the wholesalers. This presentation provides wholesalers some examples of domestic Internet pharmacies, their purchase patterns, and methods of operation. The presentation is designed to emphasize to wholesalers the need to immediately stop selling where large scale diversion appears to be occurring or face the loss of their DEA registration and judicial sanctions.

From August 2005 through September 2008, DEA briefed 33 corporations, with over 139 distribution sites, concerning illegal Internet pharmacy operations. As a result, some distributors have voluntarily stopped selling or voluntarily restricted sales of controlled substances to suspicious domestic pharmacies.

When educational efforts do not yield the desired results of cutting the supply lines to these illicit operations, DEA will implement administrative, civil, or criminal sanctions against the registrant. On April 30, 2008, a Settlement Agreement in the amount of \$13,250,000 was entered into by the United States Department of Justice and the McKesson Corporation. McKesson agreed to settle allegations that they violated federal reporting provisions relating to

the sale of controlled substances to illicit Internet pharmacies. A settlement of \$35 million was entered into with Cardinal Health in October 2008, the largest in DEA history.

Automated Reports and Consolidated Order System (ARCOS)

DEA is using the ARCOS to identify high volume purchasers of narcotic controlled substances as an aid in determining which retail pharmacies and practitioners are most likely involved in the illicit distribution of controlled substances over the Internet. The volume of controlled substances being diverted by a single rogue pharmacy dispensing via the Internet poses a major threat.

Industry Outreach

DEA's close cooperative relationships with key industry leaders have reduced the availability of essential Internet-access, express shipping, and financial services to online pharmaceutical trafficking organizations. DEA has worked to raise awareness of the growing problem of pharmaceutical diversion via the Internet; promote voluntary efforts to restrict legitimate business services from being used by illicit Internet controlled pharmaceutical traffickers; and identify potential sources of data maintained by businesses that may aid in targeting enforcement efforts against the largest Internet pharmaceutical drug trafficking organizations. DEA provided training to approximately 150 fraud investigators and established a systematic information sharing process with Pay Pal for websites illicitly selling controlled pharmaceuticals. Similar training was provided to over 75 FedEx security managers. This training is ongoing.

DEA has worked with Internet search engines such as Google, AOL, and Yahoo to create links to DEA's Diversion Website. These links are designed to appear when consumers attempt to buy controlled substances online without the requisite medical exams and prescriptions. From 2005 to 2007, these links appeared more than 79.7 million times. DEA's outreach to Google, Yahoo, and AOL has secured significant commitments by these companies to DEA's public service announcement campaign and has laid the groundwork for the sharing of spam-based investigative leads.

Coordinate E-Commerce Initiative with other Federal, State and local law enforcement and regulatory agencies, as well as developing and implementing a fully-integrated, IT architecture necessary for external E-Commerce application, which requires interaction with or standards for regulated industries.

Through the Electronic Commerce (E-Commerce) Initiative, OD is providing alternative information technologies to improve its efficiency and responsiveness to the public. Working with over one million legitimate handlers of controlled substances and chemicals, the DCP initiatives, such as the Controlled Substances Ordering System (CSOS), improve timeliness and accuracy as well as offer a higher degree of security and integrity by replacing manual paper versions of required documents to transfer licit drugs. Furthermore, in support of the DCP's mission to ensure an adequate and uninterrupted supply of controlled substances to meet legitimate medical and scientific needs, the DCP is working to develop regulations that implement performance standards to permit the electronic transmission of controlled substance

prescriptions. This voluntary system, known as Electronic Prescriptions for Controlled Substances (EPCS), would serve as an electronic alternative to paper prescriptions and allow DEA registrants to satisfy the legal requirements for prescriptions and reduce the potential for prescription errors, forgery, and theft.

Other DEA reengineering and modernization efforts include:

- Enhancing IT systems to link the current, established call center with an Oracle CSA database that will interface with an Interactive Voice Response telephone system. CSA application forms received electronically will eliminate manual data entry, thus reducing data entry error rates, enabling support staff to provide more timely registration and re-registration, allowing for more expedient action on routine application processing, and providing a monitoring and training system to ensure the optimum in customer service to the registrant community. These efforts are ongoing.
- Ongoing effort to enhance ARCOS and the CSA Program. This will allow DEA to modernize the registration system, provide registrants with the ability to report mandated information through electronic data interchange, maintain the DCP website, which is a major conduit for information to the regulated communities, develop and enhance a network with State and local regulatory and enforcement counterparts, and establish a data warehouse of all diversion information for use by field investigators.

Ensure adequate and uninterrupted supply of controlled substances and chemicals to meet legitimate medical, scientific and industrial needs without creating an oversupply.

Establishing quotas and monitoring imports of narcotic raw materials are critical to ensuring an adequate and uninterrupted supply of legitimate medicines containing controlled substances without creating an oversupply. Quotas and imports are based on information provided by industry (e.g. import permits and declarations, sales, distributions, inventory, manufacturing schedules, losses, and product development needs) and corroborated by consumption of these substances (e.g. prescriptions, distributions to retail levels, and input from the Federal Drug Administration (FDA) on new products and indications). Quota and import estimates for individual substances can either go up or down in a given year, depending on any number of factors.

Moreover, the DCP continues to provide scientific and technical support in the following manner:

- Compiling, analyzing and reporting specific information on the production, distribution, consumption, and estimated needs of all narcotics, psychotropic substances, chemicals and their preparations;
- Providing general scientific guidance and support to DEA, State and local agencies and international organizations regarding drug and chemical control issues and the biological sciences;
- Examining all CI research protocols;

- Serving as or identifying appropriate expert witnesses in criminal, administrative and other proceedings;
- Identifying information needs, initiating actions/studies, and alerting enforcement and public health entities on newly identified patterns of use/abuse on controversial substances like Anabolic Steroids in conjunction with the National Institute on Drug Abuse (NIDA) and the National Forensic Laboratory Information System (NFLIS – the NFLIS database contains over 5 million entries and also including STRIDE data from the DEA lab system); and,
- Preparing periodic reports mandated by treaties.

