

International Criminal Police Organization (INTERPOL)

INTERPOL WASHINGTON

U.S. NATIONAL CENTRAL BUREAU

U.S. DEPARTMENT OF JUSTICE



FY 2023 Performance Budget
Congressional Submission

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

A. Introduction

INTERPOL Washington is the United States National Central Bureau (USNCB) and designated representative to the International Criminal Police Organization (INTERPOL) on behalf of the Attorney General, pursuant to statute and regulation. Co-managed by the Department of Justice (DOJ) and the Department of Homeland Security (DHS), it serves as the official point of contact and coordination for all INTERPOL matters in the United States. It's vital and unique role in facilitating international law enforcement cooperation between the United States and 193 other INTERPOL member countries encompasses a wide range of activities and responsibilities that directly support the Administration's efforts to combat all aspects of transnational crime and terrorism. Even for U.S. law enforcement agencies with a well-developed international presence, the USNCB's exclusive authorities, capabilities, and resources are *complementary* to their missions, not competitive or duplicative.

The USNCB's ability to continuously and expeditiously share INTERPOL's global criminal investigative intelligence and information is indispensable to the achievement of its objectives. To that end, it has strategically leveraged existing national information sharing environments to make INTERPOL data available to the more than 18,000 U.S. law enforcement agencies for use in their respective missions, regardless of size, jurisdiction, or location. In addition to having extended this access to the individual officer or investigator working at street level, the USNCB has established integrated information sharing platforms that are now enabling key interagency partners to conduct hundreds of millions of queries of INTERPOL data annually for purposes that include terrorist watch listing and screening against illicit international travel.

Developed using tools and authorities available to every National Central Bureau, the USNCB's integrated information sharing model is now being adopted by other INTERPOL member countries for their use in determining the criminal or terrorist threat posed by persons located in, or attempting to enter or transit their respective jurisdictions. Thus, at the same time they are enhancing our domestic screening and detection capabilities, the solutions pioneered by the USNCB are opening a channel to actionable law enforcement information generated by our foreign counterparts worldwide regarding the identity, location, and movement of known and suspected threat actors – information that is vital to the security of our homeland.

Operating 24/7/365, the USNCB's investigative support activities include responding to the tens of thousands of requests for international law enforcement and humanitarian assistance received each month through its INTERPOL Operations and Command Center (IOCC).¹ The USNCB is also exclusively responsible for obtaining the publication of INTERPOL Notices and Diffusions on behalf of U.S. law enforcement authorities and for ensuring that Notices and Diffusions originating from foreign partner countries are entered and maintained in U.S. law enforcement, immigration, and border security indices. Of immediate concern, as the number of these Notices and Diffusions continues to grow, so too does the number of hits against INTERPOL records – many of which involve critical, time-sensitive, and potentially life-threatening matters, and each of which an IOCC analyst must resolve.

¹ In the one year period immediately prior to the onset of the COVID-19 pandemic, the IOCC responded to an average of more than 64,500 requests for assistance each month.

Today’s transnational threat environment has created an unprecedented demand for INTERPOL’s global criminal investigative data – a demand that is today pushing the USNCB to the limits of its capacity to share information and provide continuous investigative support. Sustaining its ability to do so requires an immediate investment in both people and technology.

For Fiscal Year (FY) 2023, INTERPOL Washington, the U.S. National Central Bureau (USNCB), is requesting \$41,796,000 (\$20,503,000 for agency operating expenses and \$21,293,000 for payment of the United States' annual statutory dues obligation to INTERPOL, plus mandatory DOJ shared services), 75 FTE and 80 direct positions to sustain mission needs that directly support the Administration’s priorities for combating transnational crime and terrorism.

B. Full Program Costs

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

The USNCB’s appropriated resources are allocated to support the following four basic categories of costs in FY23 (Figure 1):

1. U.S. statutory dues contributions to INTERPOL’s General Secretariat (approximately 51 percent);
2. Mandatory DOJ Share Services costs (approximately 16 percent);
3. Support and maintenance of the agency’s amalgamated law enforcement communications and information sharing architecture (approximately 11 percent); and
4. USNCB operational costs (approximately 21 percent).

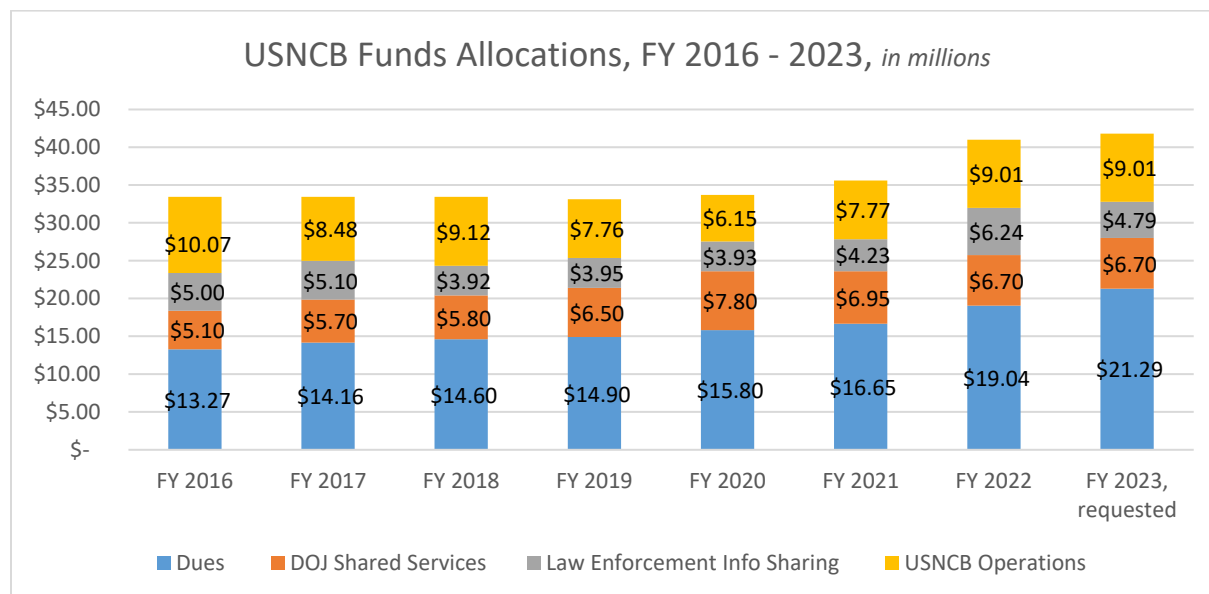


Figure 1

Funding U.S. Dues to the INTERPOL Organization

Each INTERPOL member country pays an annual dues obligation to the organization in Euros (€). Consequently, fluctuations in the value of the USD relative to the Euro impedes the USNCB's ability to forecast the final cost of U.S. dues, presenting both a challenge and advantage to the agency in accordance with the relative strength or weakness of the USD to the Euro at the time of the payment. In FY 2015, Congress approved carry over authority to assist the USNCB in meeting the U.S. dues obligation during times of weakness of the USD compared to the Euro.

