
U.S. Department of Justice

Drug Enforcement Administration

FY 2019
Performance Budget
Congressional Submission



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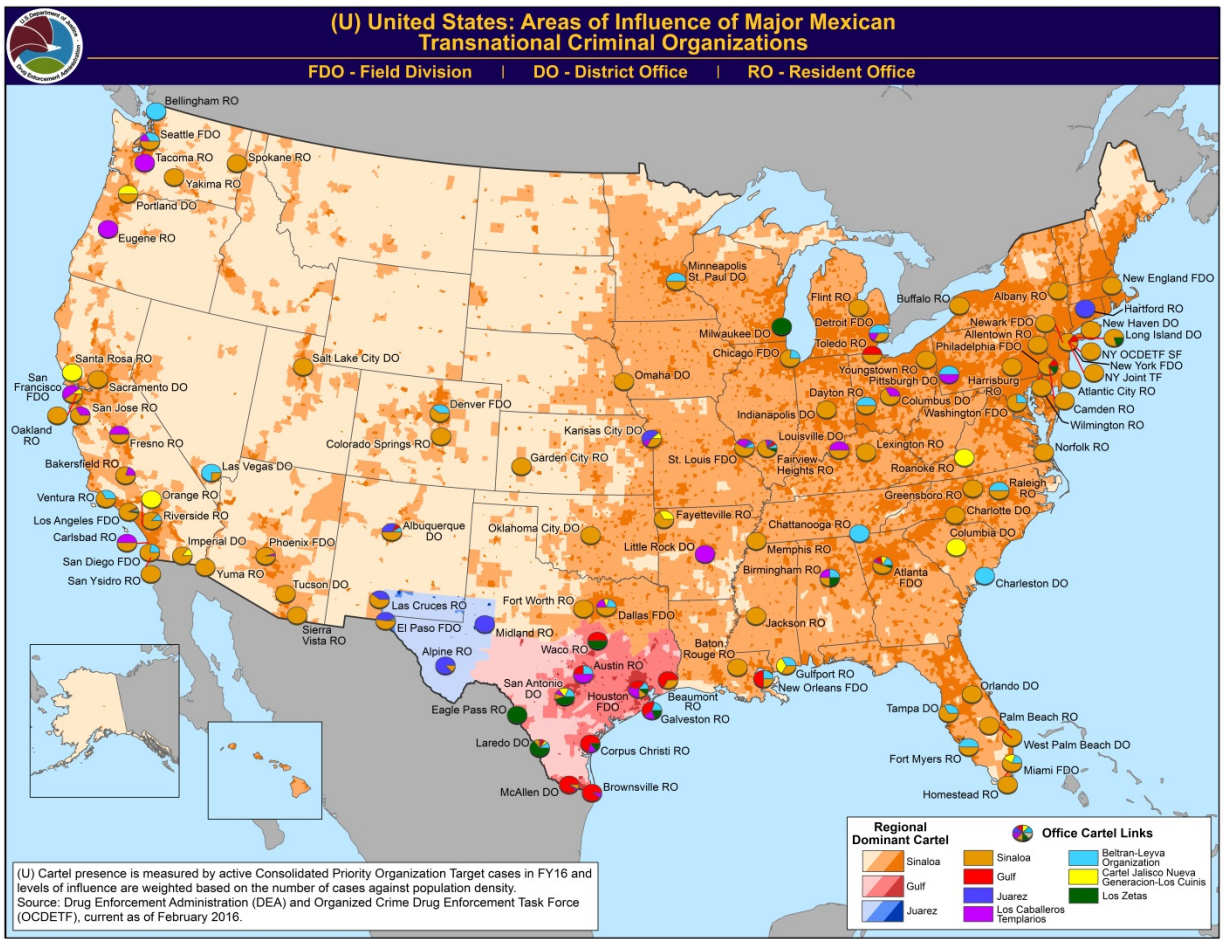
I. Overview for the Drug Enforcement Administration (DEA)

Introduction

Since its creation in 1973, DEA has evolved from a small, domestic-oriented law enforcement agency to a globally-recognized agency with nearly 9,000 onboard employees assigned to 222 domestic offices and 91 foreign offices in 70 countries. The mission of DEA is to enforce the controlled substances laws and regulations of the United States (U.S.) and bring to the criminal and civil justice system those organizations and principal members of organizations involved in the growing, manufacture, or distribution of controlled substances appearing in or destined for illicit traffic in the U.S. Additionally, DEA recommends and supports non-enforcement programs aimed at reducing the availability of illicit controlled substances on the domestic and international markets.