V. Program Increases by Item

A. Item Name: Southwest Border

Budget Decision Unit(s): Domestic Enforcement
International Enforcement

Strategic Goal(s) & Objective(s): Goal II; Objective 2.4

Organizational Program: Intelligence Division
Operations Division
Operational Support Division

Program Increase: Positions 0 FTE 0 Dollars \$54,247,000

Description of Item

DEA requests \$54,247,000 (including \$41,941,000 in no-year construction funding) in non-personnel funding to expand and reinforce its operations on the Southwest Border and in Mexico. The threat of drug trafficking in this region is clear – the Southwest Border is the primary arrival zone for most illicit drugs smuggled into the United States and it is an area where violence from the warring Mexican drug cartels is rampant. To counter the Southwest Border threat, DEA will strengthen relationships with Federal, State, and local law enforcement agencies through improvements at its El Paso Intelligence Center (EPIC). DEA will also target Mexican drug cartels by reinforcing its partnerships with foreign counterparts through continued development of the Mexico Sensitive Investigative Unit (SIU) program.

At the heart of this enhancement is EPIC, DEA’s long-standing and most important intelligence sharing organization focusing on the Southwest Border. EPIC’s mission is to support United States law enforcement and interdiction components through timely analysis and dissemination of intelligence on illicit drug and alien movements and the criminal organizations responsible for these illegal activities. In carrying out this mission, EPIC provides intelligence to law enforcement officials at all levels of government throughout the U.S. and in some foreign nations. This enhancement includes \$41,941,000 in construction funding for the expansion and renovation of the EPIC facility which will allow for increased participation by partner agencies. This initiative also includes \$1,500,000 for the EPIC System Portal (ESP) which will increase the capacity of EPIC’s information technology equipment and improve the center’s ability to share and receive information.

Also key to this enhancement is DEA’s SIU program. The program recruits, selects, and trains foreign police officers to work cooperatively with DEA in major case development and the exchange of intelligence. As a result, SIUs are a critical component of the Drug Flow Attack Strategy with SIU members serving as key participants in well-planned and coordinated enforcement operations in source countries, transit zones, and arrival areas. SIUs greatly enhance DEA’s ability to conduct priority target investigations of a global nature; to employ and maintain a drug intelligence network with worldwide collections capabilities; and to implement

and maintain existing judicial lawful intercept wiretap programs. This request includes \$10,806,000 to enhance the SIU program in Mexico which targets Mexican cartels and interdicts the flow of illegal drugs and the traffickers who smuggle them northward across the Southwest Border.

Justification

Large quantities of cocaine, marijuana, methamphetamine, and heroin continue to be smuggled from Mexico across the Southwest Border. Additionally, incidents of violence and murder, many of which are drug-related, have remained at elevated levels in Mexico for almost three years as the major drug trafficking organizations vie for control of drug smuggling corridors. In 2008, it is believed that approximately 5,660 drug-related killings occurred throughout Mexico. In 2009, the current death toll increased to approximately 8,000. The possibility also exists for terrorist organizations to use established drug smuggling routes to transport dangerous individuals or weapons of mass destruction into the U.S. Given the triple threat of illegal drugs, violence, and terrorism, DEA has identified the Southwest Border as a major focus area and efforts along the Southwest Border are now more critical than ever to maintaining our national security.

EPIC Renovation and Expansion

DEA requests \$41,941,000 in no-year construction funding for an expansion and renovation project to enlarge the existing EPIC facility. EPIC is a key component of the Administration's *National Southwest Border Counternarcotics Strategy*, which was released in June 2009. According to this strategy, "enforcement and intelligence agencies have increased both their programs and staff at EPIC to facilitate coordination of intelligence and, in some cases, operational efforts. These efforts should continue, along with initiatives to better coordinate 'Common Operating Picture' and 'Common Intelligence Picture' capabilities." EPIC currently houses employees from 22 Federal, State and local agencies and it directly supports the efforts of Department of Justice and Department of Homeland Security components. Recent additions at EPIC include the Immigration and Customs Enforcement's Border Violence Intelligence Cell, the Bureau of Alcohol, Tobacco, Firearms, and Explosives' (ATF) Gun Desk, and the Federal Bureau of Investigation's (FBI) Southwest Intelligence Group. EPIC also has information sharing agreements with police agencies in all 50 states, and it shares near real time information with the Joint Interagency Task Force South and other drug interdiction agencies and elements.

Demand from these agencies and other users for products and services has increased. Since the terrorist attack of September 11, 2001, EPIC has evolved into an all threats tactical operations center and has garnered increased support from the law enforcement and intelligence communities. This has led to increases in intelligence contributions, database queries, system users, and on-board staffing commitments from partner agencies. Of the 22 agencies participating at EPIC, 8 are planning an expansion of personnel to occur in the next year:

- DEA will increase on-board staffing levels by a total of 13 in FY 2010.
- DEA's License Plate Reader Initiative will expand by approximately 21 contract employees in FY 2010.
- The Department of Homeland Security is relocating the Border Enforcement Coordination Cell to EPIC which will increase staffing by 5 in FY 2010.
- Customs and Border Protection has reviewed their support and will increase its personnel at EPIC by 21 in FY 2010.
- Immigration and Customs Enforcement is anticipating an increase of 6 additional Intelligence Analysts during FY 2010.
- FBI has decided to leverage EPIC as a focal point for its Latin American initiative; as such it will add 10 Intelligence Analyst positions during FY 2010.
- ATF's *Operation Gunrunner* will be increasing its staff by an additional 15 positions during FY 2010.
- It has been requested that the Texas National Guard increase their staff by 3 Analysts during FY 2010.
- The National Guard Bureau, Counter Narcotics Division has plans to increase its staffing levels by 4 criminal analyst positions in FY 2010.

Construction funding for much needed expansion and renovation will enable EPIC to absorb this and future support and allow further development of the highly successful interagency partnerships. At the same time, it will prevent the need for other Department of Justice components or Federal agencies to build a duplicative intelligence center in the Southwest Border area.

The existing EPIC facility consists of 60 offices and 264 workstations, for a total of 324 available work spaces. The current on-board staffing at EPIC is 320 with an authorized staffing level of 365 positions. Much effort has been made to identify space within the current structure that is suitable for conversion to work space; however, these options are nearly exhausted. EPIC has already made the following modifications: converting several conference rooms into office space; removing existing walls to enlarge work areas; adding temporary 'containers' to increase existing storage areas; and re-designing the executive office areas to allow for three Foreign National Liaison Officers.