During its 2018 General Assembly, INTERPOL adopted a new model for assessing the annual statutory dues contributions. This model ties member countries' dues obligation to the UN scale, and includes a ceiling of 20 percent for any country's obligation. Although the U.S. percentage of the INTERPOL Statutory Contributions budget is set, the Statutory Contributions budget itself increases annually, such that the U.S. has been paying an increasingly larger amount over the last several years. It is estimated that in 2023, the United States contribution will rise to the 20 percent ceiling. (Figure 2)

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

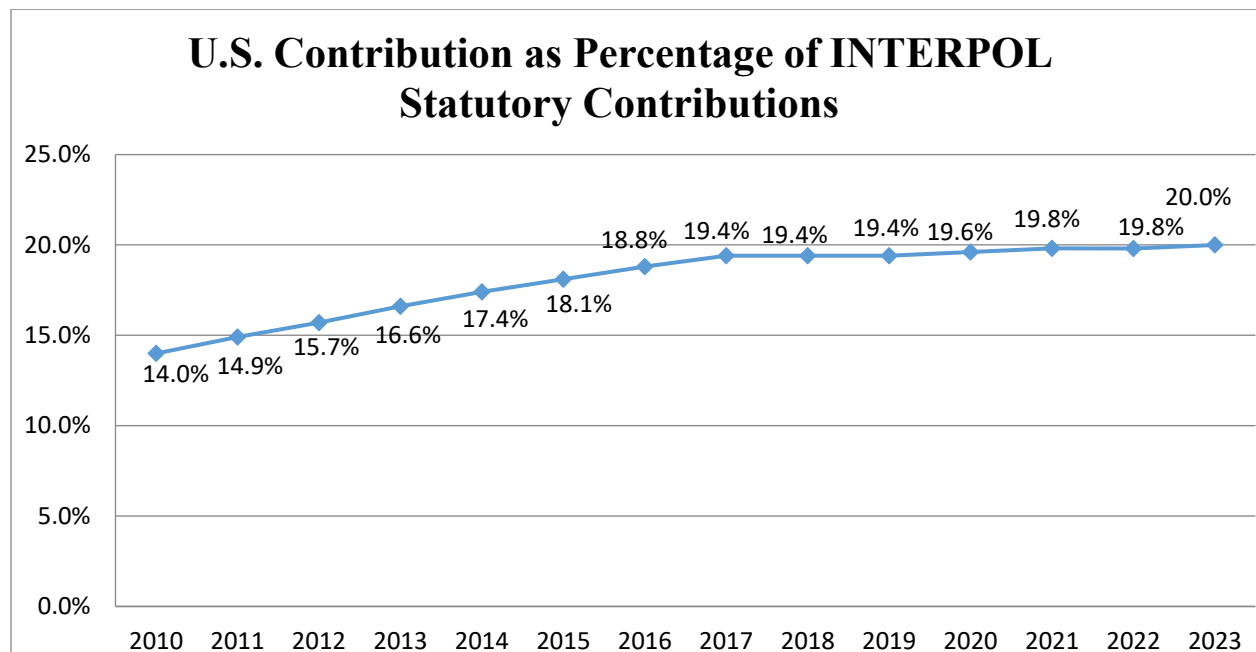


Figure 2

DOJ Mandatory Shared Services

The Department of Justice Working Capital Fund is a revolving fund authorized by law to finance a cycle of operations in which the full cost of services are charged to the recipient. It provides centralized performance of common administrative services, such as information technology (IT), telecommunications, human resources, facilities, and financial. The USNCB's costs associated with DOJ's mandatory shared services are an estimated \$7 million in FY 2023 (See Figure 1).

Law Enforcement Communication and Information Sharing Architecture

Today, law enforcement information sharing is a dynamic enterprise driven by the use of increasingly advanced and diverse forms of IT. As these technologies have continued to evolve, INTERPOL's global criminal investigative data has assumed a leading role in the fight against transnational crime and terrorism. Collectively, these developments have imposed new – and in some instances extreme – demands upon the USNCB's capacity to move INTERPOL data quickly and seamlessly between domestic law enforcement agencies and their international counterparts. Maintaining this capacity remains the single most critical operational requirement for accomplishing our mission, and a foremost funding priority for this agency.

In order to help offset the growing disparity between the demand for its information sharing services and its available resources, the USNCB has implemented a variety of measures designed to maximize data processing efficiencies while minimizing the number of required human interventions. Notwithstanding these efforts, however, the sustained increase in numbers of INTERPOL queries and case-related communications that was taking place prior to the onset of the COVID-19 pandemic, along with newly-emerging operational and technical support requirements, is pushing the USNCB to the limits of its capacity to process and share data and to provide continuous, reliable investigative support. Alarming, the critical systems and software at the center of the USNCB's IT architecture are now at the end of their service life, and the USNCB finds itself suffering from systems outages that will only continue in frequency and duration. These systems cannot be repaired with an upgrade to their software or hardware. They must instead be replaced.

USNCB Operational Costs

Operational costs for INTERPOL Washington include all costs that do not fall within mandatory DOJ shared services, dues, or the amalgamated law enforcement information sharing architecture. While this accounts for only 21 percent of the agency's overall annual appropriated funding, the agency relies on these funds to support all of its operational costs and expenses associated with agency staffing: payroll and benefits, awards, training, travel, and supplies. This includes over \$10 million for payroll and benefits for the 80 full time USNCB employees. This cost category also includes contractor support to agency operations and the operating expenses and equipment costs for supporting the assignment of officers and analysts detailed to the agency from our partner law enforcement agencies.

C. Challenges

The USNCB's most critical challenge is the need to modernize our IT infrastructure and update the case management system that is backbone of the USNCB's integrated information sharing program.

The USNCB will also face the challenge of responding to a rapidly escalating demand for its services. The USNCB’s queries, messages, Notices, Diffusions, and lookout records have consistently increased as well as the requests for investigative support in areas that include humanitarian assistance and threatened acts of mass violence such as school shootings. In many instances, Investigative Analysts have a workload of approximately 10,500 open and/or pending cases assigned to them. With more resources, the USNCB can continue to keep our country safe by assisting U.S. law enforcement authorities in the use of INTERPOL tools and services, including Notices, Diffusions, and messaging with their international counterparts.

Notwithstanding these challenges and pressures, the USNCB is committed to supporting the Administration’s efforts to cut waste and identify opportunities to promote efficient spending. The USNCB has recently implemented a number of improvements to its procedures and has automated a number of functions as a means of redeploying personnel to address critical workload demands. Despite these measures, however, the reduction in operational resources and the concurrent, rapidly increasing demand for its information and services continues to threaten the agency’s ability to carry out its core mission functions.

Increased Costs Associated with Dues and Mandatory Shared Services

As detailed in Figure 1 on page 3, the costs associated with INTERPOL Dues and DOJ Mandatory shared services have risen from a combined \$18.4 million in FY 2016 to an estimated \$27.99 million in FY 2022. (Figure 3)

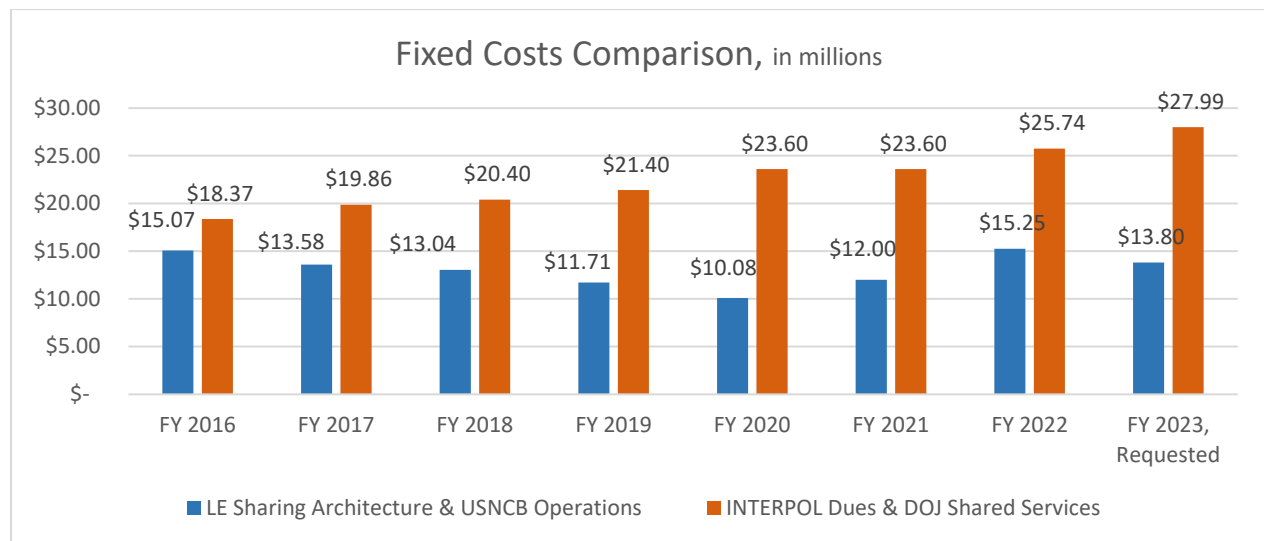


Figure 3

Increasing Operational Demands

Today, virtually every U.S. law enforcement, immigration, and border security agency relies upon the USNCB’s integrated IT architecture to access INTERPOL’s global criminal investigative data. This reliance has led to an unprecedented increase in the number of queries of INTERPOL indices processed through the USNCB and a substantial growth in the number of U.S. records it is responsible for maintaining on the INTERPOL platform. This increasing operational demand has also resulted in a significant increase in the number of positive hits against INTERPOL records, each of which requires resolution by investigative analysts assigned to the IOCC. In many

instances, these hits involve critical, time-sensitive, and potentially life-threatening situations related to law enforcement, border security, and national security operations occurring in real time.

Further compounding the situation, recent geopolitical events and advances in information and communications technology have driven demand both upwards and in new directions. For example, the USNCB is today collaborating with its law enforcement and defense partners to collect, format, and upload thousands of INTERPOL Notices and Diffusions containing terrorism-related information collected in the conflict zones of Iraq, Afghanistan, and Syria. At the same time, the USNCB is experiencing a pronounced, upward trend in the number of requests for investigative and/or humanitarian assistance involving health and welfare checks, death notifications, and Threats to Life (TTL) that include suicidal threats and expressions of intent to commit acts of mass violence communicated through social media platforms.

Overall, the following facts and statistics reflect the increase in demand for USNCB support and assistance:

- Between FY 2013 and FY 2019, the number of U.S. queries of INTERPOL indices increased by 87 percent, from 287.8 million queries to more than 540 million – the highest number of any member country.²
- Between FY 2016 and FY 2018, the number of messages received in the IOCC rose by 98.9 percent – from over 388,000 to more than 773,000. This number is expected to continue growing to new levels due to the increased collection, processing, and sharing of terrorism-related data (Figure 4).
- The USNCB is currently maintaining over 210,500 domestic lookout records in U.S. databases. These records include advisories on wanted fugitives, Foreign Terrorist Fighters (FTF), missing and endangered persons, sex offenders, transnational gang members and other persons who, based on their criminal history, pose a potential threat to public safety.
- The USNCB is currently maintaining over 53,750 U.S. Notices and Diffusions in INTERPOL indices, along with just over 5.8 million records of U.S. travel documents reported lost or stolen.
- Humanitarian assistance communications for FY 2019 showed a 183 percent increase in cases involving threatened self-harm, and a greater than 1,700 percent increase in cases involving threats to others (i.e. school shootings and attacks on public institutions) over FY16.

² Prior to the onset of the COVID-19 pandemic, the USNCB was projected to reach an annual total of 700 million supported queries within 2-3 years.

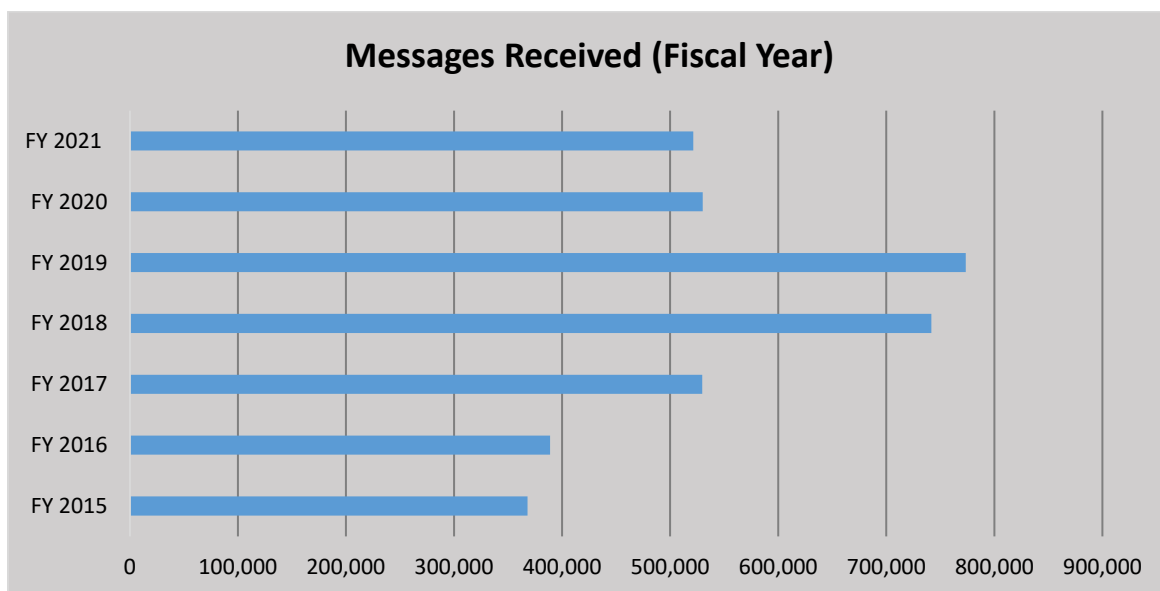


Figure 4

In attempting to compensate for this growth, the USNCB has implemented a variety of measures designed to increase its operational efficiency. These measures include, but are not limited to, deploying IT solutions that automatically populate U.S. law enforcement databases with newly indexed INTERPOL data, and a restructuring and consolidation of operational divisions and functions in accordance with a comprehensive Business Process Review. In spite of these efforts, the continuing escalation in absolute numbers of INTERPOL queries and case-related communications that was occurring prior to the COVID-19 pandemic, coupled with newly-emerging operational and technical support requirements, has pushed the USNCB to the limits of its capacity to process and share data, and to provide continuous, reliable investigative and analytical support to its law enforcement partners.

A Shrinking Workforce

Operating 24/7/365, the USNCB is staffed by a multi-sector workforce consisting of 69 permanent DOJ analysts, lawyers, and administrative personnel; and approximately 30 law enforcement officers and analysts detailed to it from across the interagency. A cadre of contractors that assist in areas that include agency communications, criminal analysis, IT, and administrative support further augments the staff.

Comprising approximately 25 percent of the USNCB workforce, partner agency detailees assist with the specialized casework and expert investigative support provided to our domestic law enforcement partners and their counterparts in 194 other INTERPOL member countries. Each detailee’s parent agency sets the period of their service and availability according to their particular need. Further, detailees are subject to immediate recall or termination of assignment by his or her parent agency as may be necessary to support any operational requirements that may arise, such as National Security Special Events, critical incidents, or increased mission responsibilities. As a result, the USNCB’s detailed workforce has dropped from 51 positions in 2016 to 32 positions at the start of FY22 – a 46 percent reduction.

As noted above, the USNCB has implemented a number of improvements to its procedures and has automated a number of functions as a means of redeploying personnel to address critical workload demands. Despite these measures, the reduction in the USNCB workforce – both in

terms of FTE and detailees – and the concurrent, rapidly increasing demand for its information and services continues to threaten its ability to carry out its core mission functions.

D. Strategic Goals and Objectives

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

E. Environmental Management System

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

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

II. Summary of Program Changes

Item Name	Description				Page
		Pos.	FTE	Dollars (\$000)	
Keeping Our Country Safe	Additional resources to address the substantial additional workload in Notices and queries associated with keeping our country safe.	11	6	671	19

III. Appropriations Language and Analysis of Appropriations Language

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

IV. Program Activity Justification

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

<i>INTERPOL Washington, USNCB</i>	Direct Pos.	Estimate FTE	Amount
2021 Enacted	69	60	35,592
2022 President’s Budget	69	69	40,993
Adjustments to Base and Technical Adjustments	0	0	132
2023 Current Services	69	69	41,125
2023 Program Increases	11	6	671
2023 Program Offsets	0	0	0
2023 Request	80	75	41,796
Total Change 2022-2023	11	6	803

1. Program Description

INTERPOL, the world’s largest international police organization, provides an intergovernmental platform upon which law enforcement authorities in 194 member countries are able to work together to combat transnational crime and terrorism through enhanced information sharing and cooperation – even where good diplomatic relations may not exist between particular countries.

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

2. Performance and Resource Tables

PERFORMANCE MEASURE TABLE											
Decision Unit: INTERPOL Washington											
Strategic Objective	Performance Report and Performance Plan Targets		FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021		FY 2022	FY 2023
			Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
1.1, 2.3, 2.5	Performance Measure	Number of lookouts within 48 hours	32,765	31,510	34,236	34,484	31,082	30,460	30,064	30,460	31,069
1.1, 2.3, 2.5, 4.2	Performance Measure	New Cases Initiated	41,946	43,048	44,630	46,332	44,884	35,915	37,105	39,572	41,550
1.1, 2.3, 2.5, 2.6	Performance Measure	Number of TECS/NCIC "lookouts" entered/updated	39,217	39,790	44,708	40,722	35,291	35,962	35,607	35,962	36,681
1.1, 2.3, 2.5, 4.2	OUTCOME Measure	Arrests, extraditions, and deportations on INTERPOL Notices/Diffusions with a US nexus	173	242	170	244	173	185	198	185	189

PERFORMANCE AND RESOURCES TABLE

Decision Unit: INTERPOL Washington

RESOURCES												
			Target		Actual		Target		Changes		Requested (Total)	
			FY 2021		FY 2021		FY 2022		Current Services Adjustments and FY 2023 Program Changes		FY 2023 Request	
Total Costs and FTE (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			69	35,592	52		69	40,993	6	803	75	41,796
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2021		FY 2021		FY 2022		Current Services Adjustments and FY 2023 Program Changes		FY 2023 Request	
			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
Program Activity	1.2, 2.2, 2.3, 2.4, 4.2	Exchange of International investigative Information/Assistance	69	35,592	52	35,592	69	40,993	6	803	75	41,796
Performance Measure: Output	1.1, 2.3, 2.5, 2.6	Number of TECS/NCIC "Lookouts" entered/updated	35,962		35,607		35,962		719		36,681	
Performance Measure: Output	1.1, 2.3, 2.5, 4.2	New Cases Initiated	35,915		37,105		39,572		1,978		41,550	
Performance Measure: Efficiency	1.1, 2.3, 2.5	Number of "lookouts" issued to domestic and foreign law enforcement agencies on Interpol wanted/missing persons and suspects within 48 hours	30,460		30,064		30,460		609		31,069	
Performance Measure: Outcome	1.1, 2.3, 2.5, 4.2	Arrests, extraditions, and deportations on INTERPOL Notices/Diffusions with a U.S. nexus	185		198		185		4		189	

3. Performance, Resources, and Strategies

a. Performance Plan and Report for Outcomes

The USNCB will support DOJ's strategic priorities by executing the following functions:

- Coordinating arrangements for payment of the United States' mandatory membership dues to INTERPOL, at a rate that is as advantageous to the United States as possible;
- Leveraging existing national information environments in order to provide access to INTERPOL's global criminal investigative intelligence and information to all U.S. federal, state, local, and Tribal law enforcement agencies, and facilitating its integration and utilization in their respective missions, both at home and abroad;
- Communicating and exchanging actionable criminal investigative intelligence and information between domestic law enforcement agencies and their foreign counterparts on demand and on a 24/7/365 basis, pursuant to its charge;
- Actively engaging with U.S. and foreign law enforcement partners to identify and assess new and emerging threats to officer safety, public safety, and national security that are transnational in nature, and devising innovative and effective means to combat them using INTERPOL's global information sharing tools and resources; and
- Ensuring that United States interests are fully and accurately represented to the international law enforcement community through INTERPOL's governing bodies and activities, including by providing leadership, expertise, and advocacy at global law enforcement conferences and symposia, and by actively participating in its working groups and other professional fora.

b. Strategies to Accomplish Outcomes

The timely sharing of actionable law enforcement information is indispensable to officer safety, public safety, and the security of the homeland. Consequently, the USNCB has strategically leveraged existing national information sharing environments in order to provide the more than 18,000 U.S. law enforcement agencies with access to the international criminal investigative data available from INTERPOL's 194 member countries.

In order to strengthen this access, the USNCB has devised a means by which U.S. law enforcement officers can search INTERPOL data *simultaneously* with data contained in U.S. criminal indices. Termed "federation", this capability enables searches of INTERPOL data conducted through the National Law Enforcement

Telecommunications System (Nlets) to be combined with searches of the FBI's National Crime Information Center (NCIC) system into a single query. Federation provides officers and investigators with an important safeguard: the ability to quickly and concurrently determine the domestic *and* international law enforcement status of a subject of interest. Whether conducting a routine traffic stop, responding to a report of a suspicious person, or managing a complex criminal investigation, federation enhances officer and community safety by helping prevent the inadvertent release of a wanted and potentially dangerous transnational offender encountered by law enforcement authorities. At the same time, federation can prove instrumental in identifying and rescuing persons at risk of assault or exploitation – perhaps the victim of an international kidnapping or human trafficking ring, or a missing and endangered child. Currently operational in 15 states, the USNCB is working with government and non-government partners to implement this capability among all 50, thereby creating a nation-wide “system of systems” that will help ensure that transnational criminals and terrorists are unable to enter, transit, or remain in any part of the United States undetected by law enforcement authorities.

At the federal level, the USNCB has succeeded in integrating access to INTERPOL data into proprietary information sharing platforms utilized by DOJ, DHS, the Department of State (DoS), and other USG entities to combat transnational crime and terrorism, and to strengthen immigration, transportation, and border security. Because it is based on a shared set of tools and authorities available to all INTERPOL National Central Bureaus, the USNCB's strategic approach to data integration has resulted in the development of a proven, effective information sharing model that is *replicable* by any INTERPOL member country, and *applicable* to combating virtually any form of transnational crime or terrorism.

Further strengthening its efforts, the USNCB has formed strategic partnerships with U.S. law enforcement agencies wherein subject matter experts are detailed to it to assist in initiating and responding to requests for international law enforcement assistance in specialized areas that include counterterrorism, immigration and border security, cyber, fugitives, and transnational organized crime. In addition, the USNCB is an active participant in joint international law enforcement initiatives that include INTERPOL's FTF Working Group and Fusion Task Force and the National Center for Missing and Exploited Children's (NCMEC) CyberTipline Program. The USNCB's participation in these and other initiatives helps ensure a continuing role and relevance for the United States in both domestic and international efforts to combat the full range of transnational criminal and terrorist threats.

The USNCB also actively represents the United States to INTERPOL's General Secretariat and General Assembly in matters of policy, governance, funding and other key issues related to the Organization's role in facilitating international law enforcement cooperation. Its participation in INTERPOL working groups, advisory committees, and governing bodies helps ensure that U.S. positions and interests are

fully and accurately represented, and that an effective deterrent is in place to counter efforts to steer or influence the Organization in a direction that is contrary to the strategic interests of the United States.

Through its strategic approach to integrated information sharing and partner engagement, the USNCB is today providing every U.S. law enforcement agency with 24/7/365 access to INTERPOL's global criminal investigative intelligence and information, as well as to police, customs, and immigration authorities in 193 other INTERPOL member countries. As a result, the USNCB is helping raise the United States' response to transnational threats from a one that is "whole of *government*" to one that is "whole of *governments*". The anticipated outcome is the reduction of crime and terrorism both domestically and internationally.

c. Priority Goals

The following are specific examples of how INTERPOL Washington supports the Department's mission:

1. **Keeping Our Country Safe**

The USNCB's active collaboration with counterterrorism components from across the interagency, as well as its continuing engagement with its counterparts in INTERPOL member countries throughout the world, directly supports DOJ's strategic goal of protecting Americans from threats to national security.

Prominent among current terrorism-related threats, the rise and subsequent defeat of ISIS has propelled the USNCB into the forefront of USG efforts to counter the international travel of Foreign Terrorist Fighters (FTFs) and other combatants. As a result, the USNCB has developed and implemented new and innovative countermeasures involving the exploitation of battlefield evidence collected by U.S. and Coalition forces in the conflict zones. Specifically, the USNCB has leveraged its access to INTERPOL systems and services to develop a suite of low-cost, high-yield projects designed to identify, locate, apprehend, and prosecute subjects involved in acts of terrorism perpetrated by ISIS. These projects employ identification, screening, and detection methods involving the use of physical tokens (i.e. passports), biometrics, data analytics, IT integration techniques, and INTERPOL's system of Notices and Diffusions to provide a broad-spectrum defense against transnational threats to our national security. Key initiatives include:

- **International Capacity Building Program:** A National Expert Team from the USNCB is providing technical assistance to partner countries in Southeast Asia, Africa, and Eastern Europe in implementing its integrated border screening and detection model as a means of interdicting the illicit international travel of FTFs and other threat actors seeking to enter or transit their respective regions.

- **Project TREAD:** The USNCB is generating INTERPOL Blue Notices containing information used to help identify, trace, and locate persons biometrically linked to the manufacture and placement of Improvised Explosive Devices (IEDs) recovered by U.S. and Coalition forces in the conflict zone Iraq. Published to all INTERPOL member countries, these Notices have resulted in the identification of a number of persons culpable for these acts, including some who were seeking refugee status in countries outside the conflict zone.
- **Project CELLBLOCK:** The USNCB is disseminating, through INTERPOL channels, biometric, biographical, and contextual information on the “worst of the worst” ISIS FTF detainees who are likely to travel internationally after release in order to participate in additional terrorist activities.
- **FTF Working Group and Fusion Cell:** The USNCB is collaborating with other participating INTERPOL member countries in a dedicated program to combat the threat of FTFs worldwide. Established in 2013, the program supports a working group – an international forum for sharing criminal investigative intelligence and best practices – a multinational fusion cell, and an analytical database populated with information contributed by and accessible to participating member countries. The criminal intelligence contained in the database includes detailed identity particulars on known or suspected FTFs as well as other information that enhances the exploitation of available data, and enables the production of more focused, actionable analyses of FTF identities, movement, and activities for use by law enforcement.

Furthermore, in order to combat the growing dangers from cybercrime and cyber-based attacks, the USNCB is working with INTERPOL to develop best practices and criminal intelligence sharing initiatives that will enhance investigations; increase capacity, and increase connectivity between U.S. law enforcement and cyber authorities worldwide. To that end, the USNCB is:

- Actively pursuing the development of training opportunities with INTERPOL and DOJ to improve member countries’ use of Mutual Legal Assistance Treaties as a critical tool in supporting global efforts to combat cybercrime;
- Developing solutions for streamlining the process of obtaining and communicating Basic Subscriber Information held by U.S. Internet and social media service providers;
- Promoting the operational, technical, and investigative cyber capabilities of U.S. law enforcement and, through the INTERPOL Global Complex for Innovation and its Digital Crime Center; and
- Increasing international cooperation in support of DOJ’s priority goal of disrupting and dismantling cyber threat actors.

Protecting Americans from violent crime

The USNCB is actively working with its domestic and foreign law enforcement partners to combat violent transnational criminal organizations and offenders. Its efforts include developing and exchanging criminal investigative information and intelligence designed to deny the illicit movement of and access to U.S.-sourced firearms, explosives, and ammunition by international traffickers, drug dealers, gang members, and terrorists. The USNCB's international data resources and communications network also support U.S. and foreign law enforcement agencies in investigating violent offenses that include kidnapping, bank robbery, homicide, rape, and sexual assault. For example, the USNCB processes trace requests of U.S.-sourced firearms recovered or seized abroad for those member countries without electronic trace (E-Trace) capability and, through I-24/7, INTERPOL's global communications network, assists ATF's National Tracing Center with requests to member countries for assistance in tracing foreign-made firearms recovered in the U.S.

Further, the USNCB is exclusively responsible for processing applications for all U.S. Red, Blue, and Green INTERPOL Notices on subjects connected with violent criminal offenses. These subjects include deportees who have committed violent crimes and who, based on their criminal history, pose a potential threat to public safety, i.e. members of transnational criminal organizations such as MS-13, criminal alien sex offenders, and members of violent outlaw motorcycle gangs. In addition to facilitating the location, capture, and removal of criminal fugitives, the publication of these Notices supports the sharing of criminal intelligence and coordination of investigations and operations at a truly global level.

The USNCB also facilitates the processing of emergency disclosure requests from Internet and social media service providers to prevent violent crimes in which serious threats of bodily harm, death threats, stalking, and extortion attempts are expressed online, resulting in the identification, location and arrest of offenders who pose a significant threat to persons and/or the general public.

Protecting the most vulnerable members of society

The USNCB provides substantial support to partner agency efforts to combat crimes against vulnerable populations, including especially children. Using its exclusive information sharing authority, the USNCB has:

- Extended access to INTERPOL's International Child Sexual Exploitation (ICSE) image database to U.S. child sex crimes investigators as well as the National Center for Missing and Exploited Children (NCMEC). This system employs sophisticated software programs to automatically extract digital information from images and compare it to stored images seized worldwide. To date, over 10,000 victims from countries around the world have been identified using ICSE, and numerous offenders prosecuted.

- Partnered with NCMEC to disseminate urgent and timely investigative leads involving images of child sexual exploitation online to specialized investigators in more than 100 member countries using INTERPOL's I-24/7 system. Since the program began in May 2014, the USNCB has electronically distributed in excess of 34 million CyberTipline leads.
- Partnered with NCMEC and federal, state, local, and Tribal law enforcement agencies to assist in the identification of unknown deceased juveniles. Under this initiative, items such as physical descriptions, physical characteristics, distinguishing marks, jewelry, tattoos, dental records, and other pertinent data are combined with artist renditions and/or reconstruction imagery are incorporated into INTERPOL Black Notices in an effort to identify unknown and unclaimed remains.
- Established a process for issuing and reviewing INTERPOL Yellow Notices and Diffusions to facilitate the location and safe return of missing minors. Incoming requests from foreign law enforcement counterparts are reviewed and entered into appropriate U.S. indices, including notification to NCMEC. Outgoing requests for investigative assistance from U.S. law enforcement authorities are disseminated to INTERPOL member countries as well as the U.S. Department of State's Office of Children's Issues in an attempt to locate missing and/or abducted U.S. citizens.
- Partnered with the United States Marshals Service and other U.S. law enforcement agencies to assist in tracking convicted sex offenders who visit, relocate, and/or are deported to foreign countries; enter advisories from foreign member countries regarding convicted traveling sex offenders into U.S. lookout systems, and in locating and apprehending non-compliant fugitive sex offenders that flee overseas. This partnership includes coordinating investigations of fugitive sex offenders that have fled to the U.S.
- Partnered with U.S. Immigration and Customs Enforcement (ICE) to provide international notification regarding foreign sex offenders whose crimes make them removable, and who are being removed, from the United States. Upon removal, the USNCB obtains the publication of an INTERPOL Green Notice on the individual to alert all member countries to the circumstances of the offender's removal, and of any continuing threat they may pose. To date, the USNCB has obtained the publication of more than 8,000 Green Notices in support of this initiative.
- Partnered with ICE-Homeland Security Investigations and foreign law enforcement counterparts to assist in identifying and locating human rights violators and those who have engaged in war crimes and, in collaboration with ICE's Human Trafficking and Smuggling Center, to utilize INTERPOL Notices and Diffusions to identify subjects that are either suspected of or wanted for crimes of human trafficking and/or smuggling.

2. Ensuring Economic Opportunity and Fairness

The USNCB also provides support to U.S. and international law enforcement efforts to combat transnational crimes. Among these offenses are financial crimes such as fraud, insider trading and tax violations, counterfeit documents and currency, credit card fraud, healthcare fraud, wire fraud, and money laundering.

Working on behalf of its foreign law enforcement partners, the USNCB processes criminal record checks and/or fingerprint checks on subjects who have been arrested or are under investigation in other countries for ordinary law crimes such as murder, rape, robbery, assault, and other offenses. Similarly, it forwards DNA profiles submitted by foreign law enforcement authorities to the FBI National Lab, as well as state labs, for comparison.

V. Program Increases by Item

Item Name:	<u>Keeping Our Country Safe</u>
Strategic Goal:	Keeping Our Country Safe
Strategic Objective:	Increase resources and improve internal and external communications
Budget Decision Unit(s):	INTERPOL Washington, USNCB
Organizational Program:	INTERPOL Washington

Program Increase: Positions 11 Agt/Atty 0 FTE 6 Dollars \$671,000

The USNCB requests **\$671,000** to fund 11 new positions to address the Department's priority of keeping our country safe. The addition of these positions would address the steady decrease in positions over the past several years based on attrition, budget reductions, etc. Additionally, these positions would increase INTERPOL Washington's level of efficacy, efficiency, and customer service to our law enforcement partners.

The GOAL Program

The Global Outreach and Liaison (GOAL) Program serves as the unit within the USNCB that is responsible for managing and maintaining cases/investigations pertaining to the more than 18,000 state and local law enforcement agencies across the United States.

The USNCB is responsible for recruiting, training, and certifying approximately 100 State Liaison Officers in the various databases, messaging systems, and standard operating procedures surrounding the use of INTERPOL Notices and nominal data available to their respective agencies and state governments.

Having designated subject matter experts and single/multiple points of contacts assigned to six geographical regions within the country (*Northeast, Southeast, Midwest, Texas/Gulf Coast, Rocky Mountain/West Coast, Tribal Territories*) will greatly enhance the efficacy and use of INTERPOL

by law enforcement, regardless of their size and location. It will also allow for the state liaison officers and their departments to receive and/or host regional training programs available to them through INTERPOL.

While the majority of INTERPOL Notices issued on behalf of U.S. law enforcement can be attributed to specific agencies or jurisdictions, outgoing requests or alerts for law enforcement are both on the rise and experiencing a wider dissemination and frequency. Some of the most critical and important of these requests include the Humanitarian and Harm to Others Notices or requests for immediate assistance.

Between FY 2016 and FY 2020, the USNCB experienced an increase in these types of cases from 11 to 200 annually. Having dedicated personnel in the form of investigative analysts and sworn law enforcement officers from particular geographical regions will ensure that these cases get the urgent and professional attention often required of them. It will also ensure that follow-up details and accurate and timely case dispositions are returned to the INTERPOL National Central Bureau that sent the information to the United States in order to successfully close the inquiry or redirect it, should it be necessary to do so.

Organized Crime Programs

The Organized Crime Unit needs support in the publication of U.S. Green Notices on foreign nationals convicted of felony charges in the U.S., members of foreign gangs, and those deported from the U.S. due to the convictions and/or immigration violations. These Notices are issued in conjunction with the U.S. Immigration and Customs Enforcement. In this capacity, investigative analysis and a myriad of criminal database inquiries ensures the Green Notice application meets the necessary criteria for publication and will work closely with the Bureau of Prison representative as well as coordinate with other law enforcement agencies on the program. More resources assigned to this program will allow for a consistent and expeditious handling of the Green Notice applications with the goal of preventing a backlog enable timely investigative file reviews and ensure we are compliant with USNCB SOPs and policies.

Emerging Crime Programs

The USNCB collaborates with the National Center for Missing and Exploited Children (NCMEC) to securely disseminate valuable CyberTipline leads to foreign law enforcement entities. Images and other forms of media containing actual evidence are often requested by the foreign partner to further the investigation. Although the dissemination of the initial leads are electronic, the follow-ups are a manual process. This process can often be cumbersome and tedious due to the number of files that need to be shared with foreign law enforcement authorities. The USNCB also provides domestic law enforcement agencies with access to INTERPOL's International Child Sexual Exploitation (ICSE) database. ICSE uses sophisticated software programs to automatically extract digital information from images of child sexual abuse and compare it against existing data. INTERPOL's ICSE database initiative increases information sharing within the international law enforcement community to escalate the probability of identifying more victims through international collaboration. Due to attrition, the USNCB no longer has a representative located in the agency who is certified as a user and/or trainer for this database. This requires the USNCB to request the assistance of other law enforcement agencies to maintain training and other duties related to the database.

Notice Management Unit (NMU) – U.S. Notice & Foreign Notice Sections

Located within the USNCB's Global Police Services Division, the NMU is responsible for receiving, analyzing, disseminating and maintaining the most up to date information pertaining to all INTERPOL Notices with a nexus to the United States.

Broken down into two sections, and responsible for either U.S. issued Notices requesting law enforcement assistance overseas or Foreign Issued Notices requesting law enforcement assistance within the United States, the NMU conducts the overwhelming majority of database queries and messaging through INTERPOL communications systems, and relays critical and often time sensitive information to both owners and recipients of INTERPOL Notices.

Between FY 2017-2020, the NMU honored an average of approximately 50,000 investigative inquiries each year (40,000 Foreign Notices / 10,000 U.S. Notices).

Additionally, the NMU saw the total number of investigative inquiries received rise by over 22,500 from 39,258 (FY 2018), to 62,579 (FY 2020). This represents a 57% increase in workload while experiencing significant personnel and budget reductions over the same period.

Between FY 2017 and FY 2020, the U.S. Notice Section conducted on average 10,000 inquiries supporting investigations into persons subject to INTERPOL Notices on behalf of federal, state and local law enforcement agencies annually.

The total number of inquiries conducted during the same period grew from 8,249 (FY 2018) to 13,198 (FY 2020), which represents a 60% increase in workload over that time period. At the same time, the U.S. Notice Section experienced a decrease in dedicated personnel due to attrition. and permanent loss of positions due to budgetary restraints and cutbacks.

Each employee of the U.S. Notices Section has an average of approximately 1,000 active cases / INTERPOL Notices assigned to them at any given time. Based on the amount of work required, attention to detail, and potential negative impact upon criminal investigations and public safety in failing to do so, the ideal caseload should be no more than 500 for each Investigative Analyst 1 position.

Between FY 2017 and FY 2020, the Foreign Notice Section received an average of 39,000 investigative inquiries each year. Conversely, the Foreign Notice Section completed an average of 30,000 investigative inquiries each year. This resulted in the creation of a backlog that continues to grow larger each FY in direct correlation with the increases in inquiries it receives.

The average annual number of investigative inquiries received by the Foreign Notices Section has increased from 31,009 (FY 2018) to 49,381 (FY 2020), representing a 59% increase in workload. During the same period, the Foreign Notice Section experienced a decrease in dedicated personnel due to attrition and permanent loss of positions due to budgetary constraints and cutbacks.

In FY 2020, the NMU was able to take advantage of a slowdown in global law enforcement information sharing related to the COVID-19 pandemic and conduct an aggressive operation to address this backlog. As such, it conducted approximately 21,000 delinquent inquiries on foreign Notices. The USNCB can expect a similar if not greater backlog to return if the current workload increases and staffing levels decrease.

Each employee within the Foreign Notice Section of the NMU has approximately 10,500 cases / INTERPOL Notices assigned to them. On average 75% of their caseload remains open or inactive

pending responses to requests for information from case agents and/or other INTERPOL National Central Bureaus.

Impact on Performance

This initiative fully supports the *Department of Justice FY 2023 priorities*; specifically:

- Priority Goal: Violent Crime
- Priority Goal: Criminal Justice reform

1. Base Funding

FY 2021 Enacted				FY 2022 President’s Budget				FY 2022 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
69	2	60	35,592	69	2	69	40,993	69	2	69	41,125

2. Personnel Increase Cost Summary

Type of Position/Series	FY 2023 Request (\$000)	Positions Requested	50% Lapse	Full Year Modular Cost per Position (\$000)	Annualizations (\$000)			
			Modular Cost per Position		1st Year	2nd Year	FY 2024 (net change from 2023)	FY 2025 (net change from 2024)
General Investigative (1800-1899)	671	11	61	130	671	759	878	237
Total Personnel	671	11	61	130	671	759	878	237

3. Non-Personnel Increase/ Summary Reduction Cost

Not Applicable.

4. Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2024 Net Annualization (change from 2023) (\$000)	FY 2025 Net Annualization (change from 2024) (\$000)
Current Services	69	2	69	41,125	0	41,125	0	0
Increases	11	0	6	671	0	671	878	237
Grand Total	80	2	75	41,796	0	41,796	878	237

5. Affected Crosscuts

**Counterterrorism
Crimes Against Children
Cyber-Crime and Child Exploitation
Cyber Crimes – Cyber Security
Drugs
Economic Fraud
Gangs
Immigration
Intellectual Property
Intelligence and Information Sharing
National Security
Opioids
Transactional Crime
Violent Crime**

VI. Program Offsets by Item

Not applicable.

VII. Exhibits