DEA personnel assigned to domestic and foreign offices focus their investigative efforts on Priority Target Organizations (PTOs). PTOs engage in the highest levels of drug trafficking and/or drug money laundering operations that significantly impact international, national, regional, or local drug availability. DEA focuses its resources on PTOs with and without a direct connection to a Consolidated Priority Organization Target (CPOT). A CPOT is the command and control element of a major international drug trafficking organization and/or money laundering enterprise that significantly impacts the U.S. drug supply.

Today's most significant drug trafficking organizations are the dangerous and highly sophisticated Mexican Transnational Criminal Organizations (TCOs) that traffic drugs throughout the U.S. using established transportation routes and distribution networks. Mexican TCOs continue to be the principal suppliers of heroin, methamphetamine, cocaine, and marijuana to the U.S. Out of the 37 current CPOTs, 24 are Mexican. Domestically, distribution cells have forged alliances with Mexican TCOs, resulting in an increasing threat to the safety and security of communities across the country. For example, TCOs have formed relationships with gangs, who in turn commit violent crimes and serve as retail-level drug distributors for TCOs, presenting a serious risk to public health and safety. DEA is uniquely positioned to target and dismantle these local distribution cells and the international drug trafficking organizations with whom they conspire.



The rise of heroin use, the misuse of prescription opioids, and most recently, the threat posed by fentanyl abuse, is collectively the biggest drug challenge we face today, as it impacts public health and safety in every part of America. A contributing factor to increasing demand for heroin is prescription opioid abuse. Prescription drug abuse is the nation’s fastest-growing drug problem. In 2016, almost 3.4 million Americans age 12 or older reported misusing prescription pain relievers within the past month. This makes prescription opioid misuse more common than use of any category of illicit drug in the U.S. except for marijuana.

DEA has also become increasingly alarmed over the proliferation of illicit fentanyl and its analogues. Fentanyl is a Schedule II synthetic opioid approved for use as a painkiller and anesthetic. The drug’s extremely strong opioid properties—both analgesic and euphoric—have made it an attractive drug of abuse for opioid users. The yearly market for illegal non-medical prescription pain relievers is over 12.5 million people, and if fentanyl is



introduced into even a small portion of that overall market, there is a likelihood that overdoses will continue to increase. Additionally, since fentanyl and its analogues can be harmful to public safety personnel who encounter these substances during the course of their daily operations, it is critical they know how to protect themselves. DEA has assisted State and Local Law Enforcement through the publication of guidelines and alerts regarding heroin, fentanyl and its various analogs. This guidance includes:

- 2017- [Fentanyl Briefing Guide to First Responders](#) -Provides guidance on how to respond to fentanyl, personal protection to reduce risk, exposure treatment, and remediation and decontamination recommendations; and,
- 2016- Multiple alerts to Law Enforcement on fentanyl, carfentanil, and counterfeit prescription pills containing fentanyl.

Drug Threat Assessment



The 2017 National Drug Threat Assessment (NDTA) is a comprehensive strategic assessment of the threat posed to the U.S. by the trafficking and abuse of illicit drugs. Over the past 10 years, the drug landscape has shifted, with the U.S. now facing an opioid epidemic driven by the non-medical use of controlled prescription drugs, illicit fentanyl, and heroin. While the current opioid crisis has deservedly garnered significant attention, the methamphetamine threat has remained prevalent; the cocaine threat was in a state of steady decline, but early indicators suggest that it may be rebounding; new psychoactive substances (NPS) continue to be a challenge; and the focus of marijuana enforcement efforts continues to evolve.

Drug poisoning is the leading cause of injury death in the U.S. Drug poisoning deaths are currently at their highest ever recorded level and, every year since CY 2009¹ drug poisoning deaths have outnumbered deaths by firearms, motor vehicle crashes, suicide and homicide. In 2016, there were more than 63,600 drug overdose deaths in the United States, which equates to 174 deaths per day. The age-adjusted rate of drug overdose deaths in 2016 (19.8 per 100,000) was 21 percent higher than the rate in 2015 (16.3)².

¹Centers for Disease Control and Prevention (2016). *Increases in Drug and Opioid-Involved Overdose Deaths-United States, 2010-2015*

² National Center for Health Statistics (2017). *Drug Overdose Deaths in the United States, 1999-2016*

heroin for the U.S. market, have continued to surge, providing traffickers a steady stream of high-purity, low-cost heroin to market throughout the United States.

Fentanyl and Other Synthetic Opioids: Illicit fentanyl and other synthetic opioids — primarily sourced from China and Mexico and shipped directly to the United States or trafficked overland via Mexico and Canada — are contributing factors in the current synthetic opioid overdose epidemic. Traffickers in the United States usually mix fentanyl into heroin products and sometimes other illicit drugs, or press it into counterfeit prescription pills, often without users' awareness, which leads to overdose incidents.

Methamphetamine: Methamphetamine remains a prevalent threat, with most of the methamphetamine available in the United States being produced in Mexico and smuggled across the Southwest Border (SWB). Domestic production continues to occur at much lower levels than in Mexico, and seizures of domestic methamphetamine laboratories have declined.

Cocaine: Cocaine availability and use in the United States are rebounding, with some domestic cocaine data sets reaching or surpassing 2007 benchmark levels. In addition, coca cultivation and cocaine production in Colombia, the primary source of supply for cocaine in the United States, continue to increase.

Core Functions & Strategies

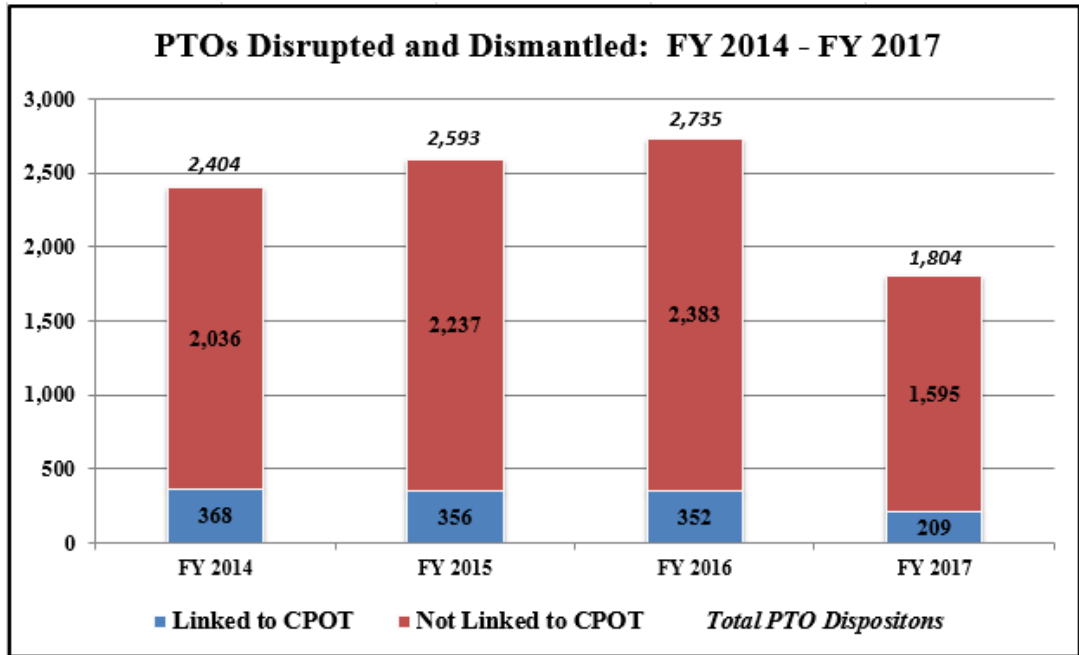
Enforcement Strategy

To accomplish its mission, DEA focuses its investigations on CPOTs and PTOs³ which are the most significant international and domestic drug trafficking and money laundering organizations. DEA's current long-term outcome goal is to dismantle 420 and disrupt 535 CPOT-linked drug trafficking organizations.

DEA's coordinated enforcement and intelligence efforts with federal, state, local, and international partners are resulting in the largest and most dangerous drug trafficking organizations being put out of commission. For example:

- In FY 2016, DEA reported 2,735 PTO disruptions or dismantlements; 352 were CPOT linked.
- In FY 2017, DEA reported 1,804 PTO dispositions; 209 were CPOT linked.
- In FY 2017, 24 of the 46 CPOTs identified on the FY 2017 CPOT list (52 percent) had been indicted, and 9 (20 percent) of the 46 CPOTs had been arrested.
- The culmination of DEA's participation in the CPOT initiative through FY 2017, has led to 162 indictments, 128 arrests, and the extradition of 72 of the 221 CPOTs on the CPOT list between FY 2003 and FY 2017.

³ PTOs are identified by DEA Special Agents in Charge (SACs) and Regional Directors.



Data-driven Decision Making

DEA uses data analysis to maximize the allocation of scarce resources and personnel. The following two initiatives are just an example of some of the ways data drives leadership, management, and operational decisions. DEA recently implemented the Threat Enforcement Planning Process (TEPP) to identify the biggest threats in each division and ensure that the field offices have the necessary resources allocated to mitigate those threats. DEA is making analytical tools available for investigative use, which has helped to better identify doctors and pharmacies of operational interest and understand the cause of the backlog for laboratory analysis. DEA believes that data analysis is a critical aspect of good decision making and will continue to find ways to incorporate it into identifying problems and finding solutions.

DEA developed the Staffing Allocation Model to identify geographic staffing risks for domestic field agents. The model incorporates office-level detail, input from Special Agents in Charge (SACs), and 93 external and 31 internal factors. Using the same methodology, DEA also created a Heroin-specific staffing model (HSAM), which was used to identify offices and resources suitable for heroin task force deployment. Both SAM and HSAM are used to rebalance staffing levels with respect to current measurable drug enforcement risk factors throughout the domestic U.S.

Louisville Field Division

In January 2018, DEA established its 22nd division office in the U.S. – the Louisville Field Division. This action converts the existing Louisville District Office into a Field Division to include Kentucky, Tennessee, and West Virginia. The new division will enhance DEA enforcement efforts within the Appalachian mountain region and will unify drug trafficking investigations under one SAC. DEA anticipates that this establishment will produce more

effective investigations on heroin, fentanyl, and prescription opioid trafficking, all of which have a significant impact on the region. The division will also better align DEA with the U.S. Attorney's Office districts in those areas, similar to current ATF and FBI offices, and also with the Appalachia High Intensity Drug Trafficking Areas (HIDTA) Program.

Special Operations Division



DEA has relied on the implementation of strategies and the fostering of key partnerships over the course of its 40-year history. Established in 1994, the Special Operations Division (SOD) is a DEA-led, multi-agency operational coordination center with participation from 31 law enforcement agencies, including foreign participation from the United Kingdom, Australia, and Canada. Emphasis is placed on major drug trafficking and terrorist organizations financed by drug profits, which operate across jurisdictional boundaries on a regional, national, and international level.

SOD's Heroin/Fentanyl Task Force (HFTF) is a multi-agency task force that utilizes a "whole of government" approach to target the national fentanyl/opioid epidemic. The HFTF targets significant domestic synthetic distributors responsible for the importation of fentanyl and related compounds from China to the U.S. and the production of counterfeit pills (opioids) for distribution via parcels to cities across the U.S. For example, in July 2016 information on a parcel seizure was shared with the HFTF and resulted in the arrest of a domestic fentanyl source of supply that was responsible for the shipment of hundreds of thousands of counterfeit pills across the U.S. The investigation revealed that this domestic clandestine manufacturer made over 8,000 DarkNet internet sales totaling over \$4 million since November 2015.

In FY 2017, utilizing the same model as the HFTF, SOD created the PreCursor Chemical Working Group (PCWG). The PCWG conducts in-depth analysis to target manufacturing organizations. Based on intelligence and documented evidence from investigations, the working group is trying to identify "facilitator" organizations responsible for the purchase, diversion, and sale of chemicals used for clandestine manufacturing of illicit substances. To date, the PCWG has identified 16 potential targets and continues to exploit the networks for future dissemination to the field.

DEA 360 Strategy

In combatting the heroin and prescription opioid epidemic, DEA recognizes that law enforcement action alone is not enough and has rolled out its 360 Strategy. This new initiative involves coordinated law enforcement, diversion control, and community outreach efforts to tackle the cycle of violence and addiction generated by the link between drug cartels, violent gangs, and the growing problem of prescription opioid and heroin abuse in U.S. cities. In 2016, DEA implemented its 360 Strategy in Louisville, KY; Milwaukee, WI; St. Louis, MO; and Pittsburgh, PA. In 2017, DEA expanded the strategy in Dayton, OH; Albuquerque, NM; Charleston, WV; and Manchester, NH. In 2018, DEA plans to expand this program to Salt Lake City, UT, as well as other cities yet to be announced.

As part of the 360 Strategy, DEA recently partnered with Discovery Education, a division of Discovery Communications, to develop and distribute a prescription opioid and heroin education curriculum to middle and high school students, their teachers, and parents. *Operation Prevention* has been deployed at no cost to schools nationwide.



As of June 30, 2017, there were:

- More than 17,000 downloads of the lesson plans to educate more than 696,000 students
- More than 14,000 views of the Virtual Field Trip to educate more than 290,000 students
- DEA awarded the Cynopsis Social Good Awards for Best Health & Wellness Initiative for the *Operation Prevention* initiative



DEA Community Outreach Efforts

Medication Disposal

Since 2010, DEA has held its National Drug “Take Back” Initiative (NTBI) to provide a convenient and safe option to dispose of unused, expired, and/or unwanted prescription drugs. DEA’s most recent NTBI was held on October 28, 2017, which collected a record-setting 912,305 pounds—456 tons—of potentially dangerous expired, unused, and unwanted prescription drugs for disposal at more than 5,300 collection sites. As a result of all 14 National Take Back Days, DEA, in conjunction with its state, local, and tribal law enforcement partners, has removed over 9 million pounds (4,508 tons) of medications from circulation. The fifteenth National Drug Take Back Day is scheduled for April 28, 2018.

Diversions Control Program

DEA’s Diversion Control Division (DC) is responsible for enforcing the Controlled Substances Act (CSA) and its regulations pertaining to pharmaceutical controlled substances and listed chemicals while ensuring adequate and uninterrupted supply of controlled substances and chemicals to meet legitimate medical, scientific, and industrial needs without creating an oversupply. The deployment of Tactical Diversion Squads (TDSs) is the primary method of criminal law enforcement in the DC. These TDSs incorporate the enforcement, investigative, and regulatory skill sets of DEA Special Agents, Diversion Investigators, other federal law enforcement, and state and local Task Force Officers. Between March 2011 and present, DEA increased the number of operational TDSs from 37 to 77. Over the last seven years, these TDS groups have initiated an average of more than 1,500 cases per year and made an average of more than 2,000 arrests per year. In addition, DEA established two mobile TDS groups that can deploy quickly to “hot spots” in furtherance of the Diversion Control Program’s mission.

Office of National Security Intelligence

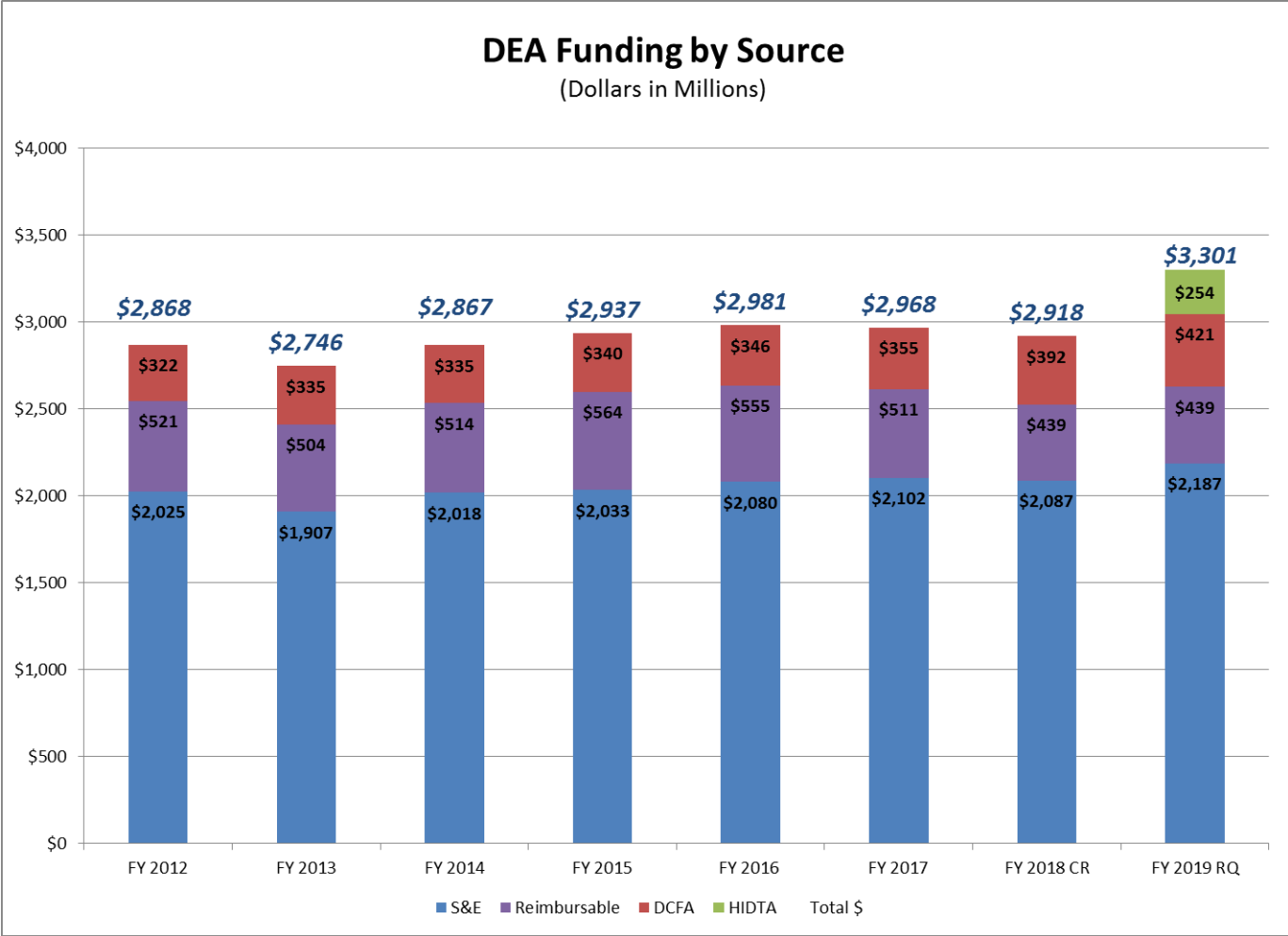
DEA shares intelligence as appropriate at the tactical, operational, and strategic levels to federal, state, local, and international partners. DEA is represented in the U.S. Intelligence Community (IC) through the Office of National Security Intelligence (ONSI), which facilitates intelligence integration, coordination, and information sharing with other members of the IC and national security elements. ONSI ensures that national security information obtained by DEA, during the execution of its worldwide drug law enforcement mission, is expeditiously shared with both the national security and intelligence communities. On average, ONSI shares more than 5,000 such reports a year.

These reports contain information on topics such as foreign intelligence, international organized crime, international drug trafficking organizations, and terrorism.



FY 2019 Budget Request

DEA's FY 2019 budget request totals \$2,862,162,000. This request includes \$420,703,000 derived from the Diversion Control Fee Account (DCFA). Starting in FY 2019, DEA will oversee the High Intensity Drug Trafficking Areas (HIDTA) Program with an estimated budget of \$254,000,000, which is being transferred from the Office of National Drug Control Policy (ONDCP). Additionally, DEA anticipates receiving an estimated \$439,000,000 from other agencies via reimbursable agreements. DEA anticipates that \$3 billion, from all funding sources, will support 9,758 positions and 8,965 FTE during FY 2019. The following table summarizes DEA's FY 2012 to FY 2019 funding levels by source.



* In FY 2017 and FY 2018, this program was included in the Office of National Drug Control Policy's budget for \$254 million and \$252.3 million, respectively. As of FY 2019, the HIDTA Program is being transferred to DEA.

Maintaining Current Services

Salaries and Expenses (S&E) Account: The \$59,928,000 in base adjustments includes funding for the January annualization of the FY 2018 pay raise of 1.9 percent, employee benefits, rent and facilities, funding for methamphetamine lab cleanups, continuing resolution base adjustment, and charges for positions stationed outside of the U.S.

Diversion Control Fee Account (DCFA): The \$1,129,000 in base adjustments includes funding for the January annualization of the FY 2018 pay raise of 1.9 percent, employee benefits, rent and facilities, and charges for positions stationed outside of the U.S.

High Intensity Drug Trafficking Area (HIDTA): In FY 2019, the \$254,000,000 in HIDTA funds will transfer from the ONDCP to the DEA; thus establishing new current services.

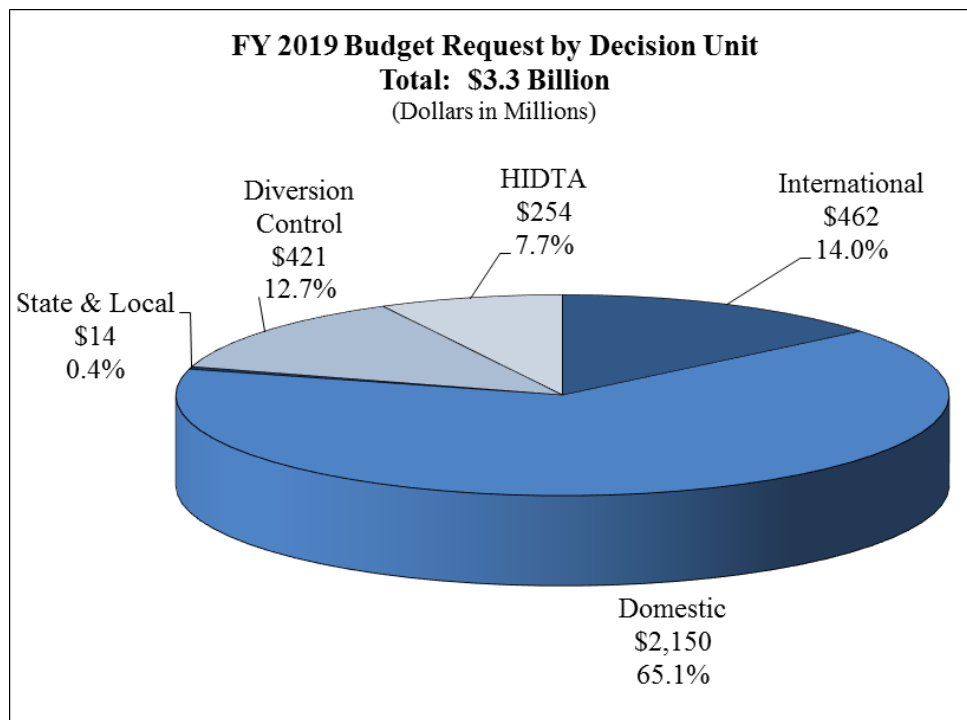
Program Improvements

DEA's FY 2019 program increases directly support several Presidential Executive Orders and Attorney General Priorities and will provide DEA resources to build upon past success and to continue to address the scourge of heroin and controlled prescription drug abuse. Enhancement requests include the following:

1. **Combatting the Opioid Crisis and Emerging Threats:** \$40.5 million and 145 positions to respond to the most significant U.S. drug threats, including combatting the heroin and opioid crisis.
2. **Combatting Transnational Criminal Organizations:** \$0.4 million in support of DEA's Sensitive Investigative Unit (SIU) