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# Federal Bureau of Investigation



FY 2008 Authorization and  
Budget Request to Congress

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## **VI. Construction**

## **I. Overview for Federal Bureau of Investigation**

### **Budget Request Summary**

For fiscal year (FY) 2008, the Administration requests a total of \$6,431,302,000 in direct budget authority for the Federal Bureau of Investigation (FBI). Of this amount, \$6,349,950,000 is for the FBI's Salaries and Expenses (S&E) appropriation and \$81,352,000 is for its Construction appropriation. The FBI request includes 29,373 total positions, including 11,868 agents, 2,303 intelligence analysts (IAs), and 15,202 support positions; and 28,704 FTEs. All positions and FTEs are requested for the S&E appropriation. The total request includes \$313,843,000 and 714 positions (231 agents, 121 IAs, and 362 support positions) in program changes. All program changes requested are for the S&E appropriation.



The total numbers of positions and FTEs reflect the proposed reduction of 2,700 unfunded positions and FTEs. Current services positions and FTEs by specific program within each decision unit reflect estimates that may change once final staffing decisions have been determined.

In addition to directly appropriated resources, the Administration proposes reimbursable resources in the amount of \$828,648,000 and 2,851 FTE. These totals include \$114,000,000 and 760 FTE pursuant to the Health Insurance Portability and Accountability Act (HIPAA) of 1996. These totals also include \$140,232,000 and 899 FTE under the Interagency Crime and Drug Enforcement Program. The remaining reimbursable are used to facilitate a number of activities, including fingerprint-based background checks, name checks, pre-employment background investigations, and detail assignments to other agencies.

### **The FBI's Mission**

The mission of the FBI is to protect and defend the United States against terrorism and foreign intelligence threats, to uphold and enforce the criminal laws of the United States, and to provide leadership and criminal justice services to federal, state, municipal, and international agencies and partners.

## Organization



FBI Headquarters in Washington centrally manages and directs worldwide FBI operations and investigations. Headquarters facilities are also located in various sites in the Washington area, including Quantico, Virginia, and in Clarksburg, West Virginia.

On July 26, 2006, the FBI announced a reorganization of its Headquarters operations designed to support the next phase of the FBI's transformation efforts. This reorganization created the position of Associate Deputy Director (ADD), who will oversee the management of the FBI's personnel, budget, administration, and infrastructure, thereby allowing the Director and Deputy Director to focus on operations, intelligence, and liaison.

Under the new structure, there are five branches headed by Executive Assistant Directors (EADs). The National Security Branch (NSB) is composed of the Counterterrorism Division (CTD), Counterintelligence Division (CD), Directorate of Intelligence (DI) and the newly created Weapons of Mass Destruction Directorate (WMDD), which consolidates the FBI's WMD and counterproliferation efforts.

The Criminal Investigations Branch is composed of the Criminal Investigative Division (CID), Cyber Division (CyD), Critical Incident Response Group (CIRG), Office of International Operations (OIO), and the Office of Law Enforcement Coordination (OLEC). Placing in one official the responsibility for criminal and cyber investigations, coordination with law enforcement, international operations, and crisis response, ensures that the criminal programs receive strategic guidance and support, and that the FBI maintains its unparalleled level of excellence in criminal investigations.

The Human Resources Branch combines the Human Resources Division (HRD), formerly known as the Administrative Services Division (ASD), and the Training and Development Division (TDD). This allows the FBI to restructure its human capital program and to focus on its greatest assets – its people. The FBI is committed to recruiting, training, developing, and retaining people who will further the FBI's reputation for excellence.

The Science and Technology (S&T) Branch combines the Criminal Justice Information Services Division (CJIS), Laboratory, Operational Technology Division (OTD), and the Special Technologies and Applications Office (STAO), formerly part of the CyD. The S&T Branch will ensure that the FBI continues to provide exceptional service to the law enforcement community and stays on top of technical innovation and developments in the sciences to support investigative and intelligence-gathering activities.

The fifth branch is the Office of the Chief Information Officer (OCIO). While the OCIO's current composition will not change, its new placement under the ADD will more closely align it with the components handling strategic planning, finance, security, and facilities. Given the importance of Information Technology (IT) to the FBI's transformation efforts, this alignment is critical.

Under the new structure, there will no longer be an EAD for Administration or an EAD for Law Enforcement Services. The ADD will have direct oversight over the Human Resource Branch, OCIO, the Inspection Division, the Facilities and Logistics Services Division (FLSD), the Finance Division (FD), the Records Management Division (RMD), the Security Division (SecD), and the Resource Planning Office (RPO).

The FBI operates 56 field offices in major U.S. cities and over 400 resident agencies (RAs) throughout the country. The field facilities are where the bulk of the investigative and intelligence work of the FBI takes place. The RAs serve as satellite offices for the larger field offices and allow the FBI to fully cover territories that are remote from the field offices. The FBI also operates 59 Legal Attaché (Legat) offices and 14 sub-offices in foreign countries around the world.

### **Relationship to Overarching Strategic Goals**

#### *Department of Justice*

As a component of the Department of Justice (DOJ), the FBI's efforts contribute to the overall strategic goals and objectives in multiple ways. Listed below are the DOJ strategic goals and objectives to which the FBI contributes, along with the total level of resources being requested that will support each of the goals.

#### **Strategic Goal 1: Prevent Terrorism and Promote the Nation's Security: (\$3,837,837,000)**

- 1.1: Prevent, disrupt, and defeat terrorist operations before they occur
- 1.2: Investigate and prosecute those who have committed, or intend to commit, terrorist acts in the United States
- 1.3: Combat espionage against the United States by strengthening counterintelligence capabilities

#### **Strategic Goal 2: Enforce Federal Criminal Laws and Represent the Rights and Interests of the American People: (\$2,130,825,000)**

- 2.1: Reduce the threat, incidence, and prevalence of violent crime, including crimes against children
- 2.2: Reduce the threat, trafficking, use, and related violence of illegal drugs
- 2.3: Combat white collar crime, economic crime, and Cybercrime
- 2.4: Uphold the civil and constitutional rights of all Americans, and protect vulnerable members of society

Strategic Goal 3: Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence (\$462,640,000)

- 3.1: Improve the crime fighting and criminal justice capabilities of state, tribal, and local governments

Office of the Director of National Intelligence

The Intelligence Reform and Terrorism Prevention Act of 2004 established the Director of National Intelligence (DNI) and redesignated the National Foreign Intelligence Program (NFIP) as the National Intelligence Program (NIP). The FBI, because of its position in the Intelligence Community, plays a significant role in achieving the goals and objectives in the National Intelligence Strategy. These goals and objectives directly affect the FBI's Intelligence program including intelligence production, reporting, and sharing programs. It is imperative that the FBI achieve the integration of law enforcement and intelligence operations through the development of intelligence policy that is consistent with guidance from the DNI and the Attorney General. This guidance requires the FBI to have the human talent and infrastructure to collect and analyze intelligence and to disseminate it "in seamless cooperation and coordination" with state, local, and tribal law enforcement partners and the IC. The strategic objectives in which the FBI plays a role are as follows:

- Mission Objective M1: Defeat terrorists at home and abroad by disarming their operational capabilities and seizing the initiative from them by promoting the growth of freedom and democracy.
- Mission Objective M2: Prevent and counter the spread of Weapons of Mass Destruction.
- Mission Objective M4: Develop innovative ways to penetrate and analyze the most difficult targets.
- Mission Objective M5: Anticipate developments of strategic concern and identify opportunities as well as vulnerabilities for decision-makers.
- Enterprise Objective E1: Build an integrated intelligence capability to address threats to the homeland, consistent with US laws and the protection of privacy and civil liberties.
- Enterprise Objective E2: Strengthen analytic expertise, methods, and practices; tap expertise wherever it resides; and explore alternative analytic views.
- Enterprise Objective E3: Re-balance, integrate, and optimize collection capabilities to meet current and future customer and analytic priorities.
- Enterprise Objective E4: Attract, engage, and unify an innovative and results-focused IC workforce.
- Enterprise Objective E5: Ensure that Intelligence Community members and customers can access the intelligence they need when they need it.
- Enterprise Objective E7: Create clear, uniform security practices and rules that allow us to work together, protect our nation's secrets, and enable aggressive counterintelligence activities.
- Enterprise Objective E8: Exploit path-breaking scientific and research advances that will enable us to maintain and extend intelligence advantages against emerging threats.

- Enterprise Objective E10: Eliminate redundancy and programs that add little or no value and re-direct savings to existing and emerging national security priorities.

### **Program Assessment**

Beginning with the FY 2004 budget formulation process, the Office of Management and Budget (OMB) developed the Program Assessment Rating Tool (PART) to assess program performance and to determine ways in which programs can be improved.

During that initial year, OMB conducted two assessments of FBI programs, White-Collar Crime and Cyber Crime/Critical Infrastructure Protection, which was defined as the National Infrastructure Protection Center (NIPC). Both programs were initially rated “Results Not Demonstrated,” primarily because of a lack of performance measurement information that met the standards required by the PART.

Since that time, some of the functions of the NIPC were transferred from the FBI to the Department of Homeland Security (DHS). In the following year, the FY 2005 budget process included revised PART assessments of the White-Collar Crime and newly reconstituted Cyber Crime program, as well as an initial assessment of the Organized Crime and Drug program. The results of these assessments were ratings of “Adequate” for all three programs.

During the FY 2006 budget formulation process, OMB conducted a PART assessment of the Criminal Justice Services (CJS) decision unit. The primary programs under review in this assessment were in the Criminal Justice Information Services (CJIS) and Laboratory Divisions. The result of the CJS PART was a rating of “Moderately Effective.”

During the FY 2007 budget formulation process, OMB conducted PART assessments of the Counterterrorism and Counterintelligence programs. These programs received ratings of “Adequate” and “Moderately Effective,” respectively.

During the formulation of the FY 2008 budget, OMB conducted PART reviews of the Intelligence Decision Unit, as well as a reassessment of many FBI criminal programs within the Criminal Enterprises and Federal Crimes Decision Unit. The results of these assessments resulted in ratings of "Adequate" and "Moderately Effective," respectively. Details concerning these reviews are contained in Section IV of this document.

### **Budget Structure**

The FBI’s budget and resource structure is central to its efforts to effectively support its top priorities. The FY 2005 Consolidated Appropriations Act established a new four-decision unit structure for the FBI. The decision units are designed to align with the four key areas of FBI operations. They include:

- Intelligence



- Counterterrorism/Counterintelligence (CT/CI)
- Criminal Enterprises and Federal Crimes (CEFC)
- Criminal Justice Services (CJS)

The intelligence decision unit includes all resources dedicated to the FBI's intelligence functions, including the DI, all intelligence analysts, and many other specialized intelligence projects. The CT/CI and CEFC decision units include all investigative personnel and functions for those two areas. The CJS decision unit captures resources dedicated to assisting the FBI's law enforcement partners.

The costs of support functions are prorated across these four decision units, providing a better picture of the total cost of each of the four major mission areas represented by the decision units. The resources for these support functions are divided based on the share of the non-support resources allocated to the core functions of each decision unit. For instance, the share of the total operational resources that is dedicated to CT and CI is the same as the share of the total support resources that is allocated to the CT/CI decision unit.

This budget structure links strategic planning to full program costing. It also provides an accurate cost assessment of the FBI's primary missions and enables the development of performance measures and program costing based on those missions. It is also consistent with the President's Management Agenda's long-term objective to fully integrate information about costs and program performance in a single oversight process, including budgeting for the full costs of resources.

### **Information Technology**

In recent years, the FBI has faced and overcome many challenges in the realm of IT. The ability to assemble, analyze, and disseminate information both internally and in collaboration with other intelligence and law enforcement agencies is essential to the FBI's success. Modernizing IT is therefore a high priority. The FBI is continuing its efforts to strengthen its IT systems, including the development and implementation of SENTINEL. This budget request includes resources for multiple IT initiatives, including resources to be dedicated to NSB analytical capabilities, IT operation and maintenance, IT management, DNA and fingerprint identification systems, and technical revitalization, among other initiatives. The total IT request for the FBI in FY 2008 is \$1,409,938,000.

Beginning in FY 2007, 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/2008justification/>.

### **Spectrum Relocation**

In December 2004, the Congress passed and the President signed the Commercial Spectrum Enhancement Act (CSEA, Title II of P.L. 108-494), creating the Spectrum Relocation Fund (SRF) to streamline the relocation of Federal systems from certain

spectrum bands to accommodate commercial use by facilitating reimbursement to affected agencies of relocation costs. The Federal Communications Commission has auctioned licenses for reallocated Federal spectrum, which will facilitate the provision of Advanced Wireless Services to consumers. Funds are made available to agencies in fiscal year 2007 for relocation of communications systems operating on the affected spectrum. These funds are mandatory and will remain available until expended, and agencies will return to the SRF any amounts received in excess of actual relocation costs.

## II. Summary of Program Changes

Item Name	Description				Page
	Pos.	FTE	Dollars (\$000)		
National Security Branch Analytical Capabilities	Contribute to Foreign Terrorist Tracking Task Force mission objectives and support the FBI's National Security Branch components.	36	18	\$11,969	4-13
Communication Exploitation	Enhance the FBI's ability to exploit terrorist communications by leveraging technical and analytical capabilities to ensure that communications between terrorists are obtained in a timely and useful format to best mitigate threats.	18	9	7,809	4-19
Human Source Validation and Delta Enhancement	Enable qualified experts to measure the accuracy, credibility, and reliability of information supplied by a Confidential Human Source (CHS).	75	38	12,729	4-22
Human Intelligence Management	Improve the FBI's Human Intelligence (HUMINT) training capability through the delivery of the HUMINT Source Targeting and Development course.	10	5	9,525	4-26
Terrorist Screening Center (TSC)	Support on-going TSC requirements.	14	7	1,342	4-29
Open Source Program Staffing	Provide staffing of the FBI's Open Source Program.	3	2	375	4-31
National Virtual Translation Center (NVTC)	Sustain current translation service capability at the Intelligence Community Linguistic Exploitation Program and to support other ongoing priority NVTC requirements.	3	1	3,450	4-33
National Security Field Investigations	Support the FBI's field investigations program response to emerging national security threats.	245	123	40,327	4-62
Surveillance	Provide additional resources for the FBI to conduct surveillance and collect intelligence in national security investigations.	50	25	11,997	4-65

Item Name	Description				Page
	Pos.	FTE	Dollars (\$000)		
Computer Intrusions	Address computer intrusion-related investigations where the Internet, computers, or networks are the primary tools or targets of activity.	31	15	\$5,561	4-66
Computer Analysis Response Teams (CART)	Provide ten additional CART Storage Area Network (CARTSAN) systems and CART supplies and equipment.	...	...	22,840	4-69
Regional Computer Forensics Laboratories	Expand the Regional Computer Forensic Laboratory Program.	...	...	6,000	4-72
WMD Directorate	Continue the stand-up of a WMD program that integrates and links all of the necessary counterterrorism, intelligence, counterintelligence, and scientific and technological components.	146	73	18,984	4-75
FBI Headquarters (FBIHQ) Annex	Provide resources for an FBI Headquarters annex.	...	...	7,500	4-79
Data Intercept & Access	Provide additional supplies, equipment, and personnel to address the demand for secure interception of data from public and private networks.	41	20	37,795	4-81
Operational Enterprise Services	Provide support to the FBI's information technology infrastructure.	...	...	10,000	4-84
Digital Collection System (DCS 5000)	Support the development of the DCS 5000 system to collect digital data.	14	7	10,297	4-88
Tactical Operations Support Center	Address increased operational workload and technical challenges in tactical operations.	13	7	4,956	4-91
Prevention of Information Technology Obsolescence	Provide refreshment of the FBI's information technology infrastructure.	...	...	5,000	4-95
Render Safe Mission	Address the White House directive giving the FBI the mission to respond to devices involving Weapons of Mass Destruction (WMD) within the United States and its territories.	9	5	11,047	4-98

Item Name	Description				Page
	Pos.	FTE	Dollars (\$000)		
Central Records Complex (CRC)	Provide resources to pay General Services Administration lease requirements for the construction of the permanent CRC.	...	...	\$4,000	4-104
CIO Management	Provide resources for project management services and materials required by the FBI to effectively budget, plan, acquire, manage, and transition IT projects. Provide resources for IT policy and planning, to include enterprise architecture and portfolio management.	...	...	7,500	4-106
NCTC Lanes in the Road Transfer	Transfer funding and positions from the FBI to the Intelligence Community Management Account.	(8)	(8)	(1,160)	4-109
Crimes Against Children/Innocent Images	Enhance support for child abduction, child prostitution, and child pornography investigations.	14	7	2,356	4-133
DNA Upgrade	Provide resources to the FBI's DNA Programs to address an increased workload due to changes in federal law.	...	...	14,644	4-139
Combined DNA Index System (CODIS)	Upgrade CODIS to avoid software and obsolescence problems.	...	...	7,000	4-143
Realignment of Agents from Criminal to Counterterrorism	Proposes a permanent redirection of 100 Special Agent positions from the Criminal Enterprises and Federal Crimes Decision Unit to the Counterterrorism/Counterintelligence Decision Unit.	[100]	[100]	[14,900]	4-146
Interoperability	Provide resources for the implementation to link FBI IAFIS with DHS IDENT.	...	...	10,000	4-157
Next Generation Identification (NGI)	Address increasing sophistication of fingerprint search algorithms, overall storage capacity, and peripheral systems.	...	...	25,000	4-163
Regional Data Exchange (R-DEx)	Provide resources to develop the law enforcement IT network sharing unstructured case data.	...	...	5,000	4-170
<b>Total Enhancements and Offsets</b>		<b>714</b>	<b>354</b>	<b>313,843</b>	

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

#### Appropriations Language for Salaries and Expenses

For necessary expenses of the Federal Bureau of Investigation for detection, investigation, and prosecution of crimes against the United States; \$6,349,950,000; of which not to exceed \$150,000,000 shall remain available until expended; and of which \$2,308,580,000 shall be for counterterrorism investigations, foreign counterintelligence, and other activities related to our national security. Provided, That not to exceed \$205,000 shall be available for official reception and representation expenses; Provided further, That not to exceed \$170,000 shall be available in 2008 for expenses associated with the celebration of the 100<sup>th</sup> anniversary of the Federal Bureau of Investigation.

#### Analysis of Appropriations Language

- The FBI deleted “\$5,988,658,000” and added “\$6,349,950,000” into its appropriations language. No substantive language changes proposed; update to reflect 2008 request.
- The FBI deleted “\$2,307,994,000” and added “\$2,308,580,000” into its appropriations language. No substantive language changes proposed; updated to reflect 2008 request.
- The FBI added “That not to exceed \$170,000 shall be available in 2008 for expenses associated with the celebration of the 100<sup>th</sup> anniversary of the Federal Bureau of Investigation” into its appropriations language. This amount is within the representation total and will appear only in FY 2008.

Note: The FY 2008 President’s Budget uses the FY 2007 President’s Budget language as a base, so all language is presented as new.

## IV. Decision Unit Justification

### A. Intelligence Decision Unit

<b>INTELLIGENCE DECISION UNIT TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount</b>
2006 Enacted with Rescissions and Supplementals	5,530	5,130	\$1,144,883,000
2007 Estimate	5,601	5,420	1,124,714,000
Adjustments to Base and Technical Adjustments	(733)	(700)	3,807,000
2008 Current Services	4,868	4,720	1,128,521,000
2008 Program Increases	208	105	69,746,000
2008 Offsets	...	...	...
2008 Request	5,076	4,825	1,198,267,000
<b>Total Change 2007-2008</b>	<b>(525)</b>	<b>(595)</b>	<b>\$73,553,000</b>

#### 1. Program Description

The FBI's Intelligence Decision Unit (IDU) is comprised of the Directorate of Intelligence (DI), intelligence functions within Counterterrorism, Cyber, and Criminal Divisions, Special Technologies and Applications Office, source funding, infrastructure and technology, and intelligence training. Additionally, to capture all resources that support these programs, a prorated share of resources from the FBI's support divisions (including Training and Development, Laboratory, Facilities and Logistics Services, Information Technology Operations, Administrative, and Staff Offices) is calculated and scored to the decision unit.

#### Directorate of Intelligence

The FBI established the DI as a dedicated and integrated intelligence service. This action was in response to executive and legislative direction as the logical next step in the evolution of the FBI's intelligence capability. The DI is the FBI's core intelligence element and one of the four major organizations that comprise the National Security Branch (NSB).

The DI is the FBI's dedicated national intelligence workforce. The DI has clear authority and responsibility for all FBI intelligence functions, including information sharing policy. The Directorate carries out its functions through embedded intelligence elements at FBI Headquarters and in each field office.

#### **Intelligence Analysts**

A goal of FBI Intelligence Analysts (IAs) is to anticipate customer requirements and proactively identify intelligence gaps associated with criminal or national security threats. The FBI's intelligence analysis capability consists of resources for analyzing information collected from a variety of Confidential Human Sources (CHSs) and reporting this collected information as "intelligence products" to the customers at all levels of government through a variety of information sharing channels. The products generated by intelligence analysis drive FBI investigative and operational strategies by ensuring that these strategies are based on an enterprise-wide understanding of the current and future threat environment.

## **Field Intelligence Groups**

Field Intelligence Groups (FIGs) are the centralized intelligence component in the field that are crucial to the integration of the intelligence cycle into field operations. The FIG coordinates, manages, and executes all of the functions of the intelligence cycle. The FIG composition includes Special Agents (SAs), IAs, Language Analysts (LAs), and surveillance personnel, as well as officers and analysts from other intelligence and law enforcement agencies. FIGs have been established in every field office and receive operational guidance from the DI. FIGs strengthen the integration of the entire intelligence cycle (requirements management, planning and direction, collection, processing and exploitation of collected information, analysis and production, and dissemination) into field office operations.

## **FIG Special Agents**

FIG SAs are required to perform one or more of the following primary functions: Intelligence Collection, Collection Management, Confidential Human Source Coordination, and Intelligence and Partner Relations. FIG SAs' intelligence collection activities include maintaining a CHS base and conducting threat assessments. A FIG SA serves as a Confidential Human Source Coordinator (CHSC) responsible for the oversight of all administrative, compliance, and program support of the field office's Confidential Human Source Validation (CHSV) Program. FIG SAs manage intelligence and partner relations. Specifically, they are responsible for identifying intelligence customers (government and private); conducting outreach and education; identifying customer needs; processing those needs and soliciting customer feedback; and managing the field office's participation in information sharing initiatives and networks that are established through national or local efforts. These efforts will serve to build on and exploit the FBI's ability to leverage both law enforcement and intelligence collection capabilities.

## **Language Program**

The FBI's success at protecting the U.S. from future terrorist attacks, countering foreign intelligence operations and espionage, and dismantling transnational organized criminal enterprises is increasingly dependent upon a workforce with high quality, robust language capabilities. Nearly every major FBI investigation now has a foreign language component, and the demand for highly qualified linguists and foreign language and culture training continues to increase.

## **National Virtual Translation Center**

Congress established the National Virtual Translation Center (NVTC) in the U.S. PATRIOT Act to serve as a virtual clearinghouse to facilitate timely and accurate translation of foreign intelligence for all elements of the Intelligence Community (IC). The FBI serves as the Executive Agent of the NVTC while the Office of the Director of National Intelligence (ODNI) maintains oversight of NVTC operations.

## **Language Analysts**

Language Analysis, or the Foreign Language Program (FLP), is a critical process in the FBI's effort to acquire accurate, real-time, and actionable intelligence to prevent foreign-originated terrorist attacks upon the U.S. The FBI's language analysis capabilities promptly address all of its highest priority counterterrorism intelligence translation requirements, often within 24 hours. LAs also play a significant role in the FBI's counterintelligence and criminal investigative missions.



### **Intelligence Functions within Counterterrorism**

Within the IDU, several counterterrorism (CT) activities are subject to programmatic authority and oversight by FBI Intelligence Program (IP) executives. Three CT activities directly support the FBI's IP, or are critical partners with other FBI IP programs and activities: Communications Exploitation Section (CXS); the Terrorist Screening Center (TSC); and the Foreign Terrorist Tracking Task Force (FTTTF). All three of these programs are managed within the FBI's Counterterrorism Division.

#### **Communication Exploitation Section**

The mission of the CXS is to exploit terrorist communications by leveraging technical and analytical capabilities to produce intelligence-driven investigations and prevent acts of terrorism.

#### **Terrorist Screening Center**

The TSC was created in response to Homeland Security Presidential Directive (HSPD)-6 in September 2003. The mission of the TSC is to serve as the authoritative source in coordinating the use of terrorist identification information and consolidating the approach to screening for all who act to prevent terrorist activities.

#### **Foreign Terrorist Tracking Task Force**

The FTTTF is charged with ensuring that federal law enforcement and intelligence agencies have the best available information with which to keep foreign terrorists and their supporters out of the country. The FTTTF was created in response to HSPD-2.

### **Special Technologies and Applications Office**

The Special Technologies and Applications Office (STAO) enables customers to identify and exploit intelligence and information using innovative methods. It operates as a service of common concern, supporting all FBI operational elements, all members of the IC to include the Department of Homeland Security (DHS), and as needed, state, local, tribal, and foreign governments. The STAO capabilities are used to identify actionable intelligence to prevent, disrupt, and defeat terrorist operations and other criminal acts before they occur, and to resolve existing CT, counterintelligence (CI), and other criminal cases. The STAO provides vital support to significant CT, CI, and criminal investigative matters.

### **Source Funding**

The FBI recruits and operates CHSs to meet its mission of intelligence collection in order to respond to investigative program priorities, and to national level and FBI intelligence collection requirements. These CHSs have access to, or potential access to, intelligence or the targets of the FBI's investigations. They are essential tools in the FBI's fight against terrorism and other crimes. The FBI may reimburse a CHS for expenses incurred as a result of his/her activity on behalf of the FBI and under the specific direction of the FBI, or for services in obtaining information significant to any investigative program. Additionally, the intelligence collected from these CHSs may be disseminated to members of the Intelligence and Law Enforcement Communities in order to support the United States Government's national security and law enforcement objectives.

### **Infrastructure and Technology**

The IDU manages several efforts that are critical enablers for FBI Intelligence Career Service (ICS) SAs, IAs, LAs, and Physical Surveillance Specialists (PSSs), to manage, process, share, and protect classified and unclassified information critical to national security. Taken together,

these efforts form a comprehensive system of security and efficiency. Comprising the secure side of the system is: secure workspaces, or Sensitive Compartmented Information Facilities (SCIFs); are secure information sharing capability through the Sensitive Compartmented Information Operations Network (SCION), the FBI's TOP SECRET/SCI-certified data network; and Intelligence Information Technology (IT), which are the tools used by FBI Intelligence personnel to perform their duties. On the unclassified side of the system resides the FBI's ability to share unclassified information with other federal, state, and local governments and other partners through the Criminal Justice Information Services' Law Enforcement Online (LEO) system and UNet, the FBI's unclassified connection to the Internet.

### **Sensitive Compartmented Information Facilities (SCIF)**

SCIFs are an accredited area, room, group of rooms, building or installations that have been inspected by Security Division and certified to meet all of the SCIF specifications and standards, where SCI information may be stored, used, discussed, and/or electronically processed.

### **Sensitive Compartmented Information Operations Network (SCION)**

SCION is the FBI enterprise network for processing, transmitting, and storing information at the TS/SCI level. SCION connects the FBI to the rest of the IC through a connection to the Joint Worldwide Intelligence Communications System (JWICS), enabling the FBI's National Security Professionals (NSP) to share information and coordinate with their counterparts throughout the IC. SCION provides the FBI's NSP with access to multiple Communities of Interest such as the National Counter Terrorism Center OnLine and Intelink for Counter Intelligence. SCION hosts internal applications such as the FISA Management System, Proton, and Intrepid. The SCION infrastructure is designed to support the current and future requirements of the FBI intelligence community without major system design changes.

### **Law Enforcement On-Line (LEO)**

LEO provides a secure common communications link by providing broad, immediate dissemination and exchange of Sensitive But Unclassified (SBU) information. The system provides a vehicle for the exchange of information, the conduction of on-line education programs, and participation in professional special interest and topically focused dialogue, Virtual Command Centers, and the National Alert System.

### **Intelligence Training**

Consistent with reform efforts in the aftermath of the September 11th attacks, the FBI is in the process of establishing the structure, policies, and competencies of a professional intelligence cadre to take the lead intelligence role in protecting the U.S. from terrorist attacks. The ICS structure is comprised of SAs in intelligence assignments, IAs, LAs, and PSSs. To achieve a world-class intelligence capability, the FBI is also acquiring the physical capabilities necessary to train the ICS, as well as developing and providing a unified and dedicated analytical training program, and establishing rigorous training and professional intelligence accreditation standards.

**PERFORMANCE/RESOURCES TABLE**

**Decision Unit:** Intelligence

**DOJ Strategic Goal/Objective:** Goal 1: Prevent Terrorism and Promote the Nation’s Security (all objectives), Goal 2: Enforce Federal Laws and Represent the Rights and Interests of the American People (all objectives), and Goal 3: Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence (Objective 3.1 – Improve the crime fighting and criminal justice system capabilities of state, tribal and local governments)

WORKLOAD/ RESOURCES		Final Target		Actual		Estimate		Changes		Requested (Total)	
		FY 2006		FY 2006		FY 2007		Current Services Adjustments and FY 2008 Program Changes		FY 2008 Request	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
				5,130	1,132,883	4,812	1,132,042	5,420	1,124,714	(595)	73,553
TYPE / GOAL / STRATEGIC OBJECTIVE	PERFORMANCE	FY 2006		FY 2006		FY 2007		Current Services Adjustments and FY 2008 Program Changes		FY 2008 Request	
<b>Performance Measure</b>	% of Counterterrorism FISA collection reviewed by the Language Program:										
	• Audio	100%		88%		100%		--		100%	
	• Text	100%		99%		100%		--		100%	
	• Electronic File	100%		94%		100%		--		100%	
<b>Performance Measure: Responsiveness</b>	% of FBI <i>Headquarters</i> finished intelligence reports that are responsive to National Intelligence Priority Framework topics (Internally disseminated)	Baseline (no target previously established)			86%		88%		2%		90%
<b>Performance Measure: Responsiveness</b>	% of FBI <i>field office</i> finished intelligence reports that are responsive to National Intelligence Priority Framework topics. (Internally disseminated)	Baseline (no target previously established)			73%		72%		2%		74%
<b>Performance Measure: Responsiveness</b>	% of FBI field office finished intelligence reports that are responsive to National Intelligence Priority Framework topics. (Disseminated to Intelligence Community)	Baseline (no target previously established)			86%		80%		5%		85%

TYPE / GOAL / STRATEGIC OBJECTIVE	PERFORMANCE	FY 2006	FY 2006	FY 2007	Current Services Adjustments and FY 2008 Program Changes	FY 2008 Request
<b>Performance Measure:</b> <i>Accuracy</i>	Number of high priority sources put through an enhanced validation process.	These data are classified.				
<b>Performance Measure:</b> <i>Customer Satisfaction</i>	% of users who visit the Law Enforcement Online (LEO) service (which provides intelligence dissemination) more than one month out of each year.	Baseline (no target previously established)	36%	38%	2%	40%
<b>Efficiency Measure</b>	Staff time (in workyears) saved on asset management activities through changes in the human source business process (via the new Delta system).	Baseline (no target previously established)	0	0*	1,999	1,999*
<b>Data Definition, Validation, Verification, and Limitations:</b>						
<p>Data are provided by records maintained by the FBI's Directorate of Intelligence.</p> <p>* Target has changed since original submission of PART data to OMB. At the time of this budget presentation, OMB's PARTWeb database does not reflect these changes. PARTWeb will be updated to reflect these target changes in Spring 2007.</p>						

## 2. Performance, Resources, and Strategies

The Intelligence Decision Unit contributes to DOJ's first three Strategic Goals: 1) Prevent Terrorism and Promote the Nation's Security – Strategic Objectives: all; 2) Enforce Federal Laws and Represent the Rights and Interests of the American People – Strategic Objectives: all; and 3) Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence; Strategic Objectives: 3.1 – Improve the crime fighting and criminal justice system capabilities of state, tribal, and local governments. In addition, this decision unit ties directly to the FBI's ten priorities:

- Priority 1 – Protect the United States from terrorist attack
- Priority 2 – Protect the United States against foreign intelligence operations and espionage
- Priority 3 – protect the United States against cyber-based attacks and high-technology crimes
- Priority 4 – Combat public corruption at all levels
- Priority 5 – Protect civil rights; Priority 6 – Combat transnational and national criminal organizations and enterprises
- Priority 7 – Combat major white-collar crime
- Priority 8 – Combat significant violent crime
- Priority 9 – Support federal, state, local and international partners
- Priority 10 – Upgrade technology to successfully perform the FBI's mission

The mission of the Intelligence Program is to optimally position the FBI to meet current and emerging national security and criminal threats by aiming core investigative work proactively against threats to U.S. interests; building and sustaining enterprise-wide intelligence policies and capabilities; and providing useful, appropriate, and timely information and analysis to the national security, homeland security, and law enforcement communities. The DI is responsible for managing all projects and activities that encompass the FBI's Intelligence Program and for prioritizing those functions through the formulation of budgetary requirements.

The DI has produced a complete set of performance metrics through its own planning efforts and in conjunction with DOJ and OMB through the PART review process. As the FBI builds its Intelligence Program, it is likely that there will be additions or changes to this list of measures.

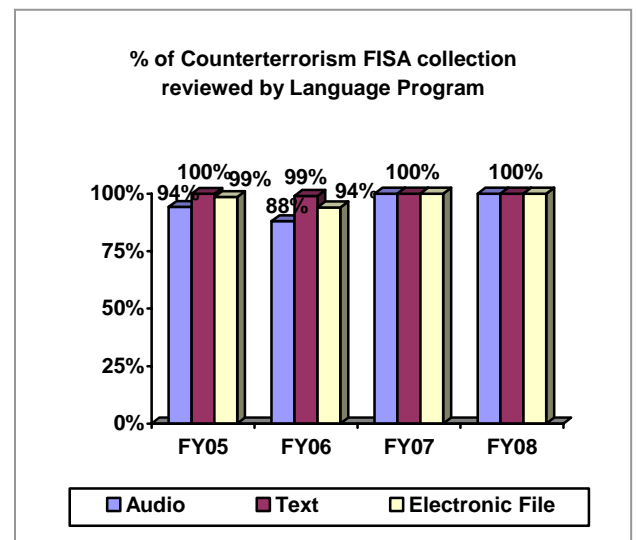
### a. Performance Plan and Report for Outcomes

**Performance Measure:** % of Counterterrorism Foreign Intelligence Surveillance Act (FISA) collection reviewed by the language program.

**FY 2006 Target:** 100% for Audio  
100% for Text  
100% for Electronic File

**FY 2006 Actual:** 88% for Audio  
99% for Text  
94% for Electronic File

**Discussion:** The FBI now possesses sufficient translation capability to promptly address all of



the highest priority counterterrorism intelligence, often within 24 hours. The FBI's prioritization and triage processes are helping reduce the accrued backlog. Audio coverage is lower primarily because of a backlog in reviewing recordings with a certain amount of white noise.

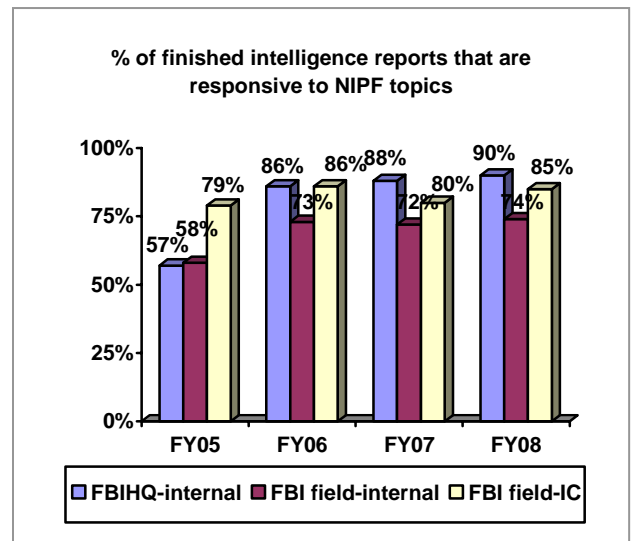
**FY 2007 Target:** 100% for each category  
**FY 2008 Target:** 100% for each category

**Performance Measure - Responsiveness:** % of FBI Headquarters finished intelligence reports that are responsive to National Intelligence Priority Framework (NIPF) topics (Internally disseminated)

**FY 2006 Target:** Baseline (no target previously established)  
**FY 2006 Actual:** 86%

**Discussion:** This measure illustrates the Intelligence Program's responsiveness to Intelligence Community collection requirements (i.e., whether or not the intelligence produced by the FBI is filling important, high priority collection needs). Because the FBI has some regional or local priorities to fulfill, there will always be some intelligence reports filed that are of interest to the Bureau and its law enforcement colleagues but are not responsive to national-level NIPF topics. Accordingly, the maximum attainable percentage for this measure is estimated at 90%.

**FY 2007 Target:** 88%  
**FY 2008 Target:** 90%



**Performance Measure - Responsiveness:** % of FBI field office finished intelligence reports that are responsive to NIPF topics. (Internally disseminated)

**FY 2006 Target:** Baseline (no target previously established)  
**FY 2006 Actual:** 73%

**Discussion:** This measure illustrates the Intelligence Program's responsiveness to Intelligence Community collection requirements (i.e., whether or not the intelligence produced by the FBI is filling important, high priority collection needs). Because the FBI has some regional or local priorities to fulfill, there will always be some intelligence reports filed that are of interest to the Bureau and its law enforcement colleagues but are not responsive to national-level NIPF topics. Accordingly, the maximum attainable percentage for this measure is estimated at 80% (less than the maximum for headquarters reports because field offices are more likely to be involved in regional or local events than the national headquarters office).

**FY 2007 Target:** 72%  
**FY 2008 Target:** 74%

**Performance Measure - Responsiveness:** % of FBI field office finished intelligence reports that are responsive to NIPF topics. (Disseminated to Intelligence Community)

**FY 2006 Target:** Baseline (no target previously established)  
**FY 2006 Actual:** 86%

**Discussion:** This measure illustrates the Intelligence Program's responsiveness to Intelligence Community collection requirements (i.e., whether or not the intelligence produced by the FBI is filling important, high priority collection needs). Because the FBI has some regional or local priorities to fulfill, there will always be some intelligence reports filed that are of interest to the Bureau and its law enforcement colleagues but are not responsive to national-level NIPF topics. Accordingly, the maximum attainable percentage for this measure is estimated at 95%.

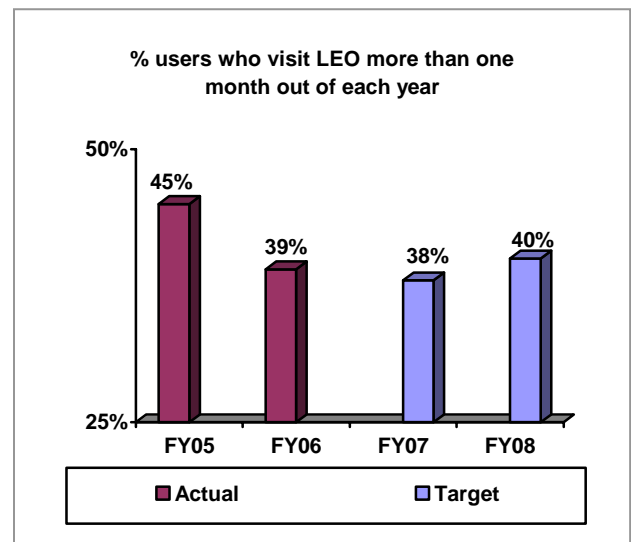
**FY 2007 Target:** 80%  
**FY 2008 Target:** 85%

**Performance Measure -- Customer Satisfaction:** % of users who visit the Law Enforcement Online (LEO) service (which provides intelligence dissemination) more than one month out of each year.

**FY 2006 Target:** Baseline (no target previously established)  
**FY 2006 Actual:** 39%

**Discussion:** This measure serves as a proxy for customer satisfaction. Repeated use of LEO is a strong indication that customers (other intelligence agencies, state and local law enforcement, etc.) find the information they are obtaining on the site useful. Targets for this measure are increased at a conservative rate (2% per year) because of the many factors that influence this number. Note that FY 2005 actual performance is considered uncharacteristically high--usage numbers were artificially driven up by the occurrence of the London subway bombings and a domestic emergency response training exercise in 2005. Future targets were set without assuming any repeat event-based surges in user levels, but, if future performance continues to trend high, the targets will be adjusted at that time.

**FY 2007 Target:** 38%  
**FY 2008 Target:** 40%

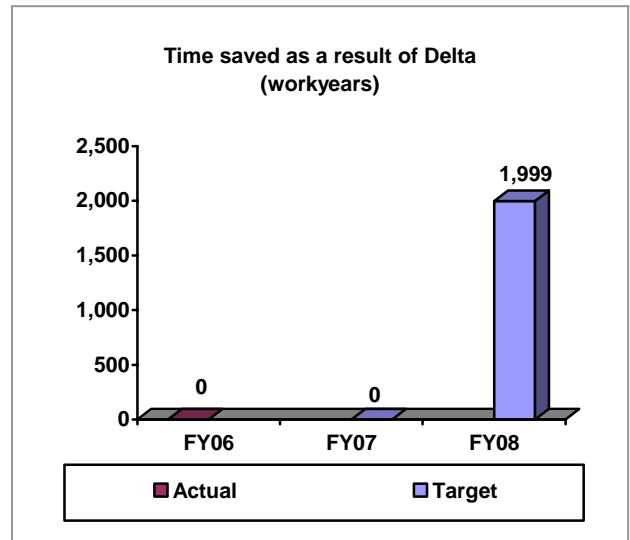


**Efficiency Measure:** Staff time (in workyears) saved on source management activities through changes in the human source business process (via the new Delta system).

**FY 2006 Target:** Baseline (no target previously established)

**FY 2006 Actual:** 0

**Discussion:** The FBI is preparing to implement a major change in its source management business process by introducing a new system, the Delta system, to automate source management tasks and activities. The new technology will provide a centralized database of human sources and allow new functions, such as text searches, geographical displays, and data reporting, that are currently done manually. This functionality is expected to generate savings in staff time each year, particularly as the number of human sources continues to grow. The first savings are expected in FY 2008, after Delta is launched.



Development of requirements for the Delta system commenced in September 2005 using existing drafts of the Confidential Human Source Policy Manual and the Confidential Human Source Validation Standards Manual. Knowledge developed as a result of that process and its testing; maturation of the policy and standards manuals; and increased interaction with the National Clandestine Service on their efforts to standardize across the Community prompted the FBI to revisit the FBI's baseline for a basic deliverable of Delta and adjust the timeline for delivery.

The funding will allow the FBI to meet its obligations to external authorities who have concluded and directed that the FBI upgrade its management of confidential human sources, including the 9/11 and WMD Commissions, and a Presidential Directive that ordered an increase in "human source development and management" within the FBI. Without this funding, Delta will not have full functionality, and thereby will be limited in its ability to contribute to DOJ strategic goals, address the conclusions and directives of external authorities, and achieve the expected time savings.

**FY 2007 Target:** 0

**FY 2008 Target:** 1,999

## **b. Strategies to Accomplish Outcomes**

The FBI Intelligence Program was created by Congressional and Presidential mandates to provide centralized management of the nation's domestic intelligence efforts; no other federal, state or local program shares the FBI's specific authorities and responsibilities for domestic intelligence collection. With respect to broader intelligence collection and analysis authorities, including foreign intelligence and counterintelligence, Executive Order 12333 governs the division of responsibility between FBI and other Intelligence Community members in order to ensure coordination and prevent duplication of effort. Managers of the Intelligence Program also



work extensively with external partners to ensure that the FBI's program is not redundant or duplicative of other efforts, both public and private. In some instances, this involves the active co-location of groups so that activities and policies can be better coordinated. For example, many of the FBI's FIGs, which manage the FBI's intelligence functions in each field office, include members of state and local law enforcement and other intelligence agencies. Additionally, in 22 of the FBI's field offices, personnel assigned to the FIGs are members of regional Fusion Centers, and work alongside members of state and local law enforcement and other intelligence community personnel. In other instances, special inter-agency committees have been created to allow senior leaders to monitor and minimize any redundancy between programs. The FBI Director or other senior managers sit on the Justice Intelligence Coordinating Council (JICC), GLOBAL Intelligence Working Group, and the National Intelligence Analysis and Production Board (NIAPB), just to name a few.

For FY 2008, the FBI requests \$22,254,000 to satisfy the above strategic outcomes:

The FBI requests 10 positions (6 agents) and \$9,525,000 (\$8,000,000 non-personnel) to improve the FBI's Human Intelligence (HUMINT) training capability through the delivery of the HUMINT Source Targeting and Development Course (HSTDC). The requested positions would fulfill core-instructor staff requirements for this critically needed training. HSTDC is an eight-week program of intensive instruction to build upon the foundation of general FBI training. On September 15, 2006, the FBI received a contingent certification of endorsement from Ambassador John D. Negroponte, the Director of National Intelligence (DNI): "The FBI's course is a significant step forward in helping us achieve a truly national HUMINT intelligence capability." With the implementation of HSTDC, the FBI would satisfy a crucial gap in HUMINT training.

The FBI requests 75 positions (56 IAs and 19 support) and \$12,729,000 (\$3,689,000 non-personnel) to support its Confidential Human Source Validation (CHSV) Program. The requested personnel would work to ensure a smooth transition to the FBI's new and comprehensive CHSV process. CHSV is a multi-step process whereby qualified experts measure the accuracy, credibility and reliability of information supplied by Confidential Human Sources (CHS) and conclude whether to continue, continue with caveats, or discontinue operation of those sources. The requested \$3,689,000 in non-personnel funding is for Operations and Maintenance of Delta and development of Delta-S Release 2.x. The Delta-S 2.x is an extension of the Delta-S Release 2.0 version information technology solution designed to streamline CHS administration, reduce compliance errors, provide enhanced capabilities of the CHS base, and support the Confidential Human Source Reengineering Project. The Delta-S system will greatly enhance and improve the administration and operation of the CHS and provide an analytical tool to assist Intelligence Analysts conducting validations. Delta is designed to support the policy directives promulgated in the Confidential Human Source Validation Standards Manual and the Confidential Human Source Policy Manual, which are driven by the new Attorney General Guidelines concerning CHSs and the ODNI draft validation standards.

### **c. Results of Program Assessment Rating Tool (PART) Reviews**

OMB conducted a PART review of the FBI's Intelligence Decision Unit in FY 2006, concurrent with the preparation of the FY 2008 budget. The results of this review are as follows:

<b>Section</b>	<b>Score</b>
Program Purpose and Design	100%
Strategic Planning	86%
Program Management	86%
Program Results	33%
<b>Total*</b>	<b>62%</b>

\*Note that the total does not reflect an average of the four sections because the sections are not weighted equally.

The PART evaluation of the Intelligence Program was largely weighted upon the establishment of its performance measures. The Intelligence PART lost some scores in the Strategic Planning and Program Management areas due to FBI-wide concerns that were not within the direct management responsibility of the Intelligence Program. However, the relatively new organization of the Intelligence Decision Unit and its evaluation as a comprehensive program allowed for only a short period to establish a performance measurement regime that met the criteria of the PART review. Ultimately, the Directorate of Intelligence was able to identify performance measures deemed acceptable for the Program Results area. However, it will take a few years of data collection to provide a historical basis to determine whether or not the Intelligence Program was successful in meeting its performance standards.

The Intelligence Program has agreed upon the following Improvement Plan with OMB, based upon the results of the PART review:

<b>Year Begun</b>	<b>Type</b>	<b>Follow-up Actions</b>	<b>Status</b>
2006	Performance	Improving the measurement of the value that customers receive from FBI intelligence products.	Action taken, but not completed
2006	Budgetary	Identifying realistic linkages between budget requests and program performance.	Action taken, but not completed
2006	Management	Developing systems for improved management and validation of human sources, the intelligence they produce, and the ability to identify source gaps in our domain.	Action taken, but not completed

## Program Increases

**Item Name:** **National Security Branch Analytical Capabilities**

Budget Decision Unit(s): Intelligence  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.3  
Organizational Program: Counterterrorism

Program Increase: Positions 36 Agt 5 FTE 18 Dollars  
\$11,969,000 (\$7,988,000 non-personnel)

### Description of Item

The FBI requests 36 positions (5 agents and 10 IAs) and \$11,969,000 (\$7,988,000 non-personnel) for the National Security Branch Analysis Center (NSAC). The mission of the NSAC is to fulfill the Foreign Terrorist Tracking Task Force (FTTTF) mission objectives outlined under Homeland Security Presidential Directive-2 (HSPD-2) and support the FBI's National Security Branch (NSB) components, including the Counterintelligence and Counterterrorism Divisions and the Weapons of Mass Destruction (WMD) and Intelligence Directorates, in the detection, identification, and tracking of individuals or entities that pose threats to the United States and its interests through the use of advanced analytical techniques, technologies, and data resources.

Once operational, the NSAC will be tasked to satisfy unmet analytical and technical needs of the NSB, particularly in the areas of bulk data analysis, pattern analysis, and trend analysis. Additionally, subject matter components of the FBI's Counterterrorism Division (CTD), specifically domestic terrorism (DT), and the Counterintelligence Division (CD), the Directorate of Intelligence (DI), and the WMD Directorate will be supported (outside of HSPD-2 restrictions/limitations), as mission requirements pertain to the detection, identification, and tracking of individuals or entities that pose threats to the United States and its interests.

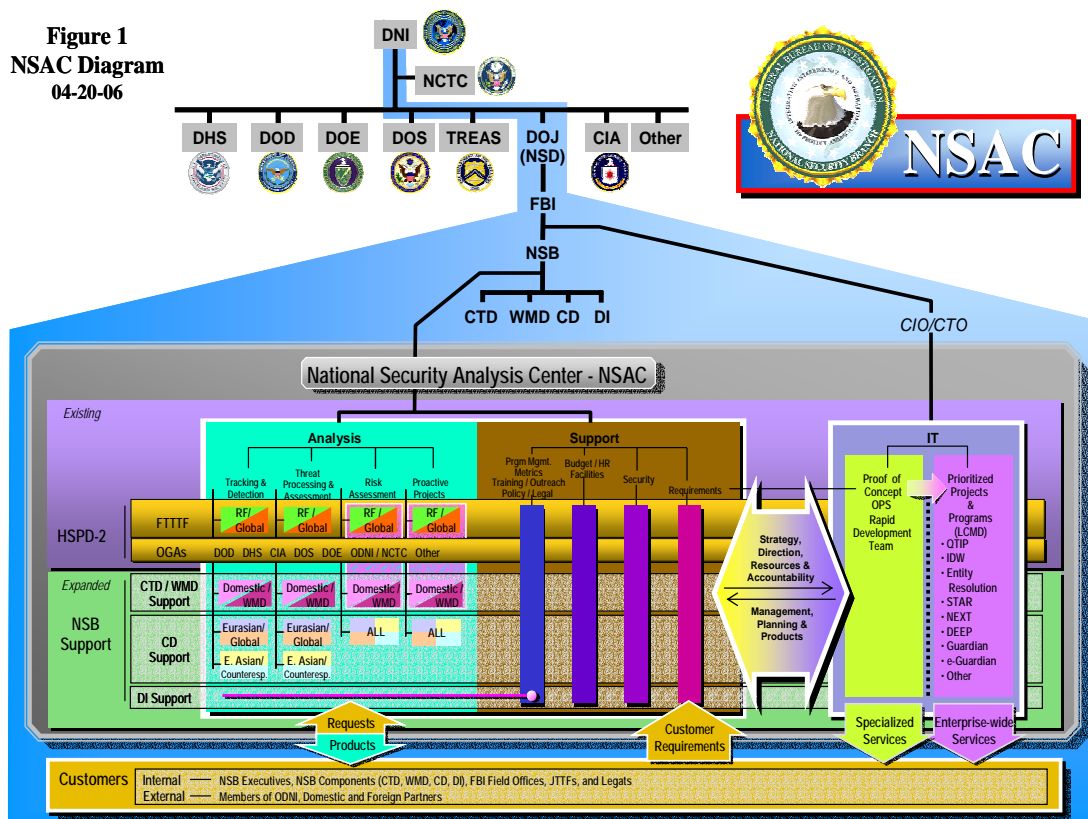
The NSAC will provide subject-based "link analysis" through the utilization of the FBI's collection data sets, combined with public records on predicated subjects. "Link analysis" uses data sets to find links between subjects, suspects, and addresses or other pieces of relevant information, and other persons, places, and things. This technique is currently being used on a limited basis by the FBI; the NSAC will provide improved processes and greater access to this technique to all NSB components. The NSAC will also pursue "pattern analysis" as part of its service to the NSB. "Pattern analysis" queries take a predictive model or pattern of behavior and search for that pattern in data sets. The FBI's efforts to define predictive models and patterns of behavior will improve efforts to identify "sleeper cells." Information produced through data exploitation will be processed by analysts who are experts in the use of this information and used to produce products that comply with requirements for the proper handling of the information.

The FTTTF will become a part of the NSAC, ensuring that the NSAC is able to effectively capitalize on the existing expertise and infrastructure of FTTTF. The Investigative Data Warehouse (IDW), combined with FTTTF's existing applications and business processes, will form the backbone of the NSB's data exploitation system. The strategy being used to implement the mission of the NSAC is to capitalize on existing operations within the FTTTF, with the addition of IDW, to support the NSB. This enhancement will support the core strategy of the NSB.

This request is designed to implement the analytical and IT requirements for the NSAC by augmenting the existing HSPD-2 operations to provide the additional analysis and technology support for the NSB.

**Justification**

The NSAC will include FTTTF Operations under HSPD-2 and expand to support NSB requirements, as seen in the diagram below. This diagram is a visual representation of the NSAC, including lines of authority, business areas, existing and expanded operations, information technology (IT) and prioritized IT projects and programs. The Office of the Chief Information Officer (OCIO) and the Office of the Chief Technology Officer (OCTO) will provide IT support to the NSAC, as they now do for the FTTTF.



As a consequence of the terrorist attacks of September 11, 2001, the FBI identified the need to develop tools that could serve broader FBI investigative needs by accessing a myriad of data sources previously not readily available through conventional software tools. The Secure Collaborative Operative Prototype Environment (SCOPE) was the initial tool designed to support counterterrorism initiatives. As a proof-of-concept, SCOPE succeeded in enhancing FBI investigative and analytical capabilities. Subsequently, the IDW project was initiated, building upon the successes of the SCOPE and extending its operational capabilities to a larger number of users and data sets.

FTTTF and IDW have become the two central gatherers of diverse sources of raw data from many different, yet critically important, sources. FTTTF developed mission-specific technological tools to explore data. FTTTF also built a collaborative environment for multiple

agencies to acquire and disseminate vital information on terrorists and their supporters. The IDW objective was to create a data warehouse that used certain data elements to provide a single-access repository for information related to issues beyond counterterrorism, to include counterintelligence, criminal and cyber related-information.

In addition, FTTTF is in the process of developing ways to leverage new and emerging technologies to better perform mission critical analytical functions.

The NSAC will fill an NSB-wide data exploitation gap. Coordinated analytical teams will be established to support the entire NSB, with particular focus on the requirements of operational entities. Additionally, the FBI is seeking funding to create an integrated solution between the core applications supporting the FTTTF and the IDW. Between the two entities, the FBI has assembled a strong collection of valuable operational data and highly successful analytical and technical applications that realize operational successes.

*NSAC Personnel – 36 positions (5 agents, 10 IAs, and 21 support) and \$3,981,000 (all personnel)*

NSAC staffing will consist of three groups: FBI personnel, personnel from other government agencies (OGAs), and contractors. The 36 FBI positions requested here are needed to support NSAC activities related to the areas of counterintelligence, DT, and WMD. FBI experts are required to complement and augment the current FTTTF contractor and government staff. As the NSAC customer base and data sets increase in size, the need for government experts to handle tasks such as data management, analysis, lead generation, and collaboration with other government agencies will also increase.

In support of CTD, the FTTTF currently processes and vets only international terrorism subjects. With the expanded role of the NSAC and integration of data to support other FBI components, the number of subjects will increase significantly. Currently, FTTTF government and analytical resources have a significant backlog of subjects and data to vet and disseminate. With the expanded role of the NSAC, the universe of subjects will expand exponentially to include all main subjects, references, aliens from selected countries of interest and data available on all counterintelligence, cyber and intelligence matters.

The FTTTF currently operates with four operational analysis units (Tracking and Detection, Proactive Data Exploitation, Threat Processing and Assessment, and Risk Assessment). The 36 new positions requested here would be distributed based on the table below. Please note that this table also includes contractor positions, to be funded with the non-personnel resources described below.

		Tracking & Detection	Threat Processing & Assessment	Proactive Data Exploitation	Risk Assessment	Operational Support	Total
<b>New FSL:</b>							
Gov't	Agents	1	1	1	1	1	5
	Intelligence Analysts	4	...	3	3	...	10
	General Support	2	6	2	2	9	21
Contractor	Data Exploitation Analysts	5	5	5	5	3	23
<b>Total</b>		<b>12</b>	<b>12</b>	<b>11</b>	<b>11</b>	<b>13</b>	<b>59</b>

*Data Exploitation Analysts - \$4,884,000 (all non-personnel)*

This funding will provide for 23 contractor analyst positions (as pictured in the table above) to search, identify, correlate, vet, and disseminate information in support of the NSAC's operational analysis units. These operational units will act in concert with one another and coordinate closely with NSB management, the Intelligence Community, and OGAs to support all NSB components with proactive, actionable intelligence. Please refer to the FBI's classified budget addendum for more information on this item.

*IT Contract Support - \$1,523,000 (all non-personnel)*

Enterprise integration of the NSAC draws upon the FBI's investment in analytical capabilities developed to support counterterrorism. For example, by utilizing the FTTTF/IDW automated data mart services to link together the data collected in different systems, the fused data can be stored and manipulated in other NSAC systems. By leveraging the FTTTF, the IDW, and other technologies, these systems will be utilized to provide greater counterterrorism capabilities and will have the potential to be extended to support new functions in support of counterintelligence, intelligence, and cyber programs.

IT contractors will enhance the FBI's ability to perform core data integration and system support functions. The contractors will support two core areas, data ingest and system administration. The NSAC will be a dynamic organization with an evolving mission, and will require additional expertise to support concentrated efforts to evolve business processes and IT solutions to meet new and emerging operational goals and objectives.

Specifically, the contractors will ensure that the NSAC's basic business needs are defined, developed, integrated, and maintained as an enterprise solution. The following technical roles will need to be filled to support the accomplishment of these functions:

- Data Ingest Engineers (4): Provide data cleansing and ingest of new data sources to support the NSAC operational mission and provide automated tools to exploit data.
- System Administration Support Personnel (2): Provide maintenance and oversee operations of the NSAC/FTTTF operational networks.
- Database Administrator (1): Support the data ingest engineers in defining database structures and relationships to the ingest and exploitation of data.

*Infrastructure Costs - \$940,000 (all non-personnel)*

Adequate physical infrastructure to support NSAC is necessary to provide an operational environment for analytical and technical personnel, technical equipment and storage, and other basic operational essentials such as copiers, faxes, shredders, and supplies. The physical infrastructure includes the necessary power and air conditioning critical for operating and maintaining a technological environment. This environment will also require an infrastructure to support multiple classified and unclassified networks, as well as development, test, and production systems. Most of this will be an expansion of existing IDW/FTTTF infrastructures, enabling NSAC to achieve economies of scale with respect to infrastructure costs.

This infrastructure will be designed to support all operational and technical analysts with an appropriate amount of conference and break rooms. A leased facility comprised of approximately 90,000 square feet of existing and new space, would be capable of providing NSAC with this capability. In addition to the space, the build-out would include furniture,

wiring, desktops, peripherals, and other office equipment, as needed. Any special computer or server rooms would also be provided as part of the physical infrastructure.

*Hardware and Software - \$641,000 (all non-personnel)*

The initial priority for hardware and software for NSAC focuses on the expansion of the FTTTF's core systems to support NSAC requirements. Communications, networks, computers, and basic software, essential for normal and routine operations, need to be established. The current system capabilities for databases and storage must be enhanced to ensure adequate performance to support the additional NSAC personnel, process the massive data volume anticipated, and provide the batch processing capabilities expected to be required. Additional, higher performance database servers, storage arrays, domain controllers, and data visualization servers are required to meet the NSAC data exploitation needs. The NSAC will leverage existing data mining tools to help identify relationships between individuals, locations, and events that may be indicators of terrorist or other activities of interest. Moreover, system core processing hardware and database licenses will need to be upgraded to accommodate the additional users and volume of data to maintain NSAC operations.

*Workload Justification*

As of August 2006, the IDW contained over 659 million documents with 76.6 percent from non-FBI sources. This effort is a prime example of the kind of inter-agency sharing and collaboration mandated by Congress and the White House. The FTTTF also maintains a large data mart containing over 1.4 billion documents/records and a suite of other services not provided by the IDW system. A review was conducted of the data sets contained in the IDW and FTTTF systems. This review showed that approximately 800 million of the FTTTF records are unique and not contained within the IDW. The IDW and FTTTF combined have over 50 other data sets proposed or pending ingestion and billions of new records. Some of these include data sets co-sponsored by other NSB divisions and the FBI's Criminal Investigative Division.

The integration of these data sets and suites of services will allow users to quickly identify the potential investigative or intelligence significance of an item in question. Adherence to the development principles utilized by the FTTTF and IDW will ensure that resources are utilized efficiently and effectively. These advances will be made in concert and coordination with the OCIO. The FBI will coordinate with the various IT efforts to ensure collaboration and periodic cutovers.

Please refer to the FBI's classified addendum for additional workload information.

Impact on Performance (Relationship of Increase to Strategic Goals)

These resources are directly related to DOJ Strategic Goal 1, "Prevent Terrorism and Promote the Nation's Security." The NSAC will be an integral component of the NSB and a critical contributor to the ODNI. The NSAC is the next essential step in meeting the directive of the President for a National Security Service within the DOJ and the FBI.

## Funding

### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
34	10	34	\$51,673	34	10	34	\$51,727	34	10	34	\$51,805

### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
HQ Special Agent	\$203	5	\$1,015
Intelligence Analyst	139	10	1,385
Technical Information Specialist	77	12	918
Supervisory Security Specialist	77	1	77
Security Specialist	77	1	77
Management and Program Analyst	77	1	77
Program Analyst	77	2	153
Budget Analyst	77	1	77
Clerical	68	3	202
Total Personnel	n/a	36	\$3,981

### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Data Exploitation Analysts	n/a	23	\$4,884
Information Technology Contract Support	n/a	n/a	1,523
Infrastructure Costs	n/a	n/a	940
Hardware and Software	n/a	n/a	641
Total Non-Personnel	n/a	n/a	\$7,988

### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	31	10	34	\$3,834	\$47,971	\$51,805
Increases	36	5	18	3,981	7,988	11,969
Grand Total	67	15	52	\$7,815	\$55,959	\$63,774



**Item Name:** Communication Exploitation

Budget Decision Unit(s): Intelligence  
Strategic Goal(s) & Objective(s): 1.1 and 1.2  
Organizational Program: Counterterrorism

Program Increase: Positions 18 IAs 7 FTE 9 Dollars  
\$7,809,000 (\$5,358,000 non-personnel)

Description of Item

The FBI requests 18 positions (7 IAs) and \$7,809,000 (\$5,358,000 non-personnel) to enhance its ability to exploit terrorist communications by leveraging technical and analytical capabilities. This request would provide funding for the telecommunications industry participation in the Telecommunications Data Collection Center (TDCC). These resources are necessary to ensure that communications between terrorists may be obtained in a timely and useful format to best mitigate threats.

Justification

*Digital Media Exploitation (DMX) Unit – 8 positions (3 IAs) and \$1,456,000 (all personnel)*

The FBI requests an enhancement of eight positions for the DMX (formerly known as the Document Exploitation Unit, or DocEx) Unit – three IAs, four Computer Analysis Response Team (CART) Examiners, and one clerical support position – to handle an ever-increasing workload in the unit. Please refer to the FBI’s classified budget addendum for more information on this item.

*Electronic Operations & Surveillance (EOPS) Unit – 6 positions (2 IAs) and \$583,000 (all personnel)*

The FBI requests an enhancement of six positions – two IAs, two IT Specialists, and two Technical Information Specialists – for the EOPS Unit. Please refer to the FBI’s classified budget addendum for more information on this item.

*Electronic Communications & Analysis Unit (ECAU) – 3 positions (2 IAs) and \$345,000 (all personnel)*

The FBI requests three positions – two IAs and one clerical support position – to facilitate technical exploitation and assist with administrative matters in the ECAU. Please refer to the FBI’s classified budget addendum for more information on this item.

*Drug Enforcement Administration (DEA)/Special Operations Division (SOD)/Special Coordination Unit (SCU) – 1 position (0 IAs) and \$67,000 (all personnel)*

The FBI requests one clerical support position to augment the staffing of the DEA/SOD/SCU. Please refer to the FBI’s classified budget addendum for more information on this item.

*Telecommunications Data Collection Center - \$5,358,000 (all non-personnel)*

The FBI requests \$5,358,000 to partner with the telecommunications industry to access lawfully requested telephone records for CT investigations. The goal of the TDCC is to provide near-real-time access to United States communications records (including telephone and Internet records) needed for CT investigations. Currently, the FBI has partnered with three long-distance carriers. The requested funding would allow for the continuation of telecommunications industry participation at the current level of three carriers, providing access to land-line phone

call, calling card, cellular phone call, and Internet communications records, all delivered in an electronic format that can be exploited immediately to help resolve terrorist threats.

This request is based on historical experience working with existing partners. The cost per telecommunications company currently participating in the TDCC is approximately \$1,800,000. A recurring budget level of \$5,358,000 would allow for the continued participation of three telecommunications companies to participate in the TDCC. The FBI assumes that advances in technology (cost/terabyte of storage) will offset inflationary increases.

The requested funding will allow for the development of data storage and retrieval systems by each contractor, accessible only by the contractor, for at least two years' worth of network calling records. In addition, each contractor would provide a dedicated on-site employee to process the exigent lawful requests for data. Without dedicated funding for this initiative and contractors to pull together data for the FBI, market demands on these companies only require them to keep records online (quickly available) for the short period required to collect bills. After billing periods have passed, records are archived; therefore, retrieving them in a time frame shorter than several weeks is not possible.

#### Impact on Performance (Relationship of Increase to Strategic Goals)

These resources would enhance the FBI's ability to collect, analyze, exploit, and disseminate intelligence information collected through the lawful seizure of digital media used by known or suspected terrorists. The FBI's role as the leader of the nation's CT efforts requires that its CT Program be adequately staffed and possess the resources required to support field investigative and operational requirements. This request directly supports the DOJ's Strategic Goal 1, "Prevent Terrorism and Promote the Nation's Security."

The mission of the FBI's CTD is to "Lead law enforcement and intelligence efforts in the United States to defeat terrorism." This request is directly related to the CTD mission statement, as follows:

- Balance intelligence collection with Law Enforcement activities
- Defeat terrorist attacks before they occur
- Target collection and reporting to meet customer requirements

These areas, in turn, support the following FBI's NSB Mission objectives:

- Respond to the prevailing threat environment by pursuing activities to preempt threats to US national security, economic vitality and public confidence, including the investigation and disruption of those involved in terrorist, foreign intelligence or espionage operations
- Integrate, coordinate and manage the intelligence analysis process – both strategic and tactical – to produce quality intelligence products for internal and external customers
- Meet the needs of NSB customers and stakeholders by providing timely and actionable intelligence and investigative support

Both the CTD mission and the NSB Mission Objectives support the following ODNI's objectives:

- Defeat terrorists at home and abroad by disarming their operational capabilities and seizing the initiative from them by promoting the growth of freedom and democracy
- Build an integrated intelligence capability to address threats at home

- Anticipate developments of strategic concern and identify opportunities as well as vulnerabilities for decision-makers.

## Funding

### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
91	22	91	\$32,981*	91	22	91	\$11,997**	91	22	91	\$12,201

\*Please note that the FY 2006 Enacted column includes \$14,767,000 for Document Exploitation (telephone traffic), received as part of the FY 2006 War Supplemental; this funding is not included in the FY 2007 or FY 2008 columns, as it is available for one year only.

\*\*The additional reduction seen from the FY 2006 Enacted dollar amount to the FY 2007 Estimate dollar amount represents the pending DEA/SOD offset included in the FY 2007 President's Budget.

### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Intelligence Analyst	\$139	7	\$970
Professional Support	77	4	306
CART Examiner	243	4	973
Clerical Support	68	3	202
Total Personnel	n/a	18	\$2,451

### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Partnership with Telecommunications Industry	n/a	n/a	\$5,358
Total Non-Personnel	n/a	n/a	\$5,358

### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	91	22	91	\$9,828	\$2,373	\$12,201
Increases	18	...	9	2,451	5,358	7,809
Grand Total	109	22	100	\$12,279	\$7,731	\$20,010

**Item Name:** **Human Source Validation and Delta Enhancement**

Budget Decision Unit(s): Intelligence  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4, 3.1  
Organizational Program: Intelligence Program

Program Increase: Positions 75 Agt ... IA 56 FTE 38 Dollars  
\$12,729,000 (\$3,689,000 non-personnel)

Description of Item

The FBI requests 75 positions (56 IAs and 19 support) and \$12,729,000 (\$3,689,000 non-personnel) to support its Confidential Human Source Validation (CHSV) Program. The requested personnel would work to ensure a smooth transition to the FBI's new and comprehensive CHSV process. CHSV is a multi-step process whereby qualified experts measure the accuracy, credibility, and reliability of information supplied by a Confidential Human Source (CHS) and reach a conclusion to continue, continue with caveats, or discontinue operation of that CHS.

The requested \$3,689,000 in non-personnel funding is for Operations and Maintenance (O&M) of Delta and development of Delta-S Release 2.x (formally Delta Phase IV). The Delta-S 2.x is an extension of the Delta-S Release 2.0 version Information Technology (IT) solution designed to streamline CHS administration, reduce compliance errors, provide enhanced capabilities of the FBI's CHS base, and support the Confidential Human Source Re-Engineering Project. The Delta-S system will greatly enhance and improve the administration and operation of the FBI's CHS and will provide an analytical tool to assist Intelligence Analysts (IAs) conducting validation. Delta is designed to support the policy directives promulgated in the *Confidential Human Source Validation Standards Manual (CHSVSM)* and the *Confidential Human Source Policy Manual (CHSPM)*, which are driven by the new Attorney General Guidelines (AGGs) concerning CHSs and the Office of the Director of National Intelligence (ODNI) draft validation standards.

Justification

*Confidential Human Source Validation - 75 Positions (56 IAs) and \$9,040,000 (all personnel)*  
The importance of an effective CHSV process, recognized by the recommendations of the President of the United States in his Memorandum to the Attorney General dated November 18, 2004 and the Commission on the Intelligence Capabilities of the United States Regarding Weapons of Mass Destruction (WMD Commission), cannot be overstated. The WMD Commission criticized the ineffectiveness of current CHSV, calling for immediate reform, necessary for producing "reliable, well-vetted intelligence." The Commission concluded, "The Intelligence Community's failure to validate assets adequately and communicate fabrication notices properly proved especially costly in the Iraq WMD debacle." In addition to the referral by the WMD Commission, a Presidential Directive to the Attorney General, dated November 23, 2004, specified increased "standards for asset validation." In addition and prior to the WMD Commission report, the FBI recognized the need for a more comprehensive CHSV process following the Whitey Bulger and Katrina Leung cases. In November 2004, the FBI began the Human Intelligence (HUMINT) Re-engineering effort, which included a new *CHSVSM* and the creation of dedicated Validation Units (VUs) in the Counterintelligence Division, Counterterrorism Division, and Cyber Division.

The CHSV process, as described in the *CHSVSM*, is a continuous, multi-layered process by which the FBI measures the value and manages the risks associated with the operation of a validation CHS. The process ensures the accuracy, credibility, and reliability, or lack thereof, of information supplied by a CHS, any individual who provides useful and credible information to the FBI about matters within the FBI's jurisdiction, and from whom the FBI expects or intends to obtain additional useful and credible information in the future. The FBI recruits new CHSs every day and CHSV standards are applied to all CHSs on a continuous basis. With current resources, the FBI is unable to reach a point where all CHSs are successfully subjected to the CHSV process. CHSV is an on-going process so long as a CHS remains open.

The *CHSVSM* details a new process whereby the FBI will conduct a comprehensive validation of every CHS. The new manual describes the fundamental FBI CHSV procedures. Investigative personnel at FBI Headquarters (FBIHQ), case agents, the FIGs, and supervisors at each field office will play a role in the process. In FY 2006, the FBI conducted a phased-in validation approach, starting with a nationwide validation of some of the FBI's most sensitive CHSs supplied from each of the 56 field offices. By July 2008, the FBI intends to implement validation standards on all CHSs. To fully implement the validation of all CHSs on a continuous basis, additional IAs must be dedicated to perform the work.

As part of the Re-engineering effort, the FBI mandated that each field office assign a dedicated Special Agent of the FIG to be the Confidential Human Source Coordinator (CHSC). The coordinators handle all administrative compliance matters and are responsible for ensuring field office personnel, both agent and analyst, comply with the new CHSV requirements. The FBI requests 75 positions (56 IAs) to be distributed among FBIHQ VUs and the 56 field offices to support the implementation of CHSV in accordance with the standards cited by the *CHSVSM*. Although the current funded staffing level (FSL) for FIGs IAs is 1,278, these IAs are not dedicated to the vast demands of CHSV. The 75 personnel requested would be deployed according to the needs of FBIHQ VUs and the 56 field offices. IAs are a vital and necessary part of the validation process. IAs in field offices will evaluate the CHS's reporting in comparison to other CHSs providing similar information within the field office. IAs at FBIHQ will conduct independent reviews to include Suitability and Production Reviews.

Additionally, as part of the FIGs, IAs would be responsible for providing a FIG Intelligence Analyst Source Report every two years, a necessary component to the investigative division's review. The appropriate IAs in each field office would be responsible for generating these reports pertaining to all CHSs handled by their field office. These reports are sent to the appropriate division at FBIHQ during the validation period.

*Delta-S Release 2.x (formally Delta Phase IV) - \$3,689,000 (all non-personnel)*

The Delta-S system will replace two current antiquated systems, Criminal Informant Management System (CIMS) and Asset Database, by putting all CHS information into one system with updated search capabilities. The FBI requests \$3,689,000 to provide O&M for the Delta system (\$1,500,000) and begin the development of Delta-S Release 2.x (\$2,189,000). Delta is the FBI's initiative to provide the IT required by the Human Source Re-engineering Project chartered in November 2004. This project encompasses new policy, streamlined administrative procedures, and an IT solution to help manage over 15,000 of the FBI's CHSs. Delta is designed to address the administrative aspects of intelligence with regard to CHS, from opening the CHS to capturing and sharing CHS background information and CHS intelligence.

Delta-S Release 2.x would build upon the current Delta-S (Release 2.0) system scheduled to be operational in FY 2007.

Implementation of the Delta-S system addresses the findings, conclusions, and referrals of a Presidential Directive, the 9/11 Commission, and the WMD Commission by revising the FBI's methods of CHS management, CHS security, CHSV, and information sharing among members of the Intelligence Community. A Presidential Directive to the Attorney General, dated November 23, 2004, ordered increased "human source development and management" within the FBI. The Delta-S will enable the implementation of a standard set of documentation forms and workflow to address this Presidential Directive.

Delta-S Release 2.x will consist of deliverables that extend the operational benefits of the system beyond those available in Release 2.0. Requested funding would be for the following requirements identified as highly critical: 1) additional or modifications to existing web-based forms, 2) archiving of legacy data, and 3) enhancing the automation of quarterly Supervisory Source Review. In addition, Delta-S Release 2.x requirements would increase compliance with file review requirements, ensuring more efficient and effective means of validation. These additional forms are required to support the implementation of the AGGs.

As part of the Release 2.x upgrade, the FBI requests \$2,005,000 to create additional web-based forms in order to support communications by FBIHQ entities and Legal Attachés, printed communications going outside the FBI, and to increase the number of standardized forms for managing and validating CHSs. The additional web-based forms would enhance a case agent's ability to report and share information, both nationally and internationally. The FBI requests \$95,000 to roll archived information from the Criminal Informant Management System (CIMS) and Asset Database into "Pre-Delta Archives," which is a portion of the Delta-S system. The data in the CIMS and Asset Database legacy systems will need to be integrated into the Delta-S system so that case agents can determine whether a CHS has been previously opened. No additional funding will be required to maintain the CIMS and Asset Database systems after this phase is completed as they may be retired. Currently, there is no automated way to ensure that CHS file reviews are completed on time. The FBI requests \$89,000 to enhance the automation of quarterly Supervisor Source Reviews within the Delta-S system, which would automatically capture dates of file reviews, and notify appropriate individuals using the Delta-S system. This automation will increase compliance with review requirements and validation procedures, and allow Supervisory Special Agent (SSA) to conduct file reviews from his or her office.

The FY 2006 Global War on Terrorism (GWOT) Supplemental included \$4,000,000 for the development of Delta-S Release 2.0. However, since the FY 2006 GWOT request was made, additional capabilities and requirements have been identified for enhancing the functionality of the Delta-S system. An enhancement of \$1,000,000 for O&M requirements for Delta-S Release 2.0 is pending in the FY 2007 President's Budget.

#### Impact on Performance (Relationship of Increase to Strategic Goals)

Confidential Human Source Validation and the Delta-S system will support DOJ's Strategic Goals I, II, and III. Without the personnel necessary to oversee CHSV, the FBI will be unable to effectively ensure the accuracy, credibility, and reliability of information provided by more than 15,000 CHSs. In order to properly and effectively support the FBI's Human Source Re-engineering Project, the FBI must have the resources necessary to develop the Delta-S Release 2.x system and to support on-going O&M requirements for Delta-S Release 2.0. Without this

funding, the FBI would be unable to enhance the capabilities required for a robust Human Source management program.

## Funding

### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
17	7	9	\$6,238*	22	8	12	\$3,781	22	8	12	\$4,021

\*Please note that the FY 2006 Enacted column includes \$4,000,000 for Delta received as part of the FY 2006 War Supplemental; this funding is not included in the FY 2007 or FY 2008 columns, as it is available for one year only.

### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Intelligence Analyst	\$139	56	\$7,757
Clerical Support	68	19	\$1,283
Total Personnel	n/a	75	\$9,040

### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Web-based Forms	n/a	n/a	\$2,005
Pre-Delta Archiving	n/a	n/a	95
Automated Supervisor Review File	n/a	n/a	89
Delta-S 2.0 O&M	n/a	n/a	1,500
Total Non-Personnel	n/a	n/a	\$3,689

### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	22	8	12	\$2,956	\$1,065	\$4,021
Increases	75	...	38	9,040	3,689	12,729
Grand Total	97	8	50	\$11,996	\$4,754	\$16,750

**Item Name:** **Human Intelligence Management**

Budget Decision Unit(s): Intelligence  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4  
Organizational Program: Intelligence Program

Program Increase: Positions 10 Agt 6 IA ... FTE 5 Dollars \$9,525,000  
(\$8,000,000 non-personnel)

Description of Item

The FBI requests 10 positions (6 agents) and \$9,525,000 (\$8,000,000 non-personnel) to improve its Human Intelligence (HUMINT) training capability through the delivery of the HUMINT Source Targeting and Development Course (HSTDC). The requested positions would fulfill core-instructor staff requirements for this critically needed HUMINT training. HSTDC is an eight-week program of intensive instruction to build upon the foundation of general FBI training for Agents. On September 15, 2006, the FBI received a contingent certification of endorsement from the Director of National Intelligence (DNI) who noted, "...the FBI's course is a significant step forward in helping us achieve a truly national HUMINT intelligence capability." With the implementation of HSTDC, the FBI would satisfy a crucial gap in HUMINT training.

Justification

The WMD Commission and 9/11 Commission each recommended improvements to FBI training and practice in the area of HUMINT operations. Further, the DOJ OIG raised concerns regarding the practice and compliance deficiencies in Confidential Human Source Operations by the FBI and strongly advised improvements in training to address these deficiencies. This effort is an essential element in addressing a Congressional recommendation for the creation of a National Security Career Path within the FBI. The FBI examined HUMINT training courses at the Central Intelligence Agency (CIA), the Defense Intelligence Agency (DIA), and other intelligence agencies, and determined that the courses offered by those agencies would not meet the needs of the FBI's unique law enforcement and intelligence collection missions.

The FBI has incorporated relevant elements from these agencies' courses into the framework for a curriculum customized to the FBI's authorities and mission. HSTDC would put SAs in a position to execute practical disciplines such as target development and operational planning that would be focused upon the eventual recruitment of a desired target. Such training is critical to effectively improving FBI HUMINT collection operations.

HUMINT is the collection of intelligence through the utilization of human collection mechanisms. HSTDC is a comprehensive program of intensive instruction, which builds upon the foundation of general FBI training provided during the New Agents Training (NAT) program. The fundamental skills and concepts discussed during NAT would then honed through practical field experience and are further developed through the anticipated delivery of the proposed Confidential Human Source Operation Course to all SA personnel during their first three years of employment. Following three years of experience, designated SA personnel could compete to be selected for this training. Successful completion of this course would yield DNI approved certification.

The proposed HUMINT training course would provide instruction through various techniques: classroom lecture, demonstration, practical exercise, and a Temporary Duty (TDY) assignment.



The course would not only focus on instruction in the arts and techniques of HUMINT collection, but also provide a structured and approved curriculum for which the FBI has sought and received contingent certification by the DNI. Such certification indicates consistency with instruction provided to other HUMINT collectors around the Intelligence Community (IC) and considers the unique aspects of FBI jurisdictional, operational, and environmental realities.

The FBI requests 10 positions: 6 SSA instructors and 4 support instructors (former Intelligence Community-Trained personnel) as Subject-Matter Expert (SME) instructors. These individuals would serve as the core instructor cadre to allow for on-going and overlapping delivery of this course. Of the 10 instructors, 8 would serve as the staff core instructor cadre, and a minimum of 2 instructors would remain with the course for the entirety of each iteration.

The FBI requests \$8,000,000 in non-personnel funding to further strengthen its HUMINT training capability. The requested resources would support the entire FBI HUMINT Program, covering all investigative programs. The requested funding includes \$6,400,000 to cover anticipated requirements such as travel, per diem, contract role player service hours, instructor and adjunct instructor travel/per diem, and two iterations of an advanced training course. Other delivery requirements for the course expansion include additional infrastructure, upgrades, and equipment totaling \$1,600,000.

**Impact on Performance (Relationship of Increase to Strategic Goals)**

Without this training, the FBI would lack the full capacity to provide SAs the comprehensive tradecraft, procedural, legal and policy direction needed to execute the significant and constitutionally sensitive domestic intelligence collection mission with confidence. The FBI would be dependent upon a risky, time consuming, and distributed train-the-trainer environment at a time when the demand for SAs with these skills is high. The FBI would lack the ability to provide consistency in the execution of training and to certify performance against standards. In addition, the FBI would be unable to be responsive to specific shortfalls highlighted by several reviews of the FBI’s Intelligence Program to include the 9/11 Commission Report, the WMD Commission Recommendations, and a review by the DOJ OIG and the ODNI.

**Funding**

**Base Funding**

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President’s Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
24	9	12	\$2,991	24	9	12	\$3,048	24	9	12	\$3,090

**Personnel Increase Cost Summary**

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Agents	\$203	6	\$1,219
Support Instructors	77	4	306
Total Personnel	n/a	10	\$1,525

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Training Course	n/a	n/a	\$8,000
Total Non-Personnel	n/a	n/a	\$8,000

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	24	9	12	\$3,090	...	\$3,090
Increases	10	6	5	1,525	8,000	9,525
Grand Total	34	15	17	\$4,615	\$8,000	\$12,615

**Item Name:** **Terrorist Screening Center**

Budget Decision Unit(s): Intelligence  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3  
Organizational Program: Counterterrorism

Program Increase: Positions 14 Agt 1 FTE 7 Dollars  
\$1,342,000 (all personnel)

Description of Item

The FBI requests 14 positions (1 agent), and \$1,342,000 (all personnel) to support on-going Terrorist Screening Center (TSC) requirements. The FBI requests a personnel enhancement to provide security for the new TSC stand-alone facility (anticipated to be occupied in late FY 2007), provide audit and analytical assistance, augment the TSC's airport liaison personnel cadre, and handle key office support requirements.

Justification

The requested positions would provide additional administrative personnel to the TSC and its Operations Branch, particularly the Terrorist Screening Tactical Operations Center, the Nominations Unit, the Data Integrity Unit, the Special Projects Unit, and Administrative Branch, all of which will expand in the new facility. These areas are anticipated to face significant increases in administrative workload as a result of anticipated encounters with known or suspected terrorists by FY 2008. Factors driving these increases include the following: additional international agreements with visa waiver countries; increased coordination with EUROPOL and INTERPOL; and multiple transportation programs operated by the DHS. All of these efforts will require additional personnel to be screened against the TSC's consolidated watchlist.

The 13 support positions requested will provide support to the following areas: financial and programmatic audit assistance; physical and operational security for the new facility; analytical assistance to support Nomination Review and the Data Integrity processes; and direct analytical and programmatic support to TSC executive management.

In 2006, the TSC began assigning some of its SA personnel to serve as airport liaison personnel at the highest priority airports including Los Angeles, New York (John F. Kennedy), Miami, and Washington (Dulles). The FBI requests one SA position to serve as an airport liaison in Chicago in FY 2008 due to the increased volume of encounters produced by International Flight pre-screening and Domestic Flight pre-screening associated with the advent of Secure Flight. The selection of Chicago as one of the airports chosen to have TSC representation is due to its passenger volume, size, international flight connections, the number of encounters documented by the TSC and its critical relationship to the air transportation industry. The SA assigned to it will follow up on all encounters related to these initiatives as an extension of the TSC.

Impact on Performance (Relationship of Increase to Strategic Goals)

The FBI's TSC is the embodiment of the DOJ's Strategic Goal 1, "Prevent terrorism and promote the nation's security." The TSC also falls in line with goals outlined in DOJ's IT Strategic Plan for FYs 2006 through 2011: 1) Share information quickly, easily and appropriately

– inside and outside the DOJ; 2) Secure and protect information; 3) Provide reliable, trusted and cost-effective IT services; and 4) Use IT to improve program effectiveness and performance. The TSC must fulfill these goals to accomplish its mission.

The TSC supports the FBI’s number one priority to “protect the United States from terrorist attack,” and falls in line with the FBI’s NSB goals of superiority in IT and information sharing. The TSC stands at the center of information sharing between a plethora of federal, state, local, territorial, and tribal law enforcement agencies, intelligence community agencies, and foreign governments. The FBI requires the appropriate level of staffing for the TSC to ensure that the partners and customers who are at the heart of this effort are seamlessly integrated. Appropriate information sharing is essential to preventing terrorism, and the personnel requested here are essential to promoting that concept of information sharing.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President’s Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
108	17	78	\$102,518	108	17	108	\$102,660	108	17	108	\$102,893

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Special Agent	\$203	1	\$203
Police Officer	105	5	527
Auditor	77	2	152
Management and Program Analyst	77	3	230
Management and Program Assistant	77	3	230
Total Personnel	n/a	14	\$1,342

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	108	17	108	\$10,835	\$92,058	\$102,893
Increases	14	1	7	1,342	...	1,342
Grand Total	122	18	115	\$12,177	\$92,058	\$104,235

**Item Name:** **Open Source Program Staffing**

Budget Decision Unit(s): Intelligence  
Strategic Goal(s) & Objective(s): 1.1  
Organizational Program: National Security

Program Increase: Positions 3 Agt ... FTE 2 Dollars  
\$375,000 (all personnel)

Description of Item

The FBI requests 3 support positions and \$375,000 (all personnel) to staff its Open Source Program. These positions would be used to formalize an Open Source Program for the FBI and to liaison with other agencies to determine how open source information should be exploited and integrated into shared intelligence. In addition, these positions would be responsible for the exploitation of tools developed by the Open Source Center (OSC) or other agencies in support of the Intelligence Community (IC).

Justification

Intelligence Community Directive (ICD) Number 301: National Open Source Enterprise directs the IC to "...ensure efficient and effective use of open source information and analysis." FBI personnel use open source information extensively in support of the FBI's mission. An Information Sharing Officer is requested to identify and mitigate barriers to information sharing with the other IC agencies and to serve as the FBI's primary point of contact for open source outreach implementation. The FBI also requests one Collection Requirements Manager (CRM) to develop and control the FBI's open source collection, processing, exploitation, and reporting requirements. The CRM would participate in the National Open Source Enterprise CRM Subcommittee and would implement the Open Source Requirements Management System for the FBI. One librarian is requested to leverage knowledge of open source and information sources; and to exploit data repositories to support analysis, collection, operations, and mission-related decision-making.

Impact on Performance (Relationship of Increase to Strategic Goals)

Development of a robust Open Source Program would ensure that the exploitation of open source information is an integral part of the Intelligence Program. This effort is directly linked to ICD 301 and to the Department of Justice's strategic objective of "developing an intelligence capability that fully supports the Department's counterterrorism efforts," defined in Strategic Objective 1.1. The failure to fully exploit open source information deprives the FBI's Intelligence Program of insight into a myriad of issues from the perspective of individuals and organizations outside the IC and foreign governments. Excluding these viewpoints from the analysis process can result in the regurgitation of the same U.S. government-collected information instead of a fresh perspective.

## Funding

### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
...	...	...	...	2	...	1	\$250	2	...	2	\$250

### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Information Sharing Officer	\$125	1	\$125
Collection Requirements Manager	125	1	125
Librarian	125	1	125
Total Personnel	n/a	3	\$375

### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	2	...	2	\$250	...	\$250
Increases	3	...	2	375	...	375
Grand Total	5	...	4	\$625	...	\$625

**Item Name:** National Virtual Translation Center (NVTC)

Budget Decision Unit(s): Intelligence

Strategic Goal(s) & Objective(s): 1.1

Organizational Program: Intelligence

Program Increase: Positions 3 Agt ... FTE 1 Dollars  
\$3,450,000 (\$3,000,000 non-personnel)

#### Description of Item

The FBI requests 2 positions and \$3,300,000 (\$3,000,000 non-personnel) to provide funding to sustain current technology operations at the National Virtual Translation Center (NVTC) and to support NVTC program office management. The NVTC's mission is to serve as a clearinghouse to facilitate timely and accurate translation of foreign intelligence for all elements of the IC. Its mission is not to replace, but rather to augment the foreign language capabilities of all elements of the IC.

The FBI is also requesting 1 position and \$150,000 (personnel) to support the Intelligence Community Linguistic Exploitation Program.

#### Justification

*NVTC Language Technology Initiatives - \$3,000,000 (all non-personnel)*

The NVTC objective is to be the national virtual model and most trusted provider of choice for IC interagency translation services. By leveraging existing IC networks and connectivity protocols and by accrediting innovative technologies, NVTC products are quickly and securely disseminated across the IC throughout the U.S.

The Translators Online Network Support (TONS) System is designed to support the enterprise level workflow business processes of the NVTC. The system is designed to receive documents from customers and route them to translators without requiring the latter to leave their preferred place of work. The TONS workflow management system provides a highly flexible, modular, and extensible system to manage and support translators and the translation business. Initial funding for the TONS system came from the NVTC program's base. The FBI requests \$2,000,000 to procure 19,000 hours of systems administration, software development, license renewals, limited equipment upgrades, and Commercial-Off-The Shelf (COTS) products.

The NVTC is modifying the Law Enforcement and Intelligence Linguist Access (LEILA) database of contractor-provided translators to become the National Linguist Data Base (NLDB). This database will be a community repository of vendor translators and independent contract linguist that is searchable by languages and by subject matter expert terms. The results of a search provide a contract point of contact within the IC through which the requestor would be able to request translation assistance. This effort has been offered to the Department of Defense as a demonstration project for the IC-wide Civilian Linguist Reserve Corps (CLRC) initiative. The CLRC initiative was inaugurated by the President, the Secretaries of State and Defense, and the Director of National Intelligence to address IC-wide critical needs for translators on a wide array of languages. This initiative was funded from the NVTC program's base. The FBI requests \$400,000 to procure approximately 2,300 hours of data base development and management to support the NLDB.

The NVTC is developing the Language Technology & Resource Nexus (LANTERN) Community Portal, a language portal through which NVTC program staff, government civilian and military linguists, independent contract linguists, and vendor linguists can access language translation aids, communicate across the community, and share information about translations. This resource will support not only NVTC program and language staff, but will also be available to provide linguist community-wide access to the translation tools and shared information found in LANTERN. The former Community Management Staff (CMS) Chief Information Officer (CIO) provided initial funds for the development of this community portal and additional funding was drawn from NVTC program's base. The FBI requests \$400,000 to procure 2,500 hours of software development and database management to support the development of LANTERN.

The NVTC, jointly with the National Air and Space Intelligence Center (NASIC), is leading the acquisition of a parallel corpus repository that included original source data and the corresponding translated data representing what the IC collects, processes, and analyzes on a daily basis. This collection of authentic document pairs (source and human translation) will support the needs of the research community in the training of machine translation engines, the educators in testing and development of materials, and the language professionals in terminology management, and translation memory. The NVTC will be working with NASIC to collect corpus data, align a subset of the data, and host and disseminate the corpora to the rest of the IC. The ODNI provided initial funds for this initiative. The FBI requests \$200,000 to procure approximately 1,300 hours of software development to support Parallel Corpora.

*NVTC Program Office Management – 2 positions and \$300,000 (all personnel)*

These positions provide Joint Duty positions for the NVTC Operations Director and NVTC Technology Director. These positions would support rotational assignments of GS-15 level personnel from Intelligence Community agencies to be assigned at NVTC headquarters. This ensures active coordination and enhanced interaction between those agencies and the NVTC.

*Intelligence Community Linguistic Exploitation Program - 1 position and \$150,000 (all personnel)*

Funds will support a program staff linguist to support the Intelligence Community Linguistic Exploitation Program. This linguist manager would provide oversight of the program to supervise in-country operations and coordinate workflow among and between IC elements, routing finished products between Doha, NVTC headquarters and IC customers.

Impact on Performance (Relationship of Increase to Strategic Goals)

As an element of the FBI, the NVTC's effort as described above will enhance the FBI's capacity to detect, deter, counter and prevent terrorist activity. This effort is directly linked to the Department of Justice's (DOJ's) strategic objective of "developing an intelligence capability that fully supports the Department's counterterrorism efforts" defined in Strategic Objective 1.1.

The U.S. Government's (USG) success at protecting the homeland from future terrorist attacks, countering foreign intelligence operations, and dismantling transnational organized criminal enterprises is increasingly dependent upon foreign language processing. Today nearly all USG intelligence operations have a language component and demand for competent language service is growing exponentially. Since September 11, 2001, intelligence collection levels in Urdu, Pashto, and especially in Arabic have increased over 100%. Given these demands, the NVTC



has identified and effectively manages linguist workforce planning, recruiting and processing; has centralized its command and control structure to insure linguist resources are properly aligned with the DOJ's strategic goals; has expanded the pool of qualified linguists through innovative virtual work place modalities and earned a solid reputation as a small can-do organization. Failure to fund this initiative could cause serious harm to national security should actionable intelligence remain un-translated.

## Funding

### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
10	...	5	\$7,485	10	...	10	\$7,706	10	...	10	\$7,968

### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Linguist Manager	\$150	2	\$300
Task Manager	150	1	150
Total Personnel	n/a	3	\$450

### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
TONS contractor support	\$93.00	19,000 hours	\$1,767
TONS Equipment and Licenses	n/a	n/a	\$233
NLDB	\$172.00	2,325 hours	\$400
LANTERN	\$156.00	2,564 hours	\$400
Parallel Corpora	\$157.10	1,273 hours	\$200
Total Non-Personnel	n/a	n/a	\$3,000

### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)
Current Services	10	...	10	\$1,083	\$6,885	\$7,968
Increases	3	...	1	450	3,000	3,450
Grand Total	13	...	11	\$1,533	\$9,885	\$11,418

## B. Counterterrorism/Counterintelligence Decision Unit

<b>COUNTERTERRORISM/COUNTERINTELLIGENCE DECISION UNIT TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount</b>
2006 Enacted with Rescissions	11,149	10,769	\$2,152,394,000
2006 Supplementals	...	...	90,845,000
2006 Enacted w/ Rescissions and Supplementals	11,149	10,769	2,243,239,000
2007 Estimate	11,404	11,312	2,272,804,000
Adjustments to Base and Technical Adjustments	(581)	(593)	111,858,000
2008 Current Services	10,823	10,719	2,384,662
2008 Program Increases	495	247	159,816,000
2008 Program Offsets	92	92	13,740,000
2008 Request	11,410	11,058	2,558,218,000
<b>Total Change 2007-2008</b>	<b>6</b>	<b>(254)</b>	<b>\$285,414,000</b>

### 1. Program Description

The FBI's Counterterrorism/Counterintelligence (CT/CI) Decision Unit is comprised of the Counterterrorism Program, the Weapons of Mass Destruction Directorate (WMDD), the Foreign Counterintelligence (FCI) Program, a portion of the Cyber Computer Intrusions Program, the Critical Incident Response Group, and the portion of the Legal Attaché (Legat) Program that supports the FBI's CT and CI missions. Additionally, to capture all resources that support these programs, a prorated share of resources from the FBI's support divisions (including Training and Development, Laboratory, Security, Information Technology Operations, administrative divisions, and staff offices) is calculated and scored to the decision unit.

#### *Counterterrorism Program*

The mission of the FBI's CT program is to prevent, disrupt, and defeat terrorist operations before they occur; to pursue the appropriate sanctions for those who have conducted, aided, and abetted those engaged in terrorist acts; and to provide crisis management following acts of terrorism against the U.S. and U.S. interests. This mission is accomplished by gathering intelligence from all sources and using intelligence and analysis to enhance preventive efforts and exploit links between terrorist groups and their support networks. Threat information is shared with all affected agencies and personnel to create and maintain efficient threat mitigation response procedures and provide timely and accurate analysis to the Intelligence Community (IC) and senior policy makers.

The threat posed by international terrorists will continue for the foreseeable future. A trend in international terrorism in recent years, as exemplified by the attacks on September 11, 2001, the Madrid and London bombings, and other recent terror scares, has been the execution of high-intensity, mass-casualty attacks.

The FBI is committed to stopping terrorism at any stage, from thwarting those intending to conduct an act of terrorism to investigating the financiers of terrorist operations. All CT

investigations are managed at FBI Headquarters, thereby employing and enhancing a national perspective that focuses on the CT strategy of creating an inhospitable terrorist environment.

The FBI aims to protect the U.S. from terrorist attacks by disrupting terrorists' ability to perpetrate harm. Training, finances, recruiting, logistical support, pre-attack planning, and preparation are all required components of terrorist operations. These requirements expose vulnerabilities, and the FBI focuses on creating a comprehensive intelligence base to exploit these vulnerabilities.

To develop a comprehensive intelligence base, the FBI employs its Model Counterterrorism Investigative Strategy, focusing each terrorist case on intelligence, specifically on identification of terrorist training, fundraising, recruiting, logistical support, and pre-attack planning.

Under the leadership of Director Mueller, the FBI has moved aggressively to implement a comprehensive plan that has fundamentally transformed the FBI. The FBI has overhauled its counterterrorism operations, expanded its intelligence capabilities, modernized its business practices and technology, and improved coordination with its partners. The FBI is no longer content to concentrate on investigating terrorist crimes after they occur; it is dedicated to disrupting terrorist plots before they are executed. The FBI's CT Program has five priorities:

- To detect, disrupt, and dismantle terrorist sleeper cells in the U.S. before they act;
- To identify and prevent acts of terrorism by individuals with a terrorist agenda acting alone;
- To detect, disrupt, and dismantle terrorist support networks, including financial support networks;
- To enhance its capability to quickly ascertain the reliability, implications and details of terrorist threats and to improve the capacity to disseminate threat-related information to local, state, and federal agencies, and to the private sector as needed; and
- To enhance its overall contribution to the IC and senior policy makers in government by providing timely and accurate in-depth analysis of the terrorist threat and other information of value on an on-going basis.

To implement these priorities, the FBI has increased the number of Special Agents assigned to terrorism matters. The FBI has also established a number of operational units and entities that provide new or improved capabilities to address the terrorist threat. These include the around-the-clock Counterterrorism Watch and the National Joint Terrorism Task Force (NJTTF) to manage and share threat information, the Terrorism Financing Operation Section to centralize efforts to stop terrorist financing, document/media exploitation squads to exploit material found both domestically and overseas for its intelligence value, deployable "Fly Teams" to lend counterterrorism expertise wherever it is needed; the 24/7 Terrorist Screening Center (TSC) and Foreign Terrorist Tracking Task Force (FTTTF)<sup>1</sup> to help identify terrorists and keep them out of the U.S., the Terrorism Reports and Requirements Section (TRRS) to disseminate FBI terrorism-related intelligence to the IC, and the Counterterrorism Analysis Section to "connect the dots" and assess the indicators of terrorist activity against the U.S. from a strategic perspective.

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<sup>1</sup> Please note that while the TSC and the FTTTF are part of the FBI's CT Program, their resources are scored to the Intelligence Decision Unit.

Re-engineering efforts are making the FBI more efficient and more responsive to operational needs. The FBI has revised its approach to strategic planning and refocused recruiting and hiring efforts to attract individuals with skills critical to its counterterrorism and intelligence missions. The FBI has also developed a comprehensive training program and instituted new leadership initiatives to keep its workforce flexible.

The FBI continues to expand its CT program by increasing analytic strength and intelligence output. During FY 2006, the FBI's TRRS produced over 5,500 CT intelligence information reports. In FY 2005, the FBI produced 5,146 CT intelligence reports, an increase of 89 percent over FY 2004 production. The FBI is working with partners both in the Joint Terrorism Task Forces (JTTFs) and at national centers such as the National Counterterrorism Center (NCTC) to ensure that information from the FBI and its partners is integrated into intelligence products that are both timely and actionable. The FBI's Field Intelligence Groups (FIGs) are fully functional, integrating investigative and intelligence operations.

The FBI has divided its CT operations into branches, each of which focuses on a different aspect of the current terrorism threat facing the U.S. These components are staffed with Special Agents, Intelligence Analysts, and subject matter experts who work closely with investigators in the field and integrate intelligence across component lines. This integration allows for real-time responses to threat information and quick communication with decision-makers and the field.

The FBI has also established strong working relationships with other members of the IC. From the Director's daily meetings with other IC executives, to the regular exchange of personnel among agencies, to joint efforts in specific investigations and in the NCTC, the TSC, and other multi-agency entities, to the co-location of personnel at Liberty Crossing, the FBI and its partners in the IC are now integrated at virtually every level of operations.

With terrorists traveling, communicating, and planning attacks all around the world, coordination with foreign partners has become more critical than ever before. The FBI has steadily increased its overseas presence and now routinely deploys Special Agents and crime scene experts to assist in the investigation of overseas attacks. Their efforts have played a critical role in successful international operations.

FBI Headquarters CT management was responsible for a vital disruption of a plot to bomb U.S.-bound airplanes from the United Kingdom (U.K.) in July 2006. The experience of the Counterterrorism Field Agents on 18-month temporary assignments provided the critical workforce at FBI Headquarters that was needed to accomplish the intelligence-based investigations that detected and prevented recent terrorist act/s from occurring against the U.S. and its interests. The disruption and arrests in the U.K. are a testament to the FBI's partnership with British intelligence.

The FBI recently realigned and consolidated existing WMD and counter proliferation initiatives, formerly managed in multiple divisions, under a single organizational entity, the WMD Directorate. The strategic focus of this Directorate is to prevent and disrupt the acquisition of WMD capabilities and technologies for use against the U.S. homeland by terrorists and other adversaries, including nation-states. The WMD Directorate integrates and links all of the

necessary counterterrorism, intelligence, counterintelligence, and scientific and technological components to accomplish the FBI's overall WMD mission. The WMD Directorate is organized to provide a mechanism to perform the following essential capabilities:

- Intelligence
- Countermeasures
- Preparedness
- Assessment and Response
- Investigative
- Science and Technology Support
- Policy and Planning

The WMD Directorate provides flexibility for growth and development and represents a flexible structure to leverage federal resources and coordinate with interagency partners. The Directorate addresses the identified essential capabilities through the establishment of three new sections which reside in the Directorate. These include: Countermeasures and Preparedness Section (CPS), Investigations and Operations Section (IOS), and Intelligence and Analysis Section (IAS). The WMD Directorate also has components to address policy, planning, budget, administrative, detailee matters and other functions which serve the entire Directorate. A joint reporting relationship with the Laboratory Division (LD) and the Critical Incident Response Group (CIRG) exists.

The FY 2008 base for the total CT Program is 4,879 positions (2,954 agents), 4,855 FTEs, and \$1,001,929,000.

### ***Foreign Counterintelligence Program***

Executive Order 12333 assigns to the Director of the FBI, under the supervision of the Attorney General and pursuant to such regulations the Attorney General may establish, responsibility for conducting and coordinating counterintelligence activities within the U.S. designed to protect against intelligence collection activities conducted for, or on behalf of, foreign powers, organizations, or persons. The FCI Program is responsible for conducting investigations to identify, prevent, and deter foreign intelligence collection activities that are inimical to U.S. national security.

At the Headquarters management level, the FCI program coordinates FCI investigations and operations nationally. This is accomplished by providing oversight, guidance, and support to field offices in connection with their efforts to identify and neutralize hostile intelligence collection activities within their territories.

In connection with its efforts to enhance the FCI Program's disruption of these threats, the Counterintelligence Division has developed a National Strategy for Counterintelligence that delineates specific actions designed to enhance the FBI's capacity to address its counterintelligence responsibilities by providing the following:

- A centrally controlled and managed FCI Program that guides, directs, and provides adequate resources to support an effective national FCI effort.

- A shift in emphasis of the FBI's organizational culture from criminal emphasis and reactive approach to national security emphasis and proactive approach.
- A restructured and improved FCI information management and sharing program both within the FBI and between the FBI and the IC.
- A commitment to maintain a fully trained, highly experienced workforce of FBI agents, highly skilled analysts, and professional support with recognized expertise in priority areas.

### ***Dedicated Technical Program***

The FBI's Dedicated Technical Program (DTP) administers resources to provide technical support as well as research and development activities through which the FBI ensures that investigative tools keep pace with evolving investigative requirements and private sector technologies. In compliance with Executive Order 12333 - United States Intelligence Activities and Director of National Intelligence (DNI) requests/guidance, the DTP deploys technical systems in support of foreign intelligence requirements of other IC entities. The DTP provides support enabling achievement of the following strategic goals:

- Identify, prevent, and defeat intelligence operations conducted by any foreign power within the U.S. or against certain U.S. interests abroad that constitute a threat to U.S. national security.
- Prevent, disrupt, and defeat terrorist operations.

### ***Cyber Program***

The FBI's Cyber Program consolidates Headquarters and field resources dedicated to combating cyber-crime under a single entity. This allows the Cyber Program to coordinate, supervise, and facilitate the FBI's investigation of those federal violations in which the Internet, computer systems, or networks are exploited as the principal instruments or targets of terrorist organizations, foreign government-sponsored intelligence operations, or criminal activity. Included under the purview of the Cyber Program are counterterrorism, counterintelligence and criminal computer intrusion investigations; intellectual property rights-related investigations involving theft of trade secrets and signals; copyright infringement investigations involving computer software; credit/debit card fraud where there is substantial Internet and online involvement; online fraud and related identity theft investigations; and the Innocent Images National Initiative.

The FY 2008 base for the entire Cyber Program is 1,151 positions (659 agents), 1,151 FTEs, and \$258,490,000.

### ***Critical Incident Response Program***

The Critical Incident Response Group (CIRG) facilitates the FBI's rapid response to, and management of, crisis incidents. CIRG was established to integrate tactical and investigative resources and expertise for incidents requiring an immediate law enforcement response. CIRG furnishes distinctive operational assistance and training to FBI field personnel as well as state, local, federal, tribal and international law enforcement partners. CIRG personnel are on call around the clock to respond to crisis incidents.

The FBI provides the U.S. Government with a tactical Counterterrorist Team capability within the Federal Law Enforcement community for situations where the only other available option would be the domestic use of Department of Defense assets to enforce civilian law. In April 2005, the FBI received the responsibility for the Render Safe Mission, which requires a dedicated and integrated rapid response force.

CIRG's continual readiness posture provides the U.S. Government with the ability to counter a myriad of CT/CI threats—from incidents involving WMD to a mass hostage taking. The FBI's crisis response protocols are built upon lessons learned from past incidents. They include a tiered response, streamlined command and control, standardized training, equipment, and operating procedures, and coordination with other partners. To counter the range of potential crises, an integrated response package that brings command and control, aviation, and technical and tactical assets under a unified structure is essential; CIRG encompasses all of these elements.

The FY 2008 base for CIRG is 381 positions (227 agents), 380 FTEs, and \$102,176,000.

### ***Legal Attaché (Legat) Program***

Legats are the forward element of the FBI's international law enforcement effort and often provide the first response to crimes against the U.S. and its citizens that have an international nexus. The counterterrorism component of the Legat Program is comprised of Special Agents stationed overseas who work closely with their foreign counterparts to prevent terrorism from reaching into the U.S., help solve crimes, and assist with the apprehension of international terrorists who violate U.S. laws.

The FY 2008 base for the Legat Program, including CT, CI, and Criminal operations, is 276 positions (170 agents), 275 FTEs, and \$78,866,000.

### ***Management and Support Services***

In addition to the CT, FCI, Cyber, CIRG, and Legat Programs, which make up the core elements of the CT/CI Decision Unit, the FBI's various human resources, administrative and security programs provide essential support services. A prorated share of human resources, administrative and support services is scored to the CT/CI Decision Unit based on the percentage of the FBI's core functions that contain CT/CI core elements.

The FBI's human resources and administrative programs lead the FBI through the challenges and changes that are continuously presented to federal law enforcement; provide direction and support to investigative personnel; and ensure that adequate resources are available to address the FBI's criminal investigative, national security, and law enforcement support responsibilities. A prorated share of the resources associated with the Finance Division, Human Resources Division, Inspection Division, Office of Equal Employment Opportunity Affairs, Office of Public Affairs, Office of Congressional Affairs, Office of General Counsel, and Office of Professional Responsibility support the CT/CI Decision Unit.

The FBI's Security Program enables the FBI to serve and protect the American people by protecting and keeping secure FBI people, information, operations and facilities and providing services that enable the FBI to achieve its mission. The FBI's Security Program seeks to prevent and/or neutralize the possibility of the hostile penetration of the FBI by foreign intelligence

services (FISs), terrorist groups, or other persons/organizations, and is responsible for the oversight and national coordination of the FBI's efforts to protect national security information (NSI) and sensitive but unclassified (SBU) information within the FBI. The program develops policies and guidelines relative to the FBI's security functions and oversees field security activities.

The mission of the FBI's Training Program is to lead and inspire, through excellence in training and research, the education and development of FBI personnel. The FBI's Training Program provides training to FBI personnel and the law enforcement community. The cornerstone of FBI training efforts is the New Agent training program, which provides comprehensive instruction to ensure entry level Special Agents possess the basic knowledge and skills required to serve the American public.

The FBI also recognizes a continuing need to provide training and development courses for FBI personnel. This training maintains and enhances the professional skills of FBI personnel in their current assignments, equips personnel to handle investigative and administrative requirements, and develops the leadership and management skills of potential managers and executives.

The FBI Laboratory, one of the largest and most comprehensive criminal laboratories in the world and the only full-service civilian federal forensic laboratory in the U.S., performs examinations of evidence for all duly constituted federal, state, tribal, and local law enforcement agencies in the U.S. upon request. The FBI Laboratory is recognized as the leader in the scientific analysis and solution of crime in the U.S. The successful investigation and prosecution of crimes requires the collection, examination, and scientific analysis of evidence recovered at the scene of the incident and obtained during the course of the investigation. Prosecutors frequently use physical evidence to demonstrate the guilt, either directly or circumstantially, of the person on trial. In other instances, evidence can exonerate individuals wrongly accused of crimes.

The mission of the FBI's Information Technology (IT) Program, which includes the Office of the Chief Information Officer, the Office of IT Policy and Planning, the Office of the Chief Technology Officer, the Office of IT Program Management, and the IT Operations Division, is to provide secure information management and information technology services for the FBI's worldwide operational and administrative activities. This organizational model, which is based on best practices within industry and the federal government, ensured that all FBI IT functions work closely with each other in implementing full life cycle management of all FBI IT systems, programs, and projects. The Information Technology Program develops and procures systems capable of performing effective and efficient case management, information analysis, and intelligence sharing, both internally and with other law enforcement entities. The program is responsible for maintenance of over 50 FBI computer systems, computer data centers, and information technology centers.

The mission of the FBI's Criminal Justice Information Services (CJIS) Division is to reduce terrorist and criminal activities by maximizing the ability to provide timely and relevant criminal justice information to the FBI and qualified law enforcement, criminal justice, civilian, academic, employment, and licensing agencies concerning individuals, stolen property, criminal organizations and activities, and other law enforcement-related data. The CJIS Division has



several major program activities that support this mission including the Integrated Automated Fingerprint Identification System (IAFIS), National Crime Information Center (NCIC), National Instant Criminal Background Check System, Uniform Crime Reporting, and Law Enforcement Online (LEO).

### **Program Objectives**

The FBI's CT Program focuses on detecting and deterring terrorist acts against the U.S., its interests and the American people. To effectively address terrorism, the FBI has developed a comprehensive strategy that includes an assessment of the program's capability, identification of performance gaps, and a process by which to focus resources on identified priorities and filling the gaps identified. This method enables the FBI to maintain a specific and defined strategy, thorough intelligence gathering, straightforward reporting and tracking mechanisms, and intra- and interagency liaison and cooperation. FBI's program objectives for the CT Program include the following:

- Identify and neutralize terrorist activity, including the use or threatened use of WMD, through the initiation of appropriate criminal investigations to bring about the arrest and prosecution of terrorist group members and other individuals who perpetrate criminal acts.
- Aggressively develop and use human sources to obtain information on the identities, methods, and targets of terrorist organizations and operatives.
- Improve the scope and timeliness of operational (tactical) analytical support and continue the development of the FBI's ability to conduct strategic analysis relative to the intelligence plans, methods, capabilities, and personnel of terrorist organizations and operatives.
- Expand outreach activities to develop meaningful partnerships with appropriate federal, state, local, and foreign law enforcement and intelligence entities, enlisting the support of those entities in connection with CT investigations and initiatives.
- Increase the FBI's capacity to identify information, collected during the course of investigative activities, that may be of value to its partners in the intelligence and law enforcement communities, and prepare Intelligence Information Reports that are appropriate for dissemination.
- Establish and institutionalize policies, processes, and procedures to exploit seized terrorism-related materials, intercepted telecommunications, and e-mails to further efforts to identify, disrupt, and dismantle terrorist organizations.
- Develop and apply the technical resources necessary to collect, disseminate, and track terrorism-related information.

The FBI's CI Program is responsible for identifying and neutralizing ongoing national security threats. The Counterintelligence Division provides centralized management and oversight for all FCI investigations. It ensures that offensive operations and investigations are fully coordinated with the IC and focused on those countries, foreign powers, or entities which pose the most significant threat to the U.S. The Counterintelligence Division integrates law enforcement and intelligence efforts to investigate violations of the espionage statutes under Title 18 of the U.S. Criminal Code. The investigative priorities of the FCI Program include:

- Detect and lawfully counteract actions of both traditional and nontraditional FISs and organizations that employ human and technical means to gather information about the U.S. that adversely affects U.S. national interests.
- Implement an effective, analytically-based threat assessment process that serves as the basis for the evaluation of the nature and scope of the threat posed to U.S. national security by the intelligence activities of foreign powers, and implement initiatives to neutralize these activities.
- Implement a coherent and cohesive national counterintelligence strategy that provides a centrally-driven FCI Program with strategic direction, priorities, guidance, and support flowing from FBIHQ to the field.
- Provide new and existing FCI professionals with a standardized set of FCI training opportunities that leverage the institutional knowledge the FBI and its FCI Community partners have developed over many years.

The strategic objectives of the FBI's CI Program are as follows:

- **Strategic Objective I:** Prevent or neutralize the foreign acquisition of Weapons of Mass Destruction (WMD) information technology or equipment, which, if acquired, would constitute immediate danger for the United States.
- **Strategic Objective II:** Prevent the Penetration of the U.S. Intelligence Community.
- **Strategic Objective III:** Prevent the Penetration of U.S. Government entities and contractors.
- **Strategic Objective IV:** Prevent the Compromise of Critical National Assets (CNAs).
- **Strategic Objective V:** Conduct CI operations, focusing on countries that constitute the most significant threat to the United States strategic objectives.

The Cyber Program addresses the international aspects and national economic implications of cyber threats. The rapid evolution of computer technology, coupled with ever-creative techniques used by foreign intelligence actors, terrorists, and criminals requires FBI investigators and professionals to have highly specialized computer-based skills. The FBI Cyber Program uses a centrally-coordinated strategy to support crucial counterterrorism, counterintelligence, and criminal investigations whenever aggressive technical investigative assistance is required. The Cyber Program also targets major criminals operating with a cyber nexus.

The Cyber Program's goal is to protect the U.S. against cyber-based attacks and high-technology crimes and is focused on achieving four strategic objectives: identify and neutralize the most significant individuals or groups conducting computer intrusions, the dissemination of malicious code, or other computer supported operations; identify and neutralize online predators or groups that sexually exploit and endanger children for personal or financial gain; identify and neutralize operations targeting U.S. intellectual property; and identify and neutralize the most significant perpetrators of Internet fraud.

**PERFORMANCE/RESOURCES TABLE**

**Decision Unit:** Counterterrorism/Counterintelligence

**DOJ Strategic Goal/Objective** Goal 1: Prevent Terrorism and Promote the Nation's Security (Objective 1.1 - Objective 1.3)

<b>WORKLOAD/ RESOURCES</b>		<b>Final Target</b>		<b>Actual</b>		<b>Estimate</b>		<b>Changes</b>		<b>Requested (Total)</b>	
		<b>FY 2006</b>		<b>FY 2006</b>		<b>FY 2007</b>		<b>Current Services Adjustments and FY 2008 Program Changes</b>		<b>FY 2008 Request</b>	
<b>Workload – Number of Cases</b>		†		44,466		†		†		†	
<b>Total Costs and FTE</b>		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		10,769	2,243,239	11,339	2,210,081	11,312	2,272,804	(254)	285,414	11,058	2,558,218
<b>TYPE/ STRATEGIC OBJECTIVE</b>	<b>PERFORMANCE</b>	<b>FY 2006</b>		<b>FY 2006</b>		<b>FY 2007</b>		<b>Current Services Adjustments and FY 2008 Program Changes</b>		<b>FY 2008 Request</b>	
<b>Program Activity/ 1.1; 1.2</b>	<b>1. Counterterrorism (CT)</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		5,745	1,338,135	7,068	1,342,103	6,146	1,236,566	(159)	295,391	5,987	1,531,956
<b>Performance Measure</b>	Terrorist acts committed by foreign nationals against U.S. interests (within U.S. borders)	0		0		0		--		0	
<b>Performance Measure</b>	Positive encounters with subjects through screening process	14,780		19,967		*22,400		3,900		*26,300	
<b>Performance Measure</b>	Number of participants in the JTTF	3,900		3,540		*3,600		25		*3,625	
<b>Performance Measure</b>	Percentage of CT personnel completing training within competency profile	40%		74%		*77%		3%		*80%	
<b>Performance Measure</b>	Percentage of CTD human sources validated	50%		0%		*100%		0%		*100%	
<b>Efficiency Measure</b>	Percentage of human sources reporting on Tier 1 groups	50%		33%		38%		4%		42%	
<b>Program Activity/ 1.3</b>	<b>2. Counterintelligence</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		4,391	708,870	3,522	765,874	4,519	916,756	(40)	(10,276)	4,479	906,481
<b>Performance Measure</b>	Percentage of offices that have sufficiently identified Foreign Intelligence Service (FIS) activities	These data are classified.									

**PERFORMANCE/RESOURCES TABLE**

**Decision Unit:** Counterterrorism/Counterintelligence

**DOJ Strategic Goal/Objective** Goal 1: Prevent Terrorism and Promote the Nation’s Security (Objective 1.1 - Objective 1.3)

<b>Performance Measure</b>	Percentage of field offices with adequate coverage of known or suspected intelligence officers	These data are classified.									
<b>Performance Measure</b>	Percentage of field offices satisfactorily engaged in strategic partnerships with other USIC entities	These data are classified.									
<b>Performance Measure</b>	Percentage of field offices that have satisfactorily demonstrated knowledge of and liaison with vulnerable entities within their domain	These data are classified.									
<b>Performance Measure</b>	Percentage of field offices that have identified and documented priority threat country operations	These data are classified.									
<b>Efficiency Measure</b>	Cost savings through the Interactive Multimedia Instruction and Simulation Program (\$000)	1,952		2,746		2,133		188		2,321	
<b>Program Activity/ 1.1</b>	<b>3. Cyber Program (Intrusions)</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		633	196,234	749	102,104	647	119,482	(55)	299	592	119,781
<b>Performance Measure</b>	Computer Intrusion Program Convictions/Pre-trial diversions	††		118		††		††		††	
<b>Performance Measure</b>	Number of new tradecraft tools identified	100		1,126		500		100		600	

**Data Definition, Validation, Verification, and Limitations:**

- For purposes of FBI Counterterrorism program performance measures, terrorist acts concern the “unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.” (28 C.F.R. Section 0.85). The FBI defines a terrorist act as an attack against a single target (e.g. a building or physical structure, an aircraft, etc.). Acts against single targets are counted as separate acts, even if they are coordinated to have simultaneous impact. For example, each of the September 11, 2001 acts (North Tower of the World Trade Center (WTC), South Tower of the WTC, the Pentagon, and the Pennsylvania crash site) could have occurred independently of each other and still have been a significant terrorist act in and of itself. The FBI uses the term terrorist incident to describe the overall concerted terrorist attack. A terrorist incident may consist of multiple terrorist acts. The September 11, 2001 attacks, therefore, are counted as four terrorist acts and one terrorist incident.

\* Modified target. At the time of this budget presentation, OMB’s PARTWeb database does not reflect these changes. PARTWeb will be updated to reflect these target changes in Spring 2007.

† Due to the large number of external and uncontrollable factors influencing these data, the FBI does not project numbers of cases.

**PERFORMANCE MEASURE TABLE**

**Decision Unit: Counterterrorism/Counterintelligence**

Performance Report and Performance Plan Targets		FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006		FY 2007	FY 2008
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	Terrorist Acts Committed by Foreign Nationals Against U.S. Interests (within U.S. borders)	0	4	1	0	0	0	0	0	0	0
<b>Performance Measure</b>	Positive encounters with subjects through screening process	N/A	N/A	N/A	N/A	5,396	15,730	14,780	19,967	22,400	26,300
<b>Performance Measure</b>	Increase the number of participants in the JTTF	N/A	N/A	N/A	2,394	3,163	3,714	3,900	3,540	3,600	3,625
<b>Performance Measure</b>	Percentage of CT personnel completing training within competency profile	N/A	N/A	N/A	3%	10%	15%	40%	74%	77%	80%
<b>Performance Measure</b>	Percentage of CTD human sources validated	N/A	N/A	N/A	3%	10%	0%	50%	0%	100%	100%
<b>Efficiency Measure</b>	Increase the percentage of human sources reporting on Tier 1 groups	N/A	N/A	N/A	15%	35%	34%	50%	33%	38%	42%
<b>Performance Measure</b>	Percentage of offices that have sufficiently identified Foreign Intelligence Service (FIS) activities	These data are classified.									
<b>Performance Measure</b>	Percentage of field offices with adequate coverage of known or suspected intelligence officers	These data are classified.									
<b>Performance Measure</b>	Percentage of field offices satisfactorily engaged in strategic partnerships with other USIC entities	These data are classified.									
<b>Performance Measure</b>	Percentage of field offices that have satisfactorily demonstrated knowledge of and liaison with vulnerable entities within their domain	These data are classified.									
<b>Performance Measure</b>	Percentage of field offices that have identified and documented priority threat country operations	These data are classified.									

**PERFORMANCE MEASURE TABLE**

**Decision Unit: Counterterrorism/Counterintelligence**

Performance Report and Performance Plan Targets		FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006		FY 2007	FY 2008
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Efficiency Measure</b>	Cost savings through the Interactive Multimedia Instruction and Simulation Program (\$000)	257	264	209	272	706	1,210	1,952	2,746	2,133	2,321
<b>Performance Measure</b>	Computer Intrusion Program Convictions/Pre-trial diversions	69	100	108	99	86	80	N/A	118	N/A	N/A
<b>Performance Measure</b>	Number of new tradecraft tools identified	N/A	N/A	2	11	48	100	100	1,126	500	600

## Counterterrorism

### **a. Performance Plan and Report for Outcomes**

The FBI is committed to stopping terrorism at any stage, from thwarting those intending to conduct an act of terrorism to investigating the financiers of terrorist operations. All CT investigations are managed at FBI Headquarters, thereby employing and enhancing a national perspective that focuses on the strategy of creating an inhospitable environment for terrorists.

As the leader of the nation's CT efforts, the FBI must understand all dimensions of the threats facing the nation and address them with new and innovative investigative and operational strategies. The FBI must be able to effectively respond to the challenges posed by unconventional terrorist methods, such as the use of chemical, biological, radiological, explosive, and nuclear materials. When terrorist acts do occur, the FBI must rapidly identify, locate, and apprehend. As part of its CT mission, the FBI will continue to combat terrorism by investigating those persons and countries that finance terrorist acts.

Under the leadership of Director Mueller, the FBI has moved aggressively to implement a comprehensive plan that has fundamentally transformed the FBI. Director Mueller has overhauled the FBI's CT operations, expanded its intelligence capabilities, modernized its business practices and technology, and improved coordination with its partners. The FBI is no longer content to concentrate on investigating terrorist crimes after they occur; it is dedicated to disrupting terrorist plots before they are executed.

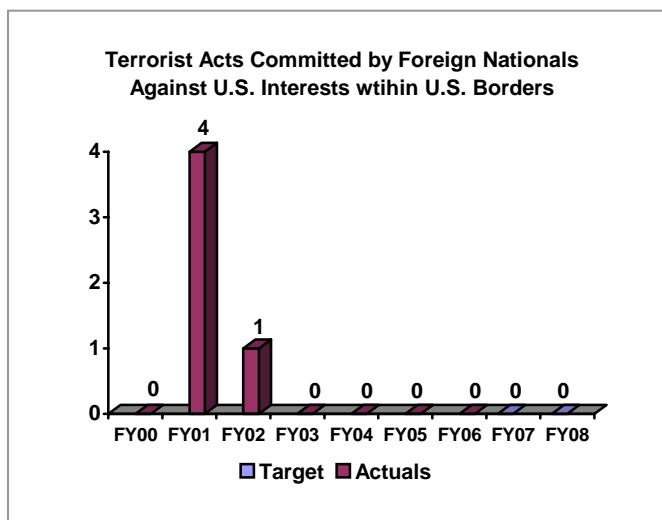
The FBI has also established strong working relationships with other members of the Intelligence Community (IC). From the FBI Director's daily meetings with other IC executives, to regular exchange of personnel among agencies, to joint efforts in specific investigations and in the National Counterterrorism Center, the Terrorist Screening Center, and other multi-agency entities, to the co-location of personnel at Liberty Crossing, the FBI and its partners in the IC are now integrated at virtually every level of operations.

Finally, to develop a comprehensive intelligence base, the FBI will employ its Model Counterterrorism Investigative Strategy focusing each terrorist case on intelligence, specifically on identification of terrorist training, fundraising, recruiting, logistical support, and pre-attack planning.

**Performance Measure:** Terrorist Acts Committed by Foreign Nationals Against U.S. Interests (within U.S. Borders)

**FY 2006 Target:** Zero terrorist acts.

**FY 2006 Actual:** Zero terrorist acts.



**Discussion:** The CT program worked on many investigations during FY 2006 which all contributed to the accomplishment of this goal, some of which are detailed below:

- The investigation of Sami Al-Arian proved that he was involved in providing material support to the terrorist group Palestinian Islamic Jihad (PIJ). In 2006, Al-Arian, a former professor at the University of South Florida, pled guilty and admitted that he performed services for the PIJ in 1995 and thereafter, even though he knew that the PIJ had been designated by President Clinton as a terrorist organization. Al-Arian also acknowledged that he knew the PIJ used acts of violence as a means to achieve its objectives. Nevertheless, Al-Arian continued to assist the terrorist organization by filing official paperwork to obtain immigration benefits for PIJ associate Bashir Nafi and concealing the terrorist associations of various individuals associated with the PIJ. He further admitted to assisting PIJ associate Mazen al-Najjar in a federal court proceeding in which al-Najjar and Nafi both falsely claimed under oath that they were not associated with the PIJ. Moreover, Al-Arian acknowledged that in late 1995, when Ramadan Shallah, co-conspirator and former director of Al-Arian's "think tank," the World and Islam Studies Enterprise (WISE) was named as the new Secretary General of the PIJ, Al-Arian falsely denied to the media that he knew of Shallah's association with the PIJ. Sami Al-Arian was convicted of conspiracy to make or receive contributions of funds, goods or services to or for the benefit of the PIJ and admitted he provided material support to the PIJ for terrorist attacks that killed hundreds in Israel and the Palestinian Territories. His associate, Hatim Fariz, also pled guilty to violation of the International Emergency Economic Powers Act (IEEPA) statute. Another associate, Sameeh Hammoudeh, was sentenced for other criminal charges related to their provision of material support for the PIJ and was deported in 2006. Al-Arian was sentenced to 46 to 57 months in prison based on a five-year maximum statutory sentence and will be deported upon completion of his prison sentence.
- The Liberation Tigers of Tamil Eelam (LTTE), a U.S. Department of State-designated foreign terrorist organization, has been under investigation by the FBI since March 2000. A Newark cooperating witness (CW) has penetrated the top echelon of a LTTE cell operating in the New Jersey/New York area and is highly regarded by the LTTE. This cell controls all LTTE operations in North America. Members of the LTTE cell, by direction of senior LTTE leaders in Sri Lanka, requested the CW's assistance in four separate matters: the bribery of U.S. Department of State officials, purchase of classified information, weapons procurement, and immigration smuggling. In 2006, the case was designated as a Major Case, consisting of 65 investigations involving 20 field divisions and six Legats. This Major Case has allowed the FBI to gather criminal evidence and intelligence on LTTE cadre, to include members of mid-to-upper echelon leadership, operating in the U.S. and overseas. The FBI has employed a variety of sophisticated investigative techniques, to include a Group I undercover operation; 588 CW consensual recordings; Title III interception of two subject's telephone numbers and three subject's e-mail accounts; and 15 criminal search warrants on email accounts used by the subjects. In August 2006, the FBI initiated a take-down in this Major Case and arrested 12 LTTE operatives in the U.S. engaged in weapons procurement,



alien smuggling, fund-raising, bribery of U.S. public officials, and attempts to purchase classified U.S. information. Approximately 10 searches and over 40 interviews of suspected LTTE operatives and organizations were conducted in the U.S. during this timeframe. With assistance from the Royal Canadian Mounted Police and New Scotland Yard, two additional LTTE operatives were arrested in Canada and searches are anticipated in the United Kingdom. The FBI anticipates that cooperation from those arrested and interviewed, along with evidence obtained from the execution of search warrants, will produce a second wave of arrests. Arrests stemming from the takedown of this Major Case will severely disrupt communications, fund-raising, procurement, and alien smuggling efforts of LTTE cadre in the U.S. and overseas. This operation is a direct result of the FBI's ability to evolve and fuse complex intelligence gathering with law enforcement capabilities to disrupt future acts of terrorism.

**FY 2007 Target:** Regardless of terrorist activity, the target will always remain the same: zero terrorist acts.

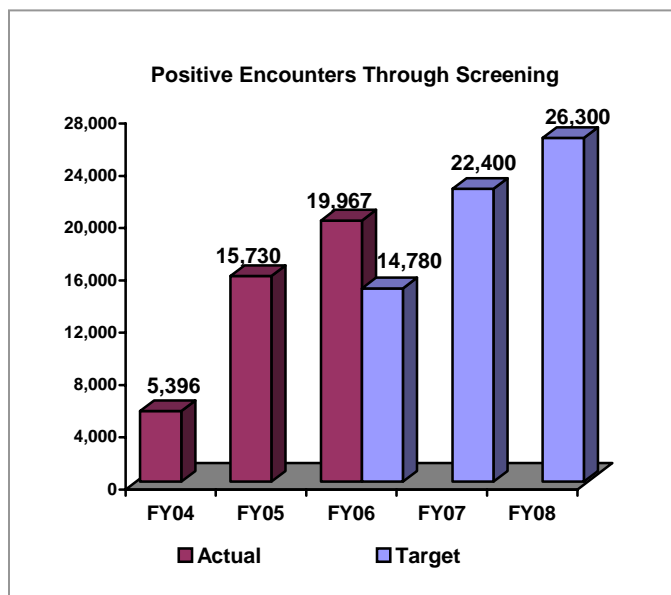
**FY 2008 Target:** Zero terrorist acts.

**Performance Measure:** Positive encounters with subjects through screening process.

**FY 2006 Target:** 14,780

**FY 2006 Actual:** 19,967

**Discussion:** Identifying terrorists and preventing their entry into the U.S. is the function of the CTD's Terrorist Screening Center (TSC), which is funded under the Intelligence Decision Unit, and is a joint venture with the Department of Homeland Security (DHS). The TSC consolidates the Government's approach to screening for individual terrorists by creating a single comprehensive database of known or appropriately suspected terrorists. A positive encounter is one in which an encountered individual is positively matched with an identity in the Terrorist Screening Data Base (TSDB). The TSC was started in December 2003. The FY 2008 Budget requested enhancement includes \$1,342,000 to fund 14 additional personnel which will provide security for the new TSC stand-alone facility (anticipated to be occupied in late FY 2007), provide audit and analytical assistance, augment the TSC's airport liaison personnel cadre, and handle key office support requirements. Specifically, the 13 support positions will be allocated to support the following: provide financial and programmatic audit assistance; provide physical and operational security to the new facility; increase the level of analytical assistance to support Nomination Review and the



Data Integrity process; and provide direct analytical and programmatic support to TSC executive management.

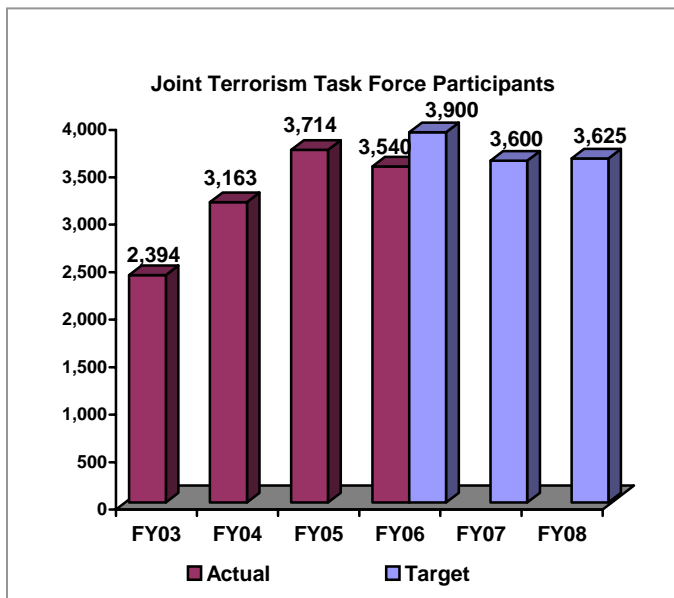
**FY 2007 Target:** 22,400  
**FY 2008 Target:** 26,300

**Performance Measure:** Number of participants in the Joint Terrorism Task Force.

**FY 2006 Target:** 3,900  
**FY 2006 Actual:** 3,540

**Discussion:** The FBI's Joint Terrorism Task Force participants serve as the "operational arm" of the US Government's domestic Counterterrorism strategy, and partner FBI personnel with hundreds of investigators from various federal, state, and local agencies in field offices across the country and are important force multipliers aiding our fight against terrorism.

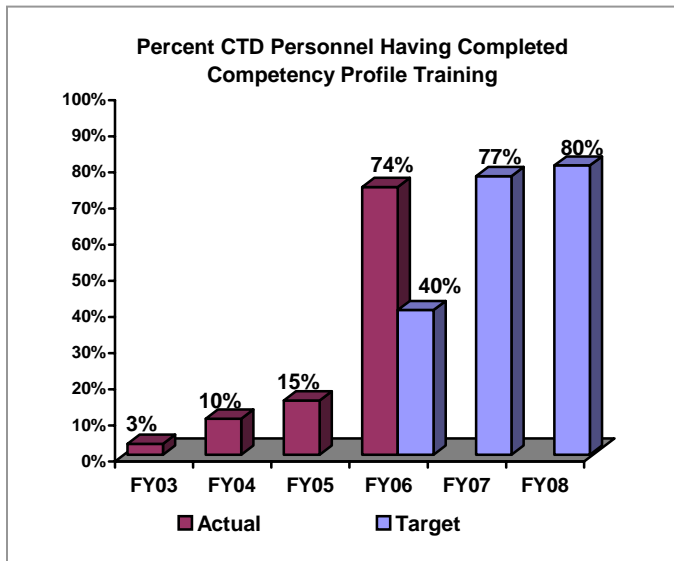
**FY 2007 Target:** 3,600  
**FY 2008 Target:** 3,625



**Performance Measure:** Percent CTD personnel having completed competency profile training.

**FY 2006 Target:** 40%  
**FY 2006 Actual:** 74%

**Discussion:** The CTD, in conjunction with the FBI's Training Division, has developed a competency profile for Special Agents and JTTF members assigned to the CT program, with plans to expand the competency profile to analysts under CTD program management as well. Current data only reflect the



Basic portion of the training envisioned by the competency profile, since this is the only part of the relevant training program currently implemented. These data will be revised as the training program is expanded.

**FY 2007 Target:** 77%

**FY 2008 Target:** 80%

**Performance Measure:** Percentage of CTD human sources validated.

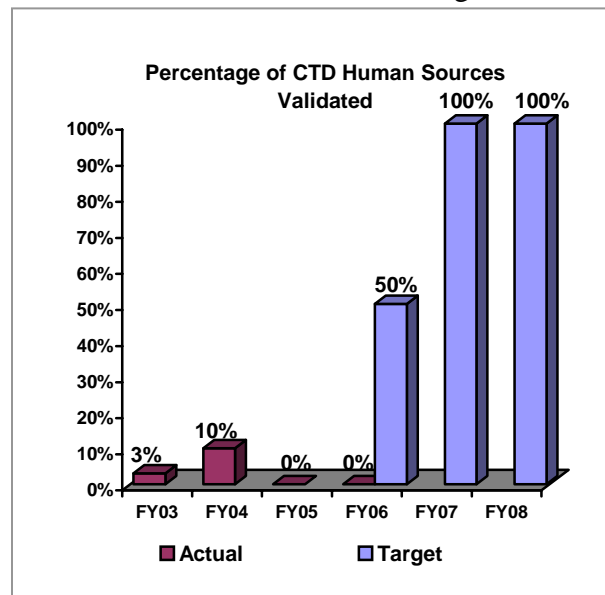
**FY 2006 Target:** 50%

**FY 2006 Actual:** 0%

**Discussion:** Gathering intelligence from all sources to stop terrorism requires CTD to ensure the validity, reliability, and productivity of all CTD human sources. Source validation is a process which allows CTD to measure value and manage risks associated with the operation of a confidential human source. It also serves as a check against the inherently secretive nature of Human Source activities ensuring that sources are who they say they are, free of external control. The validation of human sources is an essential component of CTD human intelligence that is used to further CTD investigations and contribute to intelligence gathering that protects the nation from terrorists.

The FY 2006 estimate to validate 50% of all the CTD sources was inaccurate due to the initial requirements formulated in the creation of the HSVRU in 2006. Specifically, the CTD established the Human Source Validation and Review Unit (HSVRU) in an attempt to bring CTD source validations to the level of other NSB Divisions. To this end, the WMD Commission, as well as the 9/11 Commission mandated that the NSB have a uniform validation process and tasked the DI to fulfill this requirement.

As a result of this mandate, in May 2006, the DI mandated that all Field Offices (FO's) provide their top two sources for validation. In August 2006, HSVRU received the FO source submissions and initiated the validation process. The aforementioned validations are expected to be 100% complete in FY 2007, contingent upon the receipt of the DI requirements for the validation of the NSB sources. The HSVRU anticipates that 100% of the required validations will occur in FY 2008 as mandated by the DI.

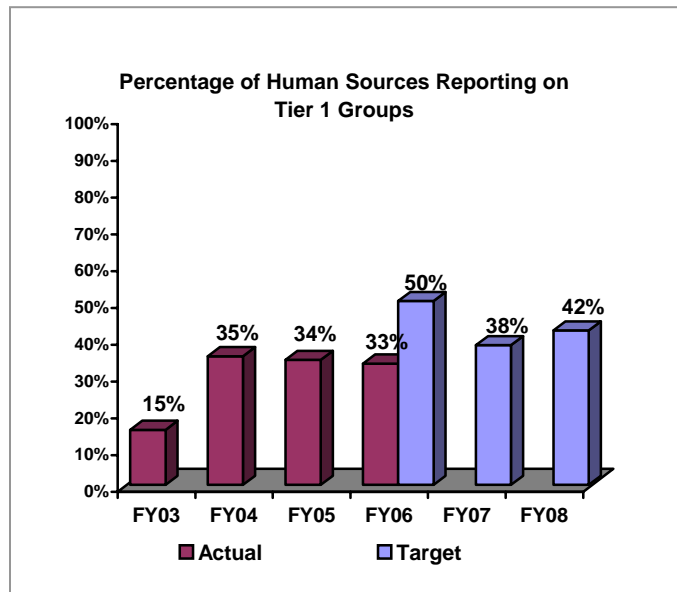


**FY 2007 Target:** 100%  
**FY 2008 Target:** 100%

**Efficiency Measure:** Percentage of human sources reporting on Tier 1 groups.

**FY 2006 Target:** 50%  
**FY 2006 Actual:** 33%

**Discussion:** In December 2002, the FBI's Counterterrorism Division (CTD) completed a comprehensive national assessment of the terrorist threat to the US homeland based on comprehensive intelligence and priority groups were identified. The groups were prioritized by their intent to harm the US homeland, their links to al-Qa'ida, and their capabilities. Those prioritized in the first tier have high intentions to harm the homeland, moderate or strong links with al-Qa'ida, and high capabilities to inflict harm. CTD will increase human source reporting on Tier 1 threat groups by focusing collection, analytical and intelligence/investigative resources on groups listed in Tier 1. The enhancement request of 100 field agents would allow for additional resources to be dedicated to recruiting human sources that fall into the Tier 1 category.



**FY 2007 Target:** 38%  
**FY 2008 Target:** 42%

## **b. Strategies to Accomplish Outcomes**

As the leader of the nation's counterterrorism efforts, the FBI must understand all dimensions of the threats facing the nation and address them with new and innovative investigative and operational strategies. The FY 2008 budget request directly addresses these threats and assists in pursuing the FBI's missions and objectives. The FBI must be able to effectively respond to the challenges posed by unconventional terrorist methods, such as the use of chemical, biological, radiological, explosive, and nuclear materials. When terrorist acts do occur, the FBI must rapidly identify, locate, apprehend, and prosecute those responsible. As part of its counterterrorism mission, the FBI will continue to combat terrorism by investigating those persons and countries that finance terrorist acts. The FBI will aggressively use the money

laundering and asset forfeiture statutes to locate and disrupt the financial sources of terrorist organizations. The FBI will also work to effectively and efficiently utilize the tools authorized by Congress in the USA PATRIOT Act of 2001. While the ultimate goal is to prevent a terrorist act before it occurs, the FBI must be able to respond should an act occur. The FBI's efforts in this area include improved intelligence gathering and sharing, improved analytical capabilities, and enhanced training and liaison.

**c. Results of Program Assessment Rating Tool (PART) Reviews**

The Counterterrorism program went through its first PART review during the preparation of the FY 2007 budget. It received a rating of “Adequate.” Numerical scores are as follows:

Section	Score
Program Purpose and Design	100%
Strategic Planning	86%
Program Management	86%
Program Results	33%
<b>Total*</b>	<b>62%</b>

\*Note that the total does not reflect an average of the four sections because the sections are not weighted equally.

Much of the strategic planning that the CT program has engaged in since the events of September 11, 2001 has contributed towards the development of performance measures that were approved by OMB during the PART process. However, the CT program had not established targets for their measures until recently, which limited the scope of the data available for scoring in the Program Results section. Some initiatives towards managing the CT program through its new performance metrics were still in the early stages at the time of the review, and thus were not able to achieve higher scores through OMB’s rating. The FBI believes that future comparison of the CT program’s progress against the targets it has set will result in higher marks for its Program Results.

The FBI’s Counterterrorism Program has agreed upon the following Improvement Plan with OMB, based upon the results of the PART review:

Year Begun	Type	Follow-up Actions	Status
2005	Management	Ensuring human intelligence sources provide reliable information and increasing training opportunities for counterterrorism personnel.	Action taken, but not completed
2005	Management	Strengthening the links between budget requests and performance levels.	Action taken, but not completed

**Counterintelligence**

**a. Performance Plan and Report for Outcomes**

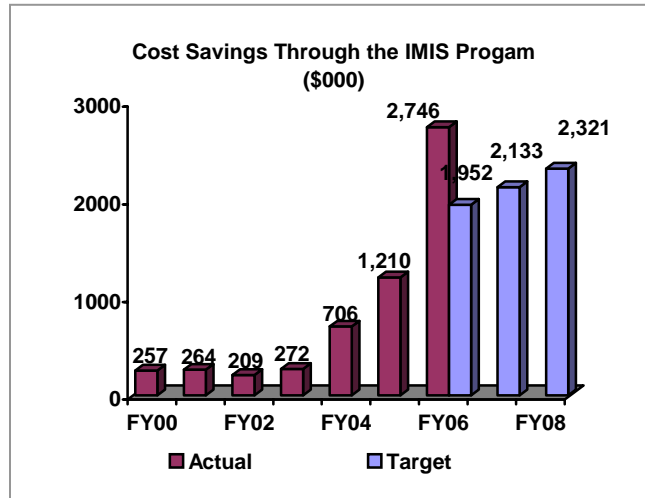
During FY 2005, the Counterintelligence program underwent a review of its performance measurement in conjunction with its PART review. The FBI has adopted several new performance measures related to the review of field operations conducted by the Counterintelligence program. Most of the performance measures established during the PART review are classified.

**Efficiency Measure:** Cost savings through the Interactive Multimedia Instruction and Simulation (IMIS) Program (\$000)

**FY 2006 Target:** \$1,952

**FY 2006 Actual:** \$2,746

**Discussion:** Cost savings based upon number of students completing online course, as opposed to traveling to attend platform instruction. Actual is higher than the original Target, reflecting greater savings than anticipated. In addition there was a Bureau-wide requirement for all employees associated with the National Security Branch to take the Introduction to CI IMIS course. This resulted in a total for students of 11,970 with a savings of \$16,686,000.



**FY 2007 Target:** \$2,133

**FY 2008 Target:** \$2,321

## **b. Strategies to Accomplish Outcomes**

The FBI's CI Program has completed a thorough and wide-ranging internal review of its operations and, as a result, has developed a comprehensive new Counterintelligence strategy. The CI program is now actively carrying out this strategy, which is predicated on the need for a centralized national direction that facilitates a focus on common priorities and specific objectives in all areas of the country. It also recognizes the need for collaboration with other members of the U.S. Intelligence Community. This new strategy will enable the program to more effectively combat the intelligence threats facing the United States.

## **c. Results of Program Assessment Rating Tool (PART) Reviews**

The Counterintelligence program went through its first PART review during the preparation of the FY 2007 budget. It received a rating of "Moderately Effective." Numerical scores are as follows:

<b>Section</b>	<b>Score</b>
Program Purpose and Design	100%
Strategic Planning	86%
Program Management	86%
Program Results	50%
<b>Total*</b>	<b>71%</b>

\*Note that the total does not reflect an average of the four sections because the sections are not weighted equally.

The CI program has spent the past few years developing a program evaluation scheme that reviews the organization and performance of CI squads in each FBI Field Division. The data from these evaluations has resulted in performance measures approved by OMB during the PART process. Many new CI squads were reviewed, and the CI program noted a great deal of progress that it would like to achieve in the next few years as far as the level of activity engaged in by these squads. The FBI scores in future PART exercises reviewing CI should be higher due to these newer CI squads benefiting from experience and program guidance.

The Counterintelligence Program has agreed upon the following Improvement Plan with OMB, based upon the results of the PART review:

<b>Year Begun</b>	<b>Type</b>	<b>Follow-up Actions</b>	<b>Status</b>
2005	Management	Completing program reviews on the remaining field offices.	Action taken, but not completed
2005	Management	Improving performance on annual measures.	Action taken, but not completed
2005	Management	Strengthening the links between budget requests and performance levels.	Action taken, but not completed



## Computer Intrusions

### a. Performance Plan and Report for Outcomes

The Computer Intrusions Program is the national security aspect of the FBI's Cyber Division.

**Performance Measure:** Computer Intrusion Program Convictions/Pre-Trial Diversions

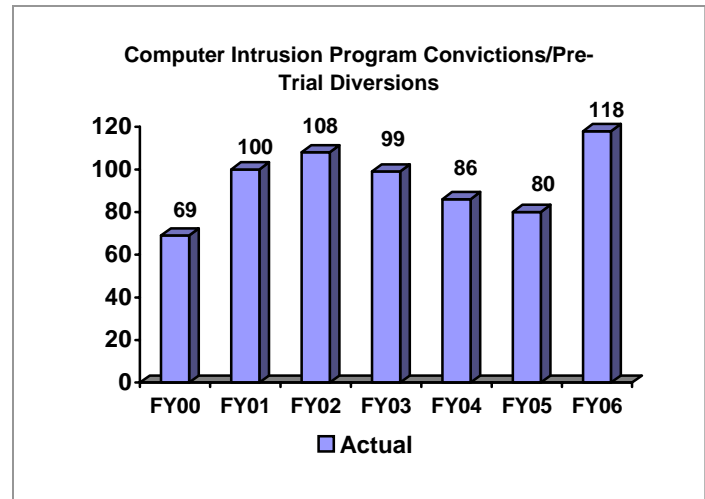
**FY 2006 Target:** In accordance with Department guidance, targeted levels of performance are not projected for this indicator.

**FY 2006 Actual:** 118

**Discussion:** Computer intrusion convictions are expected to rise as a result of increased investigations and level of agent expertise.

**FY 2007 Performance Target:** N/A

**FY 2008 Performance Target:** N/A



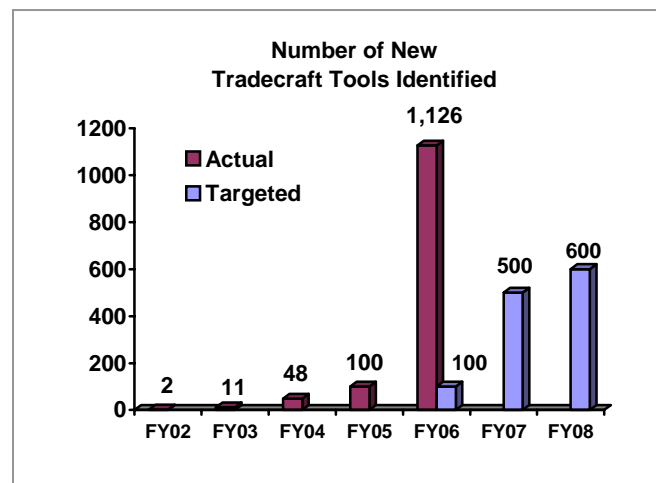
**Performance Measure:** Number of New Tradecraft Tools Identified

**FY 2006 Target:** 100

**FY 2006 Actual:** 1,126

**Discussion:** A tradecraft is the unique, identifiable method employed by an intruder to achieve his/her objectives. If the unique pattern of an intruder is known, the FBI links different instances of intrusions among common perpetrators and measures progress toward identifying and neutralizing the most significant perpetrators. The requested enhancements will allow the FBI to investigate more cases and develop more

sources/assets through an increased intelligence base. Therefore, the expected increase in the caseload and the intelligence base will directly and proportionally increase the number of new tradecraft tools identified. The sizeable increase noted is directly related to the advancement of new technologies (i.e., spyware, adware, trackware and operating



systems) for items such as PDAs and cell phones. It is anticipated that the Anti-virus industry will capture information regarding tools, malicious codes and exploits in a whole new manner. In turn, this will bring about changes in the reporting format for this Performance Measure.

*FY 2007 Performance Target: 500*

*FY 2008 Performance Target: 600*

## **b. Strategies to Accomplish Outcomes**

Through computer intrusion detections, investigations, and prosecutions, the FBI works to stop those who perpetrate computer intrusions that affect the National Information Infrastructure. In addition, these investigations enable the FBI to gather information, develop and solidify relationships with critical partners, and maintain a visible presence to both potential criminals and the American public.

The number of counterterrorism/counterintelligence-based computer intrusion investigations continues to rise exponentially every year. There has been a 1,033% increase in these investigations since fiscal year 2001. Additional resources are critically needed to address investigations and thwart future intrusions. In addition, the identification of computer crimes on an international level has made it critically necessary for the FBI to work closer with our international partners. Through a series of international cooperative agreements and the legal attache offices worldwide, the FBI is putting agents on the ground, working directly with foreign law enforcement partners in joint criminal investigations and the subsequent prosecution of criminals in their home countries. Some examples of recent overseas investigation with successful outcomes include; the Seattle Division's ZOTOB/MYTOB Internet Worm, Major Case 177 (Cardkeeper) in the Richmond Division and the Fifth Third Bank investigation in the Cincinnati Division.

## **c. Results of Program Assessment Rating Tool (PART) Reviews**

In 2002, the National Infrastructure Protection Center (NIPC) underwent a PART review and was rated "Results not Demonstrated." Since then, that program has been transferred to the Department of Homeland Security and the FBI is therefore not responsible for any programmatic changes that it has made.

In 2003, the full Cyber program, including the Computer Intrusions Program, underwent a PART review as a follow up on the previous year's NIPC PART. It received a rating of "Adequate." Numerical scores are as follows:

<b>Section</b>	<b>Score</b>
Program Purpose and Design	100%
Strategic Planning	75%
Program Management	86%
Program Results	33%
<b>Total*</b>	<b>61%</b>


\*Note that the total does not reflect an average of the four sections because the sections are not weighted equally.


As part of the development of its new National Strategy and the completion of the PART assessment, the Cyber Program established new performance measures and targets for those measures. This effort to develop a centralized plan and performance measures helped to significantly improve the score in the Strategic Planning over the previous NIPC review. The score in the Program Results section also benefited from these efforts. In general, the areas of concern noted in the Cyber PART tended to be common across the FBI programs assessed the same year.

FBI's Cyber Division has agreed upon the following Improvement Plan with OMB, based upon the results of the PART review:


<b>Year Begun</b>	<b>Type</b>	<b>Follow-up Action</b>	<b>Status</b>
2003	Performance	Monitoring program success against performance goals, while investigating opportunities for additional measures.	Action taken, but not completed


## Program Increases

**Item Name:**  **National Security Field Investigations**


Budget Decision Unit(s): Counterterrorism/Counterintelligence 

Strategic Goal(s) & Objective(s): 1.1 and 1.2

 **Organizational Program:** National Security

Program Increase: Positions 245 Agt 150 FTE 123 Dollars  
\$27,000 (\$1,528,000 non-personnel)

### Description of Item

 FBI requests 245 positions (150 agents) and \$40,327,000 (\$1,528,000 non-personnel) to increase the level of field resources dedicated to national security investigations. The FBI requires these resources to effectively respond to emerging national security-related threats.

This narrative provides an overview of this request. Please see the classified addendum for more information on this request, including the portions of the request not discussed here.

### Justification

#### *Counterterrorism Field Support*

The requested resources would allow the FBI to expand efforts to identify, penetrate, and neutralize terrorist organizations and threats and improve the FBI's capability to effectively respond to a terrorist attack through swift deployment of investigative personnel to the crime scene. These resources would also increase efforts within FBI field offices to develop and strengthen working relationships with the FBI's federal, State, and local partners.

In support of counterterrorism (CT) investigations, the FBI recently has designed and developed a CT curriculum for Special Agents, Analysts, and Joint Terrorism Task Force (JTTF) members. This curriculum provides the tools, techniques, and methods to prevent, deter, disrupt, and dismantle terrorist operations and organizations. These additional resources, along with the newly developed CT curriculum, will act as a force multiplier in the fight against terrorism.

The number of agents requested is based on a strategic analysis of attributes involving the counterterrorism workforce, its workloads, case load and workforce ratios, the growth and threat targeted Intelligence Base, the intelligence products produced, and the efforts and resources utilized in the threat management process. The FBI's approximate overburn of CT agents is approximately 700. As such, this request takes into account the pending transfer of 300 agents from criminal investigations to counterterrorism matters, as proposed in the FY 2007 President's budget request.

Without these resources, the ability of FBI field offices to effectively execute investigative strategies will be severely hampered.

Impact on Performance (Relationship of Increase to Strategic Goals)

These resources are directly related to DOJ Strategic Goal 1, “Prevent Terrorism and Promote the Nation’s Security.” The FBI’s role as the leader of the nation’s counterterrorism efforts requires that its CT Program be adequately staffed and possess the resources required to support field investigative and operational requirements. This request will improve the ability of FBI field offices to effectively execute investigative strategies designed to identify, disrupt, and neutralize terrorist organizations and improve the ability of the FBI to efficiently manage special events.

The mission of the FBI’s Counterterrorism Division (CTD) is to “Lead law enforcement and intelligence efforts in the United States to defeat terrorism.” This enhancement request directly relates to the CTD mission through:

- Defeating terrorist attacks before they occur
- The preservation of civil liberties
- The enhancement of human and technical penetrations
- The application of timely and effective threat mitigation strategy

These areas, in turn, support the FBI’s National Security Branch (NSB) Mission objectives of:

- Pursuing strategies to identify and disrupt those engaged in weapons of mass destruction (WMD) plots, terrorist plots, foreign intelligence operations or espionage, and preparation to effectively respond to attacks
- Responding to the prevailing threat environment by pursuing activities to preempt threats to United States national security, economic vitality and public confidence, including the investigation and disruption of those involved in terrorist, foreign intelligence or espionage operations
- Developing human source and technical collection capabilities to collect against national intelligence priorities and to meet investigative needs

Both the FBI’s CTD mission and NSB Mission Objectives support the Office of the Director of National Intelligence’s (ODNI’s) objectives of:

- Defeating terrorists at home and abroad by disarming their operational capabilities and seizing the initiative from them by promoting the growth of freedom and democracy
- Developing innovative ways to penetrate and analyze the most difficult targets

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President’s Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
4,009	2,823	4,009	\$570,901	4,309	3,123	4,309	\$631,500	4,309	3,123	4,309	\$643,241

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Domestic Special Agent	\$203	150	\$30,479
Investigative Support	110	36	3,953
Clerical	68	54	3,646
Technical Support	144	5	721
Total Personnel	n/a	245	\$38,799

Non-Personnel Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Classified Non-Personnel Item	n/a	n/a	\$1,528
Total Non-Personnel	n/a	n/a	\$1,528

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	4,309	3,123	4,309	\$612,075	\$31,166	\$643,241
Increases	245	150	123	38,799	1,528	40,327
Grand Total	4,554	3,273	4,432	\$650,874	\$32,694	\$683,568

Please see the classified addendum for additional funding information.

**Item Name:****Surveillance**

Budget Decision Unit(s):

Counterterrorism/Counterintelligence

Strategic Goal(s) &amp; Objective(s):

1.1, 1.2, 1.3

Organizational Program:

Counterintelligence

Program Increase:

Positions 50 Agt ... IA ... FTE 25Dollars \$11,997,000 (\$2,814,000 non-personnel)

Please see the classified addendum for more information on this request.

**Funding**

Please see the classified addendum for additional funding information for this request including the base funding and total request charts.

**Personnel Increase Cost Summary**

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Surveillance Personnel	\$184	50	\$9,183
Total Personnel	n/a	50	\$9,183

**Non-Personnel Increase Cost Summary**

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Vehicle maintenance	n/a	n/a	\$1,155
Gasoline Fuel Costs	n/a	n/a	246
Training	10,820	114	1,233
Training Facility	n/a	n/a	130
EZ Pass	n/a	n/a	50
Total Non-Personnel	n/a	n/a	\$2,814

<b>Item Name:</b>	<b><u>Computer Intrusions</u></b>
Budget Decision Unit(s):	<u>Counterterrorism/Counterintelligence</u>
Strategic Goal(s) & Objective(s):	1.1, 1.2, 1.3, 2.3, 3.1
Organizational Program:	<u>Cyber</u>
Program Increase:	Positions <u>31</u> Agt <u>25</u> IA <u>...</u> FTE <u>15</u> Dollars <u>\$5,561,000 (\$0 non-personnel)</u>

Description of Item

The FBI requests 31 positions (25 agents) and \$5,561,000 in personnel funding for its Computer Intrusion Program (CIP) to conduct criminal, counterterrorism (CT), and counterintelligence (CI) computer intrusion-related investigations where the Internet, computers, or networks are the primary tools or targets of the activity. The strategic focus of the FBI's CIP is to work closely with the CT, CI, and Criminal Investigative Divisions to identify and disrupt computer-supported operations that threaten our nation and its cities.

Computer intrusions are any actions that compromise the integrity or confidentiality of information contained in computers or networks. They are designed to alter the functionality of a computer or network. They are attempts to bypass security controls to alter, release, or deny data. More specifically, a denial of service attack (DoS) paralyzes computers or networks with floods of information. A distributed denial of service attack (DDoS) runs simultaneously from multiple computers. DDoS attacks often use viruses, worms, or trojan horse programs that create "back doors" on victim networks. Attacks are most threatening when launched against the U.S. critical information infrastructure. Even relatively short interruptions in service can cause significant economic loss and jeopardize critical services. Computer intrusions are employed by perpetrators for a variety of purposes, including stealing sensitive data or learning more about the functioning of systems prior to launching an attack.

Justification

The FBI requires additional field personnel resources to address the increase in computer attacks that lead to significant economic losses and service disruptions. These personnel will respond to and investigate computer intrusion incidents, properly manage cases and personnel, and rapidly deploy as needed.

As our nation's critical infrastructure has become more dependent on computers, and the Internet continues to be an integral part of our society, new digital vulnerabilities have made the U.S. a target to an increasing number of individuals and groups, both foreign and domestic. The attack technology has become increasingly complex and stealthy, thus increasing the time it takes to discover and analyze the attack mechanisms. Moreover, the computer intrusion threat to the U.S. is rapidly expanding as the number of actors with the ability to utilize computers for illegal, harmful, and possibly devastating purposes is on the rise. As attacks increase in frequency, number, and sophistication, the FBI's workload increases. The number of Computer Intrusion investigations has risen 43 percent since FY 2001. Furthermore, from FY 2004 to FY 2006, the number of malicious codes/exploits identified increased by 2,245 percent, as shown in the following chart:



**Computer Intrusion Attacks (by year)**

<b>Fiscal Year</b>	<b>Number of Malicious Codes/Exploits Identified</b>	<b>Variants Identified</b>
<b>2004</b>	<b>48</b>	<b>459</b>
<b>2005</b>	<b>100</b>	<b>666</b>
<b>2006</b>	<b>1126</b>	<b>746</b>

The threat stems from two groups, non-state actors and state actors, which heightens the difficulty of tracking down perpetrators. Non-state actors are terrorist groups and hackers that act independently of foreign governments, while state actors include foreign governments that have developed cyber espionage or information warfare programs to target U.S. networks. The number of foreign governments and non-state actors exploiting computer networks and developing their cyber capabilities is on the rise, thereby increasing the risk level to national security. Threats include cyber-terrorism, foreign computer intrusions, and cyber theft of sensitive data. These attackers need only a computer, moderate skill level, and access to the Internet in order to launch a crippling attack.

Impact on Performance (Relationship of Increase to Strategic Goals)

The requested resources directly support DOJ Strategic Goal 1, “Prevent Terrorism and Promote the Nation’s Security,” DOJ Strategic Goal 2 “Enforce Federal Criminal Laws,” and DOJ Strategic Goal 3 “Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence.”

The successful identification, investigation, and prosecution of illegal computer intrusion activity deters future illegal activity by foreign powers, terrorists, and other criminal elements. Due to the complexity of criminal computer intrusion investigations and the borderless environment inherent in the information infrastructure, a significant amount of field office support is required to ensure that all cases are investigated and addressed appropriately. The FBI must ensure that every field office has sufficient personnel resources to aggressively address this escalating crime problem.

**Funding**

Base Funding

FY 2006 Enacted			FY 2007 Estimate			FY 2008 President’s Budget Current Services		
Pos	FTE	Dollars (\$000)	Pos	FTE	Dollars (\$000)	Pos	FTE	Dollars (\$000)
354	354	\$74,469	354	354	\$75,380	354	354	\$76,312

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Field Agent	\$203	25	\$5,079
Technical/Computer Specialist	144	1	144
Clerical Specialist	68	5	338
Total Personnel	n/a	31	\$5,561

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	354	322	354	\$60,009	\$16,303	\$76,312
Increases	31	25	15	5,561	...	5,561
Grand Total	385	347	369	\$65,570	\$16,303	\$81,873

**Item Name:** **Computer Analysis Response Team**

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4  
Organizational Program: Operational Technology

Program Increase: Positions ... Agt ... FTE ... Dollars \$22,840,000  
(all non-personnel)

Description of Item

The FBI requests \$22,840,000 to support its effort to efficiently develop new Computer Analysis Response Team (CART) technical capabilities. The CART program enables the FBI to address the challenge of collecting, examining, reviewing, and/or analyzing the ever-increasing amount of digital evidence obtained in intelligence and criminal investigations, such as terrorism and espionage, violent crimes, the trafficking of illegal drugs, crimes against children, bias-motivated crimes and racial discrimination, corporate crime, cyber crime, and tax and identity fraud. CART provides digital, forensic and technical capabilities, services, and support to the FBI, intelligence organizations, and other law enforcement agencies. CART leverages highly trained agent and support personnel and methodically tests and validates state-of-the-art digital evidence forensics tools and techniques. These services support the operational needs of the FBI and the Intelligence Community (IC).

Justification

*CART Storage Area Network (SAN) System Implementation (\$21,200,000):* The FBI requests funding to purchase and install ten additional CARTSAN Systems in FY 2008 and to upgrade existing CARTSANs to adequately address operational standards. This request is comprised of \$16,800,000 for equipment, \$700,000 for services, and \$3,700,000 for supplies. Equipment consists of \$10,000,000 for upgrades on existing CARTSANs and \$6,800,000 for the purchase of ten additional CARTSAN systems. Services consist of \$500,000 for existing CARTSANs and \$200,000 for the additional ten new systems. Supplies consist of \$2,700,000 for existing CARTSANs and \$1,000,000 for the ten new systems.

The FBI has developed an aggressive plan to provide each CART Laboratory with the capability to process multiple terabytes of digital evidence in a timely and efficient manner. In FY 2005, CART seized and processed more than 1.42 Petabytes (a petabyte is equal to 1,024 terabytes) of data for the end users (e.g., case agents/special agents/investigators) to review and determine what was pertinent to their investigations. This represents an increase from the 655 Terabytes (one terabyte is equivalent to 250 million pages of text) of data seized the previous year. In FY 2006, CART collected and processed approximately 2.13 Petabytes of data, an increase of 50% from FY 2005. The amount of data collected and processed continues to increase dramatically each year. CART has an immediate need to provide each FBI field office with a proven and reliable solution to quickly address the overwhelming quantity of digital evidence being collected and reviewed in their investigations. The proposed forensic networked system meets this need.

*CART Tactical Program (\$220,000):* The requested funding will be used to purchase highly specialized equipment and technical tools used for covert/overt search and seizure forensic operations in order to provide the capability that is necessary to support the covert/overt entry

and search operations. This funding will allow the technology challenges including bypass, defeat, or compromise of computer systems. These tools will expeditiously collect data in a manner conducive to providing a forensically sound examination. This enhancement is particularly critical in the post-9/11 world as the FBI continues to protect national security and prevent acts of terrorism.

*Field Supply (\$1,420,000):* Receipt of these resources will ensure that adequate field supplies are available for CART Forensic Examiners to operationally respond to the investigative needs of conducting searches, preserving evidence, examining collected data, and producing results on various media in support of investigations across all FBI crime classifications. The request includes hard disk drives, data storage tapes/cartridges, digital video disks, compact disks, and other removable digital storage media required in the digital forensic examination process.

#### Impact on Performance (Relationship of Increase to Strategic Goals)

From FY 2004 to FY 2005, CART's case backlog increased from 1,258 cases to 1,991 (a 58% increase). In FY 2006, the CART case backlog decreased slightly for the first time in its history in large part due to the successful deployment of the initial CARTSANS forensic networks. Case examination volumes are expected to continue to increase in FY 2007, and requests generated for CART assistance are expected to increase as well.

For the past several years, there has been an increasing deficit in CART's capability to process all digital evidence in support of the FBI's priorities. A continued lack of non-personnel funding and personnel will result in the continued increase of case examination backlogs and ultimately affect CART's ability to support the FBI's first and second priorities of combatting terrorism and foreign intelligence operations. CART is already seeing the effect of the current limited funding on its ability to proactively and completely address the computer forensic needs in the crimes against children classifications. In FY 2005, excessive delays in digital evidence processing began to force FBI field offices and their associated Assistant United States Attorneys (AUSA) to seek forensic services from examiners outside of the FBI. As the practice of seeking outside support continues, it results in using unknown providers, whose digital forensic capabilities may or may not be certified or accredited, and may not be consistent with FBI forensic procedures, protocols and quality. The results of such analysis run the increasing risk that the digital evidence may not be reliable enough to stand up in a court of law.

Without the requested enhancements, the FBI will be unable to keep pace with rapid changes in technology, maintain the congressionally mandated IT Network Security, or address the investigative digital evidence needed to support its priorities. Further, without this funding, CART will be unable to perform the operational maintenance on the existing tools and systems used to process digital evidence. The impact of systems failure or unrenewed and/or updated software and hardware licenses and maintenance services will adversely impact the cycle time, causing delays and excessive backlogs.

## Funding

### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
56	4	56	\$20,914	54	4	54	\$19,397	54	4	54	\$19,735

### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Equipment	n/a	n/a	\$17,020
Supplies	n/a	n/a	5,120
Services	n/a	n/a	700
Total Non-Personnel			\$22,840

### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	54	4	54	\$6,322	\$13,075	\$19,735
Increases	...	...	...	...	22,840	22,840
Grand Total	54	4	54	\$6,322	\$35,915	\$42,575

**Item Name:** **Regional Computer Forensic Laboratories**

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.3  
Organizational Program: Operational Technology

Program Increase: Positions ... Agt ... FTE ... Dollars \$6,000,000 (all non-personnel)

Description of Item

The FBI requests \$6,000,000 in non-personnel resources to launch one new Regional Computer Forensics Laboratory (RCFL) and to provide training to newly registered state and local forensic examiners. The cost, based on a 16,000 - 18,000 square foot facility housing 21 forensic examiners, is approximately \$4,200,000 for facility setup and \$1,800,000 for training, equipment, and workstations. The goal of the RCFL Program is to combine and leverage scarce technical resources and capabilities to combat terrorism, foreign intelligence operations, cyber crime, white collar crime and other major criminal activity with a unique partnership that promotes quality computer forensics and strengthens the computer forensic capacity of all levels of government. RCFLs improve the ability of the FBI to support investigative operations by enhancing the technical processes, forensic analysis capabilities, and working relationships that contribute to effective examinations.

Justification

Public Law 107-56, Section 816 requires that: "The Attorney General shall establish such regional computer forensic laboratories as the Attorney General considers appropriate, and provide support to existing computer forensic laboratories."

RCFLs provide a very flexible resource that can be quickly applied to major projects and incidents. Due to economies of scale, RCFLs have provided tremendous support to major cases such as the Innocent Images National Initiative and the 9/11 investigation. In the latter case, examiners from two RCFLs processed over 50 percent of the digital evidence involving the aftermath of September 11th and examined more than 40 computers and hundreds of pieces of loose media.

The RCFL Program also provides high-tech, cutting-edge forensic capability in locations with minimal resources available to law enforcement. As the RCFL network grows, so does law enforcement's digital forensics capacity. One of the primary goals of the RCFLs is training, and the program makes a substantial investment in every detailee by providing FBI-sponsored training for the duration of his/her tenure, and in some cases, beyond. RCFL examiners bring this knowledge and experience back to their home agencies and begin training new recruits. Every RCFL is equipped with a 20-seat, state-of-the-art classroom where the staff can teach state and local law enforcement personnel to properly seize and protect digital evidence, so they are better equipped to identify, preserve, and process digital evidence. To date, the RCFL Program has trained more than 10,000 law enforcement personnel in these techniques. That number will continue to grow as more RCFLs become operational.

Impact on Performance (Relationship of Increase to Strategic Goals)

The RCFL Program aligns with FBI strategic goal 3 to support state and local law enforcement and the Department of Justice's primary goal of preventing terrorism and enforcing federal laws in the interests of the American people. The RCFL strategy is to expand the number and capabilities of RCFLs and to increase the quality and timeliness of the products and services. To assist with these efforts, RCFLs strengthen the ties with prosecuting organizations, academia, industry, and other government organizations that advance the efficiency and effectiveness of computer forensic services.

During 2006, the RCFLs supported some of the most high-profile investigations in the country, including the public corruption case against Ex-Governor George Ryan in Illinois, the Bay Area Laboratory Co-Operative (BALCO) case in California, and the case against Warren Steed Jeffs. Computer forensic examination capacity within law enforcement communities is a key component of the RCFLs. In 2006, the RCFL program conducted 3,534 examinations (an increase of 557 from 2005), processed 890 terabytes (one terabyte equals 250 million pages of text) of data, and received 3,910 requests for assistance from federal, state and local law enforcement agencies. Digital evidence involves scientific examination, analysis, and/or evaluation in legal matters, and digital artifacts (i.e., e-mails, chat room logs, internet searches, documents, and graphic images) can yield critical evidentiary value in a court of law. However, as technology continues to make electronic devices such as computers, cell phones, personal digital assistants (PDAs), and digital cameras more user-friendly, these common devices are easily used by criminals/terrorists to facilitate unlawful acts. Without additional funding, the training currently provided to state and local law enforcement will be curtailed. Base funding will have to be diverted and existing RCFLs will be unable to support state and local law enforcement training in digital evidence.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
4	2	4	\$9,411	4	2	4	\$8,415	4	2	4	\$8,423

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Professional Services	n/a	n/a	\$4,800
Equipment	n/a	n/a	600
Supplies	n/a	n/a	600
Total Non-Personnel			\$6,000

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	4	2	4	\$570	\$7,853	\$8,423
Increases	...	...	...	...	6,000	6,000
Grand Total	4	2	4	\$570	\$13,853	\$14,423



**Item Name:** **Weapons of Mass Destruction (WMD) Directorate**

Budget Decision Unit(s): Intelligence, Counterterrorism/Counterintelligence

Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3

Organizational Program: Weapons of Mass Destruction

Program Increase: Positions 146 Agt 29 IA 48 FTE 73

Dollars \$18,984,000 (\$1,230,000 non-personnel)

#### Description of Item

The FBI requests 146 positions (29 agents, 48 Intelligence Analysts) and \$18,984,000 (\$1,230,000 non-personnel) for the expansion of the newly established Weapons of Mass Destruction (WMD) Directorate. The initial staffing cadre included in the congressionally-approved reprogramming focused on consolidating the FBI's current WMD and counterproliferation programs but it did not provide for any new capabilities. This request would allow the FBI to continue to develop the essential baseline capabilities to build a dedicated WMD program designed to prevent, prepare for, and respond to the threat of WMD. The strategic focus of the Directorate is to prevent and disrupt the acquisition of WMD capabilities and technologies for use against the U.S. homeland by terrorists and other adversaries. The Directorate integrates and links all of the necessary counterterrorism, intelligence, counterintelligence, and scientific and technological components to accomplish the FBI's overall WMD mission and strategic objectives. The Directorate incorporates specific program responsibilities to perform the following essential capabilities: policy and planning, prevention, preparedness, assessment and response, intelligence, investigative, and science and technology support.

#### Justification

One of the highest priorities of the United States Government (USG) is protecting the United States and its allies from the continuing threat posed by WMD. This policy has been articulated through a series of Presidential directives, national strategies, and presidential and congressional commissions. Through federal statutes, policies, and plans, the FBI is charged with serving as the lead agency in the USG for the investigative, intelligence, and law enforcement response to a terrorist threat or incident, and is tasked with lead agency responsibility for investigating violations of WMD-related statutes that may be terrorist in nature. A critical, yet extremely challenging component of this mission is to detect, deter, and disrupt the acquisition and use of WMD against the U.S.

The FBI's highest priority is preventing terrorist attacks, including preventing the use of a WMD against the U.S. and its interests around the world. To accomplish this goal, the FBI's mission includes identifying and responding to WMD threats and fully coordinating the investigative response of the USG to a WMD threat or incident. This involves leading law enforcement operations to identify, detect, and disrupt WMD terrorist activities, including developing and deploying all available resources to collect, analyze, exploit, and disseminate intelligence and investigative information.

In order to effectively carry out these responsibilities (from prevention to response), the FBI must continue to develop and maintain a robust WMD program. The WMD Directorate is designed to build the capabilities to achieve, at the forefront, a proactive and multi-layered prevention strategy. This includes coupling intelligence and investigative activities through the integration of overseas Intelligence Community (IC) operations with domestic FBI investigations, and developing countermeasures to detect and disrupt efforts to acquire or use WMD.

In addition to strengthening interactions between the FBI and other members of the IC, the WMD Directorate will organize prevention activities that leverage significant coordination and outreach, and liaison with the private sector and other federal, state, and local agencies and organizations. This area of prevention will focus on identifying the material, equipment, and expertise our adversaries require in order to develop a terrorist WMD operation, and devise specific FBI countermeasures to detect and disrupt such operations.

The investment of significant resources in WMD preparedness is also necessary to have the ability to respond rapidly and decisively to a WMD event. This requires the FBI to enhance partnerships with a broad range of federal, state, and local response agencies and organizations. FBI preparedness responsibilities also involve developing and conducting WMD-related exercises and contingency planning at both the national and local level, and WMD training of the FBI executive management, response, analytical and investigative personnel are critical components of overall readiness.

The requested enhancement of 146 positions (29 agents, 48 IAs) and \$18,984,000 (\$1,230,000 non-personnel) would bring the WMD Directorate closer to its staffing requirement. By increasing the staffing of the WMD Directorate Front Office, Countermeasures and Preparedness Section, Investigations and Operations Section, and Intelligence and Analysis Section, resources would also provide the non-personnel enhancements necessary to build up the Directorate's infrastructure and support functions. These increases would allow the FBI to enhance strategic partnerships focused on WMD with foreign intelligence, law enforcement, security, public health, agricultural, chemical, and other public and private sector agencies and organizations.

The non-personnel request of \$1,230,000 for advisory and assistance services is based on the integration of past and projected WMD investigative operations, intelligence analysis, and countermeasures and preparedness initiatives. This funding will ensure that the FBI is prepared to effectively prevent and respond to WMD threats by funding domestic and international outreach programs, training, contractor services, and exercises. As the WMD Directorate expands, it is important that the Directorate has funding for "strategic level" studies/projects that drive investigative operations, intelligence analysis, and countermeasures and preparedness initiatives.

#### Impact on Performance (Relationship of Increase to Strategic Goals)

The FBI 2004-2009 Strategic Plan states that it is a strategic objective of the FBI to "identify and respond to WMD threats and fully coordinate the investigative response of the United States Government to a WMD threat or attack." The Directorate will better enable the FBI to accomplish its current WMD mission and utilize the identified WMD-related essential

capabilities. Further, the WMD Directorate directly supports Department of Justice Goal 1: “Prevent Terrorism and Promote the Nation’s Security.” The WMD Directorate will directly support the strategic goal of preventing terrorism and promoting the nation’s security by aiming to prevent and disrupt the acquisition of WMD capabilities and technologies for use against the U.S. homeland by terrorists and other adversaries.

As a new component of the FBI, the WMD Directorate’s base resources have been reprogrammed from other divisions. However, it is important to augment these resources with enhancements specifically tailored to meet WMD program needs. If provided with the requested enhancements, the WMD Directorate would be able to participate in many critical programs and initiatives with federal, state, and local agencies, as well as non-governmental entities. These programs would include targeted outreach/tripwire programs, national and local training sessions, conferences, participation in field office operations and exercises, security initiatives, and interactions with those entities involved in the production or distribution of materials that could potentially be used as WMDs. The establishment of these liaisons not only provides a proactive focus on prevention and preparedness through targeted tripwire activities, training and information sharing, but also ensures that, in the event of a WMD attack, the proper response and investigative steps can be taken by all those involved, ensuring the safety of responders and facilitating successful investigation and subsequent prosecution.

### **Funding**

#### Base Funding\*

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President’s Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
170	57	170	\$41,286	170	57	170	\$42,194	170	57	170	\$43,123

\*These dollar amounts represent what was approved by Congress in the WMD Directorate Reprogramming documents and have been inflated for FYs 2007 and 2008.

#### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
HQ Special Agent	\$203	29	\$5,893
Intelligence Analyst	139	48	6,649
Management and Program Analyst	77	53	4,056
Clerical Support	68	15	1,013
Technical Support	144	1	144
Total Personnel	n/a	146	\$17,754

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Advisory and Assistance Services	n/a	n/a	1,230

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	170	57	170	\$43,123	...	\$43,123
Increases	146	29	73	17,754	\$1,230	18,984
Grand Total	316	86	243	\$60,877	\$1,230	\$62,107

**Item Name:** **FBI Headquarters (FBIHQ) Annex**

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4, 3.1  
Organizational Program: Facilities and Logistics Services

Program Increase: Positions ... Agt ... FTE ... Dollars  
\$7,500,000 (all non-personnel)

Description of Item

The FBI requests \$7,500,000 (all non-personnel) to address the shortfall of space at the FBIHQ facility by acquiring and building out an FBIHQ Annex in the Washington, D.C. area. This space shortfall is especially acute due to the expansion of the FBI's intelligence and counterterrorism programs over the past several years. This request would provide adequate, consolidated space (to include space for Sensitive Compartmented Information Facilities) for these critical programs.

Justification

The FBIHQ facility and infrastructure programs have not kept pace with the FBI's rapid transformation from a law enforcement entity to a major player in the Intelligence Community's (IC) fight against terrorism and threats posed by foreign intelligence operatives. In March 2005, a consultant conducted an independent space study that determined that FBIHQ accommodates over 30 percent more employees than its workspace can adequately support. Moreover, many operational units and sections have staff located in different parts of the building, thereby limiting their ability to work collaboratively. Space is critically needed for the FBI to be able to hire and house staff in adequate workspace. Since National Security Branch programs have experienced the greatest growth, other programs have had to occupy substandard space to free up space for these priority programs.

To address these space shortfall problems, the FBI plans to acquire an FBIHQ Annex to house non-operational divisions, providing additional space for the Counterterrorism and Counterintelligence Divisions at the FBIHQ. The Annex would be able to accommodate approximately 833 personnel, would be located in the national capital region, and would also house new hires and consultant staff that must work with government personnel. The FBI requested funding in the FY 2007 President's Budget in the amount of \$8,824,000, including a \$3,758,400 reimbursable work authorization (RWA) transfer to the General Services Administration (GSA) for space buildout, \$3,065,600 for information technology systems, including data and networking, and \$2,000,000 for equipment and furnishings. Additional requirements in FY 2008 associated with the FBI Annex are as follows:

**Additional FBIHQ Annex Requirements**

Item	Cost
Furniture	\$4,009,000
UNet, FBINet Connectivity	\$1,598,000
CISCO Equipment	\$1,458,000
Alarms/Access Control	\$435,000
<b>Total</b>	<b>\$7,500,000</b>

Impact on Performance (Relationship of Increase to Strategic Goals)

These requested resources support DOJ Strategic Goals 1, 2, and 3, as they would enable FBI personnel to focus on critical missions and tasks in physical surroundings that promote productivity and efficiency. With the FBI's transformation from a law enforcement entity to a more integral member of the IC, the FBI must take all possible steps to ensure that its facilities are equipped to meet new responsibilities.

Without the FBIHQ Annex, critical facilities requirements will go unmet resulting in inefficient use of available space and a poor-quality work environment.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
...	...	...	...	...	...	...	\$8,824	...	...	...	\$1,720

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Furniture	\$7,214	555	\$4,009
UNet, FBI Net Connectivity	\$1,600	2,915	1,598
CISCO Equipment	...	...	1,458
Alarms/Access Control	...	...	435
Total Non-Personnel	n/a	n/a	\$7,500

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)
Current Services	...	...	...	...	\$1,720	\$1,720
Increases	...	...	...	...	\$7,500	\$7,500
Grand Total	...	...	...	...	\$9,220	\$9,220

**Item Name:** **Data Intercept and Access Program**

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 2.3  
Organizational Program: Operational Technology

Program Increase: Positions 41 Agt 6 FTE 20 Dollars \$37,795,000  
(\$28,596,000 non-personnel)

Description of Item

This program currently supports many fewer criminal investigations than the more sensitive Foreign Intelligence Service Act (FISA). Therefore full justification and impact statements are difficult to portray in an unclassified document. Therefore further classified details of the true impact of this funding are available upon request. This enhancement will provide the FBI with the technical expertise, training, and all necessary equipment to execute lawfully authorized electronic surveillance of data network communications facilities under Title 50 U.S.C. 1801 (FISA) and Title 18 U.S.C 2511 (Wiretap). The cost per intercept solution and the day-to-day operating costs are accelerating in tandem with the speed of network communications and the Internet. Internet technology is changing at a very rapid pace and if the FBI does not continue to develop the technical ability to conduct court ordered data collections, then the Data Intercept & Access Program (DIAP) will not be able to support FBI and Intelligence Community (IC) investigations, therefore crippling the IC's ability to fight terror.

Justification

The ability of the FBI to continue to thwart terrorism is greatly dependant on the above stated enhancement. The entire intelligence and law enforcement community will benefit from this enhancement. If not approved, there will be a large gap in the Intelligence Community's ability to collect, process and disseminate counterterrorism and FCI data. This process must move forward and be ready for the vastly differing data types and quantities that lie ahead. The lack of resources available to investigate new data technologies such as wireless Internet will leave the FBI delinquent in its role as the premier law enforcement agency. The FBI's total number of counterterrorism data intercepts has increased greatly since 9/11/2001, without additional appropriated funding. As the DIAP provides a very specific capability to the rest of the IC, the entire community suffers when the DIAP is unable to perform.

The additional funding and staff is not only required to gain new technology for future requirements but is also critical to simply keep pace with the growing need. With the explosion of technology and many variations of communication techniques used by suspects, a severe need for technology refreshment, new development, and a number of deployable systems is apparent to simply keep pace with current requirements. Along with more seamless security applications, more available mobile technologies, and more sophisticated criminal elements, the mission to properly effect court ordered data interception has become extremely complicated. For example, the increased network speed and the increase in numerous methods of accessing the internet (i.e. mobile phones, WIFI hotspots) have made the performance of data intercepts change shape significantly.

Representatives from the Information Technology (IT) industry have made the law enforcement community aware of the growing need for data security in current and future networks. It is only through a close IT industry/law enforcement outreach relationship that the FBI can ensure that capabilities are implemented that will allow plaintext access to evidence and intelligence traversing these networks pursuant to appropriate legal authorities. Through such outreach efforts with the nation's various ISPs who do not have intercept capabilities built into their networks, we can take appropriate steps to convince these ISPs of the need for such intercept capabilities from a public safety standpoint. Should the requested enhancements for our efforts not be realized, it will significantly hinder the FBI's efforts to ensure such intercept capabilities exist within these networks and preclude the FBI from acquiring critical national security and public safety related evidence in various criminal, terrorist, and counterintelligence investigations.

**Impact on Performance (Relationship of Increase to Strategic Goals)**

The DIAP has continued its significant performance of data network electronic surveillances pursuant to FISA and Title III in support of the Bureau's counterterrorism, counter intelligence, criminal and cyber missions. Without the requested resources, the DIAP will not be able to provide assistance to various other federal, state and local law enforcement agencies thus jeopardizing the FBI's ability to stay on the cutting edge of electronic surveillance. Not only will the DIAP not be able to keep pace with future technology but will also begin to less effectively be able to support current mission needs. The final impact will negatively affect the real-time targeting ability and intelligence gathering of specific sources that can only be deemed thru this method. This will severely hamper the entire IC and the information that is currently harvested in near real time. This data is of extreme importance in identifying terrorists and preventing terrorist attacks.

**Funding**

**Base Funding**

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
20	5	20	\$17,815	20	5	20	\$17,860	20	5	20	\$17,900

**Personnel Increase Cost Summary**

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Special Agent	\$203	6	\$1,219
Electronics Engineer	221	15	3,320
Electronics Technician	233	20	4,660
Total Personnel		41	\$9,199



Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Engineering Services	n/a	n/a	\$17,400
Equipment	n/a	n/a	11,196
Total Non-Personnel			\$28,596

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	20	5	20	\$2,575	\$15,325	\$17,900
Increases	41	6	20	9,199	28,596	37,795
Grand Total	61	11	40	\$11,774	\$43,921	\$55,695

**Item Name:** Operational Enterprise Services

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4, 3.1  
Organizational Program: Information Technology Operations

Program Increase: Positions ... Agt ... IA ... FTE ...  
Dollars \$10,000,000 (all non-personnel)

Description of Item

The FBI requests \$10,000,000 (all non-personnel) for Operational Enterprise Services (OES) to provide the services, licensing, and IT hardware/software products required to sustain, enhance, and expand its technical infrastructure to meet the growing demands of the organization's mission. The FBI is requesting additional funding for the following:

- Additional maintenance and software support for the FBI's enterprise of desktops, laptops, and servers;
- Network upgrades to FBINet (the FBI's Secret Network), UNet (the FBI's Unclassified Network), and SCION;
- Maintenance of the Enterprise Management System program, operation support for the increasingly complicated EMS tool set, and improvements to the existing tool set functionality;
- Maintenance for the FBI's primary and back-up Automated Call Distribution system;
- Purchase of additional licenses for NetIQ, the FBI's data management and monitoring tool; and
- Contractor support for the re-engineering and re-hosting of the Activity & Performance Review Application, Bureau Aircraft Operations Application, Commercial Payments Unit Invoice Management System, and Vehicle Management Application.

Justification

*Desktops, Laptops, and Servers Software Support - \$8,001,000 (all non-personnel)*

The OES program supports maintenance, upgrade, and licensing of the software used on the FBI's 60,000 desktops; 27,000 laptops; and 2,600 servers across the enterprise. Additional funding is required due to the extensive growth and complexity of the baseline software on all enclaves -- FBINet, UNet, and SCION -- covering the enterprise. The software maintenance funding was initially designed to cover only the FBINet enclave and not the multiple enclaves or the progressive growth the FBI has experienced. The original license and maintenance for the Microsoft licenses were estimated at \$5,340,000 but current costs exceeded \$10,000,000 in FY 2006. Other software license/maintenance costs have escalated in proportion to the Microsoft amounts. An increase of \$8,001,000 is needed to maintain the IT equipment with licenses sufficient for all FBI and contractor personnel.

*Network Upgrades - \$100,000 (all non-personnel)*

The FBI requires funds to maintain and upgrade network components and acquire replacement network hardware and enterprise management software with new features. These new products are required to replace existing products that are incompatible with new versions of the operating system and network protocols. Additionally, the FBI has been mandated by OMB to convert the

existing network protocol to IPv6. All Intelligence Community entities have received this mandate in order to meet information sharing requirements. These upgrades require the FBI to run dual protocols until the conversion is complete. This mandate cannot be satisfied without the procurement of new network encryption hardware, which is requested separately.

*Enterprise Management System (EMS) - \$800,000 (all non-personnel)*

The EMS tool set is currently composed of eight IT infrastructure management software tools. Enhancement of these tools will improve the management and reliability of the FBI's IT infrastructure. An enhancement of \$800,000 will allow the FBI to maintain the EMS program, operate the increasingly complicated EMS tool set, and improve the existing tool set functionality.

*Automated Call Distribution (ACD) - \$99,000 (all non-personnel)*

The FBI's Enterprise Operation Center (EOC) provides 24 hour a day, seven days a week (24/7) technical support to the FBI worldwide. The EOC installed a new ACD system that satisfies Continuity of Operations (COOP) requirements and provides uninterrupted service, which currently requires maintenance. The upgrade eliminated the single point of failure weakness in the previous system. However, to ensure the Aspect Spectrum ACD System is maintained in accordance with system specifications, the FBI requires \$66,000 for on-site maintenance for the primary system located at FBI Headquarters, and \$33,000 to maintain the redundant system located at the FBI's Information Technology Center (ITC). Without this support and maintenance, a failure of an ACD component could disrupt the EOC's ability to provide timely technical support for FBI personnel.

*NetIQ - \$150,000 (all non-personnel)*

NetIQ is a data management and monitoring tool for use by Headquarter and Field Office technical staff. The product provides access to end-user account management functions. An increase of \$150,000 is required to acquire additional licenses for new users and to avoid copyright infringement.

*Legacy Application Re-engineering and Re-hosting - \$850,000 (all non-personnel)*

The requested funding will provide a contractor for each of the four applications for the purpose of initiating and performing re-engineering (improving process efficiency) and/or re-hosting (moving application to a new software language or relational database). The applications include the Activity & Performance Review Application (APRA), Bureau Aircraft Operations Application (BAOA), Commercial Payments Unit Invoice Management System (CPUIMS), and Vehicle Management Application (VMA).

Current staffing levels are not sufficient to maintain the above applications and perform re-engineering/re-hosting efforts by the end of FY 2008. Re-hosting APRA will result in quicker dissemination of inspection data, more robust processing of data using the Microsoft Suite of Office Products, reduction in maintenance costs, and increased accessibility to data, via a web interface and a standard Oracle Relational Database Management System. This will enable APRA to provide a more seamless interface with the Sentinel system. Re-hosting BAOA via a web-based interface will allow implementation of backlogged change requests and result in

improved data accuracy, facilitate the standardization of data, reduce maintenance costs, fulfill federally-mandated reporting requirements, and eliminate dependence on obsolete technology.

Additionally, re-engineering the CPUIMS application on a web-based system and extending invoice processing into field offices will reduce the payment cycle for commercial invoices. This will result in fewer late payment penalties while aligning CPUIMS with the FBI's Enterprise Architecture. Re-hosting VMA will bring the system in line with the FBI's Enterprise Services Oriented Architecture, improve accuracy of VMA data, facilitate data entry, provide simultaneous updates to the Property Management Application, and fulfill additional data tracking requirements required by the A-76 study conducted in 2003.

Impact on Performance (Relationship of Increase to Strategic Goals)

The requested resources directly support DOJ Strategic Goal 1, "Prevent Terrorism and Promote the Nation's Security," DOJ Strategic Goal 2 "Enforce Federal Criminal Laws," and DOJ Strategic Goal 3 "Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence." This program provides information technology support to all of the FBI's programs and personnel. Without the proper information technology maintenance, FBI personnel will be unable to support the DOJ Strategic Goals efficiently and effectively.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
6	...	6	\$6,036	6	...	6	\$6,049	6	...	6	\$6,062

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost (\$000)	Quantity	FY 2008 Request (\$000)
Desktops, Laptops, and Servers Software Support	n/a	n/a	\$8,001
Network Upgrades	n/a	n/a	100
EMS Upgrades	n/a	n/a	800
Automated Call Data (ACD)	n/a	n/a	99
NetIQ	n/a	n/a	150
Legacy Application Re-hosting	n/a	n/a	850
<b>Total Non-Personnel</b>	n/a	n/a	<b>\$10,000</b>

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)
Current Services	6	...	6	\$734	\$5,328	\$6,062
Increases	...	...	...	...	10,000	10,000
Grand Total	6	...	6	\$734	\$15,328	\$16,062

**Item Name:** **Digital Collection System (DCS-5000)**

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.3  
Organizational Program: Operational Technology

Program Increase: Positions 14 Agt ... FTE 7 Dollars \$10,297,000  
(\$7,035,000 non-personnel)

Description of Item

The FBI requests 14 positions and \$7,035,000 in non-personnel funding for digital collection capabilities. The Digital Collection Project (DCP) provides the FBI with essential capabilities to meet its priorities in protecting the United States from terrorist attack, foreign intelligence operations, and espionage. To meet these challenges, DCP endeavors to:

- provide technical solutions for immediate access to and dissemination of information collected through Foreign Intelligence Surveillance Court (FISC) authorized data and telecommunications intercepts;
- provide an improved technical support environment for federal, state, and local law enforcement; and
- effectively coordinate with FBI field managers, the FBI's Counterintelligence Division (CD), and the FBI's Counterterrorism Division (CTD) in identifying capabilities and in delivering technology and expertise to address operational challenges.

The DCP is the FBI's singular system that collects telephone, microphone, and facsimile evidence and intelligence through the development and deployment of communications interception techniques and systems. Digital Collection facilitates and supports Foreign Intelligence Surveillance Act (FISA) efforts. The requested enhancement of 14 positions and \$7,035,000 in non-personnel funding (\$3,850,000 for equipment and \$3,185,000 for professional services) will enhance the FBI's capacity to provide capabilities that enable the FBI to accomplish its audio and data collection in the furtherance of its foreign counterintelligence (FCI) and counterterrorism (CT) responsibilities. These essential resources will also provide replacement equipment for inoperable systems and component replacements for obsolete equipment.

Justification

The DCP supports the FBI and DOJ Strategic Plans for foreign intelligence and terrorism activities that directly threaten the national or economic security of the United States. This program provides the FBI with the means to collect evidence and intelligence through the acquisition, deployment, and support of communications interception techniques and systems to facilitate and support national security, domestic counterterrorism, and criminal investigative efforts. Systems provided through this program consist of multi-source digital (and analog) communications information for intelligence gathering and investigations.

The continued deployment of advanced digital collection systems represents a significant and critical factor in collection technology. This requires knowledgeable staff for installation, training, and maintenance as well as provision of a new generation of collection systems to

collect information in the most efficient manner. These collection systems will be required to interface with the Electronic Surveillance Database Management System (EDMS) to maintain current capabilities until their replacement. Lessons learned during the development of systems using FBI-specific requirements and purchasing commercially available systems have identified gaps in critical knowledge needed for full life cycle acquisitions. The nonpersonnel enhancement will be used for systems and equipment purchases (\$3,850,000), system upgrades and installation (\$385,000), and service maintenance agreements (\$2,800,000).

The required personnel will:

- improve the FBI's collection and processing capability through the deployment of digital collection systems that provide innovative, cost-effective mission support to field offices
- guarantee quality technical support to field offices
- provide continuous digital collection in the event of catastrophic failure of individual systems
- deploy a digital collection infrastructure to which EDMS is compatible and complementary
- ensure continuous assessment of field office requirements and provide a mechanism for feedback and the establishment of standard operating procedures
- plan for and respond to emerging technologies

Please see classified addendum for more information on this request.

Impact on Performance (Relationship of Increase to Strategic Goals)

Failure to obtain the requested resources will result in a heavy reliance on under-funded contractor support. It will also overtax current FBI capabilities and could cause delays in regularly scheduled deployments and upgrades. Without the requested positions, the FBI will be unable to ensure consistent and adequate support to the FBI's digital collection capability.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
8	1	8	\$19,161	8	1	8	\$19,178	8	1	8	\$19,194

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Electronics Technician	\$233	14	\$3,262
Total Personnel		14	\$3,262

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Equipment	n/a	n/a	\$3,850
Professional Services	n/a	n/a	3,185
Total Non-Personnel			\$7,035

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	8	1	8	\$975	\$18,219	\$19,194
Increases	14	...	7	3,262	7,035	10,297
Grand Total	22	1	15	\$4,237	\$25,254	\$29,491



**Item Name:** **Tactical Operations Support Center**

Budget Decision Unit(s): Counterterrorism/Counterintelligence

Strategic Goal(s) & Objective(s): 1.1, 2.3

Organizational Program: Operational Technology

Program Increase: Positions 13 Agt 6 FTE 7 Dollars \$4,956,000 (\$2,442,000 non-personnel)

Description of Item

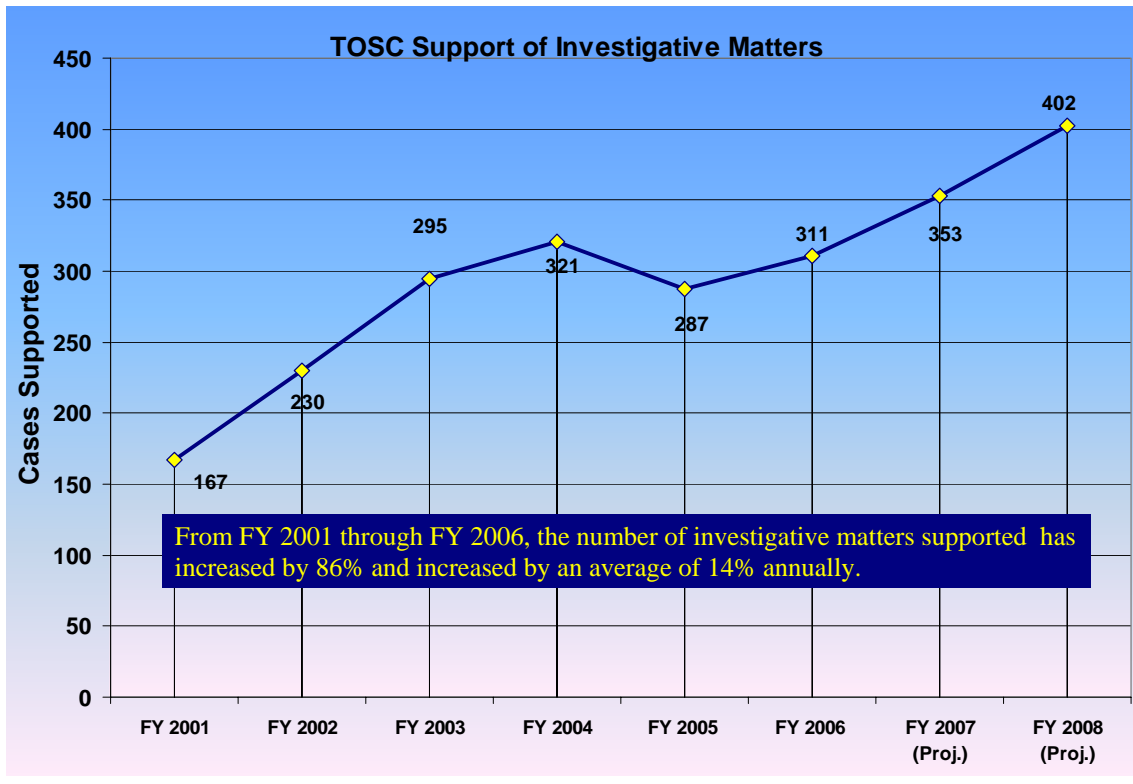
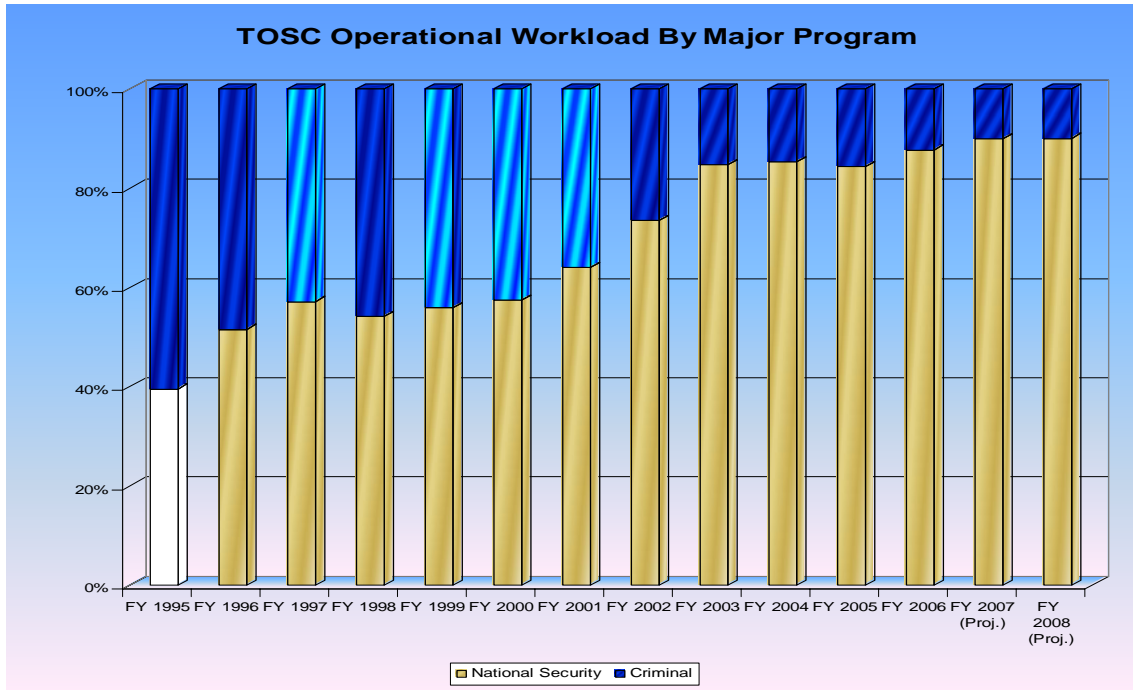
The FBI requires an increase of 13 positions (6 agents), and \$4,956,000 (\$2,442,000 nonpersonnel) to address increasing demand for the use of the covert entry/search technique in support of the FBI's intelligence/evidence collection requirements.

The TOSC reflects the seamless integration of five units, each of which are responsible for functional areas associated with the execution of the covert entry/search technique. Each TOSC Unit is organized, structured, and staffed identically with only minor variations based on workload and nuances of specialty area. In this regard, each TOSC Unit is staffed with Agent personnel that conduct the actual surreptitious entry and search operations, as well as identify and advocate for the technical capabilities, tools, and systems required to address obstacles being encountered during operations. The support personnel provide technical support in the research, development, engineering, training, and procurement of technical tools needed by the agent personnel to detect, identify, and defeat/bypass the security and countermeasure systems.

Justification

Historically, and with even greater emphasis after the events of September 11, 2001, the covert entry/search technique has proven to be a valuable tool in addressing the intelligence/evidence collection requirements associated with the FBI's operational priorities. As the TOSC's workload emanates from field office requirements for access to denied spaces, the refocusing of FBI operational priorities and the new emphasis placed on intelligence-based activities that occurred subsequent to the events of 9/11 has resulted in a dramatic increase in the TOSC's operational caseload. This new emphasis has resulted in significant changes in how the TOSC goes about carrying out its responsibilities. For example, the number of National Security cases supported have increased by 155% from FY 2001 to FY 2006 and represented the overwhelming majority of cases supported (88%) in FY 2006.

This distribution reflects the continuation of an upward trend first witnessed after the events of 9/11, and is consistent with the emphasis that the FBI Director has placed on preventing terrorist attacks and hostile intelligence collection activities targeting US interests. This growth in caseload is a significant issue driving the need for additional resources as covert entry/search operations executed on behalf of these programs often represent the most challenging and difficult endeavors addressed by the TOSC. The above caseload trends are depicted in the following charts.



The execution of covert entry/search operations usually requires the TOSC to physically deploy a team of approximately 11 agent personnel full time over a period of time (usually at least 3 days) to the target location. During FY 2006, TOSC operational SSAs spent an average of 97 days on travel status, which accounts for approximately 39% of a 251-day work year, and

supported cases originating in 41 of the 56 field divisions. This level of travel per agent can negatively affect the TOSC's capacity to adequately prepare and execute entry/search operations.

In addition to the challenges emanating from its burgeoning operational caseload, the TOSC also faces challenges that emanate from the convergence of technology within the security industry. Traditional lines of separation (alarms, locks, safes, access controls, biometrics, video, etc.) within the industry have blurred with manufacturers integrating security functions and features. TOSC tools that in the past addressed a specific obstacle or technology must now be significantly changed to integrate new capabilities to remain viable.

In view of the preceding, an increase of 13 positions (six agents), and \$4,956,000 (\$2,442,000 nonpersonnel) is requested to address the increasing demand for the use of the covert entry/search technique in support of the FBI's intelligence/evidence collection requirements. The requested increase of six agents is directly derived from the projected increase in the operational workload and the need to enhance the TOSC's capacity to support investigations through the execution of safe, covert, and successful entry and search operations at any targeted location. Receipt of the six agents requested would allow TOSC agents to dedicate more time toward the planning and preparation for individual operations.

The seven support positions requested are required to enhance the TOSC's capacity to conduct the engineering and operational support activities required to ensure the continued ability to use the covert entry/search technique to address operational requirements for access to denied spaces. The seven support positions are needed to enhance the TOSC's capacity to address the myriad engineering, maintenance, logistical management, and operational support tasks inherent with the utilization of the covert entry/search technique. TOSC is requesting two Electronics Engineers, three Electronics Technicians, and two Management and Program Analysts.

An increase of \$2,442,000 in services funding is required to ensure that the tools available to the operational teams stay in lock step with the security countermeasures capabilities that are currently being used by our targets as well as the myriad of security capabilities that are now flooding the US marketplace. The successful execution of the surreptitious entry/search operations is dependent on continued aggressive applied scientific and engineering efforts directed at the emerging technologies in the security and countermeasures industries. The requested increase in nonpersonnel funding would enhance TOSC's capacity to take a proactive approach to identifying the technologies emerging in the marketplace, as well as conduct the research and development necessary to produce the tools necessary to detect and defeat them.

Please see classified addendum for more information on this request.

#### Impact on Performance (Relationship of Increase to Strategic Goals)

The capabilities provided by the TOSC are consistent with Objective 2.2 of the National Security Branch's (NSB) Strategic Direction, which calls for developing "human source, technical and other collection capabilities that close knowledge gaps and meets national intelligence priorities and investigative needs." The requested resources/enhancements for FY 2008 are designed to ensure that TOSC capabilities keep pace with advances in technology in the security and countermeasures arenas. The enhancements would also support TOSC's effort to

take a proactive approach to both identify the technologies emerging in the marketplace and to conduct the R&D necessary to produce the tools adequately sophisticated enough to detect and defeat them. The enhancements would allow the TOSC to continue to address the increased operational workload, and would enable the TOSC to continue to respond to 100 percent of requests for surreptitious entry and search operations, while maintaining at least a 90 percent success rate in the conduct of tactical operations. This increase in operational capacity would, in turn, enable the TOSC to enhance its ability to assist field divisions in addressing intelligence/evidence collection requirements associated with the FBI's operational priorities.

## **Funding**

### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
45	18	45	\$16,839	45	18	45	\$16,947	45	18	45	\$17,037

### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Special Agent	\$203	6	\$1,219
Electronics Engineer	221	2	443
Electronics Technician	233	3	699
Professional Support	77	2	153
<b>Total Personnel</b>		<b>13</b>	<b>\$2,514</b>

### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Research & Development Services	n/a	n/a	\$2,442
<b>Total Non-Personnel</b>			<b>\$2,442</b>

### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	45	18	45	\$6,165	\$10,872	\$17,037
Increases	13	6	7	2,514	2,442	4,956
<b>Grand Total</b>	<b>58</b>	<b>24</b>	<b>52</b>	<b>\$8,679</b>	<b>\$13,314</b>	<b>\$21,993</b>

**Item Name:** **Prevention of Information Technology  
Obsolescence**

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4, 3.1  
Organizational Program: Information Technology Operations

Program Increase: Positions ... Agt ... IA ... FTE ...  
Dollars \$5,000,000 (all non-personnel )

Description of Item

The FBI requests \$5,000,000 in non-personnel funding to prevent the obsolescence of its information technology (IT) infrastructure. The request specifically provides funding for:

- Refreshment of the FBI's Desktops, Laptops, Servers and Printers, and
- Copier Device maintenance and replacement.

Justification

*Desktops, Laptops, Servers, and Printers - \$4,000,000 (all non-personnel)*

The current funding available for prevention of IT obsolescence was designed to replace 33% of the original Trilogy hardware on an annual basis. The original hardware included 28,000 desktops; 350 servers; 2,100 printers; and the new Fast Ethernet network. However, the FBI has experienced extensive new IT growth in FBINet, UNet, SCION, and other smaller, yet hardware intensive, enclaves/programs. The FBI currently has over 60,000 desktops; 27,000 laptops; 21,000 printers; and over 2,600 servers.

The FBI requires additional funding to refresh and upgrade its IT components. With additional funding, the FBI will minimize obsolescence and hardware failures, and maintain a level of readiness needed for the enterprise to accomplish the mission.

The FBI has implemented a systematic and orderly replacement program. The planned 20 percent per year replacement schedule fits well within a 7 year budgetary formulation guideline for planning and allows for a systematic approach to IT asset management. Equipment for non-critical tasks will be recycled and re-used for the FBI's Sensitive but Unclassified system. The current 6 – 10 percent enterprise-wide replacement of IT components will render many machines useless as the newer software and operating systems cease to operate on the older hardware.

The intent of this program is to initiate a standard IT infrastructure base that addresses all IT hardware requirements to include Network Hardware for the FBINet and UNet. Additionally, the FBI will establish a systematic approach to refresh the in-service equipment of the enclaves at a rate dependent on available funding. Given the current projected FY 2008 funding, this will refresh 10 percent of the desktops with required licensing to reuse the refreshed equipment per year. The FBI's goal is to refresh networks at 30 percent and servers, printers and scanners at 15 percent of the total enterprise. If approved, this enhancement request will assist the FBI in beginning to reach those goals.

Future requirements will incorporate the SCION enclave as well as additional FBI specialized networks, providing a completely centralized IT refreshment approach of critical FBI IT infrastructure assets. This phased approach prevents total operational dependency on this investment until maturity and supplier stability is reached, a concern of management that reduces risk to FBI's daily operations.

*Copier Device Management - \$1,000,000 (all non-personnel)*

The Copier Device Management Program directs the policy for the use of copiers in the FBI; the acquisition process to acquire new copiers; the maintenance and support contracts for the FBI's 2,700 copiers; and the planning and scheduling of replacing out-of-date copiers based on DOJ guidelines. Annually, the program manages and funds copier services for all headquarters divisions, and monitors the use of copiers across the enterprise. It also provides funds to maintain and repair copiers at all field and Legal Attaché locations, within the limits of annual funding. The FBI's goal is to refresh copiers at 20 percent each year.

The FBI requests funds for the replacement of old copiers and for maintenance contracts to maintain new and old devices. Maintenance costs have increased 40 percent over the last 2 years due to repairs for older equipment. The enhancement request for copier funds reflects a required adjustment to catch up and replace all six to eight-year old copiers in service, and thereby maintain or reduce the maintenance costs across the enterprise.

Copiers are scheduled to replace many printers in the future, reducing per copy costs across the enterprise. Implementation of this process will reduce the cost of supplies and materials required in older model printers, resulting in an overall cost avoidance to the FBI as the current growth continues.

The Copier Device Management Program is critical because the FBI is still largely a paper-based organization. While the FBI does have electronic records for historical reference and data collections, it still operates with paper documents, original signatures, and a standing requirement to copy case materials and communications into a paper form when dealing with local and US Attorney partners. For that reason, all divisions, with an emphasis on field offices, are dependent on their copiers to accomplish their mission tasks.

Impact on Performance (Relationship of Increase to Strategic Goals)

The requested resources directly support DOJ Strategic Goal 1 "Prevent Terrorism and Promote the Nation's Security," DOJ Strategic Goal 2 "Enforce Federal Criminal Laws," and DOJ Strategic Goal 3 "Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence." This program provides information technology support to all of the FBI's programs and personnel. Without the proper information technology upgrades, FBI personnel will be unable to support the DOJ Strategic Goals efficiently and effectively.

The FBI will employ industry standards with regard to the prevention of technical obsolescence of its critical IT infrastructure by upgrading its infrastructure. Further, this initiative prevents the FBI's IT infrastructure from decreasing the capabilities of the FBI's mission collaborators (Federal, state, local, and tribal entities) in the areas of intelligence, counterterrorism, and law

enforcement. Sustaining this primary asset of the FBI's operations prevents degradation of the services the FBI provides.

## Funding

### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
6	...	6	\$19,504	6	...	6	\$19,517	6	...	6	\$19,530

### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost (\$000)	Quantity	FY 2008 Request (\$000)
Desktops, Laptops, Servers & Printers	n/a	n/a	\$4,000
Copier Device Management	n/a	n/a	1,000
Total Non-Personnel	n/a	n/a	\$5,000

### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	6	...	6	\$734	\$18,796	\$19,530
Increases	...	...	...	...	5,000	5,000
Grand Total	6	...	6	\$734	\$23,796	\$24,530

**Item Name:** **Render Safe Mission**

Budget Decision Unit(s): Counterterrorism/Counterintelligence and Criminal Enterprises and Federal Crimes

Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3

Organizational Program: Critical Incident Response

Program Increase: Positions 9 Agt 3 FTE 5 Dollars \$11,047,000 (\$9,857,000 non-personnel)

Description of Item

The FBI requests nine positions and \$11,047,000 (\$9,857,000 non-personnel) for the Render Safe Mission (RSM). This RSM request addresses the White House directive giving the FBI the mission to respond to devices involving Weapons of Mass Destruction (WMD) within the United States and its territories. In 1999 the FBI, with its primary responsibility for counterterrorism, was directed to staff, equip, and train WMD response teams in order to increase the United States Government's capability to respond to WMD devices. The FBI continued the establishment and development of technical response teams with the capability to respond to WMD devices, known as "Incident Response Readiness" (IRR), which became the basis for the FBI's Hazardous Devices Response Unit (HDRU).

The initial requirement for the FBI was met in April 2005 with the assumption of the National Capital Region (NCR) mission. Follow-on requirements, directed by the Administration, require the FBI to be prepared to deploy render safe assets nationwide to include the support of designated National Special Security Events (NSSE). Thus, on a daily basis, the FBI must be prepared to respond to multiple simultaneous events. This requirement expands further during the conduct of an NSSE. To meet this task, the FBI created technical teams (housed in HDRU) to address these requirements.

The complete development of a robust response for the directed contingencies requires the FBI to develop the command and control capability necessary to support deployments and to provide the FBI and United States government leaders with the information required to make time-critical decisions. To accomplish this, the FBI's National Asset Response Unit (NARU) was stood up in April 2005 to provide a dedicated staff to the National Asset Commander (NAC) (a member of FBI executive leadership, usually the Special Agent in Charge of the Critical Incident Response Group (CIRG), allowing the NAC to command and control actions at the incident site and relay critical information back to the Department of Justice (DOJ), FBI and national leadership.

The current NARU-funded staffing level provides the minimum acceptable staffing level to allow the FBI to assume the NCR mission but not the expanded domestic mission. NARU must increase its funded staffing level to develop the necessary support infrastructure to meet National mission requirements. In addition, NARU is currently authorized to hire 10 personnel to serve as a Hazardous Materials Response Team (HMRT) to stand up an initial capability in support of the RSM to respond to WMD threats or the actual use of WMD involving a chemical, biological, radiological, or nuclear (CBRN) device.



### Justification

*National Asset Response Unit (NARU) – 9 positions (3 agent) and \$6,997,000 (\$5,807,000 non-personnel)*

#### NARU Personnel – 9 positions (3 agent) and \$1,190,000 (all personnel)

Three agents are requested to serve as Special Mission Planners (SMP). SMPs must possess the operational expertise and experience to organize specific assets, develop courses of action, and tailor crisis plans to optimize the probability of success. These individuals would serve the NAC and monitor event execution checklists, assist in coordination with local field offices, supporting Department of Defense (DoD) assets, answer the requirements of the FBI's Strategic Information and Operations Center (SIOC), and complete other tasks as assigned by the NAC. When not operationally deployed, these individuals would formulate and coordinate FBI activities to ensure seamless integration in daily preparedness training, operations and mission planning. The SMPs would also formulate and coordinate all planning activities for future events, including policy development, conduct required individual training/certification, maintain liaison with other government agencies, and attend exercise development meetings.

Five physical security specialists are requested to assist HDRU personnel in conducting downrange radiological surveys of incident sites and process relayed information to determine dose rate, contamination levels, stay times, and isotopes present. These personnel would complete the packaging of identified devices, screen all personnel and equipment through the hotline, and accompany packages to final disposition sites. These additional positions would provide the personnel required to allow for a rotation between on-call (deployment), training (initial and recertification requirements), and leave status.

One logistics management specialist is requested to manage the acquisition, transportation, maintenance, and monitoring of high cost, specialized equipment for the NARU. The NARU equipment program involves the purchase and tracking of high dollar, sensitive equipment and systems. It is expected that on-hand equipment inventory value will soon exceed \$12,000,000. The NARU maintains approximately 2,000 pieces of equipment, including seven fully equipped command and control response vehicles used for operational deployments (including NSSEs) and training purposes. This equipment includes sensitive COMSEC equipment. All of this equipment must be continually inspected, calibrated, transported or shipped, returned/received, audited and inventoried.

Communications (\$2,993,000) – The ability to have dedicated and reliable communications is critical to conducting command and control operations. NARU personnel are tasked with providing remote, redundant, secure voice (Secret and Top Secret) and data communications from the incident site to multiple sites including the FBI's SIOC, the White House Situation Room, the DOJ Command Post, and the Department of Energy's (DOE) National Laboratory complex. This requires the use of satellite communications equipment and dedicated commercial satellite transponders. Completion of the development of three communications packages, one for each contingency – NCR, deliberate deployment, and NSSE – requires an additional \$1,275,000 for equipment purchase. This cost would recur to maintain and update the four sets of sophisticated ground and air deployable systems and keep them compatible with the supporting interagency systems. An additional \$1,538,000 in annual satellite services and \$180,000 in communications supplies and tactical fiber are also required to maintain the

communications lynchpin. These resources are critical, as there are no other means of passing the time-sensitive and vital information to personnel at/from the above-cited locations and entities.

Exercises and Deployments (\$1,329,000) – Exercise funds would allow for the planning and execution of one full scale interagency exercise (deliberate deployment) per year. This exercise will build on additional training provided to the federal, state, and local responders. Exercises provide an invaluable forum for mission rehearsals and would familiarize FBI field office crisis management teams and state and local responders with the WMD National Response Plan and protocols, as directed by the National Security Council (NSC). Estimated exercise costs, broken out below, include contract air, military airlift reimbursement, meals and incidentals.

- Military Fixed Wing Air Reimbursement: \$993,000
- Travel Commercial Cargo: \$143,000
- Travel: \$100,000
- Military Rotary Wing Air Reimbursement: \$50,000
- Full Scale Exercise Training Aide: \$43,000

Training (\$475,000) – NARU consists of selected agent and support personnel who receive extensive, specialized, and classified training in order to support HDRU in analyzing and disarming WMD threat devices. These personnel receive their training from a number of sources including HazMat trainers, the DOE's National Laboratory complex, and the United States Army Medical Research Facility for Infectious Diseases. The training information is perishable and changing, and HazMat certification requirements must be met. This funding would support training for personnel currently assigned to NARU and other personnel as necessary.

Interagency Tool (\$425,000) – All agencies with render safe responsibilities must be kept aware of fast-moving events to allow for timely support and concurrent and reactive planning, such as consequence management. This requires near real time situational awareness by the supporting agencies. Interagency situational awareness is provided through a SIPRnet-based interagency collaboration tool called Information Work Space. This software is currently an operational prototype and requires software upgrades as well as user training to maintain its effectiveness; funding is requested to continue its development. This cost is based on continued support for modification (\$375,000) and user training (\$50,000).

Enhanced HMRT (\$246,000) – NARU's enhanced HMRT provides dedicated personnel to support HDRU and NARU in the mitigation of CBRN devices involving WMDs. The NARU enhanced HMRT is an enhanced headquarters element which requires additional equipment which is not currently funded through other channels.

Response Vehicles (\$169,000) – Funding is requested to upgrade existing vehicles to all weather four wheel drive vehicles capable of pulling a trailer, at a cost of \$12,000 per vehicle, and to provide for the installation of emergency response equipment such as lights, sirens, radio systems and specialized tactical communications systems (\$5,000 per vehicle). Additional gas (\$931 per vehicle) and maintenance (\$847 per vehicle), above and beyond what is provided in the FBI's personnel cost module is also required, due to the type of vehicle being requested.

Individual Deployment Gear (\$90,000) – Providing individual deployment gear and equipment costs \$10,000 per individual; this funding would outfit the personnel requested, as funding for gear of this type is not included in the FBI's personnel cost module. This gear would best equip personnel to respond to deployments in any environment, from extreme cold to desert conditions. It consists of all-weather deployment equipment and contingency items (\$7,000 per person) and personal protective equipment (\$3,000 per person for a protective mask, clothing, and boots).

FBI Field Office Training (\$50,000) – As part of the newly assumed RSM, the FBI must educate field office personnel on the roles, responsibilities and expectations of the state and local first responders and local field offices, including familiarizing field offices with the WMD National Response Plan and protocols. This would be accomplished through a series of training seminars and exercises. The first step in the training process is to train local field offices. NARU would accomplish this by conducting two regional training seminars/exercises for the field offices annually. Costs for regional field office training are estimated at \$25,000 each annually and include airfare, lodging, meals and incidentals for the participants. Costs were estimated based upon historic information gathered from other FBI entities. All FBI field offices would require this training. The order in which offices receive this training would be based on threat assessments.

Operational Supplies (\$30,000) – While technical requirements make up a majority of the render safe response, NARU staff and the NAC cannot operate without appropriate supplies. Many of the items used by the NARU are expendables which cannot be recovered and must be replenished. For example, items such as the 256 kb flash drive are used to move technical information from the working point to the DOE scientists. Once items taken from the flash drives enter the DOE computer they are no longer allowed to be used in FBI computers due to security restrictions. This request is based on the provision of \$2,500 each month for operational supplies.

*Hazardous Devices Response Unit (HDRU) - \$4,050,000 (all non-personnel)*

HDRU Equipment (\$1,600,000) – Funding is necessary to equip the existing teams with improved tools and technologies. New systems for both precision aiming and isotopic identification are needed to provide greater accuracy and improved deployment capability. Precision aim systems consist of sophisticated measurement and survey equipment with integrated data collection and analysis capabilities to accurately target bomb components for disablement. Four sets are requested (one per team) at a total cost of \$1,000,000.

Next generation isotopic identification instruments provide high-resolution accurate analysis and identification of nuclear and radiological material. Identification of the threat material is an essential aspect of the diagnostic phase of the operation, permitting the technical team to make render safe and disposition decisions based on the known material. Current instruments are limited in operational employment due to size, weight, and maintenance requirements; improved technology developed by DOE would be available in FY 2008. Eight instruments are requested (two per team) at a total cost of \$600,000.

HDRU Supplies (\$650,000) – Funding is requested to replace explosive shape charges. This funding would allow the teams to set up and use the types of specialty charges against realistic training aids to validate procedures and exercise technical skills.

HDRU Training (\$1,800,000) – HDRU consists of selected agent and support personnel who have received extensive, specialized, and classified training in order to analyze and disarm any WMD threat device. These technicians receive their training from a number of sources including electronics experts, HazMat trainers, and courses conducted through the DOE’s National Laboratory complex. Increased demand and complexity of the types of training necessary for these technicians to maintain existing skills as well as preparing for new threats has tripled training costs since the base was established in FY 2002. Therefore, an increase in funding for technical training is requested. A breakout of this request is below:

- \$1,200,000 for IND Training Devices: This would fund the design and construction of four high-fidelity training aids by the DOE National Nuclear Weapons Laboratories for use by FBI technical response teams (two devices each for the four technical teams). These devices are necessary for the continued development and maintenance of the specialized skills and techniques necessary to defuse an improvised nuclear device.
- \$600,000 for DOE Technical Training: This funding will provide for two additional classified technical courses relating to Improvised Nuclear Device (IND) design and disassembly based on new technical intelligence. The cost for two courses each for four existing technical teams is estimated (from DOE training providers) at \$75,000 for each course.

Impact on Performance (Relationship of Increase to Strategic Goals)

These resources are directly related to the Department of Justice (DOJ) Strategic Goal 1, “Prevent Terrorism and Promote the Nation’s Security.” Without the additional personnel and non-personnel funding, the FBI would be constrained in its ability to meet the established mission response requirements. Due to the devastating effects that failure of the RSM would bring, there is no room for error.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President’s Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
57	45	29	\$15,682	71	45	67	\$25,355	71	45	71	\$25,516

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
HQ Special Agent	\$203	3	\$610
Logistics Management Specialist	\$77	1	\$77
Physical Security Specialist	\$101	5	\$504
Total Personnel	n/a	9	\$1,190

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
<b>National Asset Response Unit</b>			
Deployment Gear	\$10,000	9	\$90
Vehicles	18,778	9	169
Training	n/a	n/a	475
Communications	n/a	n/a	2,993
Interagency Tool	n/a	n/a	425
Operational Supplies	n/a	n/a	30
Training	n/a	n/a	50
Exercises	n/a	n/a	1,329
Enhanced HMRT	n/a	n/a	246
<b>Hazardous Devices Response Unit</b>			
Equipment	n/a	n/a	1,600
Supplies	n/a	n/a	650
Training	n/a	n/a	1,800
Total Non-Personnel	n/a	n/a	\$9,857

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	71	45	71	\$10,911	\$14,605	\$25,516
Increases	9	3	5	1,190	9,857	11,047
Grand Total	80	48	76	12,101	\$24,462	\$36,563

**Item Name:** Central Records Complex

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4, 3.1  
Organizational Program: Records Management

Program Increase: Positions ... Agt ... FTE ... Dollars  
\$4,000,000 (all non-personnel)

Description of Item

The FBI requests \$4,000,000 in non-personnel funding to pay General Services Administration (GSA) lease requirements for the construction of the permanent Central Records Complex (CRC), planned to break ground in FY 2008.

Justification

The effective creation, maintenance, use, and dissemination of records is critical to the FBI's operations. The FBI reestablished the Records Management Division (RMD) in 2002 to ensure executive direction and oversight over all records policy and functions, consolidating all records operations to ensure consistency, thoroughness, and accountability. Sound records management and document accountability are at the heart of the FBI's ability to support investigations, prosecutions, and intelligence sharing within the law enforcement and intelligence communities. In addition, federal agencies must meet the National Archives and Records Administration's revised Records Storage Facilities Standards by the end of 2009. No current FBI facilities meet these standards; the CRC will be built to these standards.

*Previous Funding*

In FY 2004, the FBI received an appropriation of \$10,000,000 (\$9,648,000 after rescissions) for records management activities. The FBI hired a consultant to conduct an independent feasibility study for a CRC in Winchester, Virginia. The CRC will house all records management activities, giving the FBI the security, equipment, and space required to manage all of its records at one location.

Congress provided the FBI \$9,000,000 (\$8,879,440 after rescissions) in FY 2005 to lease an interim facility in Frederick County, Virginia. This funding was also provided for the relocation of FBI personnel and equipment to the interim facility. As directed, the FBI identified and occupied two interim facilities to coordinate RMD's transition to Winchester, to train new employees, and build a sustainable workforce comprised of new hires and relocated personnel. The FBI is currently planning the relocation of approximately 500 positions to these interim facilities over the next two years.

In FY 2006, the FBI received \$10,000,000 (\$9,872,000 after rescissions) for equipment and associated costs for the CRC. The FBI is utilizing this funding to furnish and equip the interim facilities; conduct polygraph examinations for applicants; and provide transfer benefits to FBI employees relocating to the interim facility.

*GSA Lease Requirements - \$4,000,000*

The permanent CRC will be a build-to-suit GSA leased facility. The GSA and the FBI are currently working to identify suitable land and select a developer for the permanent CRC.

\$4,000,000 is required for the permanent CRC in FY 2008 to provide funds to the GSA in conjunction with the lease award. This funding is required for the payment of inherently governmental items associated with the construction of the facility, such as fencing, vehicle barriers, and guard booths. These funds are required by GSA at the time the lease is awarded. Failure to obtain these funds would delay the start of construction and delay the targeted FY 2010 occupancy.

Impact on Performance (Relationship of Increase to Strategic Goals)

Currently, the FBI's records management systems, along with its physical records, are decentralized. The dispersion of these systems is disjointed, inefficient, and utilizes expensive office space that could be reallocated for employees at FBIHQ, field offices, and large resident agencies.

The primary purpose of the CRC is to consolidate all of the FBI's records in a single facility to allow for a rapid and thorough search and dissemination process. Additionally, locating these valuable records in a location outside of the immediate Washington, D.C. area will afford greater protection in the event of a terrorist or other criminal act within the Washington, D.C. area. Finally, the consolidation of FBI records provides an unparalleled opportunity to improve intelligence sharing across organizational boundaries, which is critical to the success of U.S. counterterrorism efforts.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
...	...	...	\$9,872	...	...	...	...	...	...	...	...

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
GSA Lease Requirement	n/a	n/a	\$4,000
Total Non-Personnel			\$4,000

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)
Current Services	...	...	...	...	...	...
Increases	...	...	...	...	\$4,000	\$4,000
Grand Total	...	...	...	...	\$4,000	\$4,000

**Item Name:** **CIO Management**

Budget Decision Unit(s): All

Strategic Goal(s) & Objective(s): 1.1, 1.2, 1.3, 2.1, 2.2, 2.3, 2.4, 3.1

Organizational Program: Office of the Chief Information Officer

Program Increase: Positions ... Agt ... IA ... FTE ...  
Dollars \$7,500,000 (all non-personnel)

Description of Item

The FBI requests \$7,500,000 in non-personnel funding for the FBI's Office of the Chief Information Officer (OCIO). Of this amount, \$6,429,000 is requested for indirect project management services and materials required by the Office of Information Technology Program Management (OIPM) to effectively budget, plan, acquire, manage, and transition IT projects for the CIO. The services are essential to enabling the FBI's CIO to function effectively by providing the necessary manpower and specialized experience to augment the direct project staff as it transitions to managing in a centralized, enterprise context. Also included in this request is \$1,071,000 for contractor support and materials required by the Office of IT Policy and Planning (OIPP).

Justification

The international and domestic post-9/11 environment has made fighting terrorism at home and abroad the top national priority. To meet this national priority, the FBI can no longer continue to develop stand-alone systems, applications, and networks that are tailored to fighting individual battles. The FBI needs to share information both internally and across intelligence and law enforcement agencies to win the war on terrorism. In addition, the FBI has been pressed with greater urgency to implement government-wide best practices for IT portfolio and investment management and program management. Oversight audits, inquiries, and reports from the Government Accountability Office, the DOJ Office of the Inspector General, and Congressional committees continue to emphasize needed improvements in the FBI's management of IT investments and programs.

IT is an essential enabler for the FBI's intelligence and law enforcement missions and the upgrade of IT is a top FBI priority. To accomplish this upgrade, the FBI is reorganizing and centralizing IT systems, projects, requirements, and budgets within the OCIO. This will ensure that the FBI is taking advantage of the most effective technologies and has the business processes in place to meet strategic mission goals.

*Office of IT Program Management (\$6,429,000)*

The FBI's OIPM continues to experience funding shortfalls as the number of FBI IT projects grow and are in need of program management expertise. Enhanced funding would enable the OCIO to provide expert oversight, analysis, and administrative functions for additional OIPM projects and ensure these projects follow all applicable laws, policies, and regulations during system development. This investment directly addresses the well-documented weaknesses regarding poor oversight controls and lack of effective project management experienced with some recent high-profile FBI system development projects. Formal project management



practices are proven methods for reducing risk to the government of failed or underperforming projects.

This request will:

- Ensure OIPM can continue the current level of activity in 2008
- Allow OIPM to add 9 projects to its portfolio, thus providing full OIPM support services to 26 identified FBI IT development projects (an increase from 50 percent of the FBI's IT portfolio to 75 percent of the FBI IT portfolio)

These services improve projects' ability to meet cost, schedule and performance goals. Projects without OIPM oversight have experienced greater difficulty with performing within programmatic constraints, resulting in unforeseen cost increases, schedule delays, or failure to meet customer needs.

With these resources, OIPM will be able to ensure the successful completion of 75 percent of all critically needed FBI IT software applications currently under development. Every IT project that has reached the stage of deployment while being managed by OIPM has been completed within schedule and within or below budget. These OIPM-managed projects have produced technologically advanced systems that are being used to fulfill missions critical to the data sharing initiatives required to prevent terrorist attacks and other criminal activities. Furthermore, OIPM-managed projects have helped the FBI to design and develop systems that are not plagued by the cost overruns and project failures that have been highly publicized in the past.

With base funding, OIPM is able to support only 50 percent of the 35 most critically needed FBI IT projects. With the enhancements requested for FY 2008, OIPM would provide management and oversight for 75 percent of these 35 projects. OIPM will provide the trained and experienced resources that will manage the projects and provide independent oversight and guidance in close day-to-day interaction with the project managers to ensure that all of these projects follow the development guidelines and formal progress and compliance reviews as defined in the FBI's Life Cycle Management Directive (LCMD). The LCMD process defines each critical step of the design and development of IT projects that will result in projects that are completed within the boundaries of accepted best practices, and methodologies for software development.

*Office of IT Policy and Planning (\$1,071,000)*

The FBI's OIPP is responsible for the establishment and maintenance of the enterprise IT governance framework and implementation practices that optimize the alignment of the FBI's IT investments to meet the FBI's mission. The resources requested will provide the following:

- Business, Program Integration and IT Portfolio Management Tool Program
- Enterprise Architecture, Portfolio Management, and Investment Management Programs
- Enterprise Metrics, Federal Information Security Act, Life Cycle Management Directive Programs
- Project Assurance and Enterprise Requirements Programs

Impact on Performance (Relationship of Increase to Strategic Goals)

The resources requested for the OIPM and the OIPP directly support DOJ Strategic Goal 1, “Prevent Terrorism and Promote the Nation’s Security,” DOJ Strategic Goal 2 “Enforce Federal Criminal Laws,” and DOJ Strategic Goal 3 “Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence.”

The mission of OIPM is to deliver IT capabilities on time and within budget to meet mission needs. As such, this investment helps the FBI meet the priority to upgrade technology, which in turn supports all other strategic priorities. Many of the IT systems that are managed by OIPM provide critically important investigative data to DOJ and other local, tribal, and federal investigative agencies outside of the U.S.

The OIPP enhancement will help align the FBI’s IT investments to better achieve the FBI’s mission, which will in turn produce efficiencies and save valuable research time, reduce costs, and improve business capabilities.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President’s Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
5	...	5	\$7,868	5	...	5	\$7,878	5	...	5	\$7,889

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Consulting Services	n/a	n/a	\$6,429
Investment Management Program	n/a	n/a	536
Project Assurance Program	n/a	n/a	535
Total Non-Personnel			\$7,500

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	5	...	5	\$610	\$7,279	\$7,889
Increases	...	...	...	...	7,500	7,500
Grand Total	5	...	5	\$610	\$14,779	\$15,389

Program Offsets

**Item Name:** Lanes in the Road Study

Budget Decision Unit(s): Counterterrorism/Counterintelligence

Strategic Goal(s) & Objective(s): 1.1, 1.2

Organizational Program: Counterterrorism

Program Reduction: Positions (8) Agt ... FTE (8) Dollars (\$1,160,000)  
(\$0 non-personnel)

Description of Item

This offset transfers funding and positions from the FBI to the Intelligence Community Management Account to expand the analytic capability of the National Counterterrorism Center's Directorate of Intelligence pursuant to the Counterterrorism Analytic Framework (Lanes-in-the-Road) study.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Personnel Reduction Cost Summary

Type of Position	Cost per Position (\$000)	Number of Positions Offset	FY 2008 Request (\$000)
Professional Support	145	(8)	(1,160)
Total Personnel	n/a	(8)	(1,160)

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)
Offsets	(8)	...	(8)	(1,160)	...	(1,160)
Grand Total	(8)	...	(8)	(1,160)	...	(1,160)

### C. Criminal Enterprises and Federal Crimes Decision Unit

<b>CRIMINAL ENTERPRISES AND FEDERAL CRIMES DECISION UNIT TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount</b>
2006 Enacted w/ Rescissions and Supplementals	12,595	12,377	\$2,087,557,000
2007 Estimate	12,049	11,970	2,045,860,000
Adjustments to Base and Technical Adjustments	(1,167)	(1,152)	64,056,000
2008 Current Services	10,882	10,818	2,109,916,000
2008 Program Increases	18	10	35,809,000
2008 Offsets	(100)	(100)	(14,900,000)
2008 Request	10,800	10,728	2,130,825,000
<b>Total Change 2007-2008</b>	<b>(1,249)</b>	<b>(1,242)</b>	<b>\$84,965,000</b>

#### 1. Program Description

The Criminal Enterprises and Federal Crimes (CEFC) decision unit comprises all headquarters and field programs that support the FBI's criminal investigative missions. The decision unit includes:

- 1) the FBI's Criminal Enterprise Program, consisting of the Transnational and Americas Criminal Enterprise Programs and the Criminal Intelligence Section;
- 2) the National Crimes Program, with investigative responsibilities in Financial Crimes, Integrity in Government/Civil Rights, and Violent Crimes;
- 3) the Public Corruption and Government Fraud programs which investigate state, local and federal government acts of impropriety and including the rising level of federal and state legislative corruption;
- 4) the Criminal investigative components of the Cyber Division's programs, such as the Innocent Images National Initiative (IINI) and the Internet Crime Complaint Center (IC3); and
- 5) a share of the FBI's Legal Attaché (Legat) program.

Additionally, the decision unit includes a pro rata share of resources from the FBI's support divisions (including Training and Development, Laboratory, Security, Information Technology Operations, and the administrative divisions and offices).

The structure of the FBI's criminal intelligence program maximizes the effectiveness of resources, improves investigation and intelligence gathering processes, focuses on threats from criminal enterprises, and promotes the collection, exchange and dissemination of critical information throughout the FBI and other authorized agencies. The total base for the FBI's Criminal Enterprises and Federal Crimes decision unit is 10,882 positions (5,765 agents), 10,818 FTE, and \$2,109,917.

### ***Public Corruption/Civil Rights***

The Public Corruption and Government Fraud programs involve sensitive and complex cases where the FBI is the only law enforcement agency primarily charged with investigating legislative, executive, judicial, and significant law enforcement corruption. The FBI is the only law enforcement agency that targets federal campaign finance violations and ballot fraud (and the agency also handles most obstruction of justice violations), and Foreign Corruption Practices Act (FPCA) violations.

### ***Criminal Enterprises***

Through the Transnational and Americas Criminal Enterprise (ACE) Programs, the FBI seeks to dismantle criminal organizations by employing the enterprise theory of investigation to identify, investigate, and prosecute members of the groups. Within these programs, the FBI's investigative mission is to disrupt the local, regional, national, and transnational criminal enterprises that pose the greatest threats to the economic and national security of the United States. ACE crime elements involve gangs, narcotics, or a combination of both.

The FBI's Safe Streets, Violent Gang, and major theft programs have combined efforts to increase the number of investigations and cases, sharing equitable intelligence resources in similar areas of interest and providing leadership to state and local law enforcement agencies.

To challenge the growing narcotics industry, often controlled by violent gang elements, the FBI provides resources to major Department of Justice initiatives such as the Organized Crime Drug Enforcement Task Force (OCDETF) Program and the High Intensity Drug Trafficking Area (HIDTA) initiative. Both programs work closely with other federal law enforcement agencies in addition to state and local government authorities.

The FBI has developed a comprehensive counter-drug strategy designed to investigate and prosecute illegal drug traffickers and distributors, reduce drug related crime and violence, provide assistance to other law enforcement agencies, and strengthen international cooperation. The strategy focuses the FBI's counter-drug resources on 42 international organizations identified on DOJ's Consolidated Priority Organizational Targets (CPOT) list. These organizations are associated primarily with the Colombian, Mexican, and Caribbean drug trafficking organizations that have the most adverse impact on U.S. national interests.

The FBI will maintain its focus on transnational criminal enterprise groups, including the La Cosa Nostra, Middle Eastern criminal enterprises, Asian criminal enterprises, Eurasian and Italian organized crime groups, and Nigerian/West African criminal organizations. Transnational criminal enterprise groups are responsible for many identity theft crimes and cases of human smuggling.

### ***Violent Crime***

Through the Violent Crime Program, the FBI investigates a wide range of Federal criminal violations, including crimes against children; crimes on federal reservations/property (including Indian reservations); assaults against public officials; unlawful flight to avoid prosecution; and manufacturing and distribution of child pornography.

In addition to responding to reports of individual crimes, the FBI employs proactive investigative techniques such as joint agency violent crime Safe Streets Task Forces; wire intercepts; the Indian Gaming Working Group and; undercover operations. The current major areas of focus for the Violent Crime Program are crimes against children, child abductions, and violent gangs.

### ***Financial Crime***

Through the Financial Crime program, the FBI investigates a myriad of financial crimes including health care fraud, public corruption, financial institution fraud, insurance fraud, securities and commodities fraud, telemarketing fraud, bankruptcy fraud, money laundering, and intellectual property rights violations. In addition, the program facilitates the forfeiture of assets from those engaging in federal crimes.

In the United States, citizens and businesses lose billions of dollars each year to criminals engaged in non-violent fraudulent enterprises. The globalization of economic and financial systems, advancement of technology, decline of corporate and individual ethics, and sophistication of criminal organizations have resulted in annual increases in the number of illegal acts characterized by deceit, concealment, or violations of trust. The loss incurred as a result of these crimes is not merely monetary. These crimes also contribute to a loss of confidence and trust in financial institutions, public institutions, and industry.

### ***Cyber Program***

The Cyber Program consolidates headquarters and field resources dedicated to combating cyber-crime under a single entity. For a more detailed explanation, please refer to the Cyber Program description in the Counterterrorism/Counterintelligence Decision Unit justification.

### ***Legal Attaché (Legat) Program***

Legats are the foremost element of the FBI's international law enforcement effort, and often provide the first response to crimes against the United States that have an international nexus. The criminal component of the Legat program provides for a prompt and continuous exchange of information with foreign law enforcement and supports the FBI's efforts to meet its investigative responsibilities.

### ***Management and Support Services***

In addition to the criminal investigative, cyber, and Legat programs that make up the core elements of the CEFC decision unit, the FBI's various administrative and other security programs provide essential support services.

### **Program Objectives**

- Provide a rapid and effective investigative response to reported federal crimes involving the victimization of children; reduce the vulnerability of children to acts of sexual exploitation and abuse; reduce the negative impact of domestic/international parental rights disputes; and strengthen the capabilities of federal, state and local law enforcement through training programs and investigative assistance.
- Infiltrate, disrupt and dismantle violent gang activities by targeting groups of gangs using sensitive investigative and intelligence techniques to initiate long term proactive

investigations. This objective is achieved through identifying gang leadership and hierarchy with the use of task forces and working closely with state and local law enforcement.

- Reduce the economic loss associated with the theft and loss of United States intellectual property by criminal conspiracies and other major offenders.
- Reduce the incidence of public corruption within targeted sectors of local, state, and federal government.
- Deter civil rights violations through aggressive investigation of those crimes wherein the motivation appears to have been based on race, color, religion, or ethnic/national origin; reports of abuse of authority under color of law; reports of slavery and involuntary servitude; and reports of the use of force or the threat of force for the purpose of injuring, intimidating, or interfering with a person seeking to obtain or provide reproductive health services and through proactive measures such as the training of local law enforcement in civil rights matters.
- Identify, investigate, disrupt, and dismantle major criminal enterprises (CEs), including violent gangs.
- Continue to support the Southwest Border Initiative, which focuses the FBI's efforts on the most significant CEs operating along the southwest border.
- Identify, disrupt, and dismantle corrupted money laundering industries and confiscate criminal assets.
- Reduce the economic loss attributable to fraudulent billing practices affecting private and public health care insurers.
- Minimize economic loss due to crimes such as check fraud, loan fraud, and cyber-banking fraud in federally insured financial institutions.
- Reduce the amount of reported economic loss due to fraud and abuse in federally funded procurement, contracts, Electronic Benefits Transfer, and entitlement programs.
- Reduce the amount of economic loss to the insurance industry due to fraud, both internal and external.
- Reduce economic loss to investors due to fraud in the investment marketplace, bogus securities, and internet fraud.
- Reduce the amount of economic loss in the United States due to national and international telemarketing fraud and internet fraud.
- Reduce the amount of economic loss caused by fraudulent bankruptcy filings throughout the United States.
- Provide timely and coordinated responses to violent and serious crimes in connection with the FBI's investigative mandate in Indian Country and strengthen the capabilities of Indian Country law enforcement investigators through training programs and investigative assistance.

**PERFORMANCE/RESOURCES TABLE**

**Decision Unit:** Criminal Enterprises/Federal Crimes

**DOJ Strategic Goal/Objective** Goal 2: Enforce Federal Laws and Represent the Rights and Interests of the American People. Objectives: 2.1 – Reduce the threat, incidence, and prevalence of violent crime, including crimes against children; 2.2 – Reduce the threat, trafficking, use, and related violence of illegal drugs; 2.3 – Combat white collar crime, economic crime, and cyber crime; and 2.4 – Uphold the civil and constitutional rights of all Americans, and protect vulnerable victims of society.

Workload / Resources		Final Target		Actual		Estimate		Changes		Requested (Total)	
		FY 2006		FY 2006		FY 2007		Current Services Adjustments & FY 2008 Program Changes		FY 2008 Request	
Workload -- # of cases investigated (pending and received)		†		99,382		†		†		†	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		12,377	2,091,838	11,399	2,040,075	11,970	2,045,860	(1,242)	84,965	10,728	2,130,825
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2006		FY 2006		FY 2007		Current Services Adjustments and FY 2008 Program Changes		FY 2008 Request	
Program Activity/ 2.3	1. White-Collar Crime/Cybercrime	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		5,620	790,890	5,312	961,401	5,549	948,327	(448)	30,648	4,929	978,975
Workload -- # of cases investigated (pending and received)		†		37,099		†		†		†	
Performance Measure	Restitutions & Recoveries / Fines (\$000) • Intellectual Property Rights Violations • Public Corruption • White-Collar Crimes (all other)	††		111,877 / 1,005 321,815 / 29,542 7,799,218 / 1,363,711		††		††		††	
Performance Measure	Convictions/Pre-Trial Diversions (total) • Intellectual Property Rights Violations • Public Corruption • White-Collar Crimes (all other)	††		194 929 3,707		††		††		††	
Efficiency Measure	% of Major Financial Institution Fraud (FIF) Investigations to all pending	90%		82%		85%		--		85%	
Performance Measure	Number of Criminal Enterprises Engaging in White-Collar Crimes Dismantled	45		231		*125		15		*140	



TYPE/STRATEGIC OBJECTIVE	PERFORMANCE	FY 2006		FY 2006		FY 2007		Current Services Adjustments and FY 2008 Program Changes		FY 2008 Request	
		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
<b>Performance Measure</b>	Number of Major Corporate Fraud Cases Successfully Investigated	25		45		*60		--			*60
<b>Efficiency Measure</b>	Turnaround Time for Data Processing on Seized Storage Devices for Computer-Related Investigations (hours)	37		37		37		--			37
<b>Performance Measure</b>	Number of Child Pornography Websites or Web Hosts Shut Down	2,300		906		1,000		--			1,000
<b>Performance Measure</b>	Number of high-impact Internet fraud targets neutralized**	6		9		*10		1			*11
Program Activity/ 2.1, 2.2, 2.4	<b>2. Criminal Enterprises/Civil Rights /Violent Crimes</b>	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		6,757	1,300,948	6,087	1,078,674	6,421	1,097,533	(794)	54,317	5,799	1,151,850
<b>Workload -- # of cases investigated (pending and received)</b>		†		62,283		†		†		†	
<b>Performance Measure</b>	Convictions/Pre-trial Diversions • Organized Criminal Enterprises • Gangs/Criminal Enterprises • Crimes Against Children • Civil Rights	††		674 2,070 170 195	††		††		††		
<b>Efficiency</b>	% of FBI OCDETF Investigations with links to CPOT-linked DTOs	12%		12%		12%		--		12%	
<b>Performance Measure</b>	CPOT-Linked DTOs • Disruptions • Dismantlements	35 15		36 17		30 15		-- --		30 15	
<b>Performance Measure</b>	Number of Organized Criminal Enterprise Dismantlements	30		36		32		2		34	
<b>Performance Measure</b>	Number of Gangs/Criminal Enterprises Dismantlements	111		135		111		--		111	
<b>Data Definition, Validation, Verification, and Limitations:</b>											
Accomplishment and caseload data are obtained from the FBI's Resource Management Information System (RMIS), which houses the Integrated Statistical Reporting and Analysis Application (ISRAA) and Monthly Administrative Report (MAR) applications that report these data. Data are verified by an FBI field manager before being entered into that system and are subsequently verified through the FBI's Inspection process. Other non-standardized data are maintained in files by their respective FBIHQ programs.											
* Modified target. At the time of this budget presentation, OMB's PARTWeb database does not reflect these changes. PARTWeb will be updated to reflect these target changes in Spring 2007.											
** Revised Performance Measure: FY 2006 target based upon previous measure.											
† FBI does not project targets for case workload data.											
†† FBI does not set targets for investigative output data.											

**PERFORMANCE MEASURE TABLE**

<b>Decision Unit: Criminal Enterprises/Federal Crimes</b>												
<b>Performance Report and Performance Plan Targets</b>		<b>FY 2000</b>	<b>FY 2001</b>	<b>FY 2002</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>FY 2005</b>	<b>FY 2006</b>		<b>FY 2007</b>	<b>FY 2008</b>	
		<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>	<b>Target</b>	<b>Target</b>
<b>Performance Measure</b>	Restitutions & Recoveries (\$000)											
	• Intellectual Property Fraud	45,761	24,932	46,106	205,120	115,967	432,316	N/A	111,877	N/A	N/A	N/A
	• Public Corruption	119,527	20,437	28,223	1,631,692	101,647	1,116,266	N/A	321,815	N/A	N/A	N/A
	• White-Collar Crimes (all other)	3,041,812	4,971,886	9,113,549	8,433,421	7,881,151	13,056,937	N/A	7,799,218	N/A	N/A	N/A
<b>Performance Measure</b>	Fines (\$000)											
	• Intellectual Property Fraud	251	25,593	203	1,053	208	538	N/A	1,005	N/A	N/A	N/A
	• Public Corruption	3,113	11,188	10,792	3,293	22,657	25,500	N/A	29,542	N/A	N/A	N/A
	• White-Collar Crimes (all other)	817,690	485,251	501,380	362,396	532,496	757,113	N/A	1,363,711	N/A	N/A	N/A
<b>Performance Measure</b>	Convictions/Pre-Trial Diversions (total)											
	• Intellectual Property Fraud	95	179	104	110	116	121	N/A	194	N/A	N/A	N/A
	• Public Corruption	563	507	650	579	661	812	N/A	929	N/A	N/A	N/A
	• White-Collar Crimes (all other)	6,470	6,451	6,783	5,022	4,368	3,976	N/A	3,707	N/A	N/A	N/A
<b>Efficiency</b>	% of Major Financial Institution Fraud (FIF) Investigations to all pending	N/A	53%	59%	68%	76%	82%	90%	82%	85%	85%	
<b>Performance Measure</b>	Number of Criminal Enterprises Engaging in White-Collar Crimes Dismantled	48	59	49	73	137	163	45	231	125	140	
<b>Performance Measure</b>	Number of Major Corporate Fraud Cases Successfully Investigated	N/A	N/A	18	58	46	35	25	45	60	60	
<b>Efficiency Measure</b>	Turnaround Time for Data Processing on Seized Storage Devices for Computer-Related Investigations (hours)	N/A	N/A	N/A	N/A	N/A	38.1	37	37	37	37	
<b>Performance Measure</b>	Number of Child Pornography Websites or Web Hosts Shut Down	N/A	N/A	18	201	2,638	2,088	2,300	906	1,000	1,000	
<b>Performance Measure</b>	Number of high-impact Internet fraud targets neutralized	N/A	N/A	N/A	5	7	10	6	9	10	11	
<b>Performance Measure</b>	Convictions/Pre-Trial Diversions											
	• Organized Criminal Enterprises	744	794	714	824	572	897	N/A	674	N/A	N/A	N/A
	• Americas Criminal Enterprises	6,179	6,109	5,284	4,089	2,923	4,292	N/A	2,070	N/A	N/A	N/A
	• Crimes Against Children	359	310	205	154	145	164	N/A	170	N/A	N/A	N/A
	• Civil Rights	206	229	195	163	155	139	N/A	195	N/A	N/A	N/A

Performance Report and Performance Plan Targets		FY 2000	FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006		FY 2007	FY 2008
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Efficiency Measure</b>	% of FBI OCDETF Investigations with links to CPOT-linked DTOs	N/A	N/A	N/A	N/A	N/A	N/A	12%	13%	12%	12%
<b>Performance Measure</b>	CPOT-Linked DTOs										
	• Disruptions	18	49	30	41	27	25	35	36	30	30
	• Dismantlements	20	18	16	15	12	18	15	17	15	15
<b>Performance Measure</b>	Number of Organized Criminal Enterprise Dismantlements	19	21	17	17	29	34	24	36	27	30
<b>Performance Measure</b>	Number of Americas Criminal Enterprise Dismantlements	211	240	185	138	112	149	111	135	111	111

## **2. Performance, Resources, and Strategies**

The Criminal Enterprises/Federal Crimes decision unit contributes to the Department's Strategic Goal 2: Enforce Federal Laws and Represent the Rights and Interests of the American People. Within this goal, the resources specifically support the following Departmental Strategic Objectives: 2.1 – Reduce the threat, incidence, and prevalence of violent crime, including crimes against children; 2.2 – Reduce the threat, trafficking, use, and related violence of illegal drugs; 2.3 – Combat white collar crime, economic crime, and cyber crime; and 2.4 – Uphold the civil and constitutional rights of all Americans, and protect vulnerable victims of society. This decision unit ties directly to six FBI priorities: Priority 3 – Protect the United States against cyber-based attacks and high-technology crimes; Priority 4 – Combat public corruption at all levels; Priority 5 – Protect civil rights; Priority 6 – Combat transnational and national criminal organizations and enterprises; Priority 7 – Combat major white-collar crime; and Priority 8 – Combat significant violent crime.

### **Organized Criminal Enterprises & Gangs/Criminal Enterprises**

#### **a. Performance Plan and Report for Outcomes**

In FY 2004 and the first three quarters of FY 2005, the Criminal Investigative Division (CID) at FBI Headquarters reorganized several of its programs. Future performance data will be reported to reflect the realigned focus of the FBI towards these types of criminal enterprises. In May 2006, CID changed the name of the Transnational Criminal Enterprises program back to its original name, the Organized Criminal Enterprises program, and the Americas Criminal Enterprises program to the Gang/Criminal Enterprise program.

#### **Organized Criminal Enterprises [formerly Transnational Criminal Enterprises]**

Investigative subprograms that focus on criminal enterprises involved in sustained racketeering activities and that are mainly comprised of ethnic groups with ties to Asia, Africa, the Middle East, and Europe are consolidated into the Organized Criminal Enterprise program. Organized criminal enterprise investigations, through the use of the Racketeering Influenced Corrupt Organization statute, target the entire entity responsible for the crime problem. With respect to groups involved in racketeering activities, the FBI focuses on: the La Cosa Nostra and Italian organized crime groups, Russian/Eastern European/Eurasian organized crime groups, Balkan/Albanian Organized crime groups, Middle Eastern criminal enterprises, Asian criminal enterprises and Nigerian/West African criminal enterprises. Each of these groups is engaged in a myriad of criminal activities.

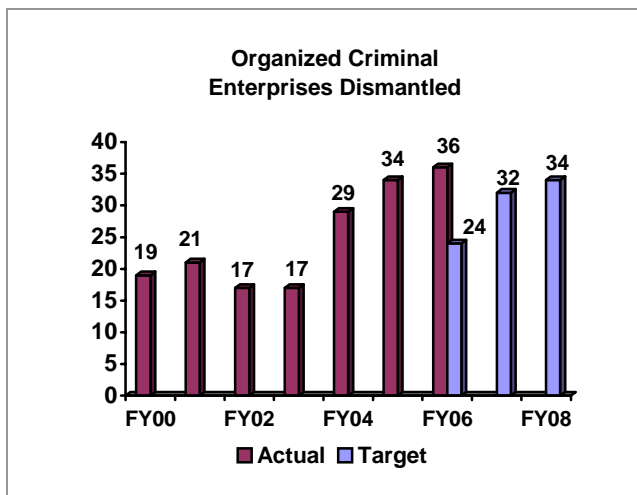
**Performance Measure:** Organized Criminal Enterprises Dismantled

**FY 2006 Target:** 24

**FY 2006 Actual:** 36

**Discussion:** The Organized Criminal Enterprises program met its performance targets for FY 2006. The notable accomplishments are:

- The leader of an African criminal enterprise was sentenced to five years of confinement and three years of supervised release, as well as being ordered to pay nearly \$62,000 in restitution for operating an illegal money transfer business in Newark, New Jersey. The enterprise employed numerous individuals who collected money, opened bank accounts, made cash deposits, and conducted wire transfers. Money was illegally deposited in amounts less than \$10,000 to avoid filing currency transaction reports. The money was then wire transferred overseas to accounts located in 13 different countries.
- Several Asian criminal enterprises were dismantled in different divisions. One such enterprise, involved in the distribution of methylenedioxymethamphetamine tablets (a.k.a. "Ecstasy"), methamphetamine, marijuana, and cocaine, was dismantled by the FBI's Norfolk Division. The U.S. Government indicted and successfully convicted 23 named conspirators in that case. Another enterprise involved in illegal prostitution was dismantled by the FBI's Chicago Division. In that investigation, 13 subjects were sentenced and nearly \$3,000,000 in forfeiture judgments was entered. Similarly, the FBI's Detroit Division dismantled another group engaged in illegal prostitution, as well as alien smuggling.



**FY 2007 Target:** 32

**FY 2008 Target:** 34

Gang/Criminal Enterprises - Consolidated Priority Organization Targets (CPOT)

With respect to criminal enterprises engaged in drug trafficking, the DOJ has developed a single national list of major drug trafficking and money laundering organizations. This list of targets, known as the CPOT list, reflects the most significant international narcotic supply and related money laundering organizations, poly-drug traffickers, clandestine drug manufacturers and producers, and major drug transporters supplying the U.S. The FBI tracked its own priority list, the National Priority Threat List (NPTL), before DOJ established the CPOT list in FY 2003.

The FBI has developed a comprehensive counter-drug strategy that is designed to investigate and prosecute illegal drug traffickers and distributors, reduce drug related crime and violence,

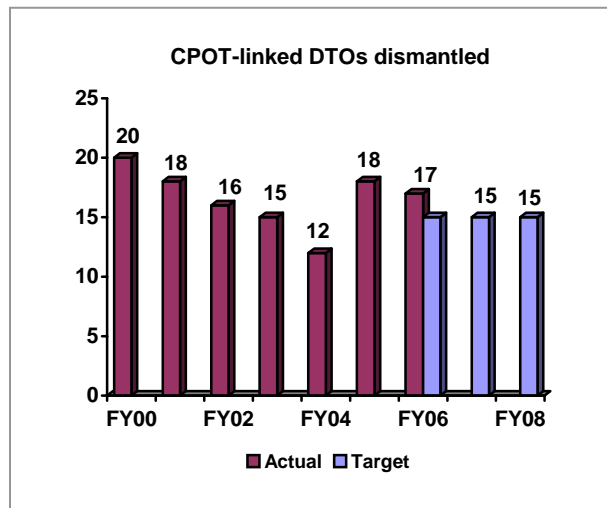
provide assistance to other law enforcement agencies, and strengthen international cooperation. The strategy focuses the FBI's counter-drug resources on 46 identified CPOTs associated primarily with Colombian, Mexican, and Caribbean drug trafficking organizations that have the most adverse impact on U.S. national interests.

**Performance Measure:** CPOT-linked Drug Trafficking Organizations (DTOs) dismantled

**FY 2006 Target:** 15

**FY 2006 Actual:** 17

**Discussion:** The FBI reached its targets for CPOT-linked dismantlements and disruptions. The FBI continues to prioritize its drug investigations on CPOT-linked targets. On September 14, 2006, a CPOT-linked North Valley Cartel trafficker, Gabriel Puerto-Parra, pled guilty to Conspiracy to Import Cocaine (more than 150 kilograms) in U.S. District Court. Puerto-Parra was indicted as the result of a joint FBI Miami/DEA Miami investigation. Puerto-Parra was also indicted in the



District of Columbia by DOJ's Narcotics and Dangerous Drug Section (NDDS) and the Special Operations Division (SOD) for his involvement in a separate North Valley Cartel Racketeer Influenced and Corrupt Organizations Act (RICO) investigation. Puerto-Parra's involvement in drug trafficking dates back to the early 1980s, and he is considered to be one of the founding members of the North Valley Cartel. At the time of his capture, Puerto-Parra was considered the "elder statesman" of not just the North Valley Cartel, but other Colombian trafficking groups as well.

**FY 2007 Target:** 15

**FY 2008 Target:** 15

**Performance Measure:** CPOT-linked Drug Trafficking Organizations (DTOs) disrupted

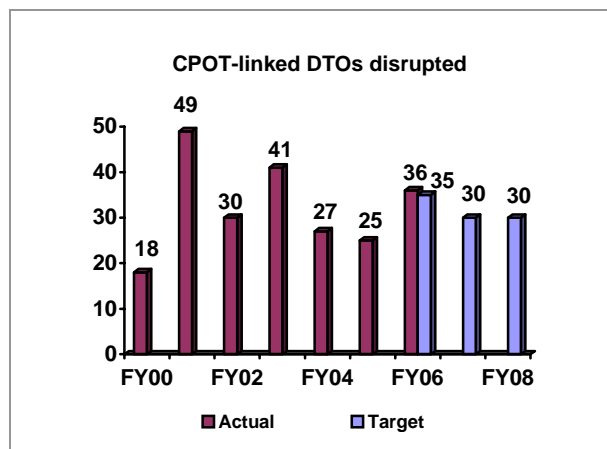
**FY 2006 Target:** 35

**FY 2006 Actual:** 36

**Discussion:** See above.

**FY 2007 Target:** 30

**FY 2008 Target:** 30

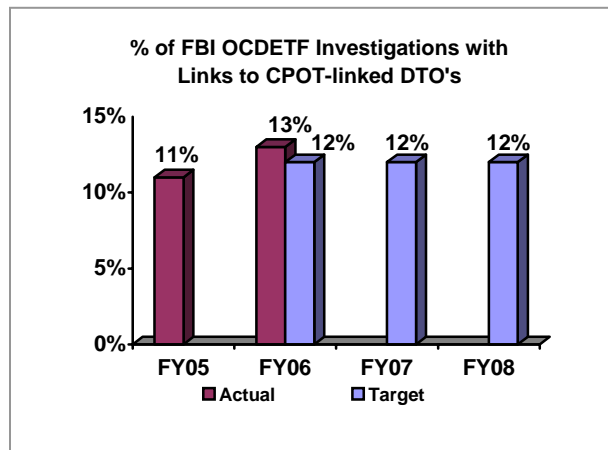


**Performance Measure:** Percentage of FBI OCDETF Investigations with Links to CPOT-linked DTO's

**FY 2006 Target:** 12%

**FY 2006 Actual:** 13%

**Discussion:** The FBI, in conjunction with the Drug Enforcement Administration (DEA) and the Executive Office of Organized Crime Drug Enforcement Task Forces (OCDETF) strives to increase the proportion of investigations that are linked to CPOT targets. Reclassification of organizations listed on the CPOT List can potentially have an impact on the accomplishments reported. The CPOT Working Group diligently reviews proposals from the OCDETF member agencies for additions to and deletions from the CPOT List. The FY 2007 CPOT List contains five new targets and deletes five current targets. Six months into the fiscal year, the CPOT list will contain more additions and deletions to the FY 2007 CPOT List.



**FY 2007 Target:** 12%

**FY 2008 Target:** 12%

## **b. Strategies to Accomplish Outcomes**

Asian criminal enterprises (ACEs) are involved in criminal violations that include organized crime activities, such as murder, alien smuggling, extortion, loansharking, illegal gambling, counterfeit currency and credit cards, prostitution, money laundering, drug distribution, and various acts of violence. Loosely knit, flexible and highly mobile, ACEs have become more sophisticated, diverse, and aggressive in directing their activities, and profiting through legitimate and illegitimate businesses to avoid law enforcement attention and scrutiny. Russian/Eastern European/Eurasian criminal enterprise groups (ECEs) in the United States are engaged in traditional racketeering activity such as extortion, murder, prostitution, and drugs. Both ECEs and Middle Eastern criminal enterprise organizations are also deeply involved in large-scale white-collar crimes, such as gasoline excise tax scams, fraudulent insurance claims, stock fraud, and bank fraud. The strategy for the FBI's Criminal Enterprise Program, encompassing both the Organized and the Gang/Criminal Enterprise programs, emphasizes the development and focusing of resources on national targets, the use of the Enterprise Theory of Investigations, the enhanced use of intelligence, and the exploitation and development of FBI technical capabilities.

To address the threat that violent urban gangs pose on a local, regional, national and even international level, the FBI established a National Gang Strategy to identify the gangs posing the greatest danger to American communities, to combine and coordinate the efforts of local, state, and federal law enforcement in Safe Streets/Violent Gang Task Forces throughout the U.S., and to utilize the same techniques previously used against organized criminal enterprises. In particular, the increasingly violent activity of Mara Salvatrucha-13 (MS-13), a primarily El Salvadorian gang, has prompted an FBI initiative that will assure extensive coordination between all field offices involved in the investigation of MS-13 matters. Additionally, due to a significant number of MS-13 gang members residing in Central America and Mexico, liaison with international law enforcement partners abroad will be a key part of the FBI's strategy against this gang threat. In FY 2005, Congress approved funding for a National Gang Intelligence Center, which is being used as a mechanism for gathering data on violent gangs. In FY 2006, DOJ and DHS established the National Gang Targeting Enforcement Coordination Center (GangTECC), a multi-agency initiative anti-gang enforcement, deconfliction, coordination and targeting center headed by an experienced DOJ criminal division prosecutor staffed with representatives from ATF, BOP, DEA, FBI, ICE and the USMS.

In order to make the most progress with the resources available, the FBI concentrates counter-narcotics resources against DTOs with the most extensive drug networks in the U.S. As entire drug trafficking networks, from sources of supply through the transporters/ distributors, are disrupted or dismantled, the availability of drugs within the U.S. will be reduced. To assess its performance in combating criminal enterprises that engage in drug trafficking, the Gang/Criminal Enterprise program works in tandem with DEA and the Executive Office for OCDETF to track the number of organizations linked to targets on DOJ's CPOT list.

**c. Results of Program Assessment Rating Tool (PART) Reviews**

OMB conducted a revised PART assessment of the Organized Crime/Drug PART during FY 2006. This new assessment expanded the scope of the original by including the remaining programs managed by the FBI's Criminal Investigative Division (CID) not covered by previous assessments, particularly those within the Violent Crimes program. This broader Criminal Enterprises PART assessment reflected the Criminal Investigative Division's reorganization. The revised PART resulted in an initial rating of "Moderately Effective," a 13-point increase from the previous "Adequate" rating for the Organized Crime/Drug PART. This is the highest score attained by an FBI PART assessment to date.

Section	2003 Score	2006 Score	(U)Change
Program Purpose and Design	100%	100%	0%
Strategic Planning	75%	88%	+13%
Program Management	83%	86%	+3%
Program Results	45%	67%	+22%
<b>Total*</b>	<b>67%</b>	<b>80%</b>	<b>+13%</b>

\*Note that the total does not reflect an average of the four sections because the sections are not weighted equally.



The original Organized Crime/Drug PART assessment identified some areas where the OC/Drug program needed to improve in order to increase its score. Follow-up actions currently defined in OMB's PARTWeb database were modified during the finalization of the PART ratings in Fall 2006. Below are the Follow-up Actions as currently entered in PARTWeb:

Year Begun	Type	Improvement Plan	Status
2006	Management	Identifying realistic linkages between budget requests and program performance.	Action taken, but not completed
2006	Budgetary	Completing corrective actions on all material weaknesses identified during financial audits.	Action taken, but not completed

## White-Collar Crime

### a. Performance Plan and Report for Outcomes

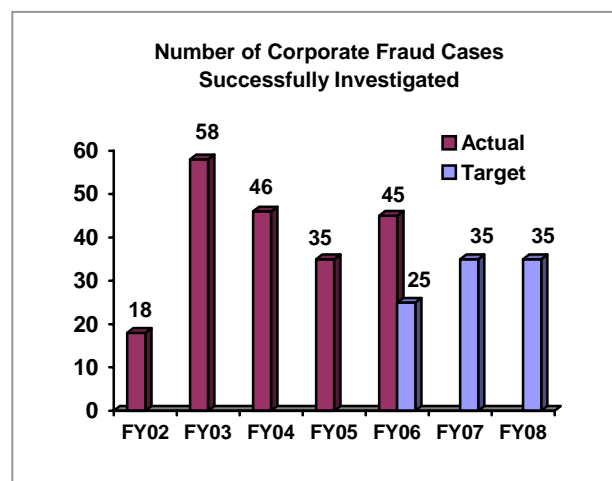
To track its performance, the White-Collar Crime (WCC) program uses performance measures that concentrate on priority programs such as Corporate Fraud, as well as traditional accomplishment data such as convictions and pre-trial diversions and the level of recoveries, restitutions, and fines generated by the WCC program.

**Performance Measure:** Number of Major Corporate Fraud Cases Successfully Investigated.

**FY 2006 Target:** 25

**FY 2006 Actual:** 45

**Discussion:** The FBI met its target for this performance measure. Among the multiple accomplishments made during FY 2006, results in the Enron Corporation case are the most notable. On May 25, 2006, former Enron chiefs Kenneth Lay and Jeffrey Skilling were convicted on multiple charges in connection with the bankruptcy of Enron in December 2001. Lay was convicted on all counts of conspiracy, wire fraud, bank fraud, false statements, and securities fraud charged against him, although his convictions were abated due to his later death. Skilling was convicted on 19 of 28 counts against him, including conspiracy, securities fraud, false statements, and insider trading. The Enron collapse resulted in the loss of thousands of jobs and billions of dollars in investments and retirement savings.



The Enron investigation is considered the most sophisticated and extensive white-collar criminal probe in history, and has produced convictions of 20 people to date, besides Lay.

***FY 2007 Target:*** 35

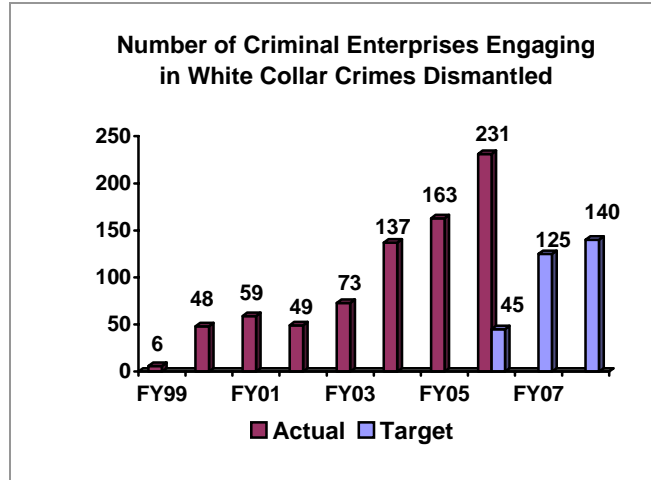
***FY 2008 Target:*** 35

***Performance Measure:*** Number of Criminal Enterprises Engaging in White-Collar Crimes Dismantled.

***FY 2006 Target:*** 45

***FY 2006 Actual:*** 231

***Discussion:*** Reallocation of available resources continues to impact WCC investigations since the events of September 11, 2001 and may have an effect on future WCC dismantlements. However, CID program managers suspect that the upward trend reported for WCC dismantlements in recent years may partially be due to more diligent reporting of these types of accomplishments.



***FY 2007 Target:*** 125

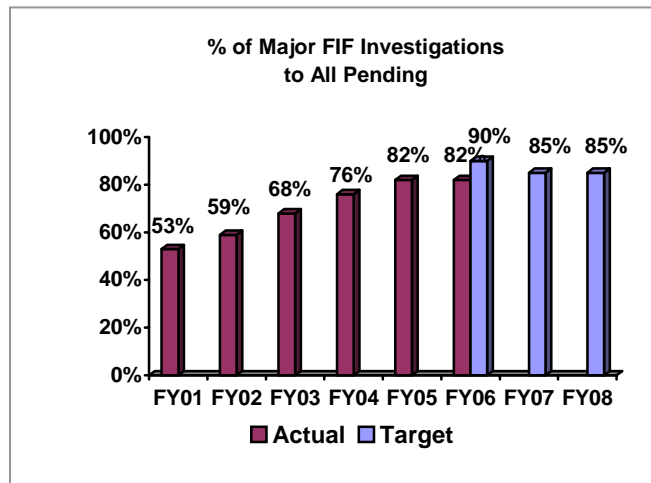
***FY 2008 Target:*** 140

***Performance Measure:*** Percentage of Major Financial Institution Fraud (FIF) Investigations to all Pending Investigations to all Pending

***FY 2006 Target:*** 90%

***FY 2006 Actual:*** 82%

***Discussion:*** Field offices desiring to open FIF investigations with less than \$100k loss must obtain approval from FBIHQ, thus giving latitude to address FIF issues with relatively low dollar losses, but which may have a high community impact in any given area. Currently, 82% of FIF investigations are major cases, which is in line with the expectations of CID program managers.



***FY 2007 Target:*** 85%

***FY 2008 Target:*** 85%

**Performance Measure:** Convictions/Pre-Trial Diversions in White Collar Crime

**FY 2006 Target:** N/A  
**FY 2006 Actual:** 4,636

**Discussion:** In accordance with Department guidance, targeted levels of performance are not projected for this indicator.

**FY 2007 Target:** N/A  
**FY 2008 Target:** N/A

**Performance Measure:** Recoveries, Restitutions, and Fines in billions.

**FY 2006 Target:** N/A  
**FY 2006 Actual:**

- Restitutions/Recoveries: \$8.121
- Fines \$1.393

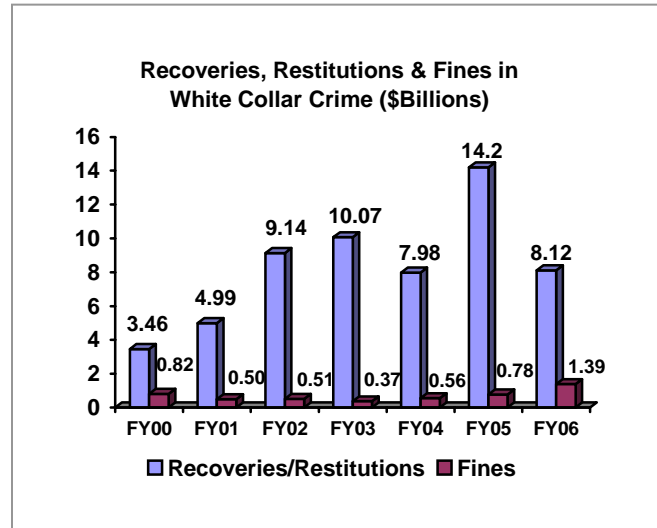
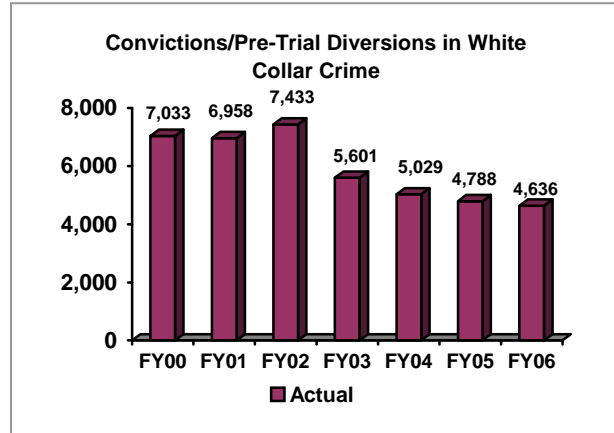
**Discussion:** In accordance with Department guidance, targeted levels of performance are not projected for this indicator.

**FY 2007 Target:** N/A  
**FY 2008 Target:** N/A

**b. Strategies to Accomplish Outcomes**

In FY 2007, under the leadership of the Corporate Fraud Task Force, the FBI will continue to identify and target fraud schemes such as corporate fraud. The FBI will also continue to pursue health care fraud, money laundering, financial institution fraud, insurance fraud, securities/commodities fraud, and identity

theft, which threaten to undermine our nation's financial institutions. The FBI will aggressively utilize the money laundering and asset forfeiture statutes to ensure that fraudulently obtained funds are located and proper restitution is made to the victims of fraud. The enforcement strategy is a coordinated approach whereby the FBI will continue to work with other federal agencies to identify and target fraud schemes by successfully investigating, prosecuting, and obtaining judgments and settlements.



In the area of Public Corruption, the FBI will address the problem through: (1) increasing awareness of the significant harm caused by public corruption and thus interest in combating it; (2) making public corruption investigations top priority; and (3) holding training events for state, local, international and other federal law enforcement.

One of the key strategic goals in the FBI regarding public corruption is the increased awareness and pursuit of international matters, including U.S. contract corruption and violations of the Foreign Corrupt Practices Act (FCPA). The current caseload of investigations is not indicative of the true extent of the problem, but is an indication of the difficulty of pursuing these inquiries. Unfortunately, investigation of U.S. crimes in foreign jurisdictions may present legal and diplomatic problems with the host country. In addition, foreign countries oftentimes do not have the financial or personnel resources, political structure, or subject matter expertise to provide significant assistance on such matters. However, the FBI is making a concerted effort to gain intelligence into such activities to support its own investigations.

**c. Results of Program Assessment Rating Tool (PART) Reviews**

The FBI's White-Collar Crime (WCC) program has undergone two PART reviews in recent budget cycles. The FY 2002 PART originally rated the program "Results not Demonstrated," mainly due to low scores in the reporting of its performance measures. In FY 2003, the WCC program completed its second PART review and, as shown in the table below, demonstrated that it had made significant progress in several areas in the intervening year. The program received an overall rating of "Adequate."

Section	2002 Score	2003 Score	(U)Change
Program Purpose and Design	100%	100%	0%
Strategic Planning	17%	71%	+54%
Program Management	67%	83%	+16%
Program Results	0%	33%	+33%
<b>Total*</b>	<b>35%</b>	<b>60%</b>	<b>+25%</b>

\*Note that the total does not represent an average of the sections scores because sections are not weighted equally.

As is apparent from the scores, the program improved significantly in Strategic Planning and Program Results and moderately in Program Management between the two years. This change in scoring resulted from the following improvements in the program:

- The program developed a number of long-term and annual performance measures for which it could establish targets and measure its success against them. This improvement greatly affects the PART scores in several sections.
- The program received some additional "credit" from OMB for acting on the results of the 2002 PART assessment and improving some of the weaknesses.
- The program's score was further improved in that the new performance measures allowed the program to demonstrate that it was, in fact, effectively meeting some of its goals. In 2002, due to the lack of performance measures that could be targeted, there were no means for

demonstrating progress. However, the program's new annual performance measures were not allowed a score since they did not have previously established performance targets.

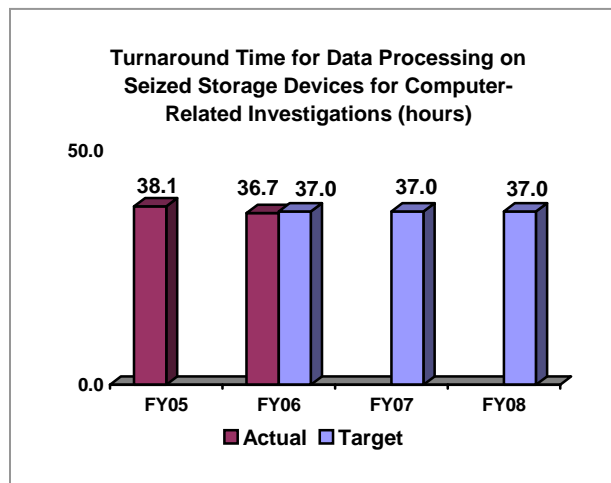
The FBI has agreed upon the following updated Improvement Plan for White-Collar Crime with OMB, based upon the results of the PART review and current progress in meeting performance targets:

<b>Year Begun</b>	<b>Type</b>	<b>Follow-up Action</b>	<b>Status</b>
2006	Performance	Monitoring success against long-term and annual performance goals to demonstrate the contribution of the program, and to justify continued investment.	Action taken, but not completed

## Cyber Crime

### **a. Performance Plan and Report for Outcomes**

The changing economy and the emergence of Internet technology have created an unprecedented flow, exchange, and production of data. They have also created new arenas and techniques for criminal transactions. Three priority areas of concern with the new vulnerabilities in the era of the Internet's emergence are the online exploitation of children, computer facilitated theft of intellectual property, and Internet fraud. In June 2002, Director Mueller approved the organizational structure of the new Cyber Division. The Cyber Division addresses cyber threats in a coordinated manner, allowing the FBI to stay technologically one step ahead of the cyber adversaries threatening the U.S.



**Performance Measure:** Turnaround Time for Data Processing on Seized Storage Devices for Computer-Related Investigations

**FY 2006 Target:** 37 hours

**FY 2006 Actual:** 37 hours

**Discussion:** One of the responsibilities of the FBI's Cyber Division is the data processing of computer hard drives and other storage devices for purposes of forensic analysis associated with Cybercrime and other types of investigations. The FBI strives to enable investigators to have access to copies of seized storage devices as fast as possible so that this analysis can commence without any alteration of the actual evidence seized.

**FY 2007 Target:** 37 hours

**FY 2008 Target:** 37 hours

### Innocent Images National Initiative

**Background/Program Objectives:** Facilitation of crimes against children through the use of a computer and the Internet is a national crime problem that is growing dramatically. The Innocent Images National Initiative (IINI), part of the Cyber Division, uses the following performance measure to track its progress in combating the exploitation of children through the Internet. The FBI will continue to make efforts to apprehend those who commit sexual exploitation offenses against children, including those who traffic in child pornography.

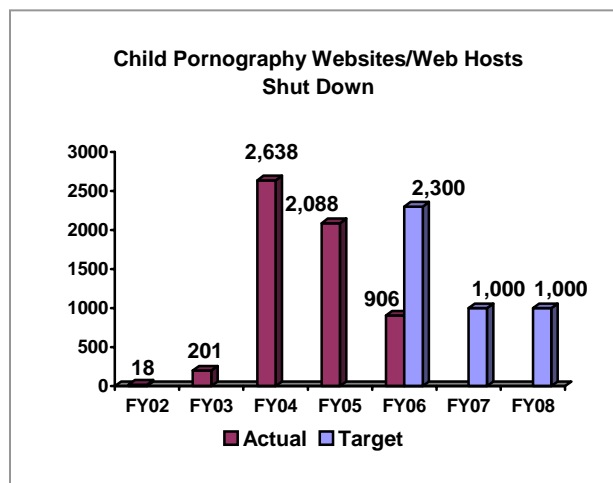
The Prosecutorial Remedies and Other Tools to End the Exploitation of Children Today Act of 2003 (the “PROTECT Act”), Pub. L. No. 108-066, 117 Stat. 650, was signed into law by President Bush on 04/30/2003 to enhance federal child exploitation laws in several significant ways. This law updated Title 42 USC §13032 - Reporting of Child Pornography by Electronic Communication Service Providers, which created a mandatory reporting requirement for electronic communication service providers, Internet Service Providers (ISPs), and remote computing service providers, to report violations of federal child pornography laws to any law enforcement agency and/or the National Center for Missing and Exploited Children (NCMEC). This law comes with a penalty of civil fines up to \$50,000 per day per infraction that is not reported.

**Performance Measure:** Number of Child Pornography Websites or Web Hosts Shut Down

**FY 2006 Target:** 2,300

**FY 2006 Actual:** 906

**Discussion:** A website/web host gets shut down at the request of the FBI once a subpoena is served to obtain information on who is responsible for the illicit content. Often the subpoena would be the factor that alerted the ISP of the illegal content. The reported websites/web hosts shut down by the FBI's staff assigned to the NCMEC account for approximately half of the FBI's reported totals. According to the Innocent Images FBI Supervisor detailed to NCMEC, ISPs are now getting in compliance with the PROTECT Act and this compliance has led to several changes that have reduced the way that the FBI receives data on the number of websites shut down:



- The largest ISPs where offenders host child pornography websites on, including AOL and Yahoo, are now aggressively and automatically shutting down the website upon confirmation of illicit material. Previously they had waited for the FBI and other law enforcement to investigate and request the website be shut down. The ISPs still report the website to the NCMEC to fulfill their reporting obligations, but the number of reports where the website is still active by the time the lead is referred to the FBI has significantly decreased.
- FBI subpoenas to effect the shutting down of a website typically contained only a few websites on each subpoena to shut down. This was due to the fact that NCMEC's reporting mechanism only allowed ISPs to make a few reports per tip submitted. However, NCMEC recently changed their submission form to allow ISPs to include many more reports per tip submitted. This allows greater efficiency and reduced duplication of reporting by the ISPs. It also provides more viable leads to the FBI at

one time that can be contained in the same subpoena. This results in less subpoenas being served, but those that are served shutdown more websites. This method of serving subpoenas is much more efficient, but decreased the number of subpoenas served on each ISP, which are currently the only data available used to track this measure.

- Several FBI Divisions reported that it has become common practice for the FBI to request that citizens refer their complaints directly to NCMEC, since they can efficiently triage these tips. Thus, some of the complaints that used to go directly to the FBI now are directed to NCMEC. This shift in procedures ensures that NCMEC does not send out leads that were already referred to other qualified law enforcement agencies to avoid duplication of efforts. NCMEC will only refer a lead to the FBI if an administrative subpoena is required.

During FY 2007, the FBI will explore alternative methods to track accomplishments in the fight against child pornography and those who use computers to commit sexual exploitation offenses against children.

***FY 2007 Target:*** 1,000

***FY 2008 Target:*** 1,000

## Internet Fraud

### ***Background/Program Objectives:***

Internet fraud is any scam that uses one or more components of the Internet to present fraudulent solicitations to prospective victims, conduct fraudulent transactions, or transmit the proceeds of fraud to financial institutions or others that are connected with the scheme. Identity theft and Internet auction fraud are problems that plague millions of U.S. victims, and the threat of illegitimate online pharmacies exposes the American public to unregulated, often dangerous drugs.

The FBI will use synchronized, nation-wide takedowns (i.e., arrests, seizures, search warrants, indictments) to target the most significant perpetrators of on-line schemes. In addition, the FBI and National White Collar Crime Center partnered in May 2000 to support the Internet Crime Complaint Center (ICCC or IC3), a national repository for receipt and exchange of federal and industry Internet crimes data. The IC3 allows for an enhanced capability for intelligence development to assist in these multi-divisional investigations.



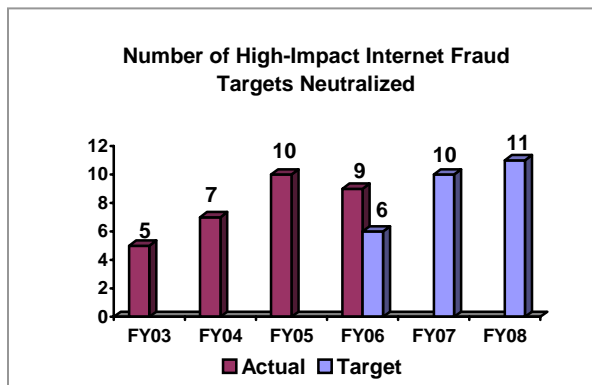
**Revised Performance Measure:** Number of high-impact Internet fraud targets neutralized

**FY 2006 Target:** 6

**FY 2006 Actual:** 9

**Discussion:** The FBI's IC3 has revised the previous measure "Number of top-ten Internet fraud targets neutralized" into this measure. IC3 defines a high-impact target using the following criteria:

- Total loss amount greater than \$100,000
- International nexus
- White Collar Crime-related fraud, such as: Economic Crime, Financial Institution Fraud, Money Laundering Scheme, and Pharmaceutical Fraud
- "Phishing" Attack/Identity Theft
- High volume of victims



Criteria such as the amount of loss or the number of victims are given more weight in making this determination than the other factors. With the participation of Bureau resources such as IC3, the FBI investigates and coordinates with state, local, other federal, and international law enforcement partners to ensure that these high-impact targets are unable to perpetuate their frauds any further. Data from the previous measure will be shown for FY 2003-2005.

Some notable cases in FY 2006 involved the aftermath of the Hurricane Katrina disaster in September 2005. As a result of Internet fraud perpetrators attempting to capitalize on the disaster, the IC3 took the initiative to review and analyze potentially fraudulent websites. Approximately 96 referrals were sent to the field. As a result of one of these referrals, the FBI's Miami Division opened an investigation on the case of [airkatrina.com](http://airkatrina.com) and worked with the Economic Crimes Section at the U.S. Attorney's Office. The subject, Gary Kraser, received over \$39,000 from 51 donors. Kraser claimed the donations were going to be used to purchase jet fuel for pilots who were donating their time and airplanes to deliver supplies/operate relief flights from Florida to New Orleans. Kraser admitted he did not have a pilot's license, that no rescue missions were made, and he was spending the money for personal use. Kraser was sentenced on May 5, 2006, on one count of wire fraud for 21 months in jail and 2 years of supervised release.

**FY 2007 Target:** 10

**FY 2008 Target:** 11

## **b. Strategies to Accomplish Outcomes**

In its effort to thwart the online exploitation of children, the FBI will prioritize those investigations involving organizations, E-groups, or enterprises that exploit children for profit. The second priority will be cases involving travelers. The third priority will be the producers, distributors, and possessors of child pornography. These priorities will be addressed by expanding current UCOs and undercover techniques to target and identify sexual predators and enterprises. The FBI also will develop and implement proactive initiatives designed to identify child victims and prevent exploitation before it can occur.

The FBI has recently formed the Innocent Images International Task Force (IIITF), where investigators from more than five countries are assigned to the Innocent Images program within the US. These international investigators are helping the FBI address this global crime problem. The current focus on several large international cases draws upon extensive resources, thus potentially diminishing the attention to shutting down individual websites.

The FBI's IPR program is in the process of building the FBI HQ capacity to support field divisions with HQ-driven undercover operations. While field offices should tackle the IPR crime problem where it exists, this centralization will allow the FBI to target the heads of organizations that have tentacles throughout the U.S. and the world, and then give those cases back to the division or country with jurisdiction.

The FBI's main mechanism to address Internet fraud has transformed itself both in name, from the Internet Fraud Complaint Center (IFCC) to the Internet Crime Complaint Center (ICCC or IC3), and in approach. The name change better reflects the scope of complaint data IC3 receives and analyzes, and serves more of a "one-stop-shop" for Internet crime referrals, consistent with the FBI's Cyber Division Implementation Plan. The IC3 is also implementing a Business Complaint Management System (BCMS). Enlisting support from significant members of the e-commerce community in launching the BCMS, IC3 will recognize a significant increase in not only the number of complaints received, but will be better equipped to package and develop such complaints to a higher level (dollar loss and victim base) through this collaboration. Another part of IC3's transition involves an increased emphasis on program coordination. This will include the transfer of responsibility for current and developing national undercover operations involving Internet fraud.

## **c. Results of Program Assessment Rating Tool (PART) Reviews**

In 2003, the full Cyber Program, including the Cyber Crime Program, underwent a PART review as a follow up on the previous year's NIPC PART. It received a rating of "Adequate." For a more detailed explanation, please refer to the Cyber Program PART results description for the Counterterrorism/Counterintelligence Decision Unit.

## Program Increases

**Item Name:** **Crimes Against Children/Innocent Images**

Budget Decision Unit(s): Criminal Enterprises and Federal Crimes  
Strategic Goal(s) & Objective(s): 2.1, 2.3, 2.4, 3.1

Organizational Program: Criminal/Cyber

Program Increase: Positions 14 Agt ... IA ... FTE 7 Dollars \$2,356,000  
(\$750,000 non-personnel)

### Description of Item

The FBI requests 14 positions and \$2,356,000 (\$750,000 non-personnel) for Crimes Against Children (CAC) and the Innocent Images National Initiative (IINI) to provide a coordinated investigative, operational, and intelligence effort to combat CAC and to address child abductions, predators who sexually assault children, and child prostitution.

The FBI requests 4 investigative support personnel for the CAC Program to assist Child Abduction Rapid Deployment (CARD) Teams; provide support to the Innocence Lost National Initiative to combat child prostitution; and coordinate law enforcement efforts to locate and apprehend unregistered sex offenders before they commit additional crimes. Additionally, the FBI requests \$750,000 in FY 2008 to fund operations associated with the FBI's CARD Teams. The funds would be utilized for the following operating expenses: \$150,000 for software system upgrades; \$350,000 to increase the capacity of the Violent Crimes - Wireless Intercept Tracking Teams (VC-WITT); \$200,000 for training CAC coordinators; and \$50,000 for laptops, GPS, and satellite phones.

The FBI also requests 10 support personnel, consisting of 8 investigative support positions and 2 computer specialists, to support the IINI. The IINI fights the sexual exploitation and abuse of children through the use of computers; identifies and rescues child victims; investigates sexual predators that use the Internet and other online services to sexually exploit children for personal or financial gain; and strengthens the capabilities of federal, state, local, and international law enforcement through training programs and investigative assistance. As of December 2006, this initiative is operating at an agent overburn rate of 77 percent. Additional personnel would investigate cases generated by the National Center for Missing and Exploited Children (NCMEC), DOJ Internet CAC Task Forces, individual law enforcement agencies, citizen complaints, the CyberTipline, and online service providers.

### Justification

*Crimes Against Children – 4 positions and \$1,189,000 (\$750,000 non-personnel)*

#### *Child Abductions*

The National Center for the Analysis of Violent Crime conducted a study of 750 child abductors. Of this sample, 21 percent had been arrested for a crime against a child prior to abducting a child and 24 percent had been arrested for a forcible sex crime. Results of this and other studies

indicate that oftentimes child abductors are previous offenders. For this reason, once a child is abducted, the FBI conducts an immediate investigation into the possible locations of sex offenders in the surrounding area. Given the number of sex offenders who have failed to register, coupled with the number of individuals who have registered but cannot be located, personnel and additional resources are needed to locate sex offenders and either eliminate them as suspects or to pursue possible investigative leads.

The FBI's policy with regard to any reported or suspected child abduction or mysterious disappearance of a child is an immediate and aggressive response. This immediate response is crucial because a majority of children who are abducted and killed are murdered within just a few hours from the actual abduction. The rapid deployment of FBI resources during these critical hours after abduction enhances the odds of recovering the victim alive, precludes others from becoming victims, and facilitates the identification and arrest of the offender.

The unique nature of child abductions necessitates the response of agents who can provide expertise to assist state and local law enforcement on these investigations. In each region of the United States, a CAC Coordinator is designated to interact with numerous law enforcement components when a major CAC case occurs. The CAC coordinator maintains contact with the Amber Alert Coordinator within each state affiliated with the system, victim specialists, and state and local law enforcement officers.

In FY 2006, the FBI created four CARD Teams to enhance the FBI's response to child abductions. CARD Teams provide investigative, technical, and resource assistance during the most critical time following a child abduction. CARD Team members are highly trained agents with experience in every facet of child abduction investigations, including implementation of a response plan, command post operations, and search capabilities. Since the program's inception in March 2006, the CARD Teams have been deployed on five occasions. Providing additional support for the coordination and operation of these teams will allow agents to devote more time to investigative, rather than administrative, matters.

The requested \$750,000 in non-personnel funding would be used to enhance the capabilities of the CARD Teams. \$350,000 of this funding would be utilized to further support the operations of the VC-WITTs, which support the CARD Teams by designing, updating, and operating enhanced wireless tracking technology. This technology enables the FBI to quickly locate suspects or victims by tracking electronic devices, such as cell phones, during the critical hours immediately following an abduction. Since its implementation in May 2006, the VC-WITTs have been used on 18 missions, resulting in 20 arrests.

The requested non-personnel funding would also provide four additional CAC coordinator training classes each year, allowing FBI personnel to gain additional expertise in how to deal with CAC cases. The remaining \$200,000 in non-personnel resources would allow the FBI to purchase the laptops, phones, and software system upgrades, required for the CARD Teams to most effectively locate suspects or victims during child abduction investigations.

### *Child Prostitution - Innocence Lost National Initiative*

The Innocence Lost National Initiative was started in June 2003 by the DOJ Child Exploitation and Obscenity Section, the NCMEC, and the FBI. This initiative was designed to address the domestic trafficking of children for the purposes of prostitution. According to a 2001 University of Pennsylvania study, approximately 300,000 youth are at risk of becoming victims of commercial and sexual exploitation. Other organizations have estimated this number as high as 800,000. These juveniles do not freely enter into the life of prostitution; they are forced by their parents, tricked by a pimp, or forced to prostitute as a means of survival.

The FBI initially identified 14 cities with high instances of child prostitution and requested that these field offices set up task forces to address this crime problem. Since the inception of the Innocence Lost National Initiative, the FBI has identified additional cities with a child prostitution problem. These cases require multi-agency coordination in order to dismantle the criminal enterprise. Due to the high mobility of the subjects and victims, additional personnel would be used to provide significant coordination between field offices and FBI headquarters.

According to the 2002 National Incidence Studies of Missing, Abducted, Runaway and Thrownaway Children (NISMA II), 1,600,000 children are estimated to run away from home each year, and it is estimated that approximately 40,000 of those children will have some type of involvement with sexual trafficking. Many of these victims are abandoned or neglected children who are usually not reported as missing to law enforcement or are runaways from their homes or the foster care system. The age of a child first introduced into prostitution is typically between 11 and 14 with some as young as 9 years. A large percentage of these children leave home because of physical, sexual, and psychological abuse and often have low self-esteem. These runaways become a prime target for sex offenders, pornographers, and pimps.

The FBI focuses its CAC resources on criminal enterprises engaged in the transportation of juveniles for the purpose of prostitution. In an effort to discover the full scope of the criminal organization and its members' activities, the FBI utilizes the Enterprise Theory of Investigation. These investigations are workload intensive, intelligence driven, and make use of sophisticated investigative techniques such as wiretaps. Each investigation requires a significant amount of administrative support to coordinate between field offices and other law enforcement agencies. The 4 additional support personnel would be utilized to assist FBI agents with the administrative tasks associated with these cases, allowing the FBI to more efficiently investigate child prostitution cases across the country.

### *The Innocent Images National Initiative (IINI) - 10 positions and \$1,166,796 (all personnel)*

The FBI requests 10 support positions in order to meet the increasing workload of the IINI, a component of the FBI's Cyber Crime Program. This initiative is an intelligence driven, multi-agency investigative operation to combat the proliferation of child pornography/child sexual exploitation (CP/CSE) facilitated by an online computer. Pedophiles commonly utilize computer telecommunications to share illegal photographic images of minors and to lure children into illicit sexual relationships. The Internet has dramatically increased the access that sex offenders have to the population they seek to victimize. It also provides them with greater access to a community of people who validate their sexual preferences. The IINI provides centralized coordination and analysis of case information, requiring unprecedented coordination among FBI

field offices and Legal Attachés and with state, local, and international governments. The IINI focuses on:

- Online organizations, enterprises, and communities that exploit children for profit or personal gain
- Individuals who travel, or indicate a willingness to travel, for the purpose of engaging in sexual activity with a minor
- Producers of child pornography
- Major distributors of child pornography, such as those who appear to have transmitted a large volume of child pornography via an online computer on several occasions to several other people
- Possessors of child pornography

In FY 1996, there was one Innocent Images Undercover Operation (UCO); as of December 2006, 37 approved UCOs were being worked in a task force environment utilizing federal, state, and local resources. Each of the FBI's 56 field offices has worked investigations developed by the IINI, and international investigations are coordinated through the FBI's Legal Attaché program which coordinates investigations with the appropriate foreign law enforcement. IINI investigations are coordinated with DOJ Internet CAC Task Forces, and IINI training is provided to all law enforcement involved in these investigations.

The additional law enforcement partnerships and training, education, community outreach, and successful multi-agency investigations have reduced CP/CSE crimes. However, more incidents of online CP/CSE are being reported or identified for investigation, thereby exposing new portals and servers used for child pornography. As the level of technically sophisticated Internet users increases, the FBI falls behind in maintaining agents with the required technical expertise to investigate the growing case load. As of January 2007, the FBI was conducting 4,614 child pornography cases with 77 percent of the Cyber overburn occurring within the Innocent Images Initiative. The following table illustrates the growth of the IINI throughout the life of the program:

**FEDERAL BUREAU OF INVESTIGATION  
INNOCENT IMAGES NATIONAL INITIATIVE**

	<b>New Cases Opened</b>	<b>Informations/ Indictments</b>	<b>Arrests/ Locates/ Summons</b>	<b>Convictions/ Pre-Trial Diversions</b>	<b>Agents On-Board</b>
<b>FY 1996</b>	113	99	68*	68	34
<b>FY 1997</b>	301	94	56*	87	63
<b>FY 1998</b>	698	112	103*	84	59
<b>FY 1999</b>	1,497	307	337*	315	94
<b>FY 2000</b>	1,541	421	482	476	110
<b>FY 2001</b>	1,559	497	519	557	154
<b>FY 2002</b>	2,370	648	692	646	176
<b>FY 2003</b>	2,430	722	863	714	210
<b>FY 2004</b>	2,645	938	1,385	881	242
<b>FY 2005</b>	2,402	946	1,649	994	243
<b>FY 2006</b>	2,135	968	1,546	1,018	232
<b>TOTALS</b>	<b>17,691</b>	<b>5,752</b>	<b>7,700</b>	<b>5,840</b>	

\* This figure includes an additional 105 locates that some divisions claimed after a new policy change in FY 2004.

The 10 requested support positions will help the FBI keep pace with the expanding IINI workload. Eight additional investigative support specialists will enhance the FBI's ability to address the voluminous amount of administrative subpoenas generated as a result of work conducted by the IINI. These positions will support the continued expansion of the program by allowing for an additional personnel resource to be assigned at the NCMEC. The investigative support specialists will also be used to further develop and enhance the FBI's Innocent Images task forces and expand the IINI's global reach. The two computer specialists will service the nearly 100 desktop and laptop computers used by the FBI for the IINI. These machines are used for training, and covert investigative activities, while others are utilized to interface with the FBI internal network.

#### Impact on Performance (Relationship of Increase to Strategic Goals)

FBI initiatives addressing child exploitation crime problems have increased greatly in the past five years. In order to reach DOJ goals and strategic objectives, particular emphasis is placed on protecting the most "vulnerable members of society," notably America's children.

The capability of the Innocence Lost National Initiative to combat child prostitution will be negatively impacted without these additional resources. Under the current funding level, Innocence Lost investigations are limited to 10 cities at any one time. Because of state and local fiscal constraints, most communities will be unable to support the growing number of child exploitation cases requiring attention.

Without this additional funding, CARD team coordination and operation will not have the technology, administrative support, and training required for the fastest response possible during child abduction investigations. A lack of funding will prevent further development and dissemination of information from the FBI's sex offender tracking system. In addition, the FBI's ability to address the global proliferation of child abuse images, and the resulting sexual abuse of children, would be greatly hampered. The IINI would be unable to keep pace with its traditional covert online investigative workload.

The requested resources will support the FBI's efforts to maintain its leadership role in coordinating, investigating, and ensuring the successful prosecution of all crimes against children. The FBI and other law enforcement agencies are participating in joint efforts to address the growing problems of child prostitution, child pornography, child abductions, and the unsolicited spam to minors containing obscene and sexually explicit material. Additional resources will enable the FBI to further assist state and local law enforcement in combating crimes against children.

## Funding

### Base Funding for Crimes Against Children

FY 2006 Availability				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	Dollars \$(000)	Pos	Agt	FTE	Dollars \$(000)	Pos	Agt	FTE	Dollars \$(000)
77	54	72	\$19,842	77	54	77	\$20,266	77	54	77	\$21,267

### Base Funding for IINI

FY 2006 Availability				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	Dollars \$(000)	Pos	Agt	FTE	Dollars \$(000)	Pos	Agt	FTE	Dollars \$(000)
245	124	221	\$33,083	245	124	245	\$34,785	245	124	245	\$37,182

### Personnel Increase Cost Combined Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2008 Request (\$000)
Investigative	110	12	\$1,318
Information Technology	144	2	288
Total Personnel	n/a	14	\$1,606

### Non-Personnel Increase Cost Combined Summary

Non-Personnel Item	Unit Cost (\$000)	Quantity	FY 2008 Request (\$000)
Software System Upgrades	\$38	4	\$150
Wireless Intercept Tracking Teams (VC-WITT)	88	4	350
Training	50	4	200
Electronic Communications Equipment	4	12	50
Total Non-Personnel	n/a	n/a	\$750

### Total Request for this Item (Combined Initiatives)

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	322	178	322	\$48,821	\$9,628	\$58,449
Increases	14	...	7	1,606	750	2,356
Grand Total	336	178	329	\$50,427	\$10,378	\$60,805



**Item Name:** **DNA Upgrade**

Budget Decision Unit(s): All

Strategic Goal(s) & Objective(s): 1.1, 1.2, 2.1, 2.4, 3.1

Organizational Program: Laboratory

Program Increase: Positions ... Agt ... IA ... FTE ...  
Dollars \$14,644,000 (all non-personnel)

Description of Item

The FBI requests \$14,644,000 (all non-personnel) to upgrade its DNA programs so that it is able to address a growing workload resulting from recent legislative requirements. The FBI provides DNA testing services to all federal agencies, including U.S. Attorneys; military tribunals; duly constituted state, county, and municipal law enforcement agencies in the U.S.; territories of the U.S., and; other countries in conjunction with criminal and counterterrorism investigative matters. The FBI also provides expert witness testimony in criminal judicial proceedings. Among the FBI's DNA programs are the Federal Convicted Offender (FCO) Program and the Regional Mitochondrial DNA (mtDNA) Laboratory Program.

The FCO Program works with federal and international agencies involved in the collection of DNA samples from federal felons, federal arrestees, illegal immigrants, and non-US citizen detainees. The FBI provides instruction and collection kits to each agency; these agencies return the collection kits to the FBI Laboratory for DNA analysis and uploading into the Combined DNA Index System (CODIS).

The Regional mtDNA Laboratory Program is a partnership between the FBI and the Arizona Department of Public Safety, the Connecticut Department of Public Safety, the Minnesota Bureau of Criminal Apprehension, and the New Jersey State Police for the purpose of analyzing mtDNA casework at no cost to local and state law enforcement. The FBI reimburses these agencies for the salaries of employees, supplies, and testimony travel costs. In return, these labs perform mitochondrial DNA analysis and attest to their results in local and state cases that would otherwise be handled by the FBI. MtDNA analysis is often used in cases where biological evidence may be degraded or small in quantity. Cases in which hairs, bones, or teeth are the only evidence retrieved from a crime scene are particularly well-suited to mtDNA analysis.

Justification

*Federal Convicted Offender Program and Casework Program – \$12,644,000 (all non-personnel)*

This enhancement would provide the FBI with the non-personnel resources required to comply with the DNA Backlog Elimination Act of 2000, the USA PATRIOT Act of 2001, the Justice for All Act of 2004, the DNA Fingerprint Act of 2005, and the Adam Walsh Child Protection and Safety Act of 2006. These pieces of legislation authorize the collection of a DNA sample from the following individuals: any person arrested, facing charges for or convicted of a federal, military, or District of Columbia felony, any federal terrorism offense, any aggravated sexual abuse, sexual abuse, sexual abuse of a minor or ward, abusive sexual contact, sexual abuse resulting in death, or any crime of violence; all illegal immigrants; and all non-US citizen

detainees. Previously, DNA was collected only after conviction for certain offenses. These new statutes have greatly expanded the scope and authority for obtaining DNA samples.

For FY 2007, the FBI estimates that approximately 300,000 DNA samples will be submitted as a result of the changes in legislation. However, the main collection agencies, Administrative Offices of U.S. Courts (Federal Probations) and Bureau of Prisons (BOP), have had different transition periods for implementing new legislation. Federal Probations began sample collection in line with the Justice for All Act in November of 2004, whereas BOP did not begin its collections in support of this legislation until 2006. The Violence Against Women Reauthorization Act of 2005 and the DNA Fingerprint Act of 2005, which involve greater collection scopes than previous legislation, will presumably result in a longer transition time to full implementation by collection agencies. As a result, the FBI expects that the number of samples submitted in FY 2008 will increase by over 430 percent to 1,300,000 samples – 1,000,000 from illegal immigrants and detainees and between 250,000 and 300,000 from federal arrestees.

Section 155 of the recently-enacted Adam Walsh Child Protection and Safety Act of 2006 (Walsh Act) amends the DNA Analysis Backlog Elimination Act of 2000 and authorizes the Attorney General to collect DNA samples from U.S. individuals who are arrested, facing charges or convicted, or from non-U.S. persons who are detained under the authority of the U.S. Previous legislation required the Attorney General to collect DNA samples from individuals who are arrested, or from non-U.S. persons who are detained under authority of the U.S. With the assistance of the FBI, the Attorney General is expected to enforce the Walsh Act. With the change in legislation, the FBI anticipates receiving an additional 90,000 DNA samples per year. These samples will be processed by the FCO Program.

In order to carry out the FCO Program, the FBI requires collection kits, analysis supplies and equipment, and service contracts to maintain the equipment. The non-personnel request is for \$12,644,000: \$9,600,000 for kits and supplies, \$1,339,000 for equipment including robotics, and \$1,705,000 for services. Collection kits cost \$8 each; therefore, the FBI will be able to purchase 662,500 kits at a cost of \$5,300,000. The supplies to analyze these kits, including general laboratory and archiving supplies, account for the additional \$4,300,000. Robotic equipment is needed to accommodate the high volume of samples. This equipment would allow the FBI Laboratory to run 24 hours a day, 7 days per week, in an automated environment.

*The Regional mtDNA Laboratory Program - \$2,000,000 (all non-personnel)*

Each of the four Regional mtDNA Program partner laboratories requires \$1,000,000 per year to function, totaling \$4,000,000 per year for the program. Base funding is insufficient to meet this requirement. The FBI has been able to maintain this program since inception in 2003 because of the time delay between the cooperative agreements and the initial funding of the program. However, this lapse will end in FY 2007 and full funding will be required in FY 2008.

Without the assistance of these laboratories, the U.S. would see an estimated 50% decrease in the output of mitochondrial DNA casework, which equates to a decrease of approximately 700 cases per year. This decrease would affect criminal casework, as well as missing persons casework, which is currently a focus of the forensic community and is benefited by mtDNA analysis. This

decrease would also have an adverse effect on the FBI's ability to complete mtDNA cases related to terrorism because these laboratories, which perform mtDNA analysis in cold cases, give the FBI the ability to focus on federal casework, the majority of which involves terrorism-related evidence.

Any alternatives to the Regional mtDNA Laboratory Program would be much more costly to the federal government. The FBI does not have the resources to hire 36 individuals to make up for the shortfall that would be created if this program did not exist. Moreover, the cost of outsourcing this work to a commercial laboratory would be much greater than that of the Regional mtDNA Laboratory Program, as costs per sample range from \$1,000 to \$3,500 at commercial labs. Finally, the quality of outsourced mtDNA analysis would be much more difficult to monitor and maintain.

Impact on Performance (Relationship of Increase to Strategic Goals)

Through this enhancement, the FBI would generate high volumes of data to aid investigations that specifically support the protection of the U.S. from terrorism and violent crimes. The FBI's DNA Programs support DOJ Strategic Goal 1 and help "prevent terrorism and promote the nation's security" by ensuring that DNA samples from those who have been convicted, arrested, or detained are properly analyzed and uploaded into CODIS so that they may be shared and used to link violent crimes to offenders. CODIS information is searched against several databases in an effort to protect the U.S. from terrorism and violent crimes.

This enhancement would help the FBI fulfill DOJ Strategic Goal 2, "enforce federal laws and represent the rights and interests of the American people," by ensuring that the FBI has the proper resources to comply with the DNA Backlog Identification Act of 2000, the USA PATRIOT Act of 2001, the Justice for All Act of 2004, the DNA Fingerprint Act of 2005, and the Adam Walsh Child Protection and Safety Act of 2006. Without the requested funds, the FBI would be unable to process DNA samples collected under these acts from U.S. individuals who are arrested, facing charges, or convicted, or from non-U.S. persons who are detained under the authority of the U.S.

This enhancement also helps the FBI "assist state, local, and tribal efforts to prevent or reduce crimes of violence" (DOJ Strategic Goal 3). The DNA samples that will be sent to the FBI will be uploaded into CODIS, to which participating state and local laboratories have access. Subsequent hits and convictions generated from systematic CODIS searches provide support to both national and international law enforcement agencies.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
94	1	94	\$12,121	94	1	94	\$12,310	94	1	94	\$12,406

### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Applied Biosystems Reagent Contract	\$3,000	1	\$3,000
Applied Biosystems Maintenance Contract	n/a	n/a	500
Fitzco Collection Kit	n/a	n/a	500
Collection Kit for Arrestees	8	662,500	5,300
General Equipment Maintenance	n/a	n/a	300
General Lab Supplies	n/a	n/a	300
Archiving Supplies	n/a	n/a	500
General Lab Equipment	n/a	n/a	419
Artel Robotic Calibration Instruments	60	2	120
Capillary Electrophoresis Instruments	300	1	300
Capillary Electrophoresis Instrument	250	1	250
Maintenance & Support Contract	330	1	330
STaCS Maintenance & Support Contract	450	1	450
i3 Maintenance & Support	100	1	100
Services to support 4 Regional mtDNA Labs	n/a	n/a	2,000
Robotic Workstation	250	1	250
Robotics Maintenance	n/a	n/a	25
Total Non-Personnel	n/a	n/a	\$14,644

### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	94	1	94	\$9,585	\$2,821	\$12,406
Increases	...	...	...	...	14,644	14,644
Grand Total	94	1	94	\$9,585	\$17,465	\$27,050

**Item Name:** **Combined DNA Index System (CODIS)**

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 1.2, 2.1, 2.4, 3.1  
Organizational Program: Laboratory

Program Increase: Positions ... Agt ... IA ... FTE ...  
Dollars \$7,000,000 (all non-personnel)

Description of Item

The FBI requests \$7,000,000 (all non-personnel) to upgrade the Combined DNA Index System (CODIS) software through a development contract that would allow CODIS to continue to operate in the future. As the FBI is using base funding for daily operations, support, and maintenance of the CODIS baseline, additional funds are necessary in FY 2008 for the upgrade. The software upgrade would allow CODIS to accommodate the increased number of DNA profiles that are expected to be submitted to the FBI Laboratory as a result of recent changes in legislation. Also, this upgrade would further address software obsolescence issues by expanding CODIS' capabilities related to DNA match technologies, interoperability, computer-based training, and automated hit counting.

CODIS provides a three-tiered hierarchy of Index Systems – the National DNA Index System (NDIS), State DNA Index System (SDIS), and Local DNA Index System (LDIS) – that form a collaborative database of DNA profiles collected from convicted offenders, crime scenes, missing persons and their relatives, and unidentified human remains. Participating federal, state, and local crime labs are able to exchange and compare DNA profiles electronically, thereby linking violent crimes to each other and to known offenders, and identifying missing persons and human remains.

Justification

As of December 31, 2006, CODIS contained almost 4.2 million DNA profiles. In 2006, more profiles were added than in any previous year. However, while the participating laboratories provided more profiles than they ever have, a few state and local laboratories did not come on line as expected. With these considerations, the number of profiles contained in CODIS over the next few years is expected to be as follows:

<b>Year</b>	<b>Number of Profiles</b>
2005 (actual)	2,952,886
2006 (actual)	4,193,669
2007 (estimated)	6,290,504
2008 (estimated)	9,435,755
2009 (estimated)	14,153,633

The number of profiles contained in CODIS is expected to grow even more due to recent legislation, including the DNA Analysis Backlog Elimination Act of 2000, USA PATRIOT Act of 2001, Justice for All Act of 2004, DNA Fingerprint Act of 2005, and Adam Walsh Child Protection and Safety Act of 2006. The effect of legislative changes has been to expand the authority of the Attorney General to collect DNA samples from persons convicted of a qualifying

federal offense to persons arrested, facing charges or convicted of any (federal) felony, any federal crime of terrorism, aggravated sexual abuse, sexual abuse, sexual abuse of a minor or ward, abusive sexual contact, sexual abuse resulting in death, or any crime of violence, as well as from non-U.S. persons detained under the authority of the U.S.

The FBI is responsible for maintaining CODIS so that all of these profiles can be searched. The current CODIS design is unable to accommodate more than 10,000,000 profiles and will experience processing problems and obsolescence to the point that a search could take 24 to 36 hours. CODIS software is over 10 years old and only minor upgrades have been made since the system was developed. Existing base funds are not adequate to make all of the necessary upgrades. In order to work with databases larger than 10,000,000 profiles and continue to meet mission needs in the future, the FBI must upgrade CODIS software. The requirement of the software development contract is to be able to process greater than 50,000,000 profiles within the performance requirements, which include complete searches of the entire database against itself in eight hours or less and complete searches of one profile against the entire database in one hour or less.

Redeveloping CODIS would not only allow for the system to process more profiles but would also expand its capabilities. The bill that authorized CODIS included funding specifically for the FBI to use mitochondrial DNA to assist in the identification of missing persons. While the FBI currently has a Missing Persons DNA Database of mitochondrial DNA samples, supported by a different software baseline known as CODIS + Mito, the CODIS system itself lacks the capability to link mitochondrial and nuclear DNA because it does not have the matching algorithm needed to make calculations necessary for familial identifications. Kinship analysis through familial identifications is a useful tool in identifying victims of mass fatalities, like those resulting from terrorist attacks and natural disasters, and missing persons. The software development contract to be funded with the requested resources would implement a kinship analysis module that would complete CODIS' national missing persons capability and allow the FBI to fulfill its forensic mission associated with disaster victim identification (DVI). The CODIS and CODIS + Mito baselines would be combined as a result of this enhancement, eliminating the need to maintain two separate baselines.

Additional capabilities that would result from the software development contract include interoperability with other systems (e.g., National Crime Information Center, Interstate Identification Index or I3, and Interpol), updated security features, computer-based training, and automated hit counting. Moreover, automation of hit counting, which is currently a manual process, and interoperability, would allow DNA analysts to focus on DNA casework and not on performing these processes. Finally, computer-based training would ensure that employees receive the appropriate training.

#### Impact on Performance (Relationship of Increase to Strategic Goals)

The use of CODIS supports DOJ Strategic Goals 1, 2, and 3 by improving information sharing and coordination with federal, state, and local partners in order to prevent terrorism and reduce crimes of violence. CODIS provides the only way to effectively and efficiently coordinate and search every state in the nation for DNA matches. CODIS information is searched against several databases in an effort to protect the US from terrorism and other violent crimes. It has

proven to be the most effective means for identifying criminals who have committed violent crimes that may otherwise remain unsolved.

Hits and convictions generated from systematic CODIS searches provide support to both national and international law enforcement agencies. Through October 2006, CODIS aided approximately 40,000 investigations in 49 states and 2 federal crime laboratories. CODIS is used by personnel at all levels of government at approximately 200 participating labs and the number of participating labs is expected to increase as funding from the President’s DNA Initiative flows to state and local labs, enabling them to join SDIS and LDIS. CODIS users depend on the FBI to maintain the integrity of the system.

In addition to assisting state, local, and tribal partners, this enhancement would help the FBI comply with legislation, namely the DNA Fingerprint Act of 2005, which will have dramatic effects on the requirements placed on CODIS, and would allow the FBI to support DOJ Strategic Goal 2 – Enforce Federal Laws and Represent the Rights and Interests of the American People.

### **Funding**

#### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President’s Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
12	...	12	\$10,704	12	...	12	\$10,728	12	...	12	\$10,740

#### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
CODIS Development Contract	n/a	n/a	\$7,000
Total Non-Personnel	n/a	n/a	\$7,000

#### Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	12	...	12	\$1,212	\$9,528	\$10,740
Increases	...	...	...	...	7,000	7,000
Grand Total	12	...	12	\$1,212	\$16,528	\$17,740

**Program Offset :** **Realignment of Criminal Investigative Agents to Counterterrorism Matters**

Budget Decision Units: Counterterrorism/Counterintelligence; Criminal Enterprises and Federal Crimes

Strategic Goal(s) & Objective(s): 1.1, 1.2, 2.1, 2.2, 2.3, 2.4

Organizational Program: Counterterrorism and Criminal Investigations

Program Reduction: Positions [100] Agt. [100] FTE [100] Dollars [\$14,900,000]

Description of Item

The FBI proposes a permanent redirection of 100 Special Agent positions from the Criminal Enterprises and Federal Crimes Decision Unit to the Counterterrorism/Counterintelligence Decision Unit. This permanent shift of agent resources further aligns the FBI's investigative effort to address its highest priority, protecting the United States from terrorist attack. Without the additional criminal special agents currently assigned to work on counterterrorism, staffing levels would not be sufficient to sustain the level of management, operational support, and analysis needed to meet the terrorist threat to the United States. The FBI proposed a similar realignment of 300 agent positions for FY 2007. Should both of these proposals be approved, a total of 400 agent positions would be realigned.

Justification

Since the terrorist attacks of September 11, 2001, the FBI has received or reallocated resources to better support its counterterrorism program. However, during the same period, workload has continued to increase. This request is consistent with the FBI's multi-year approach of building a capability commensurate with the shift of focus from an investigative to an intelligence agency and the increasing threat facing the United States. Therefore, it is critical that the FBI continue its work, at an enterprise level, to improve its counterterrorism operations.

Since the terrorist attacks of September 11, 2001, the FBI has realigned priorities and resources into a forward-looking counterterrorism organization, devoting the level of resources necessary to prevent terrorist attacks before they occur, rather than the historic position of investigating criminal activity after the crime. Agents appropriated for criminal cases have been required to work counterterrorism cases continually since September 11, 2001. This proposal would formalize the placement of these critical agent resources in the Counterterrorism/Counterintelligence Decision Unit.



## D. Criminal Justice Services Decision Unit

<b>CRIMINAL JUSTICE SERVICES DECISION UNIT TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount</b>
2006 Enacted with Rescissions	2,082	2,093	\$283,341,000
2006 Supplementals	...	...	2,250,000
2006 Enacted w/ Rescissions and Supplementals	2,082	2,093	285,591,000
2007 Estimate	2,305	2,310	406,110,000
Adjustments to Base and Technical Adjustments	(219)	(217)	6,898,000
2008 Current Services	2,086	2,093	413,008,000
2008 Program Increases	1	...	49,632,000
2008 Offsets	...	...	...
2008 Request	2,087	2,093	462,640,000
<b>Total Change 2007-2008</b>	<b>(218)</b>	<b>(217)</b>	<b>\$56,530,000</b>

### 1. Program Description

The Criminal Justice Services (CJS) Decision Unit is comprised of most of the programs in the Criminal Justice Information Services Division; the portion of the Laboratory Division that provides criminal justice information and forensic services to the FBI's state and local law enforcement partners; and the state and local training programs of the Training and Development Division. Additionally, the CJS Decision Unit includes a prorated share of resources from the FBI's support divisions (Security, Information Technology Operations, and the administrative divisions and offices).

#### *Criminal Justice Information Services (CJIS) Division*

The CJIS Division provides timely and relevant criminal justice information to the FBI and to qualified law enforcement, criminal justice, civilian, academic, employment, and licensing agencies regarding individuals, stolen property, criminal organizations and activities, and other law enforcement data. The total FY 2008 base for CJIS, including Law Enforcement Online which is scored to the Intelligence Decision Unit, is 1,737 direct positions (10 agents), 1,748 FTE, and \$305,987,849. Additionally, CJIS has 627 reimbursable FTE.

The CJIS Division includes several major program activities that support this mission:

Integrated Automated Fingerprint Identification System (IAFIS): IAFIS provides timely and accurate identification services in a paperless environment 24 hours a day, 7 days a week. The system identifies individuals through name, date-of-birth, other descriptors, and/or fingerprint image comparisons, and provides criminal history records on individuals for law enforcement and civil purposes. IAFIS is designed to process criminal fingerprint submissions in 2 hours or less and civil submissions in 24 hours or less. The FBI conducted over 23.1 million fingerprint background checks in FY 2006.

National Crime Information Center (NCIC): The NCIC is a nationwide information system that supports the FBI and other law enforcement agencies in their mission to uphold the law and protect the public. The NCIC allows for the compilation, dissemination, and exchange of timely and critical criminal justice and law enforcement information, such as criminal history records available from IAFIS, wanted person information, stolen vehicles, and other data. The NCIC averaged over 5.2 million transactions per day in FY 2006.

National Instant Criminal Background Check System (NICS): The NICS is a national system established to enforce the provisions of the Brady Handgun Violence Prevention Act. The NICS allows Federal Firearms Licensees to determine whether receipt of a firearm by a prospective purchaser would violate state or federal law. The system ensures the timely transfer of firearms to individuals who are not specifically prohibited and denies transfer to prohibited persons. In FY 2006, the NICS processed over 9.7 million inquiries. The FBI conducted over 5.2 million of these checks, resulting in 71,217 denials to prohibited persons. Approximately 4.4 million checks were conducted by individual states in FY 2006.

Uniform Crime Reporting (UCR): The UCR Program collects, analyzes, and publishes nationwide crime statistics based on crime data submitted from more than 17,000 state and local law enforcement agencies. The program produces official measures of crime in the United States. Through the use of these data, policy makers can study crime trends and strategically allocate resources.

### ***Laboratory Division***

A portion of the Laboratory Division programs that provide forensic services to the FBI's state and local law enforcement partners is scored in the CJS Decision Unit. The total FY 2008 base for the FBI Laboratory, including elements scored to other decision units, is 669 positions (62 agents), 659 FTE, and \$178,115,548.

The successful investigation and prosecution of crimes require the collection, examination, and scientific analysis of evidence recovered at the scene of the incident and obtained during the course of the investigation. Without such evidence, many crimes would go unsolved and unpunished. At the same time, forensic examination of evidence exonerates individuals wrongly accused of crimes.

The FBI Laboratory is the only full-service civilian federal forensic laboratory in the United States. Examinations support investigations that cross all FBI investigative programs and international, federal, state, and local boundaries. With the exception of property crimes and drug investigations, the FBI Laboratory performs examinations of evidence, free of charge, for all duly constituted law enforcement agencies in the United States that are unable to perform the examinations at their own facilities. In addition to the actual processing of physical evidence, the FBI Laboratory provides comprehensive technical reports, training, and expert testimony to federal, state, and local agencies.

The Laboratory at Quantico, which spans nearly 500,000 square feet, has significantly improved the FBI's forensic capabilities since it began operating in 2003. The facility includes 5 floors for specialized laboratories and offices, a 900-space parking garage, and a stand-alone central utilities plant. The advanced design of the FBI's laboratory features a multi-building concept that incorporates both a laboratory and a main office building. The unique design emphasizes the secure transfer, handling, and processing of evidence, with specified paths for the acceptance, circulation, and return of evidence. Laboratory work space is separated from offices and public areas to avoid evidence contamination and to provide examination areas free of distractions.

The Laboratory conducted 862,080 forensic examinations in FY 2006.

### ***Training and Development Division***

State and local law enforcement training programs of the Training and Development Division (TDD) are encompassed by the CJS Decision Unit. Additionally, to capture the administrative resources required to support the CJS program, a prorated share of other TDD and field training resources are scored in this decision unit. The total FY 2008 base for the Training Program is 613 positions (285 agents), 598 FTE, and \$150,512,663.

The FBI provides instruction for state and local criminal justice practitioners, both at the FBI Academy and throughout the United States at state, regional, and local training facilities. The principal course for state and local law enforcement officers is the FBI National Academy, a 10-week multi-disciplinary program for officers who are considered to have potential for further advancement in their careers. In FY 2006, 1,006 state, local, and international law enforcement officers participated in the National Academy program at the FBI Academy in Quantico, Virginia.

In addition to sessions offered at the FBI Academy, the FBI conducts and participates in courses and seminars at state, regional, and local training facilities. These training sessions cover the full range of law enforcement training topics such as hostage negotiation, computer-related crimes, death investigations, violent crimes, criminal psychology, forensic science, and arson. In FY 2006, 96,000 criminal justice personnel received training from FBI instructors at state, regional, and local training facilities.

Due to the increasingly global nature and mandate of many of the FBI's investigative initiatives, the FBI has in recent years emphasized the need to train its foreign law enforcement partners through the International Training and Assistance Program. In FY 2006, the FBI trained 7,182 international police officers in the field and 160 at the FBI Academy.

### ***Management and Support Services***

In addition to CJIS and other investigative support divisions which make up the core elements of the CJS Decision Unit, the FBI's various administrative and other support programs provide essential services. A prorated share of these administrative and other support services are scored to the CJS Decision Unit. The FBI's administrative programs lead the FBI effectively through the challenges and changes that are continuously

presented to federal law enforcement; provide effective direction and support to investigative personnel; and ensure that adequate resources exist to address the FBI's criminal investigative, national security, and law enforcement support responsibilities. A prorated share of resources associated with the Finance Division, Administrative Services Division, Inspection Division, and other administrative entities support the CJS mission.

### **Program Objectives**

- Reduce criminal activity by providing timely and quality criminal justice information to federal, state, and local law enforcement agencies.
- Provide new technologies and address critical shortfalls in forensic investigative capabilities including latent fingerprint, firearms/toolmark, explosive, trace evidence, DNA, and training of personnel.
- Lead and inspire, through excellence in training and research, the education and development of the criminal justice community.

PERFORMANCE/RESOURCES TABLE											
<b>Decision Unit:</b> Criminal Justice Services											
<b>DOJ Strategic Goal/Objective</b> Goal 3: Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence / Objective 3.1 – Improve the crime fighting and criminal justice system capabilities of state, tribal, and local governments											
WORKLOAD/ RESOURCES		Final Target		Actual		Estimate		Changes		Requested (Total)	
		FY 2006		FY 2006		FY 2007		Current Services Adjustments and FY 2008 Program Changes		FY 2008 Request	
IAFIS fingerprint background checks		19,350,000		23,155,354		19,800,000		555,000		20,355,000	
NCIC transactions		1,675,338,065		1,801,802,679		1,809,365,000		36,187,000		1,845,552,000	
Total number of federal, state, and local investigations aided by the Combined DNA Index System (CODIS)		†		10,887		†		†		†	
Total number of forensic and offender matches identified at the National DNA Index System (NDIS), State DNA Index System (SDIS), and Local DNA Index System (LDIS)		†		11,335		†		†		†	
<b>Total Costs and FTE</b>		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		2,093	285,591	2,538	285,591	2,310	406,110	(217)	56,530	2,093	462,640
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2006		FY 2006		FY 2007		Current Services Adjustments and FY 2008 Program		FY 2008 Request	
<b>Performance Measure</b>	IAFIS: % of electronically submitted fingerprint identification requests: - Criminal: completed within 2 hours - Civil: completed within 24 hours	93%	98%	97%	98%	94%	98%	1%	--	95%	98%
<b>Performance Measure</b>	NCIC: - System availability - Downtime in minutes	99.5%	2,628	99.8%	1,277	99.5%	2,635	--	-7	99.5%	2,628
<b>Performance Measure</b>	NICS: % of NICS checks with an Immediate Determination	90%		91%		90%		--		90%	

TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE	FY 2006	FY 2006	FY 2007 President's Budget	Current Services Adjustments and FY 2008 Program	FY 2008 Request
		<b>Performance Measure</b>	Student-weeks of Instruction at the Hazardous Devices School (HDS)	2,568	2,614	2,678
<b>Performance Measure</b>	Number of Accredited Bomb Squads	469	469	478	4	482

**Data Definition, Validation, Verification, and Limitations:**

- IAFIS Response Times are captured automatically from in-house developed software code residing on the Electronic Fingerprint Transaction Standard (EFTS) Fingerprint Conversion (EFCON) System. The software that captures this information, time stamps all incoming and out-going transactions and produces a report that calculates transaction response times. The developed code for this requirement was rigorously tested through System Integration and Test (SIT) prior to being put into operations. The information produced by EFCON was validated using Transaction Status (TS), a contractor developed statistical capture program that runs on the Integrated Automated Fingerprint Identification System. The data collected from EFCON is imported into a spreadsheet to calculate the average response time and percentage for electronic criminal and electronic civil responses. CJIS Division staff review this information prior to release.
- NCIC Transaction Volumes are captured similarly to the IAFIS Response Time statistics in that they are also captured automatically from developed code. This program was developed as a requirement by a contractor during the development of the NCIC 2000 system. The developed code for this requirement was also rigorously tested through System Integration and Test (SIT) prior to being put into operations. The information produced in the NCIC reports is also validated by CJIS Division staff prior to release.
- System Availability data are collected manually from System Management Center (SMC) logs. System Availability is based on the time that a system is out of service until it is returned to service as recorded by SMC personnel. CJIS Division staff input the information into spreadsheets that calculate percent averages. The algorithms used within the spreadsheets were validated prior to being used by in-house personnel. The System Availability figures are tracked closely on a weekly basis by Systems Managers and the Section Chief in charge of the operations and maintenance of the CJIS Division's systems.
- HDS data are maintained in central files and databases located at the HDS. The HDS Program Administrator reviews and approves all statistical accomplishment data for dissemination.

† DOJ is no longer requesting estimates for these data starting with the FY 2008 budget submission. Actual data will be reported as current workload only.

**PERFORMANCE MEASURE TABLE**

<b>Decision Unit: Criminal Justice Services</b>											
<b>Performance Report and Performance Plan Targets</b>		<b>FY 2000</b>	<b>FY 2001</b>	<b>FY 2002</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>FY 2005</b>	<b>FY 2006</b>		<b>FY 2007</b>	<b>FY 2008</b>
		<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>	<b>Target</b>	<b>Target</b>
<b>Performance Measure</b>	IAFIS: % of electronically submitted fingerprint identification requests: - Criminal: completed within 2 hours - Civil: completed within 24 hours	N/A N/A	89.1% 99.6%	90.3% 98.9%	91.6% 97.5%	94.8% 99.2%	96.5% 99.2%	93% 98%	97% 98%	94% 98%	95% 98%
<b>Performance Measure</b>	NICS: % of NICS checks with an Immediate Determination	71.3%	70.0%	77.8%	91.23%	91.85%	91.6%	90%	91%	90%	90%
<b>Performance Measure</b>	NCIC: • System availability • Downtime in minutes	N/A N/A	N/A N/A	99.5% 2,497	99.7% 1,788	99.7% 1,606	99.7% 1,602	99.8% 2,628	99.8% 1,277	99.5% 2,635	99.5% 2,628
<b>Performance Measure</b>	Student-weeks of Instruction at the Hazardous Devices School (HDS)	2,526	2,013	1,963	2,245	2,304	2,593	2,568	2,614	2,678	2,775
<b>Performance Measure</b>	Number of Accredited Bomb Squads	359	390	421	444	455	458	469	469	478	482

## 2. Performance, Resources, and Strategies

The Criminal Justice Services decision unit contributes to the Justice Department's Strategic Goal 3: Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence. Within this goal, the resources specifically support Departmental Strategic Objective 3.1 – Improve the crime fighting and criminal justice administration capabilities of state, tribal, and local governments. This decision unit ties directly to the FBI's ninth priority: Support federal, state, local, and international partners.

### a. Performance Plan and Report for Outcomes

#### Hazardous Devices School (HDS)

Two key elements of domestic preparedness are expertise in hazardous devices and emergency response capabilities to address threats such as Weapons of Mass Destruction (WMD). The HDS is the only formal domestic training school for state and local law enforcement to learn safe and effective bomb disposal operations. The HDS prepares bomb technicians to locate, identify, render safe, and dispose of improvised hazardous devices, including those containing explosives, incendiary materials, and materials classified as WMD.

**Performance Measure:** State and Local Bomb Technicians Trained (# of student-weeks) at the HDS

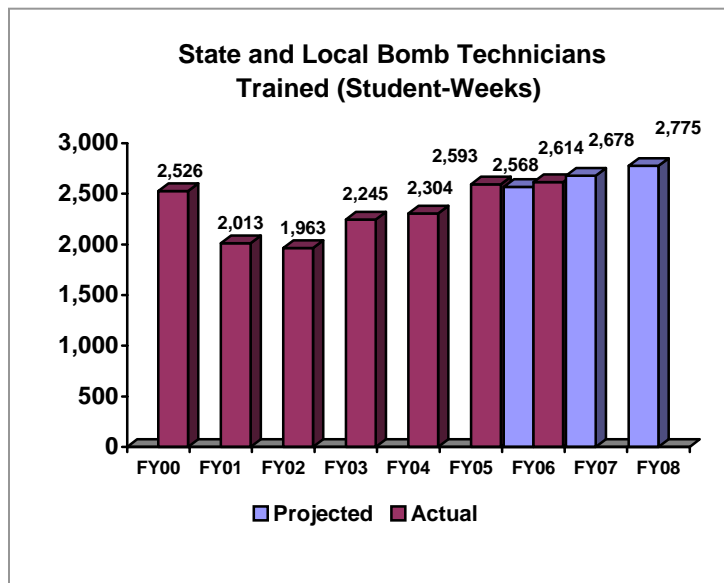
**FY 2006 Target:** 2,568

**FY 2006 Actual:** 2,614

**Discussion:** HDS is adding a new course, which will increase the projected overall amount of instruction.

**FY 2007 Target:** 2,678

**FY 2008 Target:** 2,775



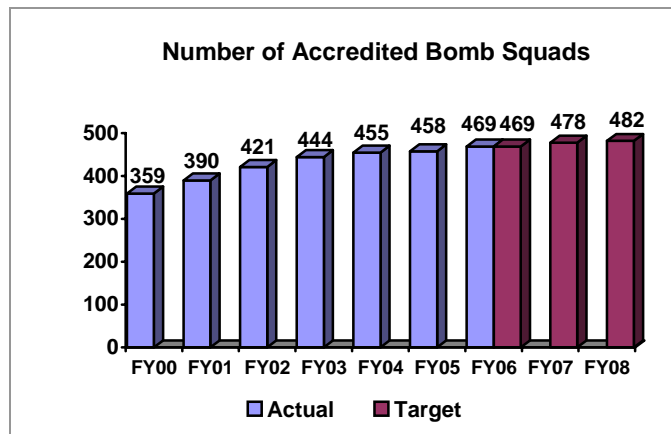


**Performance Measure:** Number of Accredited Bomb Squads

**FY 2006 Target:** 469  
**FY 2006 Actual:** 469

**Discussion:** Every bomb technician is required to be recertified every three years. Attrition due to separations, transfers, retirements, and deaths etc., cannot be planned on.

**FY 2006 Performance Target:** 478  
**FY 2007 Performance Target:** 482



## b. Strategies to Accomplish Outcomes

Through its Laboratory Division, the FBI strives to provide timely, high-quality forensic science services (i.e., examinations, reports, testimony, and support to law enforcement partners across all levels of government) to its customers consistent with the FBI's priorities. As the presence of terrorist cases persists, the Laboratory Division's workload increases not only in terms of the examination of the volume of evidence, but in the administrative aspects associated with the volume of physical evidence. The FBI Federal Convicted Offender Program (FCOP) was expanded to comply with the USA PATRIOT Act of 2001, which requires persons convicted of terrorist acts and crimes of violence to be included in the National DNA Index System (NDIS). In addition, NDIS includes an index for DNA profiles from relatives of missing persons and known reference DNA profiles of missing children.

The FBI's CJIS provides law enforcement and civil identification and information services with timely and critical information that matches individuals with their criminal history records, criminal activity (e.g., stolen property, gang or terrorist affiliation, fugitive status, etc.), and latent fingerprints, and provides information used for employment, licensing, or gun purchase consideration. To meet future demand, such as civil fingerprint-based background checks for employment, licensing, and border entry, CJIS needs to significantly increase its systems capacity. Automation and computer technology inherently requires constant upgrading and enhancement if such systems are to remain viable and flexible to accommodate changing customer requirements.

The FBI HDS provides state-of-the-art technical intelligence to state, local, and federal first responders in five separate courses regarding the criminal and terrorist use of improvised explosive devices (IEDs) and the tactics, techniques, and procedures to render these hazardous devices safe. As the U.S. Government's only civilian bomb disposal training facility, HDS provides training on emerging threats targeting the United States and its interests. This training includes countermeasures targeting suicide bombers, vehicle borne IEDs, stand-off weapons, WMD devices, and radio-controlled IEDs. To meet future demand for the training of first responders, HDS needs to add additional courses and increase student capacity to significantly

impact the preparedness of our first responder public safety bomb squads throughout the country. HDS is meeting the FBI's number one priority of terrorism prevention.

**c. Results of Program Assessment Rating Tool (PART) Reviews**

Programs within the FBI’s Criminal Justice Services decision unit underwent a PART review in spring 2004. As shown in the table below, these FBI programs did well under the criteria used in the PART. The program received an overall rating of “Moderately Effective.” This score is one of the highest among DOJ programs:

<b>Section</b>	<b>Score</b>
Program Purpose and Design	100%
Strategic Planning	88%
Program Management	86%
Program Results	67%
<b>Total*</b>	<b>79%</b>

\*Note that the total does not represent an average of the sections scores because sections are not weighted equally.

Of note during this PART assessment was the implementation of the FBI’s new program evaluation protocol, started through a joint initiative of Finance Division and Inspection Division. This initiative relies upon the efforts of the Organizational Program Evaluation and Analysis Unit (OPEAU) to conduct program evaluations designed to meet OMB’s criteria for independent evaluations. OMB has recognized this effort as sufficient to satisfy its requirements.

The FBI has agreed upon the following Improvement Plan with OMB, based upon the results of the PART review:

<b>Year Begun</b>	<b>Type</b>	<b>Follow-up Action</b>	<b>Status</b>
2004	Performance	Developing a comprehensive measure for the forensic services program.	Action taken, but not completed

## Program Increases

### **Item Name:**

### **Interoperability**

Budget Decision Unit(s): All

Strategic Goal(s) & Objective(s): 1.1, 3.1

Organizational Program: Criminal Justice Information Services

Program Increase: Positions ... Agt ... FTE ... Dollars \$10,000,000  
(all non-personnel)

### Description of Item

The FBI Integrated Automated Fingerprint Identification System (IAFIS) is a ten-rolled fingerprint identification system that was deployed in 1999 and is used by Federal, state, and local law enforcement and authorized non-criminal justice agencies to identify subjects with criminal history information. The Department of Homeland Security (DHS) Automated Biometric Identification System (IDENT) is a two-flat fingerprint identification system originally deployed by the Immigration and Naturalization Service in 1994 as a database of criminal and illegal aliens to assist Border Patrol Officers in quickly and accurately identifying aliens who repeatedly attempt illegal border crossings. The DHS utilizes IDENT for search and enrollment purposes when non-US citizens travel to the United States through an authorized port of entry. Furthermore, the Department of State (DOS) Consular Posts utilize the IDENT repository for search and enrollment purposes when determining suitability for aliens traveling to the United States.

Various legislative acts have required the Department of Justice (DOJ) and DHS to ensure that the systems are interoperable and that the criminal and immigration information contained therein is accessible to and shared among other Federal, state, and local law enforcement agencies. The FBI is seeking a direct appropriation of an additional \$10,000,000 (all non-personnel) to support the development of Interoperability. Specifically, these non-personnel funds would be used to purchase hardware, software, and contract services. Additionally, travel, training, and maintenance funds are needed to ensure development proceeds accordingly.

### Justification

In 1999, Rafael Resendez-Ramirez was apprehended by the Border Patrol and released into Mexico despite the fact he was wanted for murder - information discoverable with an IAFIS search. Because IAFIS and IDENT were not integrated, Border Patrol did not learn of the outstanding warrant for his arrest. Following his return to Mexico, he reentered the United States and murdered four individuals.

In 2002, a Mexican citizen named Victor Manuel Batres was detained by the Border Patrol on two separate occasions for illegally entering the United States. On each occasion, the Border Patrol returned him voluntarily to Mexico. The apprehending Border Patrol agents did not learn of Batres' extensive criminal record or past deportations. If his full history had been discovered through an integrated IDENT/IAFIS search, Batres would have been detained and prosecuted. Instead, after his voluntary

return to Mexico, Batres illegally reentered the United States and traveled to Oregon where he brutally raped two nuns, killing one.

Due to the aforementioned high-profile cases and Congressional mandates, the FBI recognizes a clear need to not only collect as much data as possible within Information Technology systems, but to make this information accessible to all levels of law enforcement. DOJ and DHS also recognize the need to efficiently share biometric and related biographic information in support of the global war on terrorism and in the efforts to secure our homeland.

The DHS United States Visitor and Immigrant Status Indicator Technology (US-VISIT) and the FBI have been cooperating to overcome a number of technical and operational challenges in order to achieve the integration goals set out by Congress. Interoperability between IAFIS and IDENT will ensure that biometric-based immigration and travel history within IDENT and criminal history record information within IAFIS are available to authorized personnel. US-VISIT access to criminal history files maintained by the FBI will facilitate improved decisions regarding an individual's admissibility, eligibility for immigration benefits, and deportability from the United States. DOJ/FBI and IAFIS-user access to US-VISIT data will simplify information retrieval to one request to search both databases. Dependent on a particular user's needs, access to information will enhance the ability to develop comprehensive histories and threat profiles of individuals during investigations, intelligence gathering, latent processing, or at the time of criminal or civil encounter.

Successful implementation of an interoperability solution will eliminate the need for biographic-based extracts. Currently, the FBI provides extracts from the National Crime Information Center (NCIC) to the DOS and extracts from the Interstate Identification Index (III) to the DHS on a daily basis. However, the extraction process does not provide real-time access to current information; it includes only a subset of information and is very labor-intensive. The extracts are intended solely as an interim measure until true interoperability between DHS and the FBI is achieved. Biographic data extracts consist of records of wanted individuals with: foreign or unknown places of birth, non-United States citizenship, or previous arrests by immigration and customs. This biographic data is generally self-reported and may not accurately represent an individual's true nationality or immigrant status. In addition, the FBI provides known or suspected terrorist files and a portion of unsolved latent files to the DHS. The data extracts neither cover the full IAFIS set of Wants and Warrants, nor account for the dynamics of the live environment and are not supported by state and local law enforcement agencies due to data control concerns. Interoperability investment will greatly improve the quality and timeliness of the information that is shared from FBI to DHS and will achieve the reciprocal sharing of information from DHS to IAFIS users.

Sharing biometric information contained within IAFIS and IDENT will provide the following improvements:

- Immediate notification of high-risk individuals;

- Establishment and/or verification of identity;
- Determination of eligibility for benefits, positions, or privileges;
- Development of investigative cases relating to prosecution or to other potential adverse actions
- Ability to analyze trends and intelligence related to travel, immigration, criminal, and non-criminal activity

Interoperability will provide improved service and new information for IDENT and IAFIS users. Below is an outline of long-term Interoperability goals:

- To increase the number of DHS records and DOS records available to Federal, state, local law enforcement, and authorized non-criminal justice agencies from 399,000 and approximately 25,000 respectively. Target records to be available include the full biometric population of the IDENT database, including DOS records.
- To increase the IAFIS records available to DHS and DOS from approximately 679,000 records. Target records to be available include the full IAFIS Criminal Master File (CMF). Current CMF records consist of approximately 52,000,000 records growing by 6,000 records per day.
- To incrementally increase the capability for fingerprint searches against IDENT from 1,000 per day to 50,000 per day and eventually to 200,000 per day.
- To increase the total number of DOS searches conducted against IAFIS data.
- To increase the total number of DHS searches conducted against IAFIS data.
- Identify the number of individuals denied a visa due to criminal history information available through IAFIS.
- Identify the number of individuals stopped at the border and detained due to criminal history information available through IAFIS.

In addition, Interoperability will reduce the current maximum allotted response times on priority searches of the IAFIS CMF. The current standard is no more than 2 hours for criminal searches and no more than 24 hours for civil searches. Interoperability, in conjunction with Next Generation Identification enhancements, will provide, for record searches beyond entry processing, four response times tailored to particular user's needs rather than relying on the current criminal vs. civil standard. These response times will range from 10 seconds to 24 hours for an immediate priority risk assessment of terrorist, wanted, and DHS Watchlist files to a low-priority, full search of all available information within either IDENT or IAFIS.

1. Immediate priority—10-second search of wanted, known and suspected terrorists, and other high priority records that will return all biometrically matched candidates for this category of search. These immediate priority searches will allow for an immediate assessment of risk.
2. High priority—15-minute search of the IAFIS CMF and the IDENT files that will return biometrically matched subjects for this category of search. This includes the

same data searched for immediate priority searches and expands to encompass the entire IAFIS CMF.

3. Medium priority—2-hour search of all biometric information contained within the IDENT and IAFIS. The purpose of medium-priority searches is to provide all available information to decision-makers for urgent criminal and non-criminal justice purposes.

4. Low priority—24-hour search of all biometric information contained within the IDENT and IAFIS. The purpose of low-priority searches is to provide all available information to decision-makers for non-urgent criminal and non-criminal justice purposes. This is the same data searched for medium-priority searches; however, the business need for users does not require the same level of immediacy as specified for medium-priority searches.

In addition, it is anticipated that Interoperability will be used to exchange data with new agencies in the future. For example, should the FBI enter into an agreement with a foreign government to exchange biometric information, the concept and procedures established to allow the near real-time exchange of information between IDENT and IAFIS would form the foundation for that interoperability agreement as well.

Interoperability will capitalize on the reengineering of search capacity based upon the new search solution delivered by the Next Generation Identification (NGI) program, including the benefits of the Enhanced IAFIS Repository (availability of “Rap Back” service and the IAFIS civil file), the Advanced Fingerprint Identification Technology initiative (improved response times, search capacity, and system availability), and the Interstate Photo System (more photos available to end-users).

Interoperability will provide a comprehensive biographic case data screening, which will provide a clear indication if the subject is of interest to any Interoperability partner because of either an administrative or enforcement issue. This information will provide alternatives at the state and local levels regarding detention and prosecution. For example, if a subject of DHS-interest is encountered by another agency, DHS will be notified of the contact and may act upon it. Conversely, if an individual of DOJ interest, such as Victor Manuel Batres, is encountered by DHS, DOJ can respond accordingly.

#### *iDSM*

In an effort to address the immediate need for improved sharing of IAFIS and IDENT data, the FBI and DHS/US-VISIT deployed an interim solution, the interim Data Sharing Model (iDSM), in September 2006. The iDSM established the platform and processes necessary to increase the data shared between DHS and DOJ, and piloted technology alternatives for the full data sharing solution. The FBI populated the iDSM with the fingerprint images for approximately 679,000 wanted subjects and the DHS populated the iDSM with the fingerprint images for approximately 399,000 expedited removals and approximately 25,000 visa critical refusals. The iDSM supported the most urgent requirements for data access and initiated data sharing in both directions (IDENT-IAFIS).

Impact on Performance (Relationship of Increase to Strategic Goals)

For the FBI, the interoperability of IAFIS and IDENT will support the mission “to uphold the law through the investigation of violations of Federal criminal law; to protect the United States from foreign intelligence and terrorist activities; to provide leadership and law enforcement assistance to Federal, state, local, and international agencies; and to perform these responsibilities in a manner that is responsive to the needs of the public and is faithful to the Constitution of the United States,” by providing criminal justice services to Federal, state, municipal, and international agencies and partners that includes DHS-maintained information.

The Interoperability initiative supports the following DOJ goals and strategic objectives:

*Strategic Goal 1: Prevent Terrorism and Promote the Nation’s Security.*

Interoperability will protect the United States from terrorist attacks by providing criminal and immigration information to law enforcement and authorized non-criminal justice agencies in time frames responsive to program needs. Ensuring the interoperability of the systems will improve national security efforts by reducing the risk of terrorism and supporting the facilitation of legitimate travel to and from the United States.

*Strategic Goal 2: Enforce Federal Laws and Represent the Rights and Interests of the American People.*

Interoperability will assist in the enforcement of federal laws and represent the rights and interests of the American people by providing the Department of Homeland Security improved access to criminal history information at the United States borders in order to prevent individuals from entering the United States illegally pursuant to the Immigration and Nationality Act.

*Strategic Goal 3: Assist State, Local, and Tribal Efforts to Prevent or Reduce Crimes of Violence.*

Interoperability will improve the crime fighting and criminal justice system capabilities of state, tribal, and local governments by providing access to immigration and criminal history record information currently found in IDENT. This access will allow for improved decisions regarding detention and prosecution, as well as decisions of authorization. Further, Interoperability will provide state, tribal and local governments the ability to develop comprehensive histories and threat profiles for investigations, intelligence gathering, and latent processing.

**Funding**

Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President’s Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
3	...	3	\$3,069	3	...	3	\$36,072	3	...	3	\$36,075

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Hardware	n/a	n/a	\$7,120
Contractor Support	n/a	n/a	1,266
Hardware Maintenance	n/a	n/a	1,149
Software	n/a	n/a	224
Software Maintenance	n/a	n/a	222
Training	n/a	n/a	10
Travel	n/a	n/a	9
Total Non-Personnel			\$10,000

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	3	...	3	\$216	\$35,859	\$36,075
Increases	...	...	...	...	10,000	10,000
Grand Total	3	...	3	\$216	\$45,859	\$46,075

Note: Does not reflect actual or potential use of user fees to support automation efforts.



**Item Name:** Next Generation Identification (NGI)

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 2.1, 2.3  
Organizational Program: Operational Technology

Program Increase: Positions ... Agt ... FTE ... Dollars \$25,000,000  
(all non-personnel)

Description of Item

The FBI requests \$25,000,000 (all non-personnel) to support development of NGI. Specifically, these non-personnel funds would be used to purchase hardware, software, and contract services. Additionally, travel, training, and maintenance funds are needed to ensure development proceeds accordingly. The requested resources would help address the following areas:

1. Improve Integrated Automated Fingerprint Identification System (IAFIS) Speed and Accuracy (through)
  - a. Advanced Fingerprint Identification Technology
  - b. Automation of Text-Based Quality Checks on Fingerprint Transactions
  - c. The development of the Repository for Individuals of Special Concern (RISC), formerly known as the Enhanced Terrorist Identification Service (ETIS) as a subset of AFIT
2. Enhance the Criminal History Record Information (CHRI) Database (through)
  - a. Expanded Photo File Capabilities
  - b. More Options for Disposition Information Submissions
  - c. Civil File Enhancements
3. Latent Palm Print Capabilities

Justification

The FBI successfully implemented the IAFIS in July 1999. At that time, IAFIS provided state-of-the-art services to its customers. However, technology has rapidly advanced and the IAFIS customer base and its needs have since evolved. Therefore, it is essential that enhancements be made to IAFIS for it to remain responsive to its customers in the future.

The FBI is implementing a two-phase approach for acquiring new and updated system capabilities for NGI, the first phase of which consists of a comprehensive requirements study that will produce Functional Requirements Documents, Document Change Notices to the IAFIS System Requirements Document, and a Requirement Validation Traceability Matrix which are required for NGI development. With the enactment of the Consolidated Appropriations Act, 2005 (Public Law 108-447), Congress authorized the use of unobligated balances in the Department of Justice's (DOJ) Working Capital Funds (WCF) "to begin design for hardware and software modernization at [the Criminal Justice Information Services Division] CJIS located in Clarksburg, West Virginia." The FBI has utilized a portion of these funds to support the requirements phase of the project. The remainder of these funds will be used for the second phase of NGI which will consist of the design, development, and implementation of modular builds based on study

findings. During FY 2007, the FBI plans to establish the NGI development contract and begin to design and develop the first set of NGI modular builds. The FBI plans an incremental development approach to ensure that new and enhanced NGI capabilities are placed into operational use without being dependent upon future funding needs in subsequent fiscal years.

*Improve IAFIS Speed and Accuracy (\$17,950,000)*

This initiative would increase search accuracy to as close to 100 percent as technologically possible; allow for the submission, storage, and search of flat fingerprints; automate the quality check process of text-based data submitted with fingerprints; and develop rapid search capabilities for the RISC.

The law enforcement community and a growing number of private sector customers are demanding faster, more accurate fingerprint-based identification services. To meet these demands, advanced fingerprint identification technology must be utilized. IAFIS fingerprint search capabilities built 10 years ago have an accuracy rate of 95 percent. Technically advanced AFIS systems currently on the market offer an improved accuracy rate. To ensure the integrity and quality of the services provided to the customers, the IAFIS must be enhanced to take advantage of advances in filtering, feature extraction, and matching algorithms. The FBI's goal is to increase the reliability rate to as close to 100 percent as technologically possible.

Customers also are demanding the ability to use flat fingerprint technology for background checks for employment and licensing purposes. Flat fingerprint technology will allow fingerprints to be obtained with ease, which is critical for non-criminal justice agencies with limited fingerprinting expertise. Flat impressions are attractive because the capture process is less invasive, faster, reduces sequence errors, and allows less skilled operators to obtain acceptable quality images.

A need exists for a rapid search capability for fingerprint-based checks for known or suspected terrorists and wanted persons. The development of this capability – known as RISC – would support the DOJ's goal of preventing, disrupting, and defeating terrorist operations before they occur by swiftly adapting and responding to the needs of the terrorist screening agencies and the law enforcement communities. With this initiative, the FBI would establish a terrorist fingerprint identification system that is compatible with other systems such as the TSC and biometric systems at the DHS, DOS, and DOD. This would also increase the accessibility and number of IAFIS terrorist fingerprint records.

*Enhance the CHRI Database (\$5,041,000)*

This initiative would expand the ability for contributors to add photos and other images to previously submitted data; provide additional methods for contributors to submit disposition data; and expand Civil File functionality and service offerings.

IAFIS's true benefit comes from its ability to link an indisputable identification marker with known background files that may indicate a person's threat to society. To ensure

that a person does not “slip through the cracks,” the FBI must maintain a complete CHRI database.

Currently, only 46 percent of the arrest records that reside in the IAFIS repository contain disposition data. The FBI must provide the law enforcement community with a variety of electronic alternatives for submitting disposition information in a more timely and efficient manner, which will encourage a higher rate of data submission.

The IAFIS Criminal and Civil Repositories are currently maintained as separate and distinct databases that do not allow for the automated transition of records between repositories. Additionally, the Civil Repository does not provide sufficient functionality, such as the ability to search and modify records, to meet the ever growing needs of the FBI's customers. Reorganizing the repositories will result in two categories of data, which are described below.

- *Category 1:* Records of individuals who have at least a single criminal arrest fingerprint submission which has been added to the IAFIS history.
- *Category 2:* Records of individuals who have at least a single civil fingerprint submission which has been added to the IAFIS history.

Both categories of data would be available to authorized users for criminal, civil, humanitarian, and remote and internal latent search purposes. With this initiative, only one record would be needed for each subject and responses could be generated to submitting agencies. For instance, a RapBack functionality will enable the FBI to notify authorized customers of any updates to records belonging to individuals in positions of trust.

#### *Latent Palm Print Capabilities (\$2,009,000)*

IAFIS does not allow for the submission, storage, or search of palm prints. However, according to the International Association for Identification, “agencies that have a well developed palm print system find that 30 percent of latent lifts are made from palm prints rather than fingerprints. This statement evidences the vast untapped potential for criminal identifications that could result with an increased emphasis on palm print identifications.” Development of this capability will benefit not only state and local criminal investigations, but also the FBI’s own investigations.

The following table summarizes the benefits NGI would provide compared with current IAFIS capabilities.

Capability	Current IAFIS	NGI	Benefits
Search Capability	<ul style="list-style-type: none"> <li>95% AFIS accuracy rate in the current system specifications</li> </ul>	<ul style="list-style-type: none"> <li>Increased reliability rate to as close to 100% as technologically possible</li> <li>Improve efficiency of processing flat fingerprints</li> </ul>	<ul style="list-style-type: none"> <li>Interoperability with other systems</li> <li>More efficient searches</li> <li>Ensure fewer misses in fingerprint searches</li> </ul>
Fingerprint Requirements	<ul style="list-style-type: none"> <li>Ten rolled fingerprints only</li> </ul>	<ul style="list-style-type: none"> <li>Ten or fewer fingerprint capabilities, flat or rolled</li> </ul>	<ul style="list-style-type: none"> <li>Compatible with other systems</li> <li>More efficient searches</li> </ul>
Search Capacity	<ul style="list-style-type: none"> <li>160,000 searches/day</li> <li>1,000 latent searches/day</li> </ul>	<ul style="list-style-type: none"> <li>200,000 searches/day</li> <li>1,500 latent searches/day</li> </ul>	<ul style="list-style-type: none"> <li>Accommodates increased needs in pre-employment background checks, licenses, etc.</li> <li>Will support increase in border patrol and entry/exit checks</li> <li>Avoids hiring additional staff to accommodate increased workload volumes</li> </ul>
Quality Check (QC) Function	<ul style="list-style-type: none"> <li>50% of ten-print submissions require a manual QC</li> </ul>	<ul style="list-style-type: none"> <li>Automation will reduce the manual work load to approximately 25%</li> </ul>	<ul style="list-style-type: none"> <li>Verifies authorized users</li> <li>Guarantees only serious offenses are retained in the database</li> <li>Streamlines work processes, reduces overall response time</li> <li>Reduces number of ten-print transactions rejected by the FBI, saving costs to local law enforcement and allowing more timely updates of records</li> <li>Better management of user fee transactions</li> </ul>
Disposition Data (Criminal History Records)	<ul style="list-style-type: none"> <li>46% of arrest records contained within the IAFIS Criminal History Repository have disposition data</li> <li>Three methods to submit disposition information: <ul style="list-style-type: none"> <li>United States Postal Service</li> <li>Machine Readable Data (MRD) process</li> <li>Inclusion with initial fingerprint submission</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Provides electronic alternatives for submitting disposition data to IAFIS</li> </ul>	<ul style="list-style-type: none"> <li>Will facilitate a more complete Criminal History Record (CHR) that will support local, state, and federal criminal justice agencies</li> <li>A more complete CHR will also benefit the adjudication of civil applicant background checks</li> </ul>
IAFIS Repository Redesign	<ul style="list-style-type: none"> <li>Two logical areas: Criminal and Civil File</li> <li>Unable to move data between files</li> <li>No automated response generation for Civil searches</li> <li>Limited search capability of the civil file</li> </ul>	<ul style="list-style-type: none"> <li>Rap Back capability</li> <li>Reorganization of records</li> <li>New search and response generation functionality for the civil file</li> </ul>	<ul style="list-style-type: none"> <li>Will notify responsible agency regarding criminal activity of enrolled individuals in sensitive positions</li> <li>Automatically allows for transition of files between civil and criminal repositories</li> <li>Creates new functionality for the civil file</li> <li>Provides the ability to search the civil records with remote latent fingerprint submissions</li> <li>Will provide expanded/new search and response generation capabilities</li> <li>Collectively locate civil history and CHR to facilitate the search, addition, consolidation, modification, expungement, response generation, and file maintenance of civil and criminal information</li> </ul>
Photo File	<ul style="list-style-type: none"> <li>Limited capabilities</li> <li>Photos must accompany arrest submission</li> <li>No photo search capability</li> </ul>	<ul style="list-style-type: none"> <li>Increased number of photo sets accepted</li> <li>New avenues to add and retrieve photos</li> <li>Ability to search for facial, scar, mark, or tattoo photos</li> <li>Acceptance of bulk submissions</li> </ul>	<ul style="list-style-type: none"> <li>Easier submission and retrieval of photos into database</li> <li>Increased number of photos retained</li> <li>New search capabilities will help to solve crimes</li> <li>Ability to collect and retain data to field facial identification services in a future multi-modal system</li> </ul>

Capability	Current IAFIS	NGI	Benefits
Palm Prints	<ul style="list-style-type: none"> <li>No National Palm Print System (NPPS) currently exists</li> </ul>	<ul style="list-style-type: none"> <li>Provide and maintain NPPS</li> <li>Provide candidate list based upon resulting matches</li> <li>Allow bulk submission of palm prints from contributors</li> <li>Incorporate latent search capability against the NPPS</li> </ul>	<ul style="list-style-type: none"> <li>Will allow for identification of more prints (estimates are that 30% of latent lifts are made from palm prints)</li> <li>Provides an additional tool to solve more crimes</li> </ul>

Impact on Performance (Relationship of Increase to Strategic Goals)

The NGI initiative supports the following DOJ goals and strategic objectives:

*1 – Prevent Terrorism and Promote the Nation’s Security*

- The RISC would allow the FBI to establish a terrorist fingerprint identification system that is interoperable with other systems; increases the accessibility and number of IAFIS terrorist fingerprint records; and provides latent fingerprint search capabilities. These benefits would support programs such as U.S. Visitor and Immigrant Status Indicator Technology, Secure Flight, and the TSC. Additionally, the customer base for RISC could be expanded to include local and state law enforcement agencies.

*2 – Enforce Federal Laws and Represent the Rights and Interests of the American People*

- The Disposition Reporting Improvements capability will enhance the CHRI database within the IAFIS by implementing alternative avenues for the submission of the disposition information. This capability will support the enforcement of gun laws by providing a more comprehensive response to CHRI inquiries by the NICS, created by the Brady Handgun Violence Prevention Act 1993.
- The AFIT capability will provide a powerful tool in combating crimes against children by providing the RISC. Law enforcement will be authorized to direct searches against the RISC which is anticipated to contain records of Wanted Persons, Known or Suspected Terrorists, and other persons of special interest to possibly include Sex Offenders. By providing a rapid identification response via NCIC or CJIS Wide Area Network, law enforcement may be able to prevent abductions, sexual exploitation, or physical abuse of a child.
- The National Palm Print System (NPPS) capability will assist the law enforcement community to reduce the prevalence of violent crime nationwide by establishing a palm print repository, providing a latent palm print search process, and a reverse latent palm print search process. The NPPS will support searches of unsolved latent palm prints against special populations, criminal, and civil repositories, as well as the Unsolved Latent File and return a list of potential candidates.

3 – Assist State, Local, and Tribal Efforts to Prevent or Reduce Crimes of Violence.

- Improving IAFIS speed and accuracy would improve the crime fighting for all criminal justice and authorized noncriminal justice agencies by ensuring fewer mistakes in fingerprint searches with an accuracy rate as close to 100 percent as technologically possible; enabling interoperability with other systems for more efficient searches; and reducing overall response times from hours to seconds when applicable.
- Enhancing the CHRI Database would improve the crime fighting for all criminal justice and authorized noncriminal justice agencies by ensuring more relevant criminal history data is available as a result of a more complete criminal history record. In addition, the state, tribal, and local governments would benefit by having more efficient methods for updating the FBI's criminal repository with dispositional information.
- Overall, NGI will provide local, state, federal, and international law enforcement agencies with access to critical law enforcement information, including access to specialized files and identification of known criminals through fingerprint identification services supporting the FBI's priority to support federal, state, local, and international partners.

**Funding**

Base Funding

FY 2006 Enacted *				FY 2007 Estimate **				FY 2008 President's Budget ** Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
23	...	23	\$18,418	23	...	23	\$39,771	23	...	23	\$39,794

\*Reflects non-recurring funds of \$16,808,000 received through the Working Capital Fund (WCF) in the FY 2006 Appropriations Act. Also includes internal FBI realignment of 23 positions with the CJIS division.

\*\*Reflects the recurring FY 2007 President's Budget request for \$38,138,000.

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Hardware	n/a	n/a	\$19,508
Software	n/a	n/a	5,400
Travel	n/a	n/a	69
Training	n/a	n/a	23
Total Non-Personnel			\$25,000

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)
Current Services	23	...	23	\$1,656	\$38,138	\$39,794
Increases	...	...	...	...	25,000	25,000
Grand Total	23	...	23	\$1,656	\$63,138	\$64,794

**Item Name:** **Regional Data Exchange (R-DEx)**

Budget Decision Unit(s): All  
Strategic Goal(s) & Objective(s): 1.1, 2.1, 2.3, 3.1  
Organizational Program: Criminal Justice Information Services

Program Increase: Positions ... Agt ... FTE ... Dollars \$5,000,000  
(all non-personnel)

Description of Item

The Department of Justice (DOJ) Law Enforcement Information Sharing Program (LEISP) strategy has been developed to facilitate improved capabilities for law enforcement agencies to collaborate across agency, jurisdictional and geographic boundaries. The Regional Data Exchange (R-DEx) system facilitates the collection and sharing of regional data between state and local law enforcement agencies, regional FBI sites, and other Federal law enforcement agencies. Agencies can query and analyze data using advanced analytical tools. R-DEx allows users to capture the cumulative knowledge of area law enforcement agencies in a systematic and ongoing manner so as to produce regional crime strategies and cooperative investigations that cannot otherwise be developed. One of the strongest defenses the United States has in our efforts against terrorism is to ensure that law enforcement agencies have the information they need to detect and prevent possible threats. R-DEx gives state, local, and tribal law enforcement appropriate access to federal investigative and intelligence information that is critical to protecting our nation. R-DEx is currently operational in St. Louis, San Diego, Seattle, Jacksonville, and Atlanta.

Justification

The FBI requests an increase of \$5,000,000 in non-personnel funding to support the development of additional functionality for R-DEx. The functionality development would commence after the initial operational system was tested and fielded. The additional functionality consists of:

- Additional and enhanced collaboration tools for analysts, such as tailored queries, and the saving and sharing of customized analyses and reports;
- Additional and more powerful software tools for the searching, linking, displaying and sharing of data; and
- Additional storage capacity to accommodate more data sources.
- Alert Messages for non-silent “hits;”

This enhancement would also provide for the upgrading of the original hardware and software suite to incorporate improved system scalability, higher system performance for an increased number of users and the larger database, and additional software licenses to support a larger user base.

Impact on Performance (Relationship of Increase to Strategic Goals)

Information sharing has become a mission critical component of today's public safety mandate. Most law enforcement agencies (LEAs) in the United States utilize some type



of computerized database to collect incident and investigative information. Moving this data across jurisdictional boundaries into the hands of those who need to know continues to be a significant challenge. To bridge the gap, R-DEx will provide LEAs with a powerful new investigative tool to search, link, analyze and share criminal justice information across the nation to a degree never before possible. Nationally, LEAs are expending funds to be compliant with the system, anticipating further development.

The FBI's mission to prevent terrorism and promote the nation's security is directly related to the ability to collect and analyze information from law enforcement and homeland security partners, and the degree to which LEAs share law enforcement and homeland security information. The development of R-DEx will show state and local law enforcement that the FBI and the DOJ are serious about information sharing. This will help build additional trust and cooperation that is necessary to improve the nation's overall security posture.

Without this enhancement, the speed of access and link analysis processing for investigators to analyze and connect data will be slow; the data storage capability will not increase; information sharing will not improve; the ability to expand the capabilities of the current system and functionality will be limited; and the flexibility of the system to adjust to new techniques/applications and reporting and sharing requirements will be minimal. The LEISP provides current state of the market tools to connect the dots across areas and regions to link information such as names, addresses, license plate numbers and specific crimes from one region to the next. Without funding, the success rate and speed in solving crimes and the ability of investigators to link criminal and terrorist activity in the prevention of crime across the country will lose the potential to improve.

## **Funding**

### Base Funding

FY 2006 Enacted				FY 2007 Estimate				FY 2008 President's Budget Current Services			
Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)	Pos	Agt	FTE	\$(000)
...	...	...	\$...	...	...	...	\$...	...	...	...	\$5,000

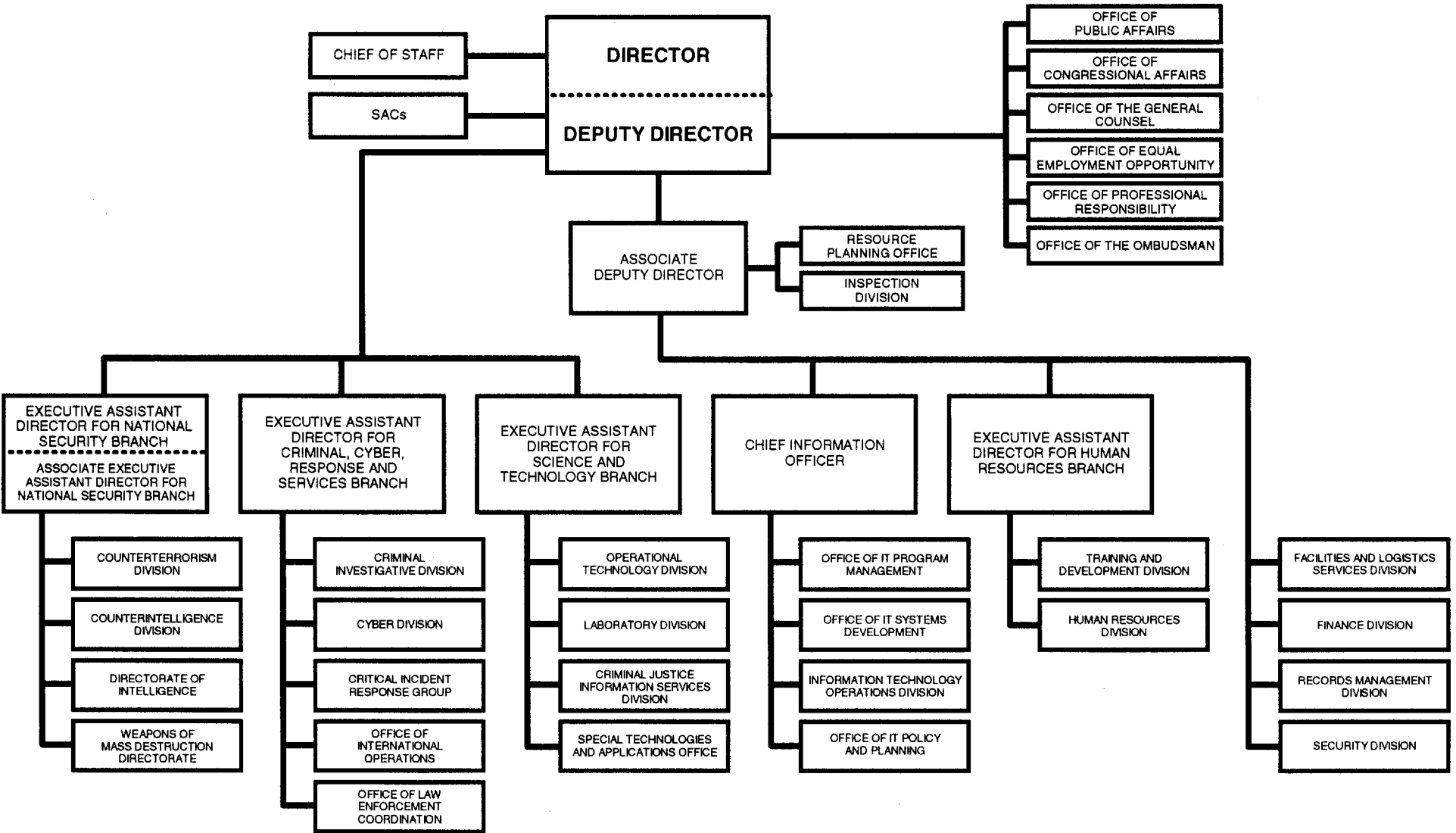
### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2008 Request (\$000)
Equipment	n/a	n/a	\$5,000
Total Non-Personnel			\$5,000

Total Request for this Item

	Pos	Agt	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)
Current Services	...	...	...	\$..	\$5,000	\$5,000
Increases	...	...	...	..	5,000	5,000
Grand Total	...	...	...	\$..	\$10,000	\$10,000

# FEDERAL BUREAU OF INVESTIGATION



Approved by: *[Signature]*  
 ALBERTO R. GONZALES  
 Attorney General

Date: 9-27-06

**B: Summary of Requirements**

**Summary of Requirements**  
 Federal Bureau of Investigation  
 Salaries and Expenses  
 (Dollars in Thousands)

	FY 2008 Pres. Budget		
	Perm. Pos.	FTE	Amount
<b>2006 Enacted (with Rescissions, direct only)</b>	31,356	30,369	\$5,630,570
2006 Supplementals	....	....	\$130,700
<b>Total 2006 Enacted (with Rescissions and Supplementals)</b>	31,356	30,369	5,761,270
2007 President's Budget (Information Only)	31,359	31,012	5,988,658
2007 Continuing Resolution Level (as reflected in the 2008 President's Budget; Information Only)	31,359	31,012	5,663,564
<b>2007 Estimate (direct only)*</b>	31,359	31,012	5,849,488
2007 Rescission Against Balances	....	....	....
<b>2007 Estimate (with Rescissions)</b>	31,359	31,012	5,849,488
Technical Adjustments			
Restoration of 2007 Rescission Against Balances	....	....	....
Total Technical Adjustments	....	....	....
Adjustments to Base			
Transfers:			
N-Dex Base Transfer from JIST	....	....	13,000
Subtotal Transfers	....	....	13,000
Increases:			
2008 pay raise (3.0%)	....	....	62,879
2007 pay raise annualization (2.2%)	....	....	21,632
Annualization of 2007 positions (FTE)	....	38	....
Annualization of 2007 positions (dollars)	....	....	5,201
Annualization of 2006 positions (dollars)	....	....	38,403
Change in compensable days	....	....	24,536
Thrift savings plan	....	....	7,612
Health insurance	....	....	10,203
Employee compensation fund	....	....	2,602
GSA rent	....	....	50,272
Moving/lease expirations	....	....	3,770
DHS security charges	....	....	366
Capital Security Cost Sharing	....	....	4,039
ICASS	....	....	1,200
Subtotal Increases	....	38	232,715
Decreases:			
Unfunded Position and FTE Reduction	(2,700)	(2,700)	....
Nonrecurrent of 2007 Personnel Increases	....	....	(5,664)
Nonrecurrent of Intelligence Infrastructure Requirements	....	....	(4,528)
Nonrecurrent of Intelligence Operations and Production	....	....	(3,692)
Nonrecurrent of Intelligence Resources and Authorities	....	....	(72)
Nonrecurrent of Field and HQ Infrastructure	....	....	(9,841)
Nonrecurrent of CT Response Capabilities	....	....	(12,798)
Nonrecurrent of SENTINEL	....	....	(20,000)
Nonrecurrent of IT Infrastructure	....	....	(2,454)
Nonrecurrent of IT Management	....	....	(47)
Subtotal Decreases	(2,700)	(2,700)	(59,096)
Total Adjustments to Base	(2,700)	(2,662)	186,619
Total Adjustments to Base and Technical Adjustments	(2,700)	(2,662)	186,619
<b>2008 Current Services</b>	<b>28,659</b>	<b>28,350</b>	<b>6,036,107</b>
Program Changes			
Increases			
National Security	677	340	182,602
Infrastructure Needs	....	....	74,000
Traditional Law Enforcement	45	22	58,401
Subtotal Increases	722	362	315,003
Offsets			
NCTC Lanes in the Road Study	....	....	....
Subtotal Offsets	(8)	(8)	(1,160)
Total Program Changes	714	354	313,843
<b>2008 Total Request</b>	<b>29,373</b>	<b>28,704</b>	<b>6,349,950</b>
2007 - 2008 Total Change	(1,986)	(2,308)	500,462

\* The Department of Justice 2008 budget request was built on a starting point that recognized progress in enacting the FY 2007 appropriation. The starting point used (referred to throughout this document as the "Estimate") is the average of the Senate Committee and House passed marks, less one percent, unless noted otherwise.

\*\* Please note that the decision unit break-out of the 2,700 "hollow" positions/FTE reduction is an initial estimate and is subject to change based on an on-going FBI study to determine the exact programs that will be impacted by these reductions.

**Summary of Requirements**  
**Federal Bureau of Investigation**  
**Salaries and Expenses**  
**(Dollars in Thousands)**

Estimates by budget activity	2006 Enacted w/Rescissions and Supplementals			2007 Estimate			2008 Adjustments to Base and Technical Adjustments			2008 Current Services			2008 Increases			2008 Offsets			2008 Request		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
Intelligence Decision Unit	5,530	5,130	\$1,144,883	5,601	5,420	\$1,124,714	(733)	(700)	\$3,807	4,868	4,720	1,128,521	208	105	\$69,746	....	....	\$0	5,076	4,825	\$1,198,267
Counterterrorism/Counterintelligence Decision Unit	11,149	10,769	2,243,239	11,404	11,312	2,272,804	(581)	(593)	111,858	10,823	10,719	2,384,662	495	247	159,816	92	92	13,740	11,410	11,058	2,558,218
Criminal Enterprises Federal Crimes Decision Unit	12,595	12,377	2,087,557	12,049	11,970	2,045,860	(1,167)	(1,152)	64,056	10,882	10,818	2,109,916	18	10	35,809	(100)	(100)	(14,900)	10,800	10,728	2,130,825
Criminal Justice Services Decision Unit	2,082	2,093	285,591	2,305	2,310	406,110	(219)	(217)	6,898	2,086	2,093	413,008	1	....	49,632	....	....	....	2,087	2,093	462,640
<b>Total</b>	<b>31,356</b>	<b>30,369</b>	<b>5,761,270</b>	<b>31,359</b>	<b>31,012</b>	<b>5,849,488</b>	<b>(2,700)</b>	<b>(2,662)</b>	<b>186,619</b>	<b>28,659</b>	<b>28,350</b>	<b>6,036,107</b>	<b>722</b>	<b>362</b>	<b>315,003</b>	<b>(8)</b>	<b>(8)</b>	<b>(1,160)</b>	<b>29,373</b>	<b>28,704</b>	<b>6,349,950</b>
Reimbursable FTE		2,788			2,851			....			2,851			....			....				2,851
Total FTE		33,157			33,863			(2,662)			31,201			362			(8)				31,555
Other FTE:																					
LEAP		2,993			3,033			(115)			2,918			....			....				2,918
Overtime		486			496			(43)			453			6			....				459
Total Comp. FTE		36,636			37,392			(2,820)			34,572			368			(8)				34,932

C: Program Increases/Offsets By Decision Unit

FY 2008 Program Increases/Offsets By Decision Unit  
 Federal Bureau of Investigation  
 (Dollars in Thousands)

Program Increases	Location of Description by Decision Unit	Intelligence				CT/CI				CEFC				CJS				Total Increases
		Pos.	Agt./Atty.	FTE	Amount	Pos.	Agt./Atty.	FTE	Amount	Pos.	Agt./Atty.	FTE	Amount	Pos.	Agt./Atty.	FTE	Amount	
National Security Field Investigations	CT/CI	....	....	....	....	245	150	123	40,327	....	....	....	....	....	....	....	....	40,327
Surveillance	CT/CI	....	....	....	....	50	....	25	11,997	....	....	....	....	....	....	....	....	11,997
National Security Branch Analytical Capabilities (NSAC)	Intelligence	36	5	18	11,969	....	....	....	....	....	....	....	....	....	....	....	....	11,969
Computer Intrusions	CT/CI	....	....	....	....	31	25	15	5,561	....	....	....	....	....	....	....	....	5,561
Crimes Against Children/Innocent Images	CEFC	....	....	....	....	....	....	....	....	14	....	7	2,356	....	....	....	....	2,356
Computer Analysis Response Team (CART)	CT/CI	....	....	....	4,141	....	....	....	8,914	....	....	....	8,182	....	....	....	1,603	22,840
Regional Computer Forensics Laboratories (RCFLs)	CT/CI	....	....	....	1,088	....	....	....	2,342	....	....	....	2,149	....	....	....	421	6,000
Weapons of Mass Destruction (WMD) Directorate	CT/CI	48	....	24	6,960	98	29	49	12,024	....	....	....	....	....	....	....	....	18,984
FBI Headquarters (FBIHQ) Annex	CT/CI	....	....	....	1,360	....	....	....	2,927	....	....	....	2,687	....	....	....	526	7,500
Data Intercept and Access Program	CT/CI	1	....	1	1,370	36	5	17	33,187	3	1	2	2,708	1	....	....	530	37,795
Communications Exploitation	Intelligence	18	....	9	7,809	....	....	....	....	....	....	....	....	....	....	....	....	7,809
Operational Enterprises Services	CT/CI	....	....	....	1,813	....	....	....	3,903	....	....	....	3,582	....	....	....	702	10,000
Human Source Validation	Intelligence	75	....	38	9,040	....	....	....	....	....	....	....	....	....	....	....	....	9,040
Delta	Intelligence	....	....	....	3,689	....	....	....	....	....	....	....	....	....	....	....	....	3,689
DNA Upgrade	CEFC	....	....	....	1,640	....	....	....	3,895	....	....	....	4,716	....	....	....	4,393	14,644
Combined DNA Index System (CODIS)	CEFC	....	....	....	784	....	....	....	1,862	....	....	....	2,254	....	....	....	2,100	7,000
Human Intelligence Management	Intelligence	10	6	5	9,525	....	....	....	....	....	....	....	....	....	....	....	....	9,525
Digital Collection System (DCS 5000)	CT/CI	....	....	....	....	14	....	7	10,297	....	....	....	....	....	....	....	....	10,297
Tactical Operations Support	CT/CI	....	....	....	....	13	6	7	4,956	....	....	....	....	....	....	....	....	4,956
Prevention of IT Obsolescence	CT/CI	....	....	....	906	....	....	....	1,951	....	....	....	1,792	....	....	....	351	5,000
Render Safe Mission	CT/CI	....	....	....	....	8	3	4	9,865	1	....	1	1,182	....	....	....	....	11,047
Terrorist Screening Center	Intelligence	14	1	7	1,342	....	....	....	....	....	....	....	....	....	....	....	....	1,342
Central Records Complex	CT/CI	....	....	....	725	....	....	....	1,561	....	....	....	1,433	....	....	....	281	4,000
CIO Management	CT/CI	....	....	....	1,360	....	....	....	2,927	....	....	....	2,687	....	....	....	526	7,500
Interoperability	CJS	....	....	....	100	....	....	....	330	....	....	....	20	....	....	....	9,550	10,000
Next Generation Identification	CJS	....	....	....	250	....	....	....	825	....	....	....	50	....	....	....	23,875	25,000
Regional Data Exchange (R-DEx)	CJS	....	....	....	50	....	....	....	165	....	....	....	10	....	....	....	4,775	5,000
Open Source Initiatives	Intelligence	3	....	1	375	....	....	....	....	....	....	....	....	....	....	....	....	375
National Virtual Translation Center (NVTC)	Intelligence	3	....	2	3,450	....	....	....	....	....	....	....	....	....	....	....	....	3,450
<b>Total Program Increases</b>		<b>208</b>	<b>12</b>	<b>105</b>	<b>69,746</b>	<b>495</b>	<b>218</b>	<b>247</b>	<b>\$159,816</b>	<b>18</b>	<b>1</b>	<b>10</b>	<b>\$35,808</b>	<b>1</b>	<b>....</b>	<b>....</b>	<b>\$49,632</b>	<b>\$315,003</b>

Program Offsets	Location of Description by Decision Unit	Intelligence				CT/CI				CEFC				CJS				Total Offsets
		Pos.	Agt./Atty.	FTE	Amount	Pos.	Agt./Atty.	FTE	Amount	Pos.	Agt./Atty.	FTE	Amount	Pos.	Agt./Atty.	FTE	Amount	
NCTC Lanes in the Road Study	CT/CI	....	....	....	....	(8)	....	(8)	(1,160)	....	....	....	....	....	....	....	....	(1,160)
Realignment of Agents from Criminal to Counterterrorism	CEFC	....	....	....	....	100	100	100	14,900	(100)	(100)	(100)	(14,900)	....	....	....	....	....
<b>Total Offsets</b>		<b>....</b>	<b>....</b>	<b>....</b>	<b>\$0</b>	<b>92</b>	<b>100</b>	<b>92</b>	<b>\$13,740</b>	<b>(0)</b>	<b>(0)</b>	<b>(0)</b>	<b>(\$14,900)</b>	<b>....</b>	<b>....</b>	<b>....</b>	<b>\$0</b>	<b>(\$1,160)</b>

D: Resources by DOJ Strategic Goal and Strategic Objective

**Resources by Department of Justice Strategic Goal/Objective**  
**Federal Bureau of Investigation**  
**Salaries & Expenses**  
(Dollars in Thousands)

Strategic Goal and Strategic Objective	2006 Enacted w/Rescissions and Supplementals		2007 Estimate		2008 Current Services		2008				2008 Request	
	Direct Reimb. Other FTE	Direct Amount \$000s	Direct Reimb. Other FTE	Direct Amount \$000s	Direct Reimb. Other FTE	Direct Amount \$000s	Increases		Offsets		Direct Reimb. Other FTE	Direct Amount \$000s
							Direct Reimb. Other FTE	Direct Amount \$000s	Direct Reimb. Other FTE	Direct Amount \$000s		
<b>Goal 1: Prevent Terrorism and Promote the Nation's Security</b>												
1.1/1.2 Counterterrorism	9,088	\$ 2,214,828	9,766	\$ 2,178,074	8,815	\$ 2,237,608	226	157,570	92	\$ 13,740	9,133	\$ 2,408,918
1.3: Counterintelligence	6,946	1,173,294	7,234	1,219,444	6,777	1,275,575	126	71,992	-	-	6,903	1,347,568
<b>Subtotal, Goal 1</b>	<b>16,034</b>	<b>3,388,122</b>	<b>17,000</b>	<b>3,397,518</b>	<b>15,592</b>	<b>3,513,183</b>	<b>352</b>	<b>229,562</b>	<b>92</b>	<b>13,740</b>	<b>16,036</b>	<b>3,756,485</b>
<b>Goal 2: Enforce Federal Laws and Represent the Rights and Interests of the American People</b>												
2.1 Violent Crime	6,972	1,108,381	6,583	1,049,748	5,594	1,086,938	3	18,071	(91)	(13,549)	5,506	1,091,460
2.2: Drugs	1,309	141,113	1,266	135,562	1,664	144,405	-	-	(9)	(1,351)	1,655	143,054
2.3: White Collar Crime	5,620	790,890	5,577	813,034	5,154	829,089	7	17,738	-	-	5,161	846,827
2.4: Civil Rights/Exploitation Crimes	309	47,173	306	47,517	272	49,484	-	-	-	-	272	49,484
<b>Subtotal, Goal 2</b>	<b>14,210</b>	<b>2,087,557</b>	<b>13,732</b>	<b>2,045,860</b>	<b>12,684</b>	<b>2,109,916</b>	<b>10</b>	<b>35,809</b>	<b>(100)</b>	<b>(14,900)</b>	<b>12,594</b>	<b>2,130,825</b>
<b>Goal 3: Assist State, Local, and Tribal Efforts to Prevent or Reduce Crime and Violence</b>												
3.1: Crime Fighting and Criminal Justice System	2,913	285,591	3,131	406,110	2,925	413,008	-	49,632	-	-	2,925	462,640
3.2: Drug Prevention and Treatment	-	-	-	-	-	-	-	-	-	-	-	-
3.3: Crime Victim Services	-	-	-	-	-	-	-	-	-	-	-	-
<b>Subtotal, Goal 3</b>	<b>2,913</b>	<b>285,591</b>	<b>3,131</b>	<b>406,110</b>	<b>2,925</b>	<b>413,008</b>	<b>-</b>	<b>49,632</b>	<b>-</b>	<b>-</b>	<b>2,925</b>	<b>462,640</b>
<b>Goal 4: Ensure the Fair and Efficient Operation of the Federal Justice System</b>												
4.1: Judicial Protection	-	-	-	-	-	-	-	-	-	-	-	-
4.2: Apprehension of Fugitives	-	-	-	-	-	-	-	-	-	-	-	-
4.3: Treatment of Detainees	-	-	-	-	-	-	-	-	-	-	-	-
4.4: Federal Prison System	-	-	-	-	-	-	-	-	-	-	-	-
4.5: Inmate Programs and Services	-	-	-	-	-	-	-	-	-	-	-	-
4.6: Immigration	-	-	-	-	-	-	-	-	-	-	-	-
<b>Subtotal, Goal 4</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>GRAND TOTAL</b>	<b>33,157</b>	<b>\$ 5,761,270</b>	<b>33,863</b>	<b>\$ 5,849,488</b>	<b>31,201</b>	<b>\$ 6,036,107</b>	<b>362</b>	<b>\$ 315,003</b>	<b>(8)</b>	<b>\$ (1,160)</b>	<b>31,555</b>	<b>\$ 6,349,950</b>

## E. Justification for Base Adjustments

### Justification for Base Adjustments Federal Bureau of Investigation

#### Transfers

2008 N-DEx Base Transfer from JIST. This \$13,000,000 transfer represents the realignment of all centrally managed resources for the National Data Exchange (N-DEx) from the Department of Justice (DOJ) Justice Information Sharing Technology (JIST) program to the FBI's Criminal Justice Information Services (CJIS) division in Clarksburg, WV. Resources were formerly provided to CJIS by JIST on a reimbursable basis.

#### Increases

2008 pay raise. This request provides for a proposed 3.0 percent pay raise to be effective in January of 2008. (This percentage is likely to change as the budget formulation process progresses.) This increase includes locality pay adjustments as well as the general pay raise. The amount requested, \$62,879,000, represents the pay amounts for 3/4 of the fiscal year plus appropriate benefits (\$46,940,000 for pay and \$15,939,000 for benefits).

Annualization of 2007 pay raise. This pay annualization represents first quarter amounts (October through December) of the 2007 pay increase of 2.7 percent included in the 2007 House passed bill for Treasury. The amount requested \$21,632,000, represents the pay amounts for 1/4 of the fiscal year plus appropriate benefits (\$16,149,000 for pay and \$5,483,000 for benefits).



Annualization of additional positions approved in 2006 and 2007. This provides for the annualization of 1,359 additional positions appropriated in 2006 and 75 additional positions requested in the 2007 President's budget. Annualization of new positions extends to 3 years to provide for entry level funding in the first year with a 2-year progression to the journeyman level. For 2006 increases, this request includes an increase of \$38,403,000 for full-year payroll costs associated with these additional positions. For 2007, this request includes a decrease of \$5,664,000 for one-time items associated with the increased positions, and an increase of \$5,201,000 for full-year costs associated with these additional positions, for a net decrease of \$463,000.

	2006 Increases (\$000)	Annualization Required for 2008 (\$000)	2007 Increases (\$000)	Annualization Required for 2008 (\$000)
Annual salary rate of <u>1,359</u> new positions	\$ 81,364	\$ 57,872	...	...
Annual salary rate of <u>75</u> new positions	...	...	3,822	5,456
Less lapse (50 %)	-40,682	-28,936	-1,911	-2728
Net Compensation	\$ 40,682	\$ 28,936	\$ 1,911	2,728
Associated employee benefits	20,243	9,467	972	355
Travel	36,103	...	3,379	122
Transportation of Things	5,390	...	334	(298)
Communications/Utilities	...	...	411	(429)
Printing/Reproduction	3,401	...	249	2
Rent	500	...	...	555
Other Contractual Services:				
25.1 Advisory and Assistance Services	4,549	...	1,000	(1)
25.2 Other Services	150,937	...	151,111	(1074)
25.3 Purchase of Goods and Services from Government Accts.	...	...	...	...
25.4 Operation and Maintenance of Facilities	53,706	...	22,186	...
25.6 Medical Care	...	...	...	...
25.7 Operation and Maintenance of Equipment	1,251	...	52	(46)
Supplies and Materials	8,890	...	538	(14)
Land and Structures	5,125	...	...	...
Equipment	129,118	...	84,991	(2363)
TOTAL COSTS SUBJECT TO ANNUALIZATION	\$ 459,895	\$ 38,403	\$ 267,134	\$ (463)

Changes in Compensable Days. The increase costs of two or more compensable days in FY 2008 compared to FY 2007 is calculated by dividing the FY 2007 estimated personnel compensation \$2,170,704,000 and applicable benefits \$888,307,000 by 260 compensable days. The cost increase of two compensable days is \$24,536,000.

Retirement: Agency retirement contributions increase as employees under CSRS retire and are replaced by FERS employees. Based on OPM government-wide estimates, we project that the FBI workforce will convert from CSRS to FERS at a rate of 3.0 percent per year. The requested increase of \$7,612,000 is necessary to meet our increased retirement obligations as a result of this conversion.

Health Insurance: Effective January 2006, the FBI's contribution to Federal employees health insurance premiums increased by 5.8 percent. Applied against the 2007 estimate of \$175,014,000, the additional amount required is \$10,203,000.

Employees Compensation Fund. The \$2,602,000 increase reflects payments to the Department of Labor for injury benefits paid on our behalf in the past year under the Federal Employee Compensation Act. This estimate is based on the first quarter of prior year billing and current year estimates.

General Services Administration (GSA) Rent. GSA will continue to charge rental rates that approximate those charged to commercial tenants for equivalent space and related services. The requested increase of \$50,272,000 is required to meet our commitment to GSA.

Moves (Lease Expirations). GSA requires all agencies to pay relocation costs associated with lease expirations. This request provides for the costs associated with new office relocations caused by the expiration of leases in FY 2008. Funding of \$3,770,000 is required for this account.

DHS Security Charges. The Department of Homeland Security (DHS) will continue to charge Basic Security and Building Specific Security. The requested increase of \$366,000 is required to meet our commitment to DHS, and cost estimates were developed by DHS.

International Cooperative Administrative Support Services (ICASS). Under the ICASS, an annual charge is made by the Department of State for administrative support based on the overseas staff of each federal agency. This request is based on the initial \$1,200,000 billing for post invoices and other ICASS costs.

Overseas Capital Security Cost Sharing. The Department of State (DOS) has embarked on a 14-year, \$17.5 billion embassy construction program financed through a Capital Security Cost Sharing (CBCS) Program in which each agency contributes funding based on the number of positions that are authorized for overseas personnel. DOS and the Office of Management and Budget (OMB) established per capita charges, by position type (CAA, non-CAA, etc.), which reflect the costs of construction of the various types of space. The per capita charge is fixed and is being phased in over a five-year period, from FY 2005 (20%) to FY 2009 (100%). Funding of \$4,039,000 is requested for this account.

Decreases

Unfunded Positions and FTE Reductions. Over the past several years, the Department has been unable to fund positions and FTE at the authorized levels because of enacted recessions, pay raise absorptions, and other mandatory cost increases. The Department is eliminating these unfunded positions and FTE in FY 2008, including 2,700 positions and 2,700 FTE for the Federal Bureau of Investigation.

**Non-recurrals of FY 2007 Enhancements:**

Intelligence Infrastructure Requirements. Of the \$15,078,000 nonpersonnel requested for Intelligence Infrastructure Requirements, a total of \$4,528,000 nonrecurs.

Intelligence Operations and Production. Of the \$8,464,000 nonpersonnel requested for Intelligence Operations and Production, a total of \$3,692,000 nonrecurs.

Intelligence Resources and Authorities - LEO. Of the \$6,666,000 nonpersonnel requested for Intelligence Resources and Authorities - LEO, a total of \$72,000 nonrecurs.

Field and HQ Infrastructure - HQ Annex. Of the \$13,799,000 nonpersonnel requested for Field and HQ Infrastructure - HQ Annex, a total of \$9,841,000 nonrecurs.

CT Response Capabilities. Of the \$24,284,000 nonpersonnel requested for CT Response Capabilities, a total of \$12,798,000 nonrecurs.

Sentinel. Of the \$100,000,000 nonpersonnel requested for Sentinel, a total of \$20,000,000 nonrecurs.

IT Infrastructure. Of the \$9,856,000 nonpersonnel requested for IT Infrastructure, a total of \$2,454,000 nonrecurs.

IT Management. Of the \$2,499,000 nonpersonnel requested for IT Management, a total of \$47,000 nonrecurs.

F: Crosswalk of 2006 Availability

Crosswalk of 2006 Availability  
 Federal Bureau of Investigation  
 Salaries and Expenses  
 (Dollars in Thousands)

Decision Unit	FY 2006 Enacted Without Rescissions			Rescissions			Supplementals			Reprogrammings / Transfers			Carryover/ Recoveries			2006 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
Intelligence	5,530	5,130	1,143,463			(19,396)			20,955						17,581	5,530	5,130	19,140
Counterterrorism/Counterintelligence	11,149	10,769	2,189,796			(37,135)			90,845			929	114,000		35,269	11,149	11,698	1,346,442
Criminal Enterprises and Federal Crimes	12,595	12,377	2,107,229			(36,063)			16,650			(929)	(114,000)		33,316	12,595	(929)	2,089,699
Criminal Justice Services	2,082	2,093	288,249			(4,873)			2,250						5,573		12,377	2,110,179
<b>Total</b>	<b>31,356</b>	<b>30,369</b>	<b>\$5,728,737</b>	<b>----</b>	<b>----</b>	<b>(97,467)</b>	<b>----</b>	<b>----</b>	<b>\$130,700</b>	<b>----</b>	<b>----</b>	<b>\$0</b>	<b>----</b>	<b>----</b>	<b>\$91,739</b>	<b>29,274</b>	<b>28,276</b>	<b>\$5,565,460</b>
Reimbursable FTE		2,788																2,788
Total FTE		33,157																33,157
Other FTE																		
LEAP		2,993																2,993
Overtime		486																486
Total Compensable FTE		36,636																36,636

Enacted Rescissions. Funds rescinded as required by the Department of Justice Appropriations Act, 2006 (P.L. 109-108) and the Department of Defense Appropriations Act, 2006 (P.L. 109-148).

Reprogrammings. The reprogramming of 929 positions and \$113,860,000 from CEFC to address CT/CI investigations workload, reflects the August 7, 2006 reprogramming notification.

G: Crosswalk of 2007 Availability

Crosswalk of 2007 Availability  
Federal Bureau of Investigation  
Salaries and Expenses  
(Dollars in Thousands)

Decision Unit	2007 Estimate			Rescissions			Reprogrammings / Transfers			Unobligated Balances Carried Forward / Recoveries			2007 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
Intelligence	5,601	5,420	1,124,714	....	....	....	....	....	....	19,118	5,601	5,420	1,143,832		
Counterterrorism/Counterintelligence	11,404	11,312	2,272,804	....	....	....	....	....	....	40,816	11,404	11,312	2,313,620		
Criminal Enterprises and Federal Crimes	12,049	11,970	2,045,860	....	....	....	....	....	....	33,997	12,049	11,970	2,079,857		
Criminal Justice Services	2,305	2,310	406,110	....	....	....	....	....	....	7,381	2,305	2,310	413,491		
Unobligated Balance Rescission															
<b>TOTAL</b>	<b>31,359</b>	<b>31,012</b>	<b>5,849,488</b>	....	....	<b>\$0</b>	....	....	<b>\$0</b>	<b>\$101,312</b>	<b>31,359</b>	<b>31,012</b>	<b>5,950,800</b>		
Reimbursable FTE		2,851												2,851	
Total FTE		33,863												33,863	
Other FTE															
LEAP		3,033												3,033	
Overtime		496												496	
Total Compensable FTE		37,392												37,392	

Unobligated Balances. The FBI carried forward \$101,312,000 from funds provided in FY 2006 for the Salaries and Expenses Account.

**H: Summary of Reimbursable Resources**

**Summary of Reimbursable Resources**  
**Federal Bureau of Investigation**  
**Salaries and Expenses**  
(Dollars in Thousands)

Collections by Source	2006 Enacted			2007 Planned			2008 Request			Increase/Decrease		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
Interagency Crime Drug Enforcement (ICDE)	899	895	128,933	899	899	136,945	899	899	140,232	....	....	3,287
Asset Forfeiture Fund	....	....	39,339	....	....	40,165	....	....	41,129	....	....	964
Fingerprint Identification User Fee	801	692	183,646	801	692	187,505	801	692	192,005	....	....	4,500
Drug Enforcement	5	5	291	5	5	297	5	5	304	....	....	7
Name Check Program	125	125	12,421	125	125	12,681	125	125	12,985	....	....	304
Background Investigations	112	112	6,199	112	112	6,330	112	112	6,482	....	....	152
Health Care Fraud (HCF)*	775	775	114,000	760	760	114,000	760	760	114,000	....	....	....
Loan of Personnel	41	41	279	41	41	285	41	41	292	....	....	7
FBI/DEA Co-Location at FBI Academy	23	23	4,709	23	23	4,808	23	23	4,923	....	....	115
State Department	....	....	7,177	....	....	7,328	....	....	7,504	....	....	176
Department of Justice	....	....	57,406	....	....	58,611	....	....	60,018	....	....	1,407
Victim Witness Program	117	117	8,918	117	117	9,105	117	117	9,324	....	....	219
Narrowband Radio Communications	....	....	32,660	....	....	33,345	....	....	34,145	....	....	800
National Counterterrorism Center (NCTC)	....	....	....	74	74	6,660	74	74	6,820	....	....	160
All Other (Reimbursable Year Only)	3	3	178,700	3	3	182,450	3	3	186,829	....	....	4,379
Victim Witness Program (No Year)	....	....	143	....	....	145	....	....	148	....	....	3
Working Capital Fund (NY)	....	....	365	....	....	371	....	....	380	....	....	9
AG's CT Fund (NY)	....	....	....	....	....	....	....	....	....	....	....	....
Trilogy (NY)	....	....	16	....	....	16	....	....	16	....	....	0
Office of Justice Programs (NY)	....	....	550	....	....	562	....	....	575	....	....	13
Telecommunications (NY)	....	....	9,710	....	....	9,911	....	....	10,149	....	....	238
State Department (NY)	....	....	153	....	....	157	....	....	161	....	....	4
Department of Justice (NY)	....	....	....	....	....	....	....	....	....	....	....	....
High Intensity Drug Trafficking Area (NY)	....	....	....	....	....	....	....	....	....	....	....	....
All Other (NY)	....	....	219	....	....	221	....	....	226	....	....	5
<b>Budgetary Resources:</b>	<b>2,901</b>	<b>2,788</b>	<b>\$785,834</b>	<b>2,960</b>	<b>2,851</b>	<b>\$811,898</b>	<b>2,960</b>	<b>2,851</b>	<b>\$828,648</b>	<b>....</b>	<b>....</b>	<b>\$16,750</b>

\* Due to the recent passage of the Tax Relief and Health Care Act of 2006 (P.L. 109-432), the FY 2007 and 2008 HCF amounts may change.

Obligations by Program	2006 Enacted			2007 Planned			2008 Request			Increase/Decrease		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
Intelligence	49	49	\$107,998	49	49	\$110,265	49	49	\$112,911	....	....	\$2,646
CT/CI	218	215	147,381	292	289	157,128	292	289	160,899	....	....	3,771
Criminal Enterprises/Federal Crime	1,845	1,840	344,289	1,830	1,829	354,427	1,830	1,829	360,197	....	....	5,770
Criminal Justice Services	789	684	186,166	789	684	190,078	789	684	194,640	....	....	4,562
<b>Budgetary Resources:</b>	<b>2,901</b>	<b>2,788</b>	<b>\$785,834</b>	<b>2,960</b>	<b>2,851</b>	<b>\$811,898</b>	<b>2,960</b>	<b>2,851</b>	<b>\$828,648</b>	<b>....</b>	<b>....</b>	<b>\$16,750</b>

**Justification of Increase/Decrease:**

Increases were calculated using the Department of Justice inflation factor of 2.4 percent for FY 2008.

**I: Detail of Permanent Positions by Category**

**Detail of Permanent Positions by Category**  
Federal Bureau of Investigation  
Salaries and Expenses

Category	2006 Enacted with Rescissions		2007 Estimate		2008 Request							
	Total Authorized	Total Reimbursable	Total Authorized	Total Reimbursable	Adj. to Base Increases	Adj. to Base Decreases *	Total ATB	Program Increases	Program Decreases	Total Pr. Changes	Total Authorized	Total Reimbursable
Criminal Investigative Series (1811)	12,212	1,076	12,213	1,076	....	(576)	(576)	231	....	231	11,868	1,076
Intelligence Series (0132)	2,452	122	2,402	122	....	(220)	(220)	121	....	121	2,303	122
Fingerprint Identification (0072)	426	317	426	317	....	(49)	(49)	....	....	....	377	317
Security Specialists (0080)	557	62	557	62	....	(64)	(64)	7	....	7	500	62
Miscellaneous Operations (0001-0099)	692	77	692	77	....	(79)	(79)	....	....	....	613	77
Social Sciences, Economics, & Psychology (0100-0199)	91	....	91	63	....	(10)	(10)	....	....	....	81	63
Personnel Management (0200-0299)	351	9	351	9	....	(40)	(40)	....	....	....	311	9
Clerical and Office Services (0300-0399)	6,091	623	6,105	631	....	(695)	(695)	168	(8)	160	5,570	631
Biological Sciences (0400-0499)	91	6	91	6	....	(10)	(10)	3	....	3	84	6
Accounting and Budget (0500-0599)	472	....	472	....	....	(54)	(54)	....	....	....	418	....
Medical (0600-0699)	48	4	48	4	....	(5)	(5)	....	....	....	42	4
Engineering/Architecture (0800-0899)	696	63	697	63	....	(79)	(79)	54	....	54	672	63
Attorneys (905)	152	....	152	....	....	(17)	(17)	....	....	....	135	....
Paralegals / Other Law (0900-0999)	1,000	3	1,000	3	....	(114)	(114)	....	....	....	886	3
Information & Arts (1000-1099)	704	19	704	19	....	(80)	(80)	2	....	2	626	19
Business & Industry (1100-1199)	422	11	422	11	....	(48)	(48)	....	....	....	374	11
Forensic/Physical Sciences (1300-1399)	164	7	159	7	....	(19)	(19)	19	....	19	159	7
Library (1400-1499)	309	13	301	13	....	(35)	(35)	....	....	....	266	13
Mathematics/Computer Science (1500-1599)	100	1	100	1	....	(11)	(11)	4	....	4	93	1
Equipment/Facilities Services (1600-1699)	28	1	28	1	....	(3)	(3)	....	....	....	25	1
Miscellaneous Inspectors Series (1802)	571	....	571	....	....	(65)	(65)	....	....	....	506	....
Supply Services (2000-2099)	151	1	151	1	....	(17)	(17)	....	....	....	134	1
Information Technology Mgmt (2210)	1,172	....	1,171	14	....	(134)	(134)	15	....	15	1,052	14
Education/Training (1700-1799)	....	....	....	....	....	....	....	....	....	....	....	....
General Investigative (1800-1899)	1,848	446	1,899	420	....	(211)	(211)	98	....	98	1,786	420
Quality Assurance (1900-1999)	28	4	28	4	....	(3)	(3)	....	....	....	25	4
Transportation (2100-2199)	13	1	13	1	....	(1)	(1)	....	....	....	12	1
Motor Vehicle Operations (5703)	26	....	26	....	....	(3)	(3)	....	....	....	23	....
Other Positions	490	35	490	35	....	(56)	(56)	....	....	....	434	35
<b>Total</b>	<b>31,356</b>	<b>2,901</b>	<b>31,359</b>	<b>2,960</b>	<b>....</b>	<b>(2,700)</b>	<b>(2,700)</b>	<b>722</b>	<b>(8)</b>	<b>714</b>	<b>29,373</b>	<b>2,960</b>
<b>Location</b>												
Headquarters (Washington, D.C.)	9,868	1,027	9,820	1,101	....	(845)	(845)	418	(8)	410	9,385	1,101
U.S. Field	21,233	1,874	21,284	1,859	....	(1,833)	(1,833)	304	....	304	19,755	1,859
Foreign Field	255	....	255	....	....	(22)	(22)	....	....	....	233	....
<b>Total</b>	<b>31,356</b>	<b>2,901</b>	<b>31,359</b>	<b>2,960</b>	<b>....</b>	<b>(2,700)</b>	<b>(2,700)</b>	<b>722</b>	<b>(8)</b>	<b>714</b>	<b>29,373</b>	<b>2,960</b>

\*This position breakout is an estimate and is subject to change pending further refinement.

**J: Financial Analysis of Program Changes**

**Financial Analysis of Program Changes**  
 Federal Bureau of Investigation  
 Salaries and Expenses  
 (Dollars in Thousands)

Grades:	Intelligence				Counterterrorism/Counterintelligence				Criminal Enterprises and Federal Crimes				Criminal Justice Services				Program Changes	
	Increase		Offset		Increase		Offset		Increase		Offset		Increase		Offset		Pos.	Amount
	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount		
SES																		
GS-15	3	438															3	438
GS-14	3	363			15	1,432			1	95			1	95			20	1,985
GS-13	4	323															4	323
GS-12					7	571			2	163							9	734
GS-11	1	57			35	1,984			1	57							37	2,098
GS-10	12	800			218	14,528	100	14,900	1	67	(100)	(14,900)					231	15,395
GS-9	39	1,890			55	2,577	(8)	(874)	1	47							87	3,640
GS-8	121	6,501			41	1,934			12	560							174	8,995
GS-7	25	958			124	4,749											149	5,707
GS-5																		
Total positions & annual amount	208	11,330			495	27,775	92	14,026	18	989	(100)	(14,900)	1	95			714	39,315
Lapse (-)	(103)	(5,665)			(248)	(13,888)			(8)	(495)			(1)	(48)			(360)	(20,095)
Other personnel compensation																		
Total FTE & personnel compensation	105	5,665			247	13,888	92	14,026	10	495	(100)	(14,900)		48			354	19,221
Personnel benefits		3,298				5,456		(286)		177				16				8,661
Travel and transportation of persons		5,298				9,286				768				113				15,465
Transportation of things		1,263				2,663				907				9				4,842
GSA rent																		
Communication, rents, and utilities		661				1,814				57				3				2,535
Printing																		
Advisory and assistance services																		
Other services		33,142				42,060				10,550				4,898				90,650
Purchases of goods & services from Government accounts																		
Research and development contracts		1,290				3,069				112				6				4,477
Operation and maintenance of facilities		784				4,304				2,254				2,100				9,442
Operation and maintenance of equipment		318				2,205				495				1,266				4,284
Supplies and materials		2,185				6,838				4,299				2,383				15,705
Equipment		15,118				66,672				14,262				38,509				134,561
Land and Structures		725				1,561				1,433				281				4,000
<b>Total, 2008 program changes requested</b>	<b>105</b>	<b>\$69,747</b>	<b>0</b>	<b>\$0</b>	<b>247</b>	<b>\$159,816</b>	<b>92</b>	<b>\$13,740</b>	<b>10</b>	<b>\$35,809</b>	<b>(100)</b>	<b>(\$14,900)</b>	<b>0</b>	<b>\$49,632</b>	<b>0</b>	<b>\$0</b>	<b>354</b>	<b>\$313,843</b>



**K: Summary of Requirements by Grade**

**Summary of Requirements by Grade**  
Federal Bureau of Investigation  
Salaries and Expenses

Grades and Salary Ranges	2006 Actual Obligations		2007 Estimate		2008 Request		Increase/Decrease	
	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount
Executive Level II	1		1		1			...
SES, \$109,808 - \$152,000	202		202		202			...
GS-15, \$107,521 - 139,774	372		372		372			...
GS-14, \$91,407 - 118,828	1,830		1,831		1,655			(176)
GS-13, \$77,353 - 100,554	7,193		7,193		6,441			(752)
GS-12, \$65,048 - 84,559	2,385		2,385		2,143			(242)
GS-11, \$54,272 - 70,558	4,007		3,958		3,579			(379)
GS-10, 49,397 - 64,213	5,268		5,268		4,945			(323)
GS-9, \$44,856 - 58,318	1,351		1,378		1,326			(52)
GS-8, 40,612 - 52,794	986		986		1,056			70
GS-7, \$36,671 - 47,669	2,651		2,675		2,543			(132)
GS-6, \$33,000 - 42,898	3,214		3,214		3,214			...
GS-5, \$29,604 - 38,487	1,216		1,216		1,216			...
GS-4, \$26,460 - 34,402	110		110		110			...
GS-3, \$23,571 - 30,645	50		50		50			...
GS-2, \$21,602 - 27,182	....		....		....			...
GS-1, \$19,214 - 24,029	....		....		....			...
Ungraded Positions	520		520		520			...
<b>Total, appropriated positions</b>	<b>31,356</b>		<b>31,359</b>		<b>29,373</b>			<b>(1,986)</b>
<b>Average SES Salary</b>		<b>\$ 152,588</b>		<b>\$ 156,098</b>		<b>\$ 159,532</b>		
<b>Average GS Salary</b>		<b>\$ 62,643</b>		<b>\$ 64,084</b>		<b>\$ 65,494</b>		
<b>Average GS Grade</b>		<b>10.3</b>		<b>10.3</b>		<b>10.2</b>		

**L: Summary of Requirements by Object Class**

**Summary of Requirements by Object Class**  
 Federal Bureau of Investigation  
 Salaries and Expenses  
 (Dollars in Thousands)

Object Classes	2006 Actual Obligations		2007 Estimate		2008 Request		Increase/Decrease	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Direct FTE & personnel compensation	26,744	\$ 1,961,547	27,483	\$ 2,162,661	24,735	\$ 2,290,684	(2,748)	\$ 128,023
11.3 Other than full-time permanent	150	13,859	150	8,044	150	8,135	....	91
11.5 Total, Other personnel compensation	3,475	303,589	3,379	298,697	3,465	309,570	86	10,873
<i>Overtime</i>	....	....	....	....	....	....	....	....
<i>Other Compensation</i>	....	....	....	....	....	....	....	....
11.8 Special personal services payments	....	....	....	....	....	....	....	....
<b>Total</b>	<b>30,369</b>	<b>2,278,995</b>	<b>31,012</b>	<b>2,469,402</b>	<b>28,350</b>	<b>2,608,389</b>	<b>(2,662)</b>	<b>138,987</b>
Reimbursable FTE:								
Full-time permanent	2,788		2,851		2,851		...	
Other Object Classes:								
12.0 Personnel benefits		858,404		888,307		950,725		62,418
13.0 Benefits for former personnel		216		359		359		...
21.0 Travel and transportation of persons		148,671		134,728		144,347		9,619
22.0 Transportation of things		13,748		20,111		23,771		3,660
23.1 GSA Rent		349,125		458,360		512,956		54,596
23.2 Rental payments to others		59,525		32,722		32,851		129
23.3 Comm., util., & other misc. charges		134,715		168,409		175,872		7,463
24.0 Printing and reproduction		5,206		3,161		5,343		2,182
25.1 Advisory and assistance services		163,591		106,125		115,249		9,124
25.2 Other services		956,492		859,226		925,333		66,107
25.3 Purchases of goods & services from Government accounts		926		777		777		....
25.4 Operation and maintenance of facilities		126,820		69,455		58,198		(11,257)
25.5 Research and development contracts		26,871		22,539		31,539		9,000
25.7 Operation and maintenance of equipment		41,913		34,329		38,772		4,443
26.0 Supplies and materials		96,331		77,047		93,155		16,108
31.0 Equipment		357,922		503,262		627,145		123,883
32.0 Land & Structures		83,314		609		4,609		4,000
42.0 Insurance claims and indemnities		520		490		490		....
91.0 Unvouchered		....		70		70		....
<b>Total obligations</b>		<b>5,703,306</b>		<b>5,849,488</b>		<b>6,349,950</b>		<b>500,462</b>
Unobligated balance, start of year [-]		5,859,437		...		....		...
Unobligated balance, end of year [+]		532,532		...		....		....
Recoveries of prior year obligations [-]		383,165		....		....		....
<b>Total requirements</b>		<b>5,761,270</b>		<b>5,849,488</b>		<b>6,349,950</b>		<b>500,462</b>
Relation of Obligation to Outlays:								
Total obligations		5,703,306		5,849,488		6,349,950		500,462
Obligated balance, start of year		....		....		....		....
Obligated balance, end of year		....		....		....		....
Recoveries of prior year obligations		....		....		....		....
Outlays		5,703,306		5,849,488		6,349,950		500,462

Note: The FY 2006 figures include direct obligations, balances, and recoveries from expired and unexpired annual accounts, multi-year accounts, no-year accounts, and VCRP.

## **M: Status of Congressionally Requested Studies, Reports, and Evaluations**

### **Federal Bureau of Investigation Salaries and Expenses**

#### **Status of Congressionally Requested Studies, Reports, and Evaluations**

1. Conference Report (H. Rept. 109-272) accompanying the FY 2006 Appropriations Act (P.L. 109-108) requires the FBI to provide the Committees on Appropriations with a report on how additional staffing resources will be allocated based on position type and program to address the highest priority threats.
2. Conference Report (H. Rept. 109-272) accompanying the FY 2006 Appropriations Act (P.L. 109-108) requires the FBI to establish a cyber crime task force in Birmingham, AL.
3. Conference Report (H. Rept. 109-272) accompanying the FY 2006 Appropriations Act (P.L. 109-108) requires the FBI to submit a reorganization proposal regarding the FBI's human resources function.
4. Conference Report (H. Rept. 109-272) accompanying the FY 2006 Appropriations Act (P.L. 109-108) requires the FBI to submit a report to Congress identifying current use of funds submitted by the United States Citizenship and Immigration Services (USCIS) for purposes of background checks and to include in the report a fee review .
5. Conference Report (H. Rept. 109-272) accompanying the FY 2006 Appropriations Act (P.L. 109-108) requires the FBI to submit a report to Committees on Appropriations and Committees on Intelligence on the status of the FBI's Secure Compartmented Information Facility program.
6. Conference Report (H. Rept. 109-272) accompanying the FY 2006 Appropriations Act (P.L. 109-108) requires quarterly reports on the continued transformation of the FBI. Target response is 30 days after the end of each quarter. In consultation with the Department and the FBI, committees agreed quarterly briefings are sufficient to meet the requirement.
7. Conference Report (H. Rept. 109-272) accompanying the FY 2006 Appropriations Act (P.L. 109-108) requires the Department to submit a report on its efforts to share intelligence relating to large, violent gangs with State and local law enforcement officials.
8. Conference Report (H. Rept. 109-272) accompanying the FY 2006 Appropriations Act (P.L. 109-108) requires the Attorney General to submit a report on the actions taken to implement the recommendations of the WMD Commission.