

U.S. Department of Justice  
*Organized Crime Drug Enforcement Task Forces*

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***FY 2018***  
***Interagency Crime and Drug***  
***Enforcement***  
***Congressional Submission***



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# **I. Overview of the Organized Crime Drug Enforcement Task Forces (OCDETF) Program**

## **A. General Overview**

### **1. Budget Summary**

The Organized Crime Drug Enforcement Task Forces (OCDETF) Program directly supports:

- The February 9, 2017 Presidential Executive Order on Enforcing Federal Law with Respect to Transnational Criminal Organizations and Preventing International Trafficking;
- The January 25, 2017 Presidential Executive Order on Enhancing Public Safety in the Interior of the United States

The FY 2018 OCDETF Program Budget Request comprises 2,870 positions, 2,870 FTE, and \$526 million in funding for the Interagency Crime and Drug Enforcement (ICDE) Appropriation, to be used for investigative and prosecutorial costs associated with OCDETF cases. OCDETF cases target high-level criminal drug and money laundering networks as well as priority transnational poly-crime.

Established in 1982, the OCDETF Program has long been the centerpiece of the Department of Justice's long-term intra- and inter-agency drug enforcement strategy. The Program coordinates and channels all elements of federal law enforcement – including components of the Department of Homeland Security (DHS) and the Department of the Treasury – in its efforts against the most powerful and dangerous national and transnational criminal organizations engaged in drug trafficking and money laundering and those organizations primarily responsible for the nation's illegal drug supply. OCDETF is a nationwide Program with the goal to reduce the availability of drugs and the violence, corruption, and other criminal activity associated with the drug trade by disrupting and dismantling the major criminal networks operating in or affecting the United States. OCDETF is also an integral part of the President's Executive Order on Enforcing Federal Law with Respect to Transnational Criminal Organizations and Preventing International Trafficking. The Executive Order recognizes that organized crime is no longer associated exclusively with traditional domestic groups, but is now fully transnational in its origin, composition, and scope and poses unprecedented threats to the United States' national and economic security. These threats include attempts by organized criminals to exploit our energy and other strategic sectors; support terrorists and hostile governments; manipulate our financial, securities, and commodities markets; and engage in other serious criminal activities.

OCDETF's core mission has always involved disruption and dismantlement of drug-centric transnational criminal networks, including several that are also independently priority Transnational Organized Crime (TOC) targets, such as the Sinaloa Cartel. At any given time OCDETF's active case inventory includes hundreds of ongoing investigations linked to the Sinaloa Cartel and other priority targets. For example, fifteen, or 32%, of the 47 criminal organizations comprising the FY 2017 Consolidated Priority Organization Target (CPOT) List are components of the Sinaloa Cartel. Further, although traditional criminal organizations

continue to dominate the international drug trade at all levels, drug income is a source of revenue for some international terrorist groups that are also TOC targets. DEA reports that approximately 38% of the organizations on the Foreign Terrorist Organizations list have possible ties to the drug trade.

The OCDETF Program does not encompass all federal drug enforcement efforts, only the efforts targeting the highest priority organized drug trafficking, money laundering, and recognized transnational criminal organizations. The powerful drug trafficking and money laundering networks targeted by OCDETF over the last thirty years represent one of the greatest threats facing our country and have enormous implications for our national security, economic prosperity, and public safety. Similarly, OCDETF supports investigations and prosecutions against only the highest priority TOC threats that implicate clear, substantial federal interests.

## **2. Introduction**

The strategy of the OCDETF Program employs the enterprise theory of investigation to disrupt and dismantle every component of complex and powerful transnational criminal networks that threaten our national security. OCDETF attacks the highest levels of organized crime, including the transnational, national, and regional criminal organizations most responsible for the illegal drug supply in the United States and the diversion of licit drugs. These organizations include the international supply sources, their international and domestic transportation organizations, their regional and local distribution networks, their money launderers and financial infrastructure, and their violent enforcers. Additionally, beginning in FY 2009, OCDETF has supported strategic initiatives addressing the highest priority TOC targets through the International Organized Crime Intelligence and Operations Center (IOC-2).

OCDETF has long recognized that no single law enforcement entity is in a position to disrupt and dismantle sophisticated criminal organizations alone. OCDETF combines the resources and expertise of its seven federal agency members — the Drug Enforcement Administration (DEA); the Federal Bureau of Investigation (FBI); the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF); the U.S. Marshals Service (USMS); the Internal Revenue Service, Criminal Investigation Division (IRS); the Homeland Security Investigations/Immigration and Customs Enforcement (ICE); and the U.S. Coast Guard (USCG) — in cooperation with the Department of Justice's Criminal Division, the 93 U.S. Attorneys' Offices, and state and local law enforcement, to identify, disrupt, and dismantle the drug trafficking and money laundering organizations most responsible for the Nation's supply of illegal drugs and the associated violence. Similarly, the Executive Order on Transnational Organized Crime recognizes the need for a true multi-agency platform — a merged and badgeless organization that combines the resources and interests of all critical law enforcement partners, the time-tested model OCDETF has been using to disrupt and dismantle transnational drug-focused criminal organizations for more than thirty years. The OCDETF structure of national, regional, and district coordination groups and operational task forces lends itself particularly well to support the TOC interagency partners and help federal law enforcement in prioritizing and targeting the TOC figures and organizations that pose the greatest threat to the United States, take appropriate actions, and effectively coordinate investigations and prosecutions across multiple jurisdictions.

The OCDETF Program focuses participants on the mission of attacking high-level organizations through coordinated, nationwide investigations. OCDETF manages the annual formulation of the Attorney General's Consolidated Priority Organization Target (CPOT) List, which is a multi-agency target list of the "command and control" elements of the most prolific international drug trafficking and money laundering organizations affecting the United States. OCDETF also requires its participants to identify major Regional Priority Organization Targets (RPOTs). Program resources are allocated, in part, on the basis of how successfully Program participants focus their efforts on the CPOTs and RPOTs and address the most significant and emerging drug threats. Finally, OCDETF works with its component agencies and representatives of the TOC interagency to target the highest priority recognized transnational criminal organizations, such as those on the multi-agency Top International Criminal Organization Target List. The nature of the OCDETF Program, including its focus on the highest priority targets both nationally and internationally, ensures that scarce law enforcement resources are used for the greatest impact on the criminal organizations that pose the greatest threat to the United States.

### **3. Issues, Outcomes and Strategies**

Since FY 2002, OCDETF's budget requests have aimed at strategically reducing the nation's drug supply and the violence that accompanies organized drug trafficking, as well as maximizing the Program's performance. OCDETF continually seeks to balance investigative resources with prosecutorial resources. Specifically, OCDETF focuses on ensuring that the OCDETF member agencies continue to develop intelligence-driven strategies and initiatives that identify entire drug trafficking networks, which includes the financial infrastructure of such networks and the channels through which they obtain their weapons, and that OCDETF member agencies launch coordinated efforts designed to disrupt and dismantle every component of drug trafficking networks worldwide.

Providing resources to the OCDETF Program ensures that resources will be focused on the highest priority drug trafficking, money laundering, and transnational organized crime targets, while leveraging the expertise and existing resources of OCDETF's member agencies from the Departments of Justice, Homeland Security, and Treasury. The disruption and dismantlement of drug trafficking networks operating regionally, nationally, and internationally is a critical component of the drug supply reduction effort and of the Department's efforts to enhance public safety and national security.

OCDETF continues to focus on disrupting and dismantling transnational drug trafficking organizations and denying drug traffickers their profits by using intelligence-driven counter-drug operations through the OCDETF Fusion Center (OFC) and through the following 12 OCDETF Co-Located Strike Forces/Southwest Border:

- Arizona (including Phoenix and Tucson);
- Atlanta;
- Boston;
- Chicago;
- Denver;
- El Paso (including southern New Mexico);

- Los Angeles;
- New York;
- Puerto Rico (Caribbean Corridor Strike Force);
- San Diego;
- South Texas (including Houston, Laredo, McAllen, and San Antonio); and
- Tampa (Panama Express).

OCDETF's focus is designed to enable its member agencies to achieve the public safety and national security objectives of the Department's *Strategic Plan* and the Executive Orders. These objectives are to:

- Enhance intelligence and information sharing capabilities and processes associated with air and maritime domains and with the U.S. borders;
- Interdict drugs, drug proceeds, and associated instruments of violence, in the air and maritime domains, at the ports of entry, and between the ports of entry along the borders;
- Ensure the prosecution of all significant drug trafficking, money laundering, bulk currency, and weapons trafficking/smuggling cases;
- Disrupt and dismantle drug trafficking organizations operating along the borders;
- Enhance counterdrug technologies for drug detection and interdiction along the borders;
- Enhance U.S. – Mexico cooperation regarding joint counterdrug efforts along the Southwest Border;
- Enhance counterdrug efforts and cooperation with tribal governments along the Northern Border;
- Substantially reduce the level of drug related violent crime in Puerto Rico and the U.S. Virgin Islands;
- Strengthen communities and reduce the demand for drugs;
- Increase the security of U.S. citizens along the Southwest Border and throughout the country;
- Reduce the flow of contraband, primarily drugs, entering the United States; and
- Reduce the flow of weapons and illegal cash into Mexico.

To achieve outcomes, the Program fosters coordinated, nationwide investigations and prosecutions that inflict maximum damage on the cartels by incapacitating, through incarceration, large segments of cartel leadership, as well as subordinate cartel members and facilitators, while simultaneously destroying the financial infrastructure of the cartels through seizure and forfeiture of cartel assets. The Department's *Strategic Plan* and the TOC Executive Order specifically embrace the OCDETF model to achieve their comprehensive, proactive goals.

#### **4. OCDETF Program Costs**

OCDETF's budget request includes funding to reimburse participating OCDETF agencies from the Department of Justice. Funding for OCDETF participation by non-Justice agencies is sought in the budget requests of their respective Departments.



The Decision Units are structured to reflect Investigations and Prosecutions. The administrative program support provided by the OCDETF Executive Office is pro-rated between those two Decision Units, based upon the percentage of total appropriated OCDETF Program funding attributable to the member agencies within each Decision Unit.

Investigations Decision Unit – This Decision Unit includes the resources that support the investigative activities of the following participating agencies: ATF, DEA, FBI, and USMS. Also included are the resources that support the intelligence activities and the OFC, as well as the investigative activities related to priority TOC strategic initiatives. Investigative activities by ICE, USCG, and IRS in support of the OCDETF Program are funded out of the direct appropriations of their respective Departments – DHS for ICE and USCG and Treasury for IRS.

Investigative expenses reimbursed include: Purchase of Evidence/Payment for Information (PE/PI), mission-related travel, training, operational funding, supplies, electronic surveillance costs, and other equipment costs. Intelligence expenses include: basic and advanced training, software, workstations, desktop and laptop computers, other equipment costs, and mission-related travel.

Prosecutions Decision Unit – This Decision Unit includes the reimbursable prosecution resources situated at the 93 U.S. Attorneys’ Offices around the country (executed through the Executive Office for U.S. Attorneys (EOUSA)) and at the Criminal Division of the Department of Justice (executed through attorneys in the Criminal Division and the OCDETF Executive Office).

Prosecution-related expenses include: case-related travel; training; printing and reproduction of court documents and court instruments; filing and recording fees; reporting and transcripts for deposition, grand jury, and court proceedings; litigation support; litigation graphics; fees for the reproduction of financial records; stenographic/interpreter services; translation expenses for securing foreign evidence and extradition; supplies and materials; and Automated Data Processing (ADP) and other equipment.

## **5. OCDETF Performance Challenges**

The following are examples of some of the most significant performance challenges that OCDETF must confront.

### **External Challenges:**

**National Priorities:** National issues have caused some of the OCDETF member agencies to divert resources to responding to individual instances of criminal activity that are the result of the larger problem.

**Local Government:** State and local law enforcement agencies participate in approximately 90 percent of OCDETF investigations nationwide. Changes in the fiscal posture or policies of state and local governments can have dramatic effects on the capacity of state and local agencies to remain effective law enforcement partners.

In addition, many state and local law enforcement officers serve as reservists and are called away for military duty.

**Globalization:** Issues of criminal justice increasingly transcend national boundaries, requiring the cooperation of foreign governments and involving treaty obligations and other foreign policy concerns. The nature of the relationships between the United States and particular foreign governments can dramatically impact law enforcement's ability to conduct operations against international sources of supply, to freeze and seize foreign assets, to apprehend fugitives in foreign countries, and to extradite defendants to stand trial in the United States.

**Technology:** Criminals are increasingly taking advantage of advances in telecommunications and the widespread use of the Internet, resulting in the creation of new classes of crimes, and new challenges for law enforcement. These technologies enable drug traffickers and money launderers to conduct their unlawful activities in ways that impede the effective use of traditional physical and electronic surveillance techniques, which otherwise are the most powerful means to infiltrate the highest levels of these organizations. Use of the Internet also makes it more difficult for law enforcement to identify the base of operations of certain criminal organizations.

### **Internal Challenges:**

**Resources:** The OCDETF Program continues to review its resource allocations to determine the optimum balance of personnel costs and operational costs that will maximize the performance of the Program.

**High Proportion of Personnel Costs:** Unlike most other federal agencies and components of the Department of Justice, almost all of OCDETF's appropriated funds are distributed through reimbursable agreements with its components to fund personnel costs of OCDETF prosecutors, investigative agents, and their support staff in the field. As a result, OCDETF does not have the option to absorb cuts by making meaningful reductions in non-personnel categories such as rent, operational costs, or non-essential activities.

**Competing Agency Priorities:** OCDETF is a Program comprised of multiple federal agencies from three separate Executive Branch Departments. Each Department and member agency has mandated its own priorities for carrying out its part of the fight against illegal drugs and transnational organized crime. OCDETF member agencies may prefer to fund their drug enforcement and TOC operations with monies from their direct appropriations, which they use at their own discretion. OCDETF must unite those agencies behind one single mission and ensure accountability for Program performance in an environment of competing philosophies and funding priorities in three different Departments. This task is particularly challenging with non-Justice agencies. In order to encourage these agencies to continue their participation in the Program now that they are no longer funded through the DOJ OCDETF

appropriation, OCDETF relies on its proven track record of success, along with the agencies' historical commitment to the OCDETF mission and approach.

**Performance Measurement:** While Program results are not easily measurable, particularly over the span of a single year, it is possible to discern some measures of success. Measuring Program success is complicated by the fact that drug supply reduction and success against organized crime are reflections of a number of factors, including drug seizures, eradication efforts, precursor chemical interdictions, cash and asset seizures, increased border/transportation security, international military operations, social and political forces, climatic changes and even natural disasters.

**Balance of Direct and OCDETF-Funded Resources:** Experienced OCDETF attorneys and agents are necessary to investigate and prosecute large-scale, sophisticated criminal enterprises operating nationally and internationally. However, many OCDETF investigations against major supply organizations originate as non-OCDETF investigations targeting smaller networks and violent offenders. Thus, both direct-funded and OCDETF-funded resources are essential for effective disruption and dismantlement of the highest level targets, and appropriate staffing levels must be maintained in each category.

**Data Collection:** Processes for case tracking, time reporting, and overtime tracking vary from agency to agency and from region to region, resulting in inconsistencies in data and difficulties in monitoring compliance with OCDETF policies, procedures, and guidelines. The different processes can also complicate efforts to develop and monitor standard performance measures. However, OCDETF resolves these inconsistencies and complications as they occur by conducting regular reviews with its member agencies, addressing these data issues and implementing corrective measures.

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## II. Summary of Program Changes

Item Name	Description				Page
		Pos.	FTE	Dollars (\$000)	
Addressing the Impacts of Violence and Illicit Drugs driven by Transnational Criminal Organizations	The OCDETF Program will utilize its \$5.761 million enhancement to address priority issues of the Administration, which include Transnational Organized Crime, emerging threats such as the national opioid epidemic, and violent crime.	0	0	5,761	38

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

#### INTERAGENCY CRIME AND DRUG ENFORCEMENT

For necessary expenses for the identification, investigation, and prosecution of individuals associated with the most significant drug trafficking organizations, transnational organized crime, and [affiliated] money laundering organizations not otherwise provided for, to include inter-governmental agreements with State and local law enforcement agencies engaged in the investigation and prosecution of individuals involved in recognized transnational organized crime and drug trafficking, [\$512,000,000] \$526,000,000, of which \$50,000,000 shall remain available until expended: *Provided*, That any amounts obligated from appropriations under this heading may be used under authorities available to the organizations reimbursed from this appropriation.

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#### IV. Program Activity Justification

##### A. Investigations

<b>Investigations TOTAL</b>	<b>Direct. Pos.</b>	<b>FTE</b>	<b>Dollars \$(000)</b>
2016 Enacted	1,885	1,884	\$356,597
2017 Continuing Resolution	1,885	1,884	\$355,919
Adjustments to Base and Technical Adjustments	(65)	(64)	\$3,423
2018 Current Services	1,820	1,820	\$359,342
2018 Program Increases	0	0	\$5,343
2018 Program Offsets	0	0	0
2018 Request	1,820	1,820	\$364,685
<b>Total Change 2017-2018</b>	<b>(65)</b>	<b>(64)</b>	<b>8,766</b>

<b>[Investigations]-Information Technology Breakout (of Decision Unit Total)</b>	<b>Direct Pos.</b>	<b>Estimate FTE</b>	<b>Amount</b>
2016 Enacted	24	24	15,293
2017 Continuing Resolution	24	24	12,544
Adjustments to Base and Technical Adjustments	0	0	0
2018 Current Services	24	24	12,994
2018 Program Increases	0	0	0
2018 Request	24	24	12,994
<b>Total Change 2017-2018</b>	<b>0</b>	<b>0</b>	<b>0</b>

#### 1. Program Description

The FY 2018 request for the Investigations Activity is 1,820 reimbursable positions, 1,820 FTEs, and \$364,685,000.

OCDETF investigations require the cooperative efforts of OCDETF's various member agencies. OCDETF investigations ensure a mix of skills, experience, and enforcement jurisdiction, which no single agency possesses. The Program's strength is its ability to draw upon the combined skills, expertise, and techniques of each participating agency, both within, and outside of, the Department of Justice (the non-Justice agencies are funded by their own Departments' appropriations). The OCDETF law enforcement agencies that provide investigative and intelligence efforts in OCDETF cases are identified below:

**Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF)** agents focus on major drug traffickers who also have violated laws related to the illegal trafficking and misuse of firearms and explosives. A significant portion of today's violent crime is directly associated with the distribution of drugs by sophisticated organizations. Firearms often serve as a form of payment for drugs. Firearms, explosives, and arson are used as tools by drug organizations for purposes of intimidation, enforcement and retaliation against their own members, rival organizations, law

enforcement, or the community in general. Thus, given the nexus between drugs, firearms, and violent crime, ATF's jurisdiction and expertise make it a well-suited partner in the fight against illegal drugs and violent crime.

**Drug Enforcement Administration (DEA)** is the agency most actively involved in the OCDETF Program, with an average participation rate in investigations that has continually exceeded 80 percent. The agency's vast experience in this field, its knowledge of international drug rings, its relationship with foreign law enforcement entities, and its working relationships with State and local authorities all have made DEA an essential element of the OCDETF Program.

**Federal Bureau of Investigation (FBI)** brings to OCDETF its extensive expertise in the investigation of national gangs, traditional organized crime, criminal enterprises, public corruption and white collar/financial crimes. The FBI uses its skills to gather and analyze intelligence data and undertake sophisticated electronic surveillance. The FBI remains committed to the OCDETF Program and to the goal of targeting major criminal organizations that traffic drugs and their financial infrastructure.

**Internal Revenue Service-Criminal Investigation (IRS)** agents work to dismantle and disrupt major drug-related money laundering organizations by applying their unique financial forensic skills to investigate all aspects of the organizations' illegal activities. The IRS uses the tax code, money laundering statutes, and asset seizure/forfeiture laws to thoroughly investigate the financial operations of targeted organizations. Given the OCDETF Program's concentration on identifying and destroying the financial systems that support the drug trade, and on seizing the assets and profits of major criminal organizations, IRS is a vital participant in the Program.

**Immigration and Customs Enforcement - Homeland Security Investigations (ICE-HSI)** agents contribute valuable financial and drug investigative expertise and intelligence to the OCDETF Program as a direct result of the agency's responsibility for identifying and dismantling vulnerabilities affecting the nation's border. The vast majority of drugs sold in this country are not produced domestically; the drugs themselves, or their essential precursor chemicals, are smuggled across one of our borders and transported for distribution throughout the country. ICE agents have a wide array of Customs and Immigration authorities at their disposal to support the Program, whether it be targeting high-risk vessels, containers, vehicles, or persons for inspection, or using their immigration expertise to ensure the arrest and prosecution of significant alien targets. In addition, ICE personnel are an invaluable asset in regional, national, and international money laundering investigations due to their financial investigative expertise.

**United States Coast Guard (USCG)** includes drug interdiction as one of its primary missions. Although OCDETF does not fund USCG positions, the USCG is the maritime expert for the Program and provides valuable intelligence and guidance on cases with maritime connections. USCG personnel also serve as liaisons with the military services, the Intelligence Community, and the National Narcotics Border Interdiction System.

**United States Marshals Service (USMS)** is the agency responsible for the apprehension of OCDETF fugitives, and it brings unique fugitive tracking and location capabilities to the

OCDETF Program. Fugitives are typically repeat offenders who flee apprehension and continue their criminal enterprises elsewhere. The USMS also has responsibility for the pre-seizure investigation of assets in complex cases. The USMS has entered into a formal agreement with the U.S. Attorneys' Offices to ensure that all major drug trafficking or money laundering cases involving real property, ongoing businesses, out-of-district assets, and anything that is perishable will receive a detailed and timely pre-seizure planning investigation by the USMS.

Other investigative and intelligence resources that support the OCDETF Program are identified below:

**OCDETF Fusion Center (OFC)**, the cornerstone of OCDETF's intelligence efforts, is funded through the ICDE account and overseen by the OCDETF Director. The OFC has significantly enhanced OCDETF's overall capacity to engage in intelligence-driven, coordinated law enforcement, an essential component of the OCDETF Program. The OFC is a unique, comprehensive data center containing all drug and related financial intelligence information from all seven OCDETF-member investigative agencies, and FinCEN, as well as relevant data from many other agencies and partner organizations. The OFC is designed to conduct cross-agency integration and analysis of the data, to create comprehensive, fused intelligence pictures of targeted organizations, including those identified as CPOTs and RPOTs, and to pass actionable leads through the DEA-led, multi-agency Special Operations Division (SOD) to OCDETF participants in the field, including the OCDETF Co-Located Strike Forces/Southwest Border. These leads ultimately result in the development of better-coordinated, more comprehensive, multi-jurisdictional OCDETF investigations of the most significant drug trafficking and money laundering networks.

**International Organized Crime Intelligence and Operations Center (IOC-2)** was established in 2009, using staff obtained by shifting existing resources within the participating agencies, to emulate for TOC the successful models used in OCDETF drug enforcement. In partnership with the OFC and SOD, IOC-2 was able to commence operations quickly and at minimal additional expense. IOC-2 leveraged the already existing tools of the OFC and SOD, while simultaneously benefiting those organizations by expanding the scope of their missions, collection, and agency participation. IOC-2 brought several new federal law enforcement agencies into partnership with the OFC and SOD, and significantly enhanced the scope of contribution of current partners. Having the IOC-2 utilize the resources of both of the existing multi-agency OFC and SOD provides more effective coordination of drug and non-drug aspects of the Government's overall efforts against the highest level transnational criminal organizations.

From its inception, IOC-2 began creating and disseminating to its member agencies important intelligence products that have led to successes in criminal investigations and prosecutions across the country. Additionally, IOC-2 is now regularly involved in de-confliction and case coordination and has hosted case coordination and threat mapping meetings that bring together agents and prosecutors from law enforcement agencies across the United States and abroad. IOC-2 has spearheaded several significant operations targeting the highest priority TOC targets, and has successfully encouraged its member agencies to merge their investigative efforts in a way that was not previously happening.

Funding provided directly to IOC-2 in recent years has helped to lighten the participating agencies' financial load in intelligence collection and case coordination. Additionally, beginning in FY 2015, OCDETF has supported a number of specific strategic initiatives that provide operational funding for TOC agencies' efforts to address the highest priority TOC targets, including the highest priority criminal networks identified by the Threat Mitigation Working Group as posing the greatest national security threat to the United States.

**OCDETF Co-Located Strike Forces** As noted above, OCDETF Co-Located Strike Forces have been established in twelve key locations around the United States, with a heavy focus on the Southwest Border region.

These Co-Located Strike Forces aggressively target the highest-level drug trafficking organizations. They bring a synergy to drug trafficking investigations by combining, side-by-side, the resources and expertise of all of OCDETF's participating investigative agencies, including state and local law enforcement officers and prosecutors. By coordinating their efforts, the participants in these Co-Located Strike Forces eliminate superfluous effort, save valuable resources, and produce some of the largest and most successful cases against national and international level drug trafficking organizations, particularly those organizations operating along and across the Southwest Border.

**State and local law enforcement** agencies participate in approximately 91 percent of all OCDETF investigations. State and local participation significantly expands OCDETF's available resource base and broadens the choice of venue for prosecution. Annually, approximately 1,200 state and local departments nationwide assist in the investigation of OCDETF cases. Currently, OCDETF reimburses state and local agencies for their overtime, travel, and per diem expenses with funds allocated by the Department of Justice Assets Forfeiture Fund. In FY 2016, OCDETF reimbursed state and local agencies \$29 million for their participation in OCDETF investigations and cases.

## B. Prosecutions

<b>Prosecutions TOTAL</b>	<b>Direct. Pos.</b>	<b>FTE</b>	<b>Dollars \$(000)</b>
2016 Enacted	1,050	998	\$155,403
2017 Continuing Resolution	1,050	998	155,108
Adjustments to Base and Technical Adjustments	0	52	5,788
2018 Current Services	1,050	1,050	160,896
2018 Program Increases	0	0	419
2018 Program Offsets	0	0	0
2018 Request	1,050	1,050	161,315
<b>Total Change 2017-2018</b>	<b>0</b>	<b>52</b>	<b>\$6,207</b>

### 1. Program Description

The FY 2018 request for the Prosecution Activity is 1,050 positions, 1,050 FTEs, and \$161,315,000. The agencies that provide investigative support and prosecutorial efforts on OCDETF cases are identified below:

**The United States Attorneys' Offices** are essential to nearly every successful OCDETF investigation and prosecution. This is because the OCDETF model is the formulation of prosecutor-led, multi-agency task forces to conduct intelligence-driven, multi-jurisdictional investigations. OCDETF prosecutors participate in the development of the investigative strategy and provide the necessary legal services and counsel that investigators require. Attorney involvement early in the investigation ensures that prosecutions are well-prepared, comprehensively charged, and expertly handled.

#### **Criminal Division Programs**

**The Office of Enforcement Operations (OEO)** offers direct operational support to U.S. Attorneys' Offices by reviewing all applications for electronic surveillance and by providing guidance to agents and prosecutors on the development of such applications. Prompt, thorough processing of time-sensitive Title III applications is crucial to the success of OCDETF's coordinated, nationwide investigations, of which approximately 45 percent use federal wiretaps.

**Narcotic and Dangerous Drug Section (NDDS)** trial attorneys handle an increasing caseload of multi-regional and international OCDETF cases, working in coordination with U.S. Attorneys' Offices and foreign authorities. OCDETF-funded NDDS attorneys also assist in supporting and coordinating nationwide investigations through their work with SOD. OCDETF does not currently fund any litigating positions at NDDS.

**Money Laundering and Asset Recovery Section (MLARS)** provides critical guidance to the field for the development of financial investigations, which are required in every OCDETF case. MLARS attorneys are skilled in the application of money laundering and other financial statutes to specific types of sophisticated criminal activity, and they are particularly knowledgeable about the means to identify, freeze, seize, and repatriate assets from foreign jurisdictions. In addition,

MLARS partners with OCDETF to administer OCDETF's nationwide financial training program. OCDETF does not currently fund any positions at MLARS.

**Office of International Affairs (OIA)** has become increasingly involved in OCDETF investigations. With OCDETF's particular focus on targeting and dismantling international "command and control" organizations and other international sources of drug supply, OIA is called upon with greater frequency to handle requests under Mutual Legal Assistance Treaties, provisional arrest warrants, and extraditions arising out of OCDETF investigations.

## C. PERFORMANCE, RESOURCES, AND STRATEGIES

### 1. Performance Plan and Report for Outcomes

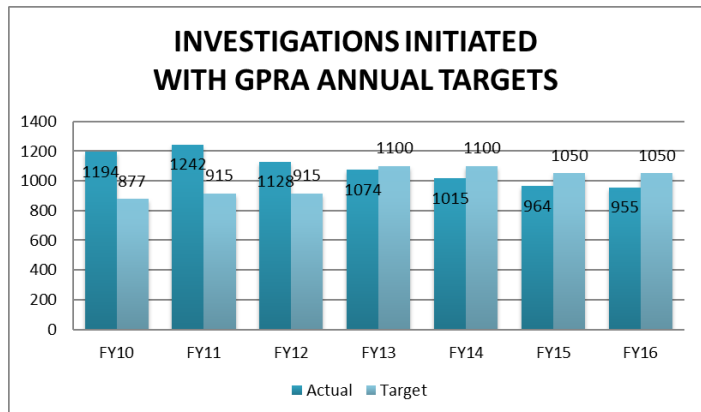
The OCDETF Program’s mission is to identify, investigate, and prosecute the transnational, national, and regional criminal organizations most responsible for the illegal drug supply in the United States, the diversion of pharmaceutical drugs, and the violence associated with the drug trade. These organizations include the international sources of supply of illegal drugs, their international and domestic transportation organizations, their regional and local distribution networks, their money launderers and financial infrastructure, and their violent enforcers. Targeted criminal networks typically engage in multiple forms of organized criminal activity in addition to drug trafficking, such as violence, terrorism, corruption, human smuggling, trafficking in persons, weapons trafficking, complex financial crimes, and other illegal activities that threaten the safety of our society and the security of our nation. OCDETF brings to bear the different authorities and expertise of its multiple component agencies to disrupt and dismantle every component of these criminal networks through the formation of prosecutor-led, multi-agency task forces that conduct intelligence-driven, multi-jurisdiction investigations.

#### **OCDETF Performance Indicators**

OCDETF continues to vigorously pursue the goals laid out in the Department’s Strategic Plan by targeting major drug trafficking organizations in their entirety. OCDETF also remains committed to maintaining accountability for its resources, and the results of that commitment are evident in the following key performance areas:

#### **Significant New Investigations**

The OCDETF Program Guidelines require that OCDETF participants focus Program resources on coordinated, nationwide investigations of major drug trafficking and money laundering organizations. During FY 2016, OCDETF continued its efforts to expand investigations to attack all levels of the supply chain regionally, nationally, and internationally.



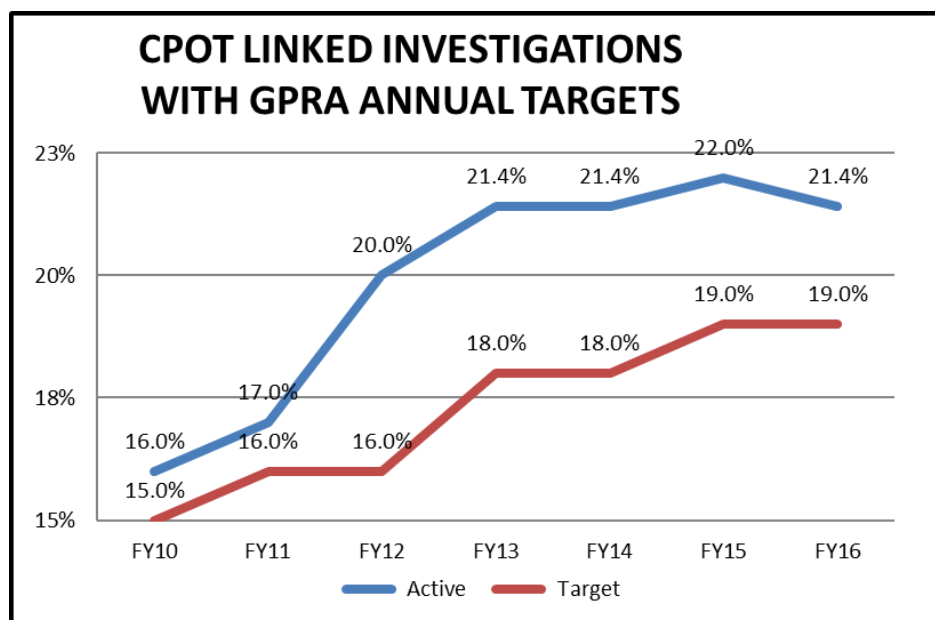
OCDETF participants have been able to initiate approximately 1,000 new cases for several fiscal years in a row, resulting in a substantial target increase in FY 2013. During FY 2016, OCDETF initiated 955 new investigations and continued to maintain an active caseload of nearly 5,000 cases.

OCDETF district and regional coordination groups work to ensure that only those investigations that meet the standards established for OCDETF cases are approved and that the quality of these

new investigations clearly reflects OCDETF’s commitment to pursue the most significant drug trafficking and money laundering organizations. The investigations are broad in scope and employ complex investigative techniques, including financial investigative techniques, and an increasing percentage of cases targeting transnational “command and control” organizations.

Most of the criminal organizations targeted by OCDETF investigations are poly-drug, meaning that they manufacture or distribute more than one type of illegal drug. Principal drugs involved in OCDETF investigations are cocaine, heroin, marijuana and methamphetamine. Similarly, the threat posed by the diversion and abuse of prescription drugs is increasing, largely aided by rapidly increasing distribution of the most addictive drugs, such as prescription pain relievers.

Investigations against Consolidated Priority Organization Targets (CPOTs) and Regional Priority Organization Targets (RPOTs)



The goal of every OCDETF case is to continually work up and across the supply chain to make connections among related organizations nationwide. In particular, OCDETF participants strive to identify links to RPOTs, whose drug trafficking activities have a significant impact on the particular drug threats facing each of the OCDETF Regions and, ultimately, to one of the international “command and control” networks identified as a CPOT.

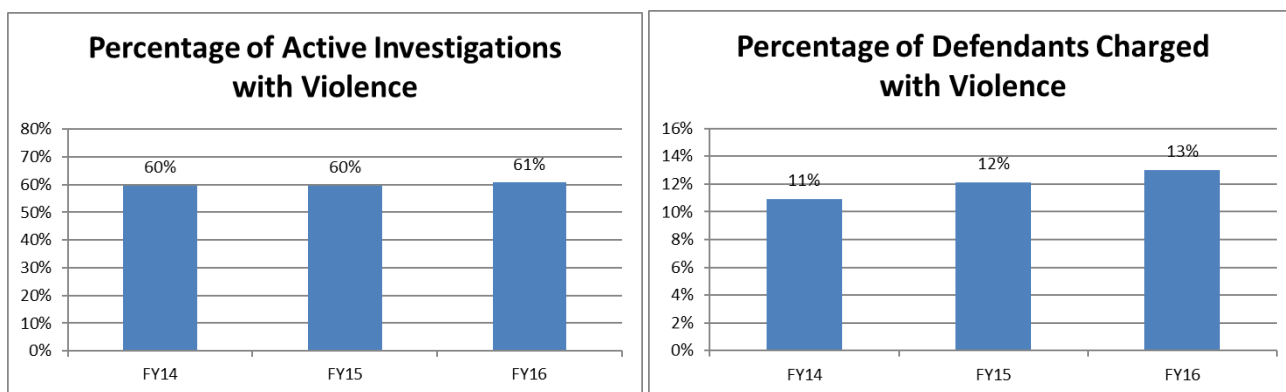
OCDETF’s commitment to pursuing priority targets is evident from the steady increase in the percentage of cases linked to these targets. It is significant to note that by the end of FY 2016, OCDETF’s active CPOT-linked case inventory was 977 investigations, approximately 21 percent of OCDETF’s active case load. Furthermore, 43 percent of the active CPOT-linked investigations are currently out of the Southwest Region.

OCDETF data also demonstrates that OCDETF participants are pursuing these investigations to successful conclusions. Between 2003 and 2016, OCDETF agencies dismantled 78 CPOT targets and severely disrupted the operations of another 53. Additionally, between FY 2003 and FY 2016, OCDETF disrupted or dismantled a total of 3,857 CPOT-linked organizations —



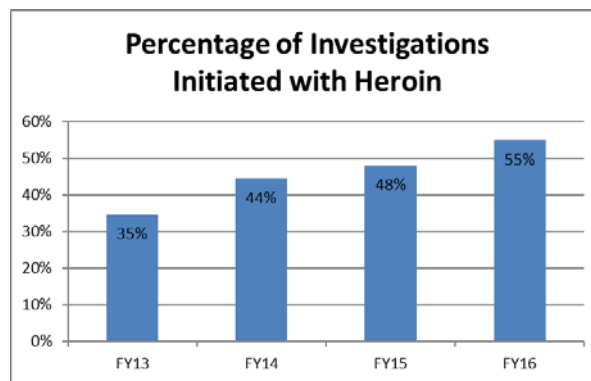
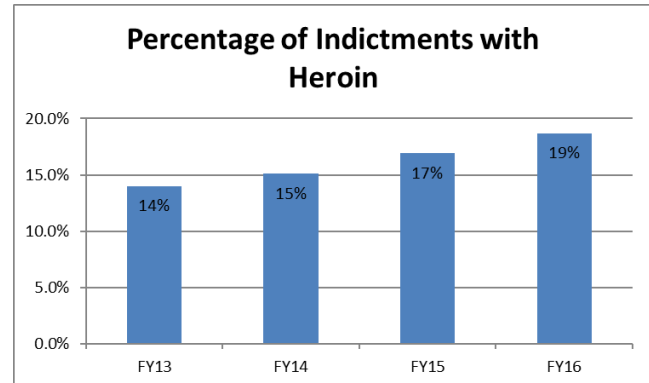
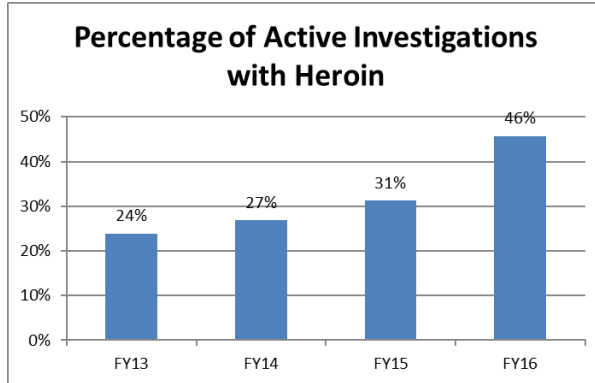
organizations working with or otherwise associated with a CPOT. OCDETF dismantled 115 CPOT-linked organizations in FY 2016, exceeding its target by 7 percent. OCDETF disrupted 153 CPOT-linked organizations in FY 2016, exceeding its target by 29 percent. In FY 2016 OCDETF dismantled or disrupted 268 CPOT-linked drug trafficking organizations. Additionally, the significant enforcement actions of OCDETF agencies against CPOTs themselves have resulted in keeping multi-ton quantities of illegal drugs such as cocaine, heroin, marijuana and methamphetamine from ever entering the United States. OCDETF continues to be vigilant in auditing the quality of its data collection in this important performance area. OCDETF ensures that a thorough review of all cases reported to be linked to CPOTs is conducted to determine the validity of each link, and OCDETF has implemented controls to ensure that all links are properly supported.

Investigations against Violent Criminal Organizations



At the end of FY 2016, approximately 61 percent of active OCDETF investigations targeted criminal organizations engaged in firearms or weapons trafficking, murder, or other violence. Additionally, in FY 2016, OCDETF charged 1,131 defendants – or 13 percent of all defendants charged – with crimes of violence or firearms-related charges, and convicted 635 defendants – or 8 percent of all defendants convicted – on charges involving violence or firearms. OCDETF’s caseload and prosecutions demonstrate its commitment to targeting drug trafficking organizations that engage in criminal activities such as firearms/weapons violations, murder, material support to terrorist groups, or other violent activity. Additionally, eleven (23%) of the current CPOT targets have links to designated terrorist organizations.

## Investigations Involving Heroin



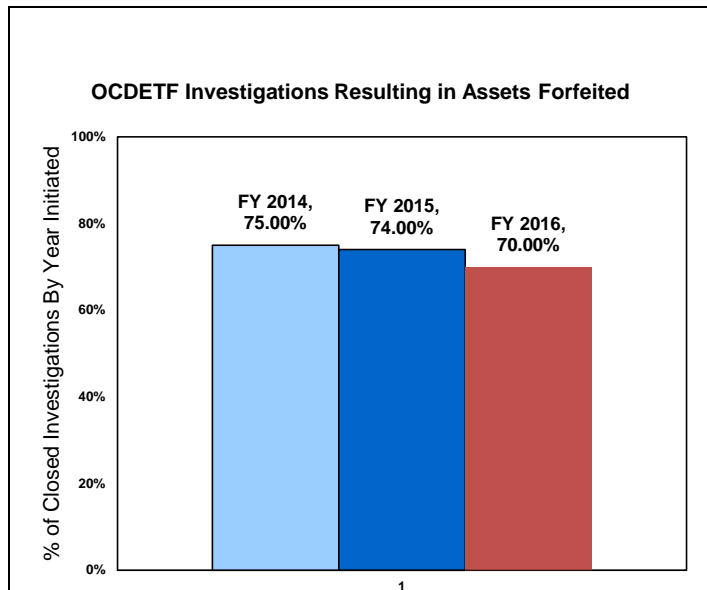
OCDETF data shows an increasing trend of investigations involving heroin, which has recently been on the rise quarterly, and a similar trend in indictments with heroin charges annually. To combat this serious nationwide threat, OCDETF has adjusted its resources to target these investigations in an attempt to reduce the supply.

## Success in Financial Investigations

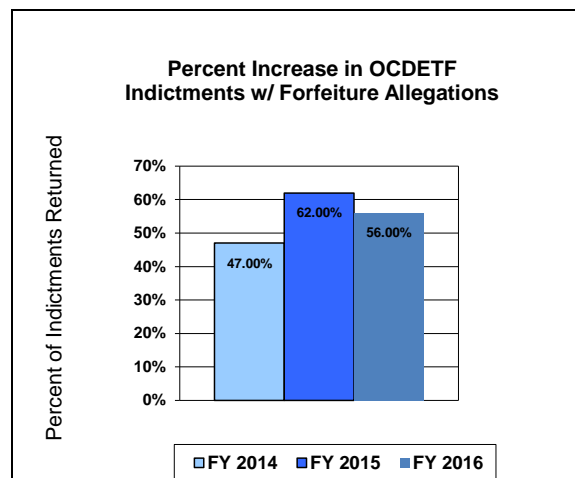
In order to have a significant impact on the financial systems that support the drug trade, OCDETF must be steadfast in charging and convicting those who conduct or facilitate illicit financial activity, and in seizing and forfeiting their assets.

More than 99 percent of OCDETF's active cases have an active financial investigation. This figure represents an all-time high and demonstrates that OCDETF participants are complying with OCDETF mandates that they must pursue financial investigations as an integral part of each drug investigation.

As a result of OCDETF's continuing focus on the importance of financial investigations, a significant percentage of investigations are resulting in the seizure of assets and in charges calling for the forfeiture of assets and proceeds related to illegal drug trafficking activity. The percentage of OCDETF investigations with indictments resulting in assets forfeited was 70 percent in FY 2016. Furthermore, 56 percent of indictments contained forfeiture allegations in FY 2016. In addition, the Assets Forfeiture Fund's Consolidated Asset Tracking System (CATS) report for FY 2016 indicates OCDETF seized approximately \$220 million in cash and property. During the last four fiscal years, FY 2013 – FY 2016, OCDETF investigations have been responsible for the seizure of over \$2.33 billion dollars.



In FY 2016, 12 percent of all OCDETF defendants were charged with financial violations. Additionally, ten percent of OCDETF's convicted defendants were reported convicted of a financial charge. This is consistent with the percentage reported last fiscal year and higher than the eight percent reported at the end of FY 2014. Also, 32 percent of investigations with indictments that were closed in FY 2016 were reported as resulting in defendants convicted of financial violations. Additionally, nine percent of OCDETF's FY 2016 investigation initiations targeted a primary money laundering organization.



Although OCDETF has had many successes in the financial arena, there is still a long way to go. Despite increasing numbers, participating agencies have only seized or forfeited a fraction of the estimated drug proceeds that attract traffickers to the drug trade in the first place. Further, despite continued emphasis on targeting money launderers and facilitators, OCDETF's investigative agents and prosecutors still struggle to find expertise sufficient to fully investigate and dismantle the financial infrastructure of these criminal organizations.

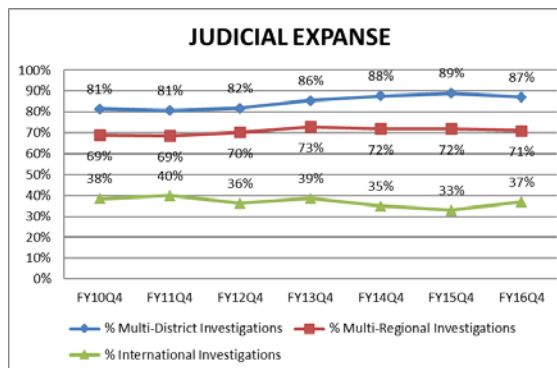
#### Target Leadership-Level Defendants

OCDETF continues to focus on the targeting of leadership-level defendants in its investigations. At the end of FY 2016, approximately 24 percent of prospective defendants targeted in new OCDETF investigations were leaders of their organizations. Furthermore, by the end of FY 2016, 83 percent of OCDETF investigations with indictments that were closed during the year

resulted in the conviction of a leader. Additionally, 12 percent of OCDETF investigations with indictments that were closed during the year resulted in the conviction of a CPOT or an RPOT. By focusing on leadership-level targets, OCDETF is more likely to have a lasting impact against significant organizations and their operations.

### Multi-jurisdictional and International Scope of OCDETF Investigations

One of the primary goals of the OCDETF Program is the development of multi-jurisdictional investigations that simultaneously target and attack the geographically-dispersed components of major trafficking networks. It is only by attacking these networks in their entirety that OCDETF can make a lasting impact on drug trafficking activity and drug supply.



As of the end of FY 2016, 92 percent of all active OCDETF investigations were multi-jurisdictional – that is, the investigations are multi-district, multi-state, multi-regional, or international in scope. This significant percentage clearly demonstrates OCDETF’s focus on targeting major organizations operating outside district boundaries with far reaching connections. OCDETF investigations are frequently international in range and involve transnational criminal organizations. Thirty-eight percent of OCDETF’s investigations are international in scope – those investigations where there is active participation by, and coordination with, a foreign government. These investigations involve more than 100 different foreign law enforcement entities.

Furthermore, all of the current 47 CPOT targets are leaders of the most significant international drug trafficking and money laundering organizations that have the most significant impact on the illegal drug supply in the United States. Twenty-six – or 55% – of these current CPOT targets are based in Mexico. Drugs involved in OCDETF investigations are mostly imported into the United States from other countries. Twenty – or 43% – of these current CPOT targets are involved in heroin trafficking. In FY 2016, 1,605 – or 17 % – of defendants charged in OCDETF investigations are foreign nationals.

### OCDETF Co-Located Strike Forces

OCDETF believes that one of the greatest opportunities for success in achieving Program goals is through the OCDETF Co-Located Strike Forces. These Co-Located Strike Forces best exemplify the effectiveness of the prosecutor-led, multi-agency task forces model in the attack on transnational organized criminal groups. For example, by the end of FY 2016, 39 percent of the OCDETF Strike Forces’ caseload comprised active CPOT-linked investigations, which is nearly double OCDETF’s national average of 21 percent. Similarly, 82 percent of OCDETF Strike Force active cases involve complex investigative techniques, as compared to the national average of 78 percent, and 13 percent of OCDETF Strike Force active cases target primary money laundering organizations, which is also higher than the national average (nine percent).

While there are OCDETF Strike Forces across the United States, they are most heavily focused on the Southwest Border.

## **2. Strategies to Accomplish Outcomes/FY 2017 Budget Request Relationship to Strategies**

### Enhancing OCDETF's Coordinated Pursuit of Entire Organizations

In order to maintain the OCDETF Program's ability to reduce the availability of illegal drugs and illegally diverted licit drugs to our citizens, OCDETF has focused its resources on coordinated, nationwide investigations targeting the entire infrastructure of major drug trafficking criminal organizations. These organizations are extremely complex. Their members traffic in illegal and dangerous drugs, launder illicit proceeds, arm themselves with and traffic in firearms, continue their criminal activities as fugitives, perpetuate violence and participate in terrorist activities. The FY 2018 request provides resources to maintain OCDETF's impact against these significant organizations. In order to truly disrupt and dismantle these criminal enterprises in their entirety, it is critical that OCDETF pursue these organizations at each and every level. This is precisely why the OCDETF Program was established – to combine the resources and expertise of its member agencies, and to exploit their unique investigative capabilities and authorities to achieve the greatest impact from drug law enforcement efforts. Attacking these high-level organizations in their entirety requires the active and coordinated participation of all the OCDETF member agencies, with sufficient resources to support all phases of OCDETF investigations. It also requires that OCDETF member agencies think strategically about ways in which law enforcement may effectively exploit the vulnerabilities of these organizations. The OCDETF model for formation of prosecutor-led, multi-agency task forces conducting coordinated intelligence-driven investigations and prosecutions is the most effective platform from which to attack organized criminal groups.

### Focusing on Intelligence-driven, Strategic Enforcement

OCDETF is determined to attack the infrastructure of major drug trafficking organizations at their most vulnerable points. The most effective method for accomplishing this is through carefully planned and comprehensive strategic initiatives pursued by the OCDETF Regions and the Co-Located Strike Forces.

OCDETF focuses on enhancing the capacity of its participants to undertake intelligence-driven, strategic enforcement initiatives. The OFC was established to integrate and analyze law enforcement investigative data and related financial data with the goal of providing law enforcement with the complete intelligence picture of the major international and domestic trafficking organizations. Leads generated from the OFC direct law enforcement efforts, especially those resources located at the OCDETF Co-Located Strike Forces, against those criminal organizations trafficking drugs and their related components nationwide. Such activities are conducted in a manner that will most effectively disrupt the operations of the major trafficking organizations and will result in their ultimate destruction. The twelve Co-Located Strike Forces, as well as SOD, are in unique positions to take advantage of OFC leads.

### Using the CPOT and RPOT Lists

The Attorney General's CPOT List identifies international "command and control" drug traffickers and money launderers and is compiled through an inter-agency process. The FY 2017 CPOT list currently contains 47 targets, who are the leaders of the most significant drug trafficking organizations around the world that impact the supply of illegal drugs in the United States. The RPOT Lists identify those organizations whose drug trafficking and money laundering activities have a significant impact in a particular OCDETF Region.

The CPOT and RPOT Lists are important management tools for the OCDETF Program. These lists enable the OCDETF Regions and districts to focus enforcement efforts on specific targets that are believed to be primarily responsible for the national and regional drug supply, and to coordinate related nationwide investigations against the CPOT and RPOT organizations. It is through the disruption and dismantlement of these major drug trafficking and money laundering organizations that OCDETF will have its greatest impact on the overall drug supply.

### Permanently Disabling Drug Organizations through Fugitive Apprehension

Simply indicting high-level drug traffickers and money launderers is not enough to ensure the success of the OCDETF Program. In order to permanently disable drug trafficking enterprises, organization members must be brought to justice, and their illegally-obtained assets must be seized and forfeited; otherwise, these traffickers continue to operate their illegal enterprises indefinitely.

OCDETF defendants and fugitives are highly mobile, and they typically have extensive resources and an extended network of associates to assist them in avoiding arrest. Consequently, the longer they remain at large, the more difficult they become to apprehend and prosecute.

### Increasing OCDETF Performance and Accountability

OCDETF is committed to holding its participants accountable for achieving the overall mission and goals of the Program — that is, disrupting and dismantling significant drug, money laundering, and transnational criminal organizations in order to assist in reducing the Nation's illegal drug supply and the diversion of licit drugs, as well as reducing the violence in our communities that is associated with the drug trade. Since May 2003, the OCDETF Executive Office has distributed comprehensive quarterly performance indicator reports to all U.S. Attorneys, OCDETF Lead Task Force Attorneys, and agency managers. These reports have become an essential management tool for field Program managers. The reports track key OCDETF performance indicator data and reporting compliance rates for each judicial district. The OCDETF Director uses this information to conduct district and agency performance reviews, to identify staffing deficits, reallocate existing resources and allocate new resources, and to identify areas for Program improvement.

These performance indicator reports also drive OCDETF's budget requests and enable OCDETF to more effectively tie resource requests to Program accomplishments.

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**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit:** Organized Crime Drug Enforcement Task Force - Investigations

RESOURCES		Target		Actual		Projected		Changes		Requested (Total)	
		FY 2016		FY 2016		FY 2017		Current Services Adjustments and FY 2018 Program Change		FY 2018 Request	
<b>Workload</b>											
Number of new OCDETF investigations initiated		1,050		955		975		0		975	
Number of active/judicial pending OCDETF investigations		4,850		4,573		4,600		0		4,600	
<b>Total Costs and FTE</b> (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		2,882	512,000	2,882	512,000	2,882	511,027	(12)	14,973	2,870	526,000
TYPE	PERFORMANCE 1/, 2/	FY 2016		FY 2016		FY 2017 Request		Current Services Adjustments and FY 2018 Program Change		FY 2018 Request	
Program Activity		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
	Investigations	1,884	356,597	1,884	356,597	1,884	355,919	(64)	8,766	1,820	364,685
Performance Measure	A. Percent of active OCDETF investigations linked to CPOT 3/	19%		21%		19%		1%		20%	
	B. Percent of active OCDETF investigations linked to RPOT 4/	16%		16%		16%		0%		16%	
	C. Percent of active investigations involving SOD coordination	33%		27%		28%		0%		28%	
	D. Percent of active investigations utilizing complex investigative techniques	76%		78%		n/a Discontinued		0%		n/a Discontinued	
	E. Percent active multi-regional / international investigations (new measure)	80%		82%		80%		0%		80%	
	F. Percent active investigations involving violence (new measure)	60%		61%		61%		0%		61%	

Note: While participation by non-justice components is no longer funded through the Justice Appropriation, performance targets are calculated taking into account expected resources dedicated to OCDETF by the non-Justice components.

1/ Because OCDETF remains one of the highest of priorities for OCDETF participating agencies, it has been able to maintain many of its performance measure projections in spite of budget reductions. However, if OCDETF suffers further funding reductions it will likely be forced to reduce more of its performance measure projections in the future.

2/ Performance measures for transnational organized crime investigations are presently being developed.

3/ The Department's Drug Enforcement Task Force strategy calls on federal law enforcement agencies to collaboratively develop a unified national list of drug organization targets, which is known as the Consolidated Priority Organization Targets (CPOT) List. There were 37 CPOT targets in FY 2016, including heads of drug and/or money laundering organizations, poly-drug traffickers, clandestine manufacturers and producers, and major drug transporters. These targets are believed to be primarily responsible for the domestic drug supply.

4/ OCDETF regions are required to develop and maintain a list of Regional Priority Organization Targets (RPOTs) -- individuals and organizations whose drug trafficking and/or money laundering activities have a significant impact in the region. The RPOT Lists, similar to the CPOT List, enable OCDETF regions and districts to focus enforcement on specific targets believed to be primarily responsible for the regional drug threat. OCDETF has directed the regions to limit RPOTs to those organizations having the greatest impact on the drug supply to ensure the effective use of this strategic tool.



**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit:** Organized Crime Drug Enforcement Task Force - Prosecutions

RESOURCES		Target		Actual		Enacted		Changes		Requested (Total)	
TYPE	PERFORMANCE	2016		2016		2017		Current Services Adjustments and FY 2018 Program Change		FY 2018 Request	
Program Activity		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
	Prosecutions	998	155,403	998	155,403	998	155,108	52	6,207	1,050	161,315
<b>Performance Measure</b>	A. Number of OCDETF Defendants Indicted/Convicted	9,600 / 9,000		8,596 / 7,672		9,450 / 8,750		0 / 0		9,450 / 8,750	
	1. Number and percent of convicted defendants linked to CPOT	450 / 5%		305 / 4%		335 / 4%		0 / 0%		335 / 4%	
	2. Number and percent of convicted defendants linked to RPOT	375 / 4%		286 / 3%		325 / 3%		0 / 0%		325 / 3%	
	B. Percent of OCDETF investigations with indictments/informations resulting in the conviction of either a CPOT or a defendant that is part of the command structure of a CPOT or otherwise connected to a CPOT or an RPOT or defendant that is part of the command structure of an RPOT or is otherwise connected to an RPOT**	16%		12%		12%		0%		12%	
	C. Percent of OCDETF investigations with indictments resulting in financial convictions**	25%		32%		27%		0%		27%	
	D. Percent of OCDETF investigations with indictments/informations resulting in assets forfeited**	75%		70%		n/a Discontinued		0%		n/a Discontinued	
	3. Percent of indictments with financial violations (new measure)	12%		13%		13%		0%		13%	
	A. Percent of defendants charged with financial violations (new measure)	13%		12%		13%		0%		13%	
	B. Percent of defendants convicted of financial violations (new measure)	8%		10%		9%		0%		9%	
	4. Percent of defendants charged with violence (new measure)	12%		13%		13%		0%		13%	
	A. Percent of defendants convicted of violence (new measure)	8%		8%		9%		0%		9%	

<b>PERFORMANCE AND RESOURCES TABLE</b>						
<b>Decision Unit: Organized Crime Drug Enforcement Task Force</b>						
<b>WORKLOAD / RESOURCES</b>		<b>Target</b>	<b>Actual</b>	<b>Enacted</b>	<b>Changes</b>	<b>Requested</b>
<b>TYPE</b>	<b>PERFORMANCE</b>	<b>FY 2016</b>	<b>FY 2016</b>	<b>FY 2017</b>	<b>Current Services Adjustments and FY 2017 Program Change</b>	<b>FY 2017 Request</b>
<b>Outcome</b>	A. Percent of investigations resulting in disruption/dismantlement of targeted organization	85%	90%	87%	0%	87%
	B. Conviction Rate	90%	92%	n/a Discontinued	0%	n/a Discontinued
	C. Number of CPOT-Linked Organizations disrupted/dismantled in OCDETF Investigations	119 / 107***	153 / 115**	133 / 117***	0/0	133 / 117***
	D. Number of RPOT-Linked Organizations disrupted/dismantled in OCDETF Investigations (new measure)	160	167	163	0	163

\* Performance slightly lower than estimated.

\*\* Data based on information reported in OCDETF Final Reports. Due to the lag in reporting, activity may have occurred in a prior year.

\*\*\* Targets are adjusted to reflect DEA's amended reporting protocols which do not include Category D PTOs (disrupted pending dismantlements) in the total number of DEA disruptions.

#### **Data Valuation and Verification Issues**

##### **Data Collection:**

The OCDETF Program currently collects/collates data from OCDETF agents and attorneys working on investigations within each district through the use of five OCDETF forms: (1) the Investigation Initiation Form, which is used to provide information as a basis to obtain approval for each investigation; (2) the Indictment/Information Form, which is used to record each indictment returned in OCDETF cases; (3) the Disposition and Sentencing Report, which is used to record all charges in OCDETF cases and to record final resolution of those charges; (4) the OCDETF Interim Report, which is to be filed every six months while an OCDETF case is open and active, and which is used to update the status of the investigation and all case information; (5) and the OCDETF Final Report, which provides information at the end of a case and is used to measure both the extent to which a targeted organization was disrupted or dismantled and the overall impact of the investigation. All report information is input into the OCDETF Management Information System (MIS)

##### **Data Validation:**

Data submitted on OCDETF forms and reports is verified by the OCDETF District Coordination Group, the OCDETF Regional Coordination Group, and the OCDETF Executive Office.

Data is reviewed periodically, monthly and annually to ensure that data is accurate and reliable. Additional data reviews are conducted as necessary on an ongoing basis.

OCDETF cross-checks its data with data collected by other entities, including: the EOUSA which collects data on indictments, convictions and sentences; CATS, which captures data on seized and forfeited assets, and DEA's PTARRS database, which contains information regarding DEA's CPOT-linked and RPOT-linked organizations and investigations.

**PERFORMANCE MEASURE TABLE**

**Decision Unit: Investigations**

Performance Report and Performance Plan Targets		FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016		FY 2017	FY 2018
		Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	Percent of active OCDETF investigations linked to CPOT	17%	20%	22%	21%	22%	19%	21%	20%	20%
<b>Performance Measure</b>	Percent of active OCDETF investigations linked to RPOT	17%	16%	17%	16%	16%	16%	16%	16%	16%
<b>Performance Measure</b>	Percent of active investigations involving SOD coordination or OFC involvement (discontinued)	41%	40%	N/A	N/A	N/A	N/A	N/A	N/A	N/A
<b>Performance Measure</b>	Percent of active investigations involving SOD Coordination	N/A	35%	34%	31%	28%	28%	27%	28%	28%
<b>Performance Measure</b>	Percent of active investigations utilizing complex investigative techniques (discontinued)	75%	76%	78%	77%	78%	76%	78%	n/a	n/a
<b>Performance Measure</b>	Percent active multi-regional / international investigations (new measure)	n/a	n/a	n/a	n/a	n/a	80%	82%	80%	80%
<b>Performance Measure</b>	Percent active investigations involving violence (new measure)	n/a	n/a	n/a	n/a	n/a	60%	60%	61%	61%

N/A = Data unavailable

\* Denotes inclusion in the DOJ Annual Performance Plan

PERFORMANCE MEASURE TABLE										
Decision Performance Unit: Prosecutions										
Performance Report and Performance Plan Targets		FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016		FY 2017	FY 2018
		Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	Number of OCDETF Defendants Indicted/Convicted	10,888 / 8,972	13,038 / 9,443	12,140 / 10,382	11,652 / 9,663	10,072 / 7,958	9,600 / 9,000	8,596 / 7,672	9,450 / 8,750	9,450 / 8,750
<b>Performance Measure</b>	1. Number and percent of convicted defendants linked to CPOT***	501 / 5%	523 / 5%	624 / 5%	431 / 4%	372 / 5%	450 / 5%	305 / 4%	335 / 4%	335 / 4%
<b>Performance Measure</b>	1. Number and percent of convicted defendants linked to RPOT***	515 / 6%	523 / 5%	384 / 3%	399 / 4%	359 / 5%	375 / 4%	286 / 3%	325 / 3%	325 / 3%
<b>Performance Measure</b>	Percent of OCDETF investigations resulting in the conviction of a leader (Discontinued)	80%	76%	80%	N/A	N/A	N/A	N/A	N/A	N/A
<b>Performance Measure</b>	Percent of OCDETF investigations with indictments/informations resulting in the conviction of either a CPOT or a defendant that is part of the command structure of a CPOT or otherwise connected to a CPOT or an RPOT or defendant that is part of the command structure of an RPOT or is otherwise connected to an RPOT*	N/A	N/A	N/A	15%	18%	16%	12%	12%	12%
<b>Performance Measure</b>	Percent of OCDETF investigations with indictments resulting in financial convictions	24%	27%	25%	24%	29%	25%	32%	27%	27%
<b>Performance Measure</b>	Percent of OCDETF investigations with indictments/informations resulting in assets forfeited* (Discontinued)	N/A	N/A	77%	73%	74%	75%	70%	n/a	n/a
<b>Performance Measure</b>	3. Percent of indictments with financial violations (new measure)	N/A	N/A	N/A	N/A	N/A	12%	13%	13%	13%
<b>Performance Measure</b>	A. Percent of defendants charged with financial violations (new measure)	N/A	N/A	N/A	N/A	N/A	13%	12%	13%	13%
<b>Performance Measure</b>	B, Percent of defendants convicted of financial violations (new measure)	N/A	N/A	N/A	N/A	N/A	8%	10%	9%	9%
<b>Performance Measure</b>	4. Percent of defendants charged with Violence (new measure)	N/A	N/A	N/A	N/A	N/A	12%	13%	13%	13%
<b>Performance Measure</b>	A. Percent of defendants convicted of violence (new measure)	N/A	N/A	N/A	N/A	N/A	8%	8%	9%	9%

N/A = Data unavailable

\*\*\* Data for these measures has been updated.

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**Interagency Crime and Drug Enforcement (ICDE)  
FY 2018 Summary of Resources  
(Dollars in Thousands)**

<b>Estimate by Program</b>	<b>FY 2016 Estimate</b>				<b>FY 2017 Annualized CR</b>				<b>FY 2018 President's Budget</b>			
	Perm. Pos.	Agents/Atty	FTE	Amount	Perm. Pos.	Agents/Atty	FTE	Amount	Perm. Pos.	Agents/Atty	FTE	Amount
Law Enforcement:												
Drug Enforcement Administration	1,120	825	1,120	189,759	1,120	825	1,120	189,399	1,078	794	1,078	191,088
Federal Bureau of Investigation	663	455	663	130,560	663	455	663	130,312	642	442	642	131,502
United States Marshals Service	39	36	38	8,080	39	36	38	8,065	39	36	39	8,132
Alcohol, Tobacco, Firearms & Explosives	50	49	50	10,869	50	49	50	10,848	49	48	49	10,938
OCDETF Executive Office (OFC)	1	0	1	10,300	1	0	1	10,281	1	0	1	10,464
IOC2	0	0	0	1,560	0	0	0	1,557	0	0	0	1,557
Subtotal:	1,873	1,365	1,872	351,128	1,873	1,365	1,872	350,462	1,809	1,320	1,809	353,681
Prosecution:												
United States Attorneys	1,027	555	975	150,228	1,027	555	975	149,942	1,027	555	1,027	155,593
Criminal Division	13	10	13	2,045	13	10	13	2,041	13	10	13	2,077
Threat Response Unit	5	5	5	787	5	5	5	786	5	5	5	800
Subtotal:	1,045	570	993	153,060	1,045	570	993	152,769	1,045	570	1,045	158,470
National Emerging Threats	0	0	0	2,194	0	0	0	2,190	0	0	0	2,190
Addressing Violence, Drugs and PTOCs	0	0	0	0	0	0	0	0	0	0	0	5,761
Administrative Support:												
Executive Office	17	3	17	5,617	17	3	17	5,606	16	3	16	5,898
Subtotal:	17	3	17	5,617	17	3	17	5,606	16	3	16	5,898
<b>TOTAL OCDETF:</b>	<b>2,935</b>	<b>1,938</b>	<b>2,882</b>	<b>512,000</b>	<b>2,935</b>	<b>1,938</b>	<b>2,882</b>	<b>511,027</b>	<b>2,870</b>	<b>1,893</b>	<b>2,870</b>	<b>526,000</b>

## V. Program Increases by Item

Item Name: Addressing the Impacts of Violence and Illicit Drugs on our Nation driven by Transnational Criminal Organizations

Budget Decision Unit(s): Investigations and Prosecution Decision Units

Organizational Program: DEA, FBI, USMS, ATF, United States Attorneys

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$5.761 million

### Description of Item

The OCDETF Program requests \$5.761 million to address Transnational Organized Crime (TOC), emerging threats such as the national opioid epidemic, and violent crime affecting communities across the Nation.

### Justification

#### ***Priority Transnational Criminal Organizations***

In an effort to address the impact of Transnational Criminal Organizations (TCOs) on the safety and security of the nation, OCDETF requests \$2.5 million for operational expenses. The majority of these funds will provide operational support (such as purchase of evidence and information, operational travel and translation services) to investigators and prosecutors on specific individual OCDETF investigations that target priority TCOs. The remainder of the funds will be used to support implementation of the President's Executive Order on Transnational Organized Crime by providing material support to the OCDETF Fusion Center, the International Organized Crime Intelligence and Operations Center (IOC-2) and the Threat Mitigation Working Group (TMWG). Additionally, funds will be used to explore the potential of expanding the OCDETF Fusion Center Compass database to support the development of strategic intelligence analysis and information sharing.

#### **Priority Transnational Criminal Organizations Investigations**

OCDETF seeks operational funding to pursue high value priority TOC targets. Since FY 2015, OCDETF has annually provided approximately \$1 million in ad-hoc funding from carryover accounts to support investigations against three major transnational criminal networks designated as priority national security threats by the inter-agency Threat Mitigation Working Group. In an effort to continue to expand its efforts against transnational criminal organizations, OCDETF seeks funding for operational costs, such as TDY expenses, travel, purchase of evidence and purchase of information. Operational funding provides a tangible economic incentive for investigators in the field to enhance a given investigation to the OCDETF level based upon the knowledge that their respective funding allocation will be supplemented by additional OCDETF funds (thus mitigating their financial risk).

OCDETF is an integral part of the February 9, 2017 Presidential Executive Order on Enforcing Federal Law with Respect to Transnational Criminal Organizations and Preventing International Trafficking. The Executive Order recognizes the enormous impact that transnational criminal organizations have on the country's national security, economy, and public safety. These TOC threats include attempts by organized criminals to exploit our energy and other strategic sectors; support terrorists and hostile governments; manipulate our financial, securities, and commodities markets; and engage in other serious criminal activities.

Nearly all of the OCDETF Program's CPOTs are involved in multiple forms of organized criminal activity in addition to drug trafficking, such as violence, corruption, human smuggling, weapons trafficking, complex financial crimes, cybercrime, and other illegal activities, which may either be the primary activity of those organizations, or simply the means by which the targeted organizations accomplish their primary goals. As such, the OCDETF Program has long been a critical component of the federal government's efforts against TOC threats. For example, 29 of the 63 drug trafficking organizations on OCDETF's 2017 CPOT List are associated with terrorist groups. Additionally, it is well established that international terrorist groups are increasingly turning to high-level drug trafficking organizations and other transnational criminal organizations to generate funding and acquire logistical support. In fact, approximately 38% of the organizations on the Foreign Terrorist Organizations list which have possible ties to the drug trade.

In many cases, drug trafficking is a connector. Once the drug connection is found, it often leads investigators to numerous other criminal activities. Conversely, activities such as money laundering and human trafficking often lead investigators to links to vast drug networks. By leveraging the infrastructure that OCDETF has developed for more than 35 years in drug-centered transnational organized crime investigations, the Program is able to overcome the investigative stovepipes which often occur within law enforcement agencies. Thus, the OCDETF Program seeks to utilize its expertise and experience of coordinating prosecutor-led, multi-agency investigations to enhance the Department's ability to attack the largest and most sophisticated transnational criminal organizations. The OCDETF Program does not encompass all federal drug enforcement efforts, only the highest priority organized crime investigations. Similarly, OCDETF embraces and supports only the highest priority TOC threats that implicate clear, substantial federal interests, such as those designated as priority national security targets by the Threat Mitigation Working Group.

### **Implement Execution of the TOC Executive Order**

In order to implement the purpose and policy of the Executive Order, the President directed the Secretary of State, Attorney General, Secretary of Homeland Security and the Director of National Intelligence to utilize the interagency Threat Mitigation Working Group (TMWG) as its vehicle. The OCDETF Director currently serves as the Chairman and the OCDETF Associate Director for Policy serves as the Executive Director of the TMWG. Although the Executive Order has expanded the chairmanship to include three other Departments, the OCDETF Executive Office is still serving as the executive agent for the TMWG secretariat, and the OCDETF Director and the Associate Director for Policy will likely retain significant leadership roles in the new management structure of the TMWG. This executive and administrative



responsibility has also brought additional financial responsibility to OCDETF that is not readily available within its existing base resources. Funds will be used for operational and administrative expenses, which include funding for travel for the Executive Secretariat, the costs associated with hosting meetings, and publishing and building relevant reports.

### **International Organized Crime Intelligence and Operations Center (IOC-2)**

The mission of the IOC-2 is to significantly disrupt and dismantle transnational criminal organizations posing the greatest threat to the United States, including those named to the Top International Criminal Organization Targets (TICOT) List. To achieve this mission, IOC-2 leverages the resources of the OCDETF Fusion Center (OFC) and the Drug Enforcement Administration's Special Operations Division (SOD) to: deconflict and analyze information and intelligence related to Transnational Organized Crime (TOC); disseminate intelligence to support law enforcement operations, investigations, prosecutions, and forfeiture proceedings; coordinate multi-jurisdictional and multi-agency law enforcement operations; and, provide operational funding, in support of field investigative efforts.

In February 2017, the White House released Executive Order 13773, concerning TOC and international trafficking. The order explicitly mentions IOC-2, OCDETF, OFC, and the SOD, and calls for the maximization of interagency coordination to combat organized crime. To support these efforts, OCDETF requests funds for the IOC-2 program for operational costs and the costs associated with funding a detail for the director's position. Operational funding will provide continued assistance to IOC-2 to support investigations, including undercover operational funds, Title III judicial wiretaps, source payments, domestic and international operational travel, translation, case coordination meetings, forensic accounting, document and media exploitation, and other mission critical support, with particular emphasis on TICOT-designated cases. The requested funding would also enable IOC-2 to assist in developing critical relationships with foreign law enforcement, provide analytical support to ongoing investigations and prosecutions, and further enhance the technical and analytical tools necessary to successfully merge and analyze evidence and intelligence from its member agencies and other sources.

### ***Addressing the National Opioid Epidemic***

OCDETF requests \$1.061 million in operational funds to address the national opioid epidemic. The combination of prescription opioid abuse and heroin abuse, often occurring in tandem, is the nation's fastest-growing drug problem. This opioid epidemic has been exacerbated by the national reemergence of fentanyl - a synthetic opioid that is much more potent than heroin. Illicit fentanyl, manufactured primarily in China and then smuggled into the United States, is a rising factor in the current overdose epidemic. It is usually mixed into heroin products or pressed into counterfeit prescription pills, sometimes without the users' awareness, which often leads to overdose.

The most recent data from the Centers for Disease Control estimates that opioids were involved in 33,091 deaths in 2015, a likely significantly under-counted number. Opioid overdoses have quadrupled since 1999. Increased demand for, and use of, heroin and other opioids is being

driven by both their increasing availability in the U.S. market and by a small percentage of controlled prescription drug users shifting to heroin.

In response to the dramatic increase in heroin and opioid trafficking across the United States and the rising number of illicit opioid users, overdoses, and overdose-related deaths, OCDETF formulated a National Heroin/Opioid Strategic Initiative in December of 2014. The primary goal of OCDETF's National Initiative is to develop a coordinated law enforcement action plan, involving federal, state, tribal, and local authorities, to disrupt the flow of heroin and other illicit opioids into communities in every OCDETF Region across the country. The objectives for this Initiative include the following:

- To identify, disrupt, and dismantle the most significant drug trafficking organizations responsible for the manufacture of heroin or other illicit opioids intended for consumption in the United States, as well as those organizations most responsible for transportation and distribution of opioids in the United States.
- To obtain high quality, timely, actionable intelligence on opioid transportation and distribution.
- To facilitate national coordination of drug law enforcement efforts among multiple law enforcement agencies in order to assess and analyze the information, evidence, and intelligence obtained through their respective opioid investigations and to focus law enforcement efforts against illicit opioid distributors affecting multiple large cities and communities in the OCDETF regions and nationwide.
- To enable a concerted, pro-active effort among multiple jurisdictions to prosecute the most culpable offenders for drug and financial crimes, to seize and forfeit criminally-derived assets and criminal proceeds, and to dismantle the drug trafficking organizations and their financial infrastructure.

The Initiative implements a plan for regional and multi-regional coordination of federal, state, tribal, and local law enforcement, as well as prosecutorial efforts. Through coordinated efforts and intelligence sharing, including working closely with local communities profoundly impacted by illicit opioid trafficking and overdoses, OCDETF task forces identify the most significant distribution organizations and the most important hub/transit points in the United States for illicit opioid shipments. OCDETF task forces cultivate confidential sources, sources of information, and cooperating defendants to help identify distributors and organizations having the greatest impact in their local communities, and then to identify the primary methods of operation being employed by the targeted subjects, the scope of their activities, and their sources of supply.

To implement the first component of its National Heroin/Opioid Initiative, the nationwide coordination of information and efforts, in May of 2015, OCDETF designated as its National Heroin Coordinator an experienced OCDETF Assistant United States Attorney who is detailed on a full-time basis to support the National Initiative. The National Coordinator maintains direct communication with OCDETF points of contact in the field to gain a baseline understanding of each district's current communication linkages, enforcement efforts, proactive measures, and

imminent challenges. The National Coordinator works to facilitate the development and sharing of innovative and creative ideas to complement and supplement existing case-related and policy work, as well as to help overburdened agents and prosecutors in the field address the challenges of integrating proactive work with the demands of traditional OCDETF investigative and prosecutorial work.

The second component of OCDETF's National Heroin/Opioid Initiative is the funding component, which relies on ad hoc amounts of carryover funds as they become available. The funding provided through the National Initiative is not intended to supplement OCDETF's existing base funding that already supports OCDETF-level multi-agency, multi-jurisdictional cases targeting prescription drug abuse, heroin, or other illicit opioids. Rather, OCDETF's National Heroin/Opioid Initiative provides operational funding – essentially “seed money” – to help law enforcement agencies work collaboratively to fill existing gaps in intelligence, enforcement activities, and prosecutions that hinder the development of multi-agency, multi-jurisdictional opioid cases from the ground up, often beginning at the point of a single overdose. The primary goal of the Initiative is to support local and regional initiatives that will bring together otherwise disparate agencies, investigations, and information, joining forces to develop a coordinated law enforcement action plan, involving federal, state, tribal, and local authorities, to understand and disrupt the flow of heroin and other illicit opioids into communities in every OCDETF Region across the country. Additionally, the Initiative supports local and regional initiatives that will put together the missing pieces to develop new investigations suitable for OCDETF designation.

Funding under the OCDETF National Heroin/Opioid Initiative began in May of 2015. The requests from the field seek OCDETF Initiative funding to supplement planned or newly established local heroin/opioid task forces in communities experiencing spikes in opioid overdoses and deaths. OCDETF funds help support investigative activity from the patrol officer who first responds to an overdose incident, to local detectives, to state and federal investigators, who in turn work hand in hand with county and federal prosecutors. The task force initiatives supported with OCDETF National Initiative funding also promote de-confliction, enhance intelligence gathering and sharing, identify trends and hot spots, and generate actionable investigative leads and prosecutions. Additionally, the OCDETF funding supports training, investigative travel, equipment, software, data collection, and analytical support.

Implementation of the Initiative is designed to track results and develop performance measures. All funding under the Initiative is coordinated with and subject to oversight by OCDETF's National Heroin Coordinator.

### ***Violence and Gun Related Crime Reduction***

OCDETF requests \$2.2 million to support the President's February 9, 2017 Executive Order “Task Force on Crime Reduction and Public Safety.” The task force was created by the Attorney General on February 28, 2017. The task force includes the Director of the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), the Administrator of the Drug Enforcement Administration (DEA), the Director of the Federal Bureau of Investigation (FBI) and the Director of the U.S. Marshals Service (USMS). The task force is central to the Attorney

General's commitment to combatting illegal immigration and violent crime, such as drug trafficking, gang violence and gun crimes, and to restoring public safety to all of the nation's communities. Requested resources will support recommendations made by the task force that leverage OCDETF's efforts to bring together partner agencies in order to effectively target high priority criminal organizations.

OCDETF will participate where appropriate in the Violent and Gun-Related Crime Reduction Task Force, which has a multi-agency focus on reducing violent and gun-related crime in particularly hard-hit urban areas by using innovative means to locate individuals, organizations and gangs within specific high crime jurisdictions. Requested resources will support the recommendations of the task force. Among other things, this work will include efforts by OCDETF partner agencies to work with community leaders, educators, and local business owners to share information on identities, gang affiliation markers, and crime networking patterns with state and local law enforcement and members of the public. Resources will support the short-term deployment of federal law enforcement personnel to select urban areas to foster community awareness of criminal elements living, networking and thriving in their communities. Resources will also provide for convening town hall informational sessions, providing designated signage, communications, surveillance and monitoring equipment, and dedicated tip-lines and rewards in select high crime areas – and provide community and individual incentives for reporting crime to ensure violent and gun-related crime reduction is sustained long-term.

Base Funding

FY 2016 Enacted				FY 2017 Continuing Resolution				FY 2018 Current Services			
Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
<u>0</u>	<u>0</u>	<u>0</u>	<u>1,560</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>1,557</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>1,557</u>

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2018 Request (\$000)	FY 2019 Net Annualization (change from 2018) (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)
Operational Funding			5,761	0	0
Total Non-Personnel			5,761	0	0

Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2019 Net Annualization (change from 2018) (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)
Current Services	0	0	0	0	1,557	1,557	7,318	7,318
Increases	0	0	0	0	5,761	5,761	0	0
Grand Total	0	0	0	0	7,318	7,318	7,318	7,318

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