As EPIC continues to grow, the facility needs to be expanded to ensure that it can accommodate the increases in staffing, space needs, and facility requirements. This enhancement request will fund temporary modular buildings, Architectural/Engineering (A/E) design, 33,000 square feet of new construction, paving and site improvements, telecommunications, contingency and overhead, supervision, and infrastructure support. It will also fund the renovation of the existing 88,000 square foot facility to open up the space and bring the infrastructure into compliance with the current building code. In the near term, additional personnel will be housed in modular office space on the EPIC grounds.

Mexican Sensitive Investigative Units

DEA requests \$10,806,000 in non-personnel funding to provide permanent funding for the expanded SIU program in Mexico. DEA received \$20,000,000 in the FY 2009 supplemental for

the initial implementation of this enhancement. In response to the escalating violence perpetrated by Mexico's drug cartels, DEA has assessed the challenges faced by its Mexican law enforcement counterparts and made strategic and operational changes to the SIU program in Mexico. Through support of Mexico's SIUs, DEA is seeking to increase the pressure on drug trafficking organizations operating closer to the supply of illicit drugs. There are approximately 90 members in the current Mexican SIU Intelligence Bases, divided into two units: the Operations Unit and the Tactical and Analysis Unit. The head of Mexico's Secretaria de Seguridad (Secretary of Public Safety; SSP) has asked DEA for additional support for the SIU program. DEA and the Government of Mexico are negotiating to increase the size of the program to the allowable ceiling of 250 members.

The mission of the SIU program is to cooperatively train, equip, and support specialized units within host nation police forces and military commands with law enforcement authority, in order to develop and share intelligence to target, disrupt, dismantle and prosecute major international drug-trafficking organizations impacting the United States. By supporting proactive and successful bilateral investigations in partnership with nations committed to combating a problem that undermines their societies, DEA obtains maximum impact on the global drug trade. This international cooperation is essential to effectively addressing the problem of U.S.-bound drugs and the threat posed by the global drug trade to U.S. national security and interests.

The SIU program utilizes host nation personnel and DEA's leadership and communications intercept expertise to target drug trafficking organizations. All SIU members undergo an intense vetting process, receive training to conduct complex multinational narcotics investigations, and work under the guidance and direction of a dedicated DEA Special Agent Advisor (SAA). A minimum of one DEA SAA is assigned for each 15 SIU host nation members. In this role, the SAA is the linchpin between DEA and the host nation police counterparts. This relationship is instrumental in developing long-lasting ties in host nations and ensures that those nations have a stake in their country's drug enforcement operations.

The requested resources will fund operational facilities, training, travel, intercept equipment, and armored vehicles for the current and new SIUs. The funds will also be used for other necessary equipment, including cameras, computers, protective vests, tactical gear, handheld radios, and cell phones. The day-to-day intelligence and enforcement activities of the current Mexican SIUs are limited due to a lack of protective equipment and armored vehicles. This request will supplement base resources for the Mexico SIU program, thereby increasing their operational mobility and enhancing their effectiveness. Requested resources will also allow the SIU program in Mexico to develop specialized, expert units. The program will expand into the field of wire intercepts, enabling the Mexican SIU program to move towards a capability resembling the successful Colombian SIU program.

EPIC - System Portal (ESP) Infrastructure Enhancement

DEA requests \$1,500,000 to fund servers and software licenses to increase the capacity of EPIC's System Portal (ESP) infrastructure. The current ESP infrastructure has 3,800 vetted users and another 13,000 users with telephone access. However, the current system capacity is insufficient to accommodate the estimated growth to 20,000 users. The requested funding will

increase capacity to 20,000 users while ensuring that system performance is maintained. The additional users will include Federal, State, local and tribal law enforcement personnel and the enhancement will provide them with full access to all applications within the ESP.

Users access the ESP to report seizure incidents, query EPIC's databases, obtain various reports in support of their investigations, share intelligence, and submit queries to and obtain results from the EPIC Watch Operations Section. The ESP is the gateway to the following automated resources: National Seizure System (NSS), EPIC Information Search and Analysis (ELISA) System, Geo-spatial Information System (GIS), Business Intelligence System (BIS), EPIC User Access Management (UAM) Application, and Link Visualization Application. In addition, the National High Intensity Drug Trafficking Area (HIDTA) Domestic Highway Enforcement (DHE) Program has adopted the ESP to be its information sharing hub. This project provides, for the first time, an accurate national view of domestic highway operations to both Federal and State law enforcement. For the DHE Program, access to the ESP and the NSS has proven to be invaluable in allowing the timely sharing and visualization of operational information.

The ESP was first released for vetted users in April 2006. By August 2007, there were approximately 800 vetted users with access to the ESP from the Internet and over 5,000 users with telephone access to the 24x7 Watch Operations Section. Usage has grown to approximately 3,800 vetted users with access to the ESP and over 13,000 users with telephone access to the Watch. The EPIC UAM team has processed over 17,000 vetted users for access to EPIC. As the number of ESP users continues to grow, it drives the need for additional capacity. The requested funding is needed to procure and install additional servers and software licenses to support the Portal, Link Visualization, GIS, and BIS. By expanding ESP capacity, this enhancement will also enable the NSS to make strides towards becoming a true national repository for seizure incident information.

Impact on Performance (Relationship of Increase to Strategic Goals)

EPIC's mission requires it to support the Federal, State, local, tribal and international law enforcement community. As its customer base continues to grow, EPIC has experienced significant increases in intelligence contributions, database queries, system users, and on-board staffing commitments from partner agencies. Construction funding for much needed expansion and renovation will enable EPIC to absorb this additional support and allow further development of the highly successful interagency partnerships. This requested funding will increase the sharing and receipt of information; increase the development of new intelligence initiatives; increase the support and communication with law enforcement agencies along the Southwest Border and worldwide; and increase participation at EPIC by partner agencies. By renovating and expanding the EPIC facility, the center will be better equipped to provide timely and accurate intelligence to law enforcement agents, investigators, and analysts at all levels of government throughout the United States and in cooperating foreign nations.

The ESP infrastructure enhancement will increase user capacity to approximately 20,000 users. The project will provide additional Federal, State, local and tribal law enforcement personnel access to the ESP to report seizure incidents, query EPIC's databases, obtain various reports in support of their investigations, share intelligence and submit queries to and obtain results from

the EPIC Watch Operations Section. With this added number of users, the amount of seizure incident reporting will increase. As a result, the NSS will have more data available for national trends and patterns analyses and for summary reports for policy makers.

DEA's Drug Flow Attack Strategy directly addresses DOJ's Strategic Objective 2.4, "Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the American People; Reduce the threat, trafficking, use, and related violence of illegal drugs" by focusing intelligence and enforcement resources to disrupt and dismantle international PTOs. As part of the Drug Flow Attack Strategy, the Mexican SIU enhancement will enable DEA to respond to changing trends in drug trafficking by focusing investigative resources on critical Mexican cartel investigations in regions where the drugs are produced and trafficked, and where a large number of PTOs and CPOTs operate, to achieve three objectives:

- Identify, prioritize, and target the most significant international drug and chemical trafficking organizations.
- Disrupt the networks, financial infrastructures, operations, and the resource bases of targeted international drug and chemical trafficking organizations.
- Dismantle those international organizations that have a nexus to domestic organizations.

DEA's performance and the global impact of the Drug Flow Attack Strategy are defined by the disruptions and dismantling of PTOs, Consolidated Priority Organization Targets, Drug Trafficking Organizations, and High Value Targets. Additional quantification of performance is provided by seizures of illicit assets, including currency, property, and drugs. The mission of DEA in the international arena is to assist host nation law enforcement agencies in their enforcement efforts. Investigative information gathered and collected by DEA's foreign offices is shared with other U.S. and foreign law enforcement agencies to launch both foreign and U.S. domestic investigations. The successes of DEA's foreign operations are based on its global presence, cooperative relationship with host nation counterparts, and its ability to attack all levels of the narcotics trade at its source.

Funding

Base Funding - Salaries & Expenses

FY 2009 Enacted (with supplementals)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Agents	FTE	\$(000)	Pos	Agents	FTE	\$(000)	Pos	Agents	FTE	\$(000)
12	0	12	\$33,557	12	0	12	\$13,487	12	0	12	\$13,564

Base Funding - Construction

FY 2009 Enacted (with supplementals)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Agents	FTE	\$(000)	Pos	Agents	FTE	\$(000)	Pos	Agents	FTE	\$(000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

Personnel Increase Cost Summary - Salaries & Expenses and Construction

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (\$000)
Total Personnel	\$0	0	\$0	\$0

Non-Personnel Increase Cost Summary - Salaries & Expenses

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (\$000)
Mexican SIU	\$10,806	1	\$10,806	\$0
EPIC System Portal (ESP)	\$1,500	1	\$1,500	-\$1,500
Total Non-Personnel	\$12,306		\$12,306	-\$1,500

Non-Personnel Increase Cost Summary - Construction

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (\$000)
EPIC Renovation & Expansion	\$41,941	1	\$41,941	-\$35,941
Total Non-Personnel	\$41,941		\$41,941	-\$35,941

Total Request for this Item

	Pos	Agents	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services - S&E	12	0	12	\$1,649	\$11,915	\$13,564
Current Services - Construction	0	0	0	\$0	\$0	\$0
Increases - S&E	0	0	0	\$0	\$12,306	\$12,306
Increases - Construction	0	0	0	\$0	\$41,941	\$41,941
Grand Total	12	0	12	\$1,649	\$66,162	\$67,811

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B. Item Name: Intelligence Sharing

Budget Decision Unit(s): Domestic Enforcement

Strategic Goal(s) & Objective(s): Goal II; Objective 2.4

Organizational Program: Intelligence Division

Program Increase: Positions 0 FTE 0 Dollars \$5,235,000

Description of Item

DEA requests \$5,235,000 in non-personnel funding to expand and reinforce its information sharing capability with the Intelligence Community (IC) and other law enforcement agencies in order to enhance our Nation's efforts in reducing the supply of drugs, protecting our national security, and combating global terrorism. These resources will support DEA's Speedway and ODNI Initiatives as described below.

The Speedway Program enhancement will provide DEA's Special Operations Division (SOD) the ability to facilitate the operational requirements needed by SOD to maintain its cutting edge technology and current groundwork laid to make the program a cornerstone within DEA, law enforcements, and the intelligence community. The Speedway Program synthesizes effective data to produce valuable, timely intelligence regarding international and national communication structures used by major drug trafficking organizations, as well as drug related financial and/or terrorist organizations and makes it available to all agencies that participate at the Special Operations Division (SOD). The ODNI Initiative will provide the Office of National Security Intelligence's (NN) the capability to support DEA's Reports Officer program, system connectivity, and an electronic means of accessing TS/SCI intelligence from the community.

Justification

DEA's intelligence program is comprised of several components that are responsible for collecting, analyzing, and disseminating domestic and international drug-related intelligence. It also collects and reports national security intelligence encountered during the course of DEA's drug investigations. This intelligence facilitates DEA seizures and arrests, strengthens investigations and prosecutions of major drug trafficking organizations, and provides policy makers with drug trend information upon which tactical and strategic decisions are based.

Special Operations Division's (SOD) mission is to establish seamless law enforcement strategies and operations aimed at dismantling national and international trafficking organizations by attacking their command and control communications. SOD is able to facilitate coordination and communication among DEA divisions with overlapping investigations and ensure tactical and strategic intelligence is shared between DEA and SOD's participating agencies. The following enhancements will further support the funding needed for Speedway and Office of the Director of National Intelligence (ODNI) Initiative

Speedway

DEA requests \$4,935,000 in non-personnel funding to support DEA's Speedway program. The Speedway Program synthesizes effective data to produce valuable, timely intelligence regarding international and national communication structures used by major drug trafficking organizations, as well as drug related financial and/or terrorist organizations and makes it available to all agencies that participate at the Special Operations Division (SOD). It is projected that the Speedway program will disseminate approximately 100,000 products in FY11, which reflects a 15% increase over FY08.

The lifeblood of DEA's Office of Special Intelligence (NS), and by extension SOD, is the data acquired by NS to be used by NS Intelligence Analysts in support of SOD requests for products. However, NS has been so successful in acquiring ever larger data sets that now the capacity of the Information Technology (IT) system is being strained. This has been handled in the past by keeping a wide volume of data, but for a shorter period of time. The time frame has now become so truncated that it has reached a critical point, highlighting NS' data capacity limitations. In the short run, NS has begun to cross-analyze data sets to provide information to be used by NS (in conjunction with SOD) to prioritize the data they would like to keep on line, with the other data to be kept available, but not immediately accessible.

As a result, equipment is needed to provide the necessary storage and processing capability for both current "traditional" active data that NS currently cannot load/exploit because of capacity limitations, and large volumes of Internet-related data to support increasingly frequent and more complex SOD and DEA Internet-related investigations. It is also needed for partial tech refresh of data processing and data storage equipment to maintain NS operations. The request includes:

- Contractors (4 x \$220,000 = \$880,000 (3 to NST, 1 to NSD)) - The contractors are required for tech refresh, equipment integration, and equipment maintenance. The additional staff is needed to handle additional workload, including large data sets from Internet investigations, as NS moves to a new, more sophisticated system at the offsite, and existing tandem systems at Merrifield must be integrated and, in some areas, refreshed.
- Equipment - Network Switches, Routers, and Encryption (\$340,000)
- Equipment - Servers (\$1,150,000)
- Equipment - Disk Storage (\$1,765,000)
- Equipment - Data Backup and Protection (\$685,000)
- Equipment - Security (\$75,000) - Network security upgrades are needed to continue to conform to DOJ data processing security accreditation requirements.
- Computer Room Environment and Infrastructure (\$40,000) - Additional cabling and upgrade fiber optic and copper cabling in Merrifield computer room.

Office of the Director of National Intelligence (ODNI) Initiative

DEA requests \$300,000 in non-personnel funding to support an ODNI Information Sharing Initiative. As part of the Intelligence Community (IC), DEA's Office of National Security Intelligence facilitates full and appropriate intelligence coordination and information sharing

between DEA and other members of the IC. Information sharing enhances our Nation's efforts to reduce the supply of drugs, protect our national security, and to combat global terrorism. Specifically, a portion of these resources will be used in support of DEA's Reports Officer program. This program, since its inception in June 2004, has proven to be one of the most successful mechanisms within DEA to share information with the IC and by disseminating more than 10,000 total reports. In December 2009, this program transferred from being housed under the law enforcement component of DEA to the NN, and changed its reporting to produce only Intelligence Information Reports (IIRs), with a much wider dissemination of these products to the IC. Another portion of these resources will be used for system connectivity. The Department of Justice Consolidated Office Network (JCON) -TS is the primary mechanism for electronic interaction with the other community members. Besides the dissemination of intelligence, communication with the other member is conducted primarily on JCON-TS via e-mail. Lastly, as DEA's only electronic means of accessing TS/SCI intelligence from the community, JCON-TS is the lifeline for DEA's ability to research topically specific information disseminated by the other members.

Impact on Performance (Relationship of Increase to Strategic Goals)

The Speedway Program produces valuable data that generates timely intelligence regarding international and national communication structures used by major drug trafficking organizations, as well as drug related financial and/or terrorist organizations and makes it available to all agencies that participate at the Special Operations Division (SOD). Without the requested enhancement, the Speedway Program will have difficulty being able to facilitate the operational requirements from Special Operations Division and maintaining its cutting edge technology and sources that make the program a cornerstone within DEA, law enforcement, and the intelligence community. These requirements include the ability to expand our proactive analysis capabilities, address the required resources to support the 959 and 960 groups (including narco-terrorism investigations) continue addressing the merge of all transactional and non-transactional information regardless of source, bring in additional data sources to complement our current repository of information, additional contractor support and add the additional hardware and peripherals (servers, disk storage, tape drives and backups, server, storage and network management software, storage area network, and local area network upgrades) to process and store the additional information to include Internet related data.

Without adequate funding for the aforementioned ODNI Initiatives, DEA will have difficulty maintaining its ability to facilitate full and appropriate intelligence coordination and information sharing required within DEA and with other members of the IC. A portion of the requested funding will be used to enhance the Reports Officer program. The Reports Officer program has proven to be an invaluable mechanism for DEA to share information with the IC and to provide the capability to disseminate more than 10,000 total reports. Since the program was transferred and housed under the law enforcement component of NN in December 2009, it has changed its reporting format to produce only Intelligence Information Reports (IIRs) and now it provides a wider dissemination of products to the IC.

Funding

Base Funding

FY 2009 Enacted				FY 2010 President's Budget				FY 2011 Current Services			
Pos	Agents	FTE	\$000	Pos	Agents	FTE	\$000	Pos	Agents	FTE	\$000
13	0	13	\$22,194	13	0	13	\$29,031	13	0	13	\$30,977

* Base funding amounts include funding from S&E and all other sources.

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (\$000)
Total Personnel		0	\$0	\$0

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (\$000)
Speedway	\$4,935	1	\$4,935	\$0
ODNI Initiative	\$300	1	\$300	\$0
Total Non-Personnel	\$5,235	2	\$5,235	\$0

Total Request for this Item

	Pos	Agents	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	13	0	13	\$1,864	\$29,113	\$30,977
Increases	0	0	0	\$0	\$5,235	\$5,235
Grand Total	13	0	13	\$1,864	\$34,348	\$36,212

C. Item Name: Diversion Control Program Enforcement and Regulatory Support

Budget Decision Unit(s): Diversion Control Fee Account

Strategic Goal & Objective: Goal II; Objective 2.4

Organization Program: Office of Diversion Control
Special Operation Division

Program Increase: Positions 174 Agents 62 FTE 87 Dollars \$33,508,000

Description of Item

DEA requests \$33,508,000 (including \$4,314,000 in non-personnel funding) and 174 positions (including 62 agents) to address staffing shortfalls at DEA headquarters, Special Operations Divisions (SOD), and in domestic field offices to support. The DOJ Office of Inspector General's (OIG) 2006 report "Follow up Review of the Drug Enforcement Administration's Efforts to Control the Diversion of Pharmaceuticals" found that the Diversion Control Program needed to increase law enforcement support to assist the program in performing inherently law enforcement activities. In order to satisfy this requirement, the Diversion Control Program increased its Special Agent authorization by adding 23 new Special Agents in FY 2006; moving 29 existing direct-funded Special Agents to the fee account in FY 2006; and converting 108 vacant Diversion Investigator positions to Special Agents positions in FY 2007. While meeting immediate enforcement needs, the conversion of Diversion Investigator positions to Special Agents has significantly depleted available resources to conduct regulatory control functions.

DEA is working to fulfill both the regulatory control and enforcement aspects of the Diversion Control Program in FY 2011 and beyond. This approach will help the Diversion Control Program meet immediate and future needs regarding both regulatory control and enforcement activities and ensure the appropriate mix of Diversion Investigators, Special Agents, and support personnel.

Justification

Regulatory Activities

DEA requests \$3,384,000 for 23 diversion investigator positions to address existing staffing shortfalls in the regulatory program and to increase the focus on regulatory oversight functions. This includes the modification of chemical and regulatory work plans to increase the frequency of scheduled investigations and to broaden the pool of registrants that are subject to scheduled regulatory investigations. Increasing the frequency of inspections/investigations will ultimately help industry comply with the Controlled Substances Act (CSA) and its implementing regulations, and more easily identify those who are potential avenues for diversion. The last significant increase to Diversion Investigator positions was accomplished in the FY 2004 budget;

however, 108 vacant Diversion Investigator positions were converted to Special Agent positions because of immediate law enforcement requirements identified in the 2006 OIG report. Thus, the loss of Diversion Investigator positions, combined with the need to step up an aggressive regulatory control program requires replenishment and an increase in Diversion Investigator resources. DEA's goal as described will be implemented over several years as positions are authorized, collections support funding requests, and positions are staffed.

In addition, the new work plan modification will require that all newly-approved controlled substance and chemical registrants will be subject to a scheduled investigation within one year of approval and issuance of a DEA registration. Thus, this will require the deployment of additional Diversion Investigators.

Enforcement Activities

DEA requests \$23,560,000 (including \$3,939,000 in non-personnel funding) and 97 positions (including 60 special agents and 37 diversion investigators) for Tactical Diversion Squads (TDSs). TDSs combine Special Agents, Diversion Investigators, and State and Local Task Force Officer (S&L) resources to provide law enforcement support to DEA's Diversion Control Program. DEA is currently using existing Special Agent and Diversion Investigator positions to organize TDSs in each domestic field division. DEA requests 60 new Special Agents and 37 new Diversion Investigator positions to solidify existing TDSs where S&L personnel are limited and to establish new TDSs in areas of significant pharmaceutical diversion. This request also includes \$3,175,000 for overtime and other overhead costs for 64 new State and local Task Force Officers (TFO), and \$264,000 for 8 new contract clerical personnel for TDSs.

TDSs allow for the unification of separate and sometimes disparate Federal, State, and local information, authorities, and enforcement programs. They work with S&L law enforcement authorities in developing more effective enforcement programs against diversion. TDSs also help coordinate with various judicial districts to maximize the effectiveness of multiple investigations and prosecutions of those involved in the diversion of controlled substances and chemicals.

TDSs investigate suspected violations of the CSA and other appropriate Federal or state statutes pertaining to the diversion of licit pharmaceuticals and chemicals. These unique groups combine the resources of DEA (both Special Agents and Diversion Investigators) with S&L law enforcement agencies in an innovative effort to investigate, disrupt and dismantle those individuals or organizations involved in diversion schemes (e.g., "doctor shoppers," prescriptions forgers, and prevalent retail-level violators). TDSs develop sources of information and disseminate intelligence to appropriate elements for the development of leads and targets. The TDSs provides support to Diversion Groups and staff where law enforcement authority activities are required (e.g., purchase of evidence/purchase of information, conducting surveillance, conducting undercover operations, making arrests, and executing search/seizure warrants).

TDS personnel will participate in the Clan Lab safety program. DEA maintains a fleet of specialty vehicles throughout the country to respond to and safely dismantle clandestine laboratories which is funded by the salaries and expenses. Safety equipment on the clan lab trucks must be maintained and replenished in order to keep personnel safe and meet OSHA

regulations. However, DEA's Basic Clandestine Laboratory Certification School is the most widely recognized law enforcement-sponsored clandestine laboratory training course meeting OSHA standards. It is available for DEA Special Agents and state and local officers throughout the United States and abroad. DEA also conducts an Advanced Site Safety Officer School for DEA and state and local officers. This request includes \$500,000 for Clan Lab training and equipment for TDS personnel.

Intelligence Support

DEA requests \$1,363,000 for 11 additional Intelligence Analyst positions. Seven of these positions will be used to establish a Diversion Strategic Intelligence Unit at headquarters and four of these positions will be sent to domestic field offices to support diversion investigations. Actual placement will be made based on work hour analysis and diversion trends once enhancements are authorized.

This new Diversion Strategic Intelligence Unit will focus on diversion strategic intelligence resources, setting priorities in order to provide strategic intelligence assessments, studies, reports, and estimates in support of the Diversion Control Program. The Unit will conduct reviews and analyze collection efforts in response to validated collection requirements, including collection efforts of Diversion Special Field Intelligence Programs. Specifically, the Unit will support analyses and disseminate intelligence regarding selected drug data that assess drug availability and drug abuse worldwide.

Administrative and Investigative Support

DEA is requesting \$3,982,000 for 38 administrative and investigative support positions. These positions will support enforcement, regulatory, and administrative activities of the Diversion Control Program and will be stationed in domestic field divisions, DEA Headquarters, and in DEA Laboratories. This request includes 5 attorneys, 4 chemists, and 3 investigative technology specialists.

Pharmaceutical and Chemical Internet Initiative

DEA requests \$1,219,000 (including \$375,000 in non-personnel funding) and 5 positions for the Chemical and Pharmaceutical Coordination Section (OSI), which coordinates Internet investigations at SOD.

Non-medical use of addictive prescription drugs has been increasing throughout the U.S. at alarming rates. Nationally, the misuse of prescription drugs was second only to marijuana in calendar year 2007. The Internet is at the forefront of these challenges and has become one of the fastest growing methods of diverting controlled pharmaceuticals, with many so-called "pharmacy" sites on the Internet today illegally selling controlled substances. The Internet has allowed drug seekers, unscrupulous doctors, and pharmacists to operate under a cloak of anonymity. DEA investigations have shown that the sheer volume of controlled substances being illegally dispensed over the Internet contributes significantly to other methods of diversion.

OSI is the initial point of contact for all investigations targeting international, national, state and local chemical and pharmaceutical internet trafficking organizations. OSI provides case

coordination and deconfliction of websites, e-mail, telephones, and financial information to ensure that multi-jurisdiction, multi-nation and multi-agency investigations and prosecutions have the greatest disruptive impact on targeted organizations. With emphasis on targeting these online pharmacies, and implementation of the strategies mentioned above, the subsequent increase in investigations is impacting the OSI section at SOD and severely straining existing personnel resources available to support the resulting increase in operations. These initiatives require additional personnel resources to coordinate the increased leads and investigations, gather intelligence and data derived, build and maintain undercover web sites, coordinate with IC on crossovers, provide financial investigative expertise, and also provide training to field personnel in the specialized arena of cyber investigations.

The establishment of the TDSs in every DEA field division will also increase the amount of cyber-related investigations for OSI. The field will experience an increase of demand from the state, and local, authorities, and enforcement programs that lack a unified approach against criminal entities in the pharma-chemical realm. In preparation, field divisions are requesting direct OSI involvement in training and guidance for the TDSs regarding cyber intercept techniques, effective online investigative approaches, and financial investigations.

Impact on Performance:

The mission of DEA's Diversion Control Program is to regulate more than 1.3 million registrants, a population that continues to grow at a rate of between 2 and 2.5 percent per year. The Diversion Control Program also conducts administrative, civil, and criminal investigations associated with the diversion of controlled pharmaceuticals or regulated chemicals. Additionally, the most recent National Survey on Drug Use and Health shows a continual climb in the number of individuals who are using controlled substance pharmaceuticals for non-medical purposes. One of the most significant contributions to this increase in diversion is due to the proliferation of rogue Internet pharmacies. Investigations into these types of criminal schemes have been both challenging and time consuming. Also, in the past year, DEA has been monitoring a resurgence in the number of clandestine methamphetamine lab incidents across the country. This increase has been directly linked to a sharp increase in the diversion of pseudoephedrine and ephedrine products from retail outlets. DEA's ability to assist our state and local counterparts to curtail this resurgence is contingent upon maintaining adequate resources to address this important issue.

In the past, the Diversion Control Program's Regulatory Control and Enforcement Programs have been extremely successful in addressing the diversion of controlled pharmaceuticals. DEA's Distributor Initiative and aggressive regulatory oversight has moved the pharmaceutical industry to install new and enhanced measures to address their responsibilities and due diligence as registrants. Additionally, DEA is moving to establish Tactical Diversion Squads in all domestic divisions and district offices to more appropriately deal with criminal investigations. The Office of Diversion Control is also reemphasizing the need for more regulatory inspections and regulatory oversight of DEA registrants as an effective means to prevent diversion.

This proposed enhancement supports the Administration's National Drug Control Strategy and DEA's Strategic Plan to control the diversion of controlled substance pharmaceuticals and

regulated chemicals and reduce the abuse of these substances. The Diversion Investigator positions are necessary to improve and appropriately address DEA's statutory obligations to regulate the pharmaceutical and chemical industry associated with controlled substances and regulated chemicals. The Special Agent positions are necessary for the Diversion Program since this job series has law enforcement authorities not afforded to Diversion Investigators, (e.g. make arrests, conduct surveillances, execute search warrants, etc).

With the increased emphasis on targeting these organizations, new reporting requirements, and the expansion of the TDSs in the field, OSI staffing resources will need to be enhanced in order to provide effective support to the field as the amount of investigations increase. Plans for expansion of field positions to focus on the illegal distribution of pharmaceutical controlled substances and listed chemicals, as well as DEA's ability to fulfill the reporting requirements implemented under the Ryan Haight Act, needs to take into consideration the impact on SOD resources as the cases require OSI support. Current personnel resources in other sections in SOD are limited and personnel cannot be reallocated from existing SOD sections to cover the increasing staffing needs in OSI.

Furthermore, the technical expertise necessary for developing undercover websites and understanding the complexities of online financial transactions, are not skills routinely developed in DEA personnel and must be contracted. Specifically, the IT engineer would develop/construct undercover sites, maintain the required security parameters for non-infiltration, perform data backups of raw and processed (NetWitness) files crucial to web investigations; design & engineer software for data processing, debugging, patching (which is cost prohibitive if this was outsourced), and monitoring network usage and full scope infrastructure security.

Regarding the financial aspect of cyber investigations, the revenues in this billion dollar industry has been shifted to off shore companies and also financial institutions. In many instances, some of the illegal drugs are not illegal in other countries and the most effective way to obtain cooperation is via money laundering charges. Foreign counterparts are more apt to freeze, then seize monies and conduct enforcement action rather than attempt to change legislation regarding drugs in their own countries. Additionally, the amount of investigations and workload, necessitate the need for additional financial investigative contractors.

In order to accomplish its mission, DEA must have adequate staffing levels in its domestic offices. Without these enhancements, DEA cannot successfully implement its reorganization plan as needed.

Funding Chart

Base Funding

FY 2009 Enacted				FY 2010 Estimate				FY 2011 Current Services			
Pos	Agents	FTE	\$000	Pos	Agents	FTE	\$000	Pos	Agents	FTE	\$000
1,188	179	1,184	\$244,450	1,199	179	1,190	\$251,790	1,199	179	1,195	\$255,324

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (\$000)
Special Agent	\$236	62	\$14,649	-\$378
Diversion Investigator	\$147	60	\$8,828	\$13
Intelligence Research Specialist	\$124	14	\$1,735	\$397
Chemist	\$252	4	\$1,009	-\$287
Attorney	\$127	5	\$635	\$547
Investigative Technology Specialist	\$184	3	\$551	-\$57
Professional Administrative	\$73	11	\$808	\$431
Technical/Clerical	\$65	15	\$980	\$478
Total Personnel		174	\$29,194	\$1,144

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (\$000)
Task Force Officers	\$49,605	64	\$3,175	\$0
Contractor Support	\$33,000	8	\$264	\$0
Clan Lab Support	\$500,000	1	\$500	\$0
SOD Contract Support	\$375,000	1	\$375	\$0
Total Non-Personnel			\$4,314	\$0

Total Request for this Item

	Pos	Agents	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	1,199	179	1,195	\$162,462	\$92,862	\$255,324
Increases	174	62	87	\$29,194	\$4,314	\$33,508
Grand Total	1,373	241	1,282	\$191,656	\$97,176	\$288,832

D. Initiative Title: Prescription Drug Monitoring Programs

Budget Decision Unit(s): Diversion Control Fee Account

Strategic Goal & Objective: Goal II; Objective 2.4

Organization Program: Office of Diversion Control

Program Increase: Positions 0 Agents 0 FTE 0 Dollars \$3,000,000

Description of Item

DEA is requesting \$3,000,000 to support an Office of National Drug Control Policy (ONDCP) Demand Reduction Interagency Working Group (IWG) Prescription Drug Monitoring Program (PDMP) initiative.

Justification

PDMPs are one of the best ways to combat the rising tide of prescription abuse. PDMPs help practitioners, pharmacists, and law enforcement professionals prevent and detect the diversion and abuse of pharmaceutical controlled substances where no other automated information collection system exists. To date, these state-run programs have been supported by two separate Federal grant programs:

- 1) The Harold Rogers grant program, within the Department of Justice, allows states to establish their own requirements with regard to monitoring, information sharing, and accessibility to the program data. Harold Rogers encourages the sharing of information and prescription data among states and encourages the submission of data for prescriptions in Schedules II, III, IV & V. Eligibility for Harold Rogers grant funds has a very simple requirement: States applying for grants must have in place an enabling statute or regulation "that requires submission of controlled substance prescription data to a centralized database administered by an authorized state agency."
- 2) The National All Schedules Prescription Electronic Reporting Act of 2005 (NASPER), housed within the Department of Health and Human Services (HHS), requires states to meet requirements in order to receive grant funding. NASPER requires states to collect data for prescriptions in Schedules II, III, and IV. Additionally, NASPER requires states to be capable of sharing information and prescription data among states.

As of January 2010, there were 41 states that have enacted legislation to implement a PDMP program. Currently, there are 34 programs that are operational. The remaining 7 states are in some type of start-up phase or are awaiting funding. Fewer than half of the states have established drug databases that could prevent drug-drug interactions, and there is as yet no complete standardization of systems or databases. ONDCP's Demand Reduction IWG believes a well functioning PDMP in every state would reduce the prevalence of overdose deaths, drug-

drug interactions, and the diversion of prescribed medications and will assist in early identification of patients at risk for addiction.

The Demand Reduction IWG has proposed a two-stage approach that has already been initiated. The first stage of work will involve the convening of interested agencies and state representatives (HHS, DEA, DOJ, American Medical Association, American Pharmacy Association, etc.). The purpose of these meetings will be to develop PDMP standards that combine the best features of existing systems. The Administration has asked DEA to take the lead on the second phase, which will include software development, system testing, and training. **DEA does not intend to take over or manage state-run PDMPs, which are governed by state legislative authority, or provide grant funding to states. Furthermore, adoption of these PDMP standards by the states will be voluntary.** ONDCP's Demand Reduction IWG hopes that 26 states and territories will implement the PDMP standards over a five year period.

Impact on Performance:

The Centers for Disease Control has recently reported that overdose deaths caused by prescription opiates is now the second leading cause of death nationwide among young people; and in 16 states drug overdose deaths are more prevalent than highway fatalities. ONDCP's Demand Reduction IWG believes a national system for recording and sharing patient prescription information could reduce thousands of deaths each year due to overdoses from pharmaceutical medications. Such a system could also prevent adverse drug interactions by providing physicians and pharmacists access to information on prescriptions and dosages of controlled substances prescribed to a patient by any physician within the system. Finally, broad implementation of such a system should prevent significant adverse health events such as negative drug-drug interactions and the diversion and illicit distribution of powerful narcotic medications through so-called "doctor shopping."

Funding Chart

Base Funding

FY 2009 Enacted				FY 2010 Estimate				FY 2011 Current Services			
Pos	Agents	FTE	\$000	Pos	Agents	FTE	\$000	Pos	Agents	FTE	\$000
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (\$000)
Total Personnel		0	\$0	\$0

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (\$000)
Development of PDMP standards	\$3,000,000	1	\$3,000	\$0
Total Non-Personnel			\$3,000	\$0

Total Request for this Item

	Pos	Agents	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	0	0	0	\$0	\$0	\$0
Increases	0	0	0	\$0	\$3,000	\$3,000
Grand Total	0	0	0	\$0	\$3,000	\$3,000

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VI. Program Offsets by Item

A. Item Name: Travel

Budget Decision Unit(s): Domestic Enforcement; International Enforcement

Strategic Goal(s) & Objective(s): Goal II; Objective 2.2

Organizational Program: Operations Division

Program Increase: Positions 0 FTE 0 Dollars -\$2,074,000

Description of Item

DEA proposes to achieve cost savings of \$2,074,000 in non-personnel base resources from increased efficiencies in operational travel.

Justification

The Department is continually evaluating its programs and operations with the goal of achieving across-the-board economies of scale that result in increased efficiencies and cost savings. In FY 2011, DOJ is focusing on travel as an area in which savings can be achieved. For DEA, travel or other management efficiencies will result in offsets of \$2,074,000.

Impact on Performance (Relationship of Offset to Strategic Goals)

This offset will be applied in a manner that will allow the continuation of effective law enforcement program efforts in support of Presidential and Departmental goals, while minimizing the risk to health, welfare and safety of agency personnel.

Funding

Base Funding

FY 2009 Enacted (w/resc./supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	Agents	FTE	\$000	Pos	Agents	FTE	\$000	Pos	Agents	FTE	\$000
0	0	0	\$47,884	0	0	0	\$47,177	0	0	0	\$47,580

Personnel Reduction Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Not Applicable		0	\$0	\$0
Total Personnel		0	\$0	\$0

Non-Personnel Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Travel	(\$2,074)	1	(\$2,074)	\$0
Total Non-Personnel			(\$2,074)	\$0

Grand Total

	Pos	Agents	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Current Services	0	0	0	\$0	\$47,580	\$47,580	\$0
Decreases	0	0	0	\$0	(\$2,074)	(\$2,074)	\$0
Grand Total	0	0	0	\$0	\$45,506	\$45,506	\$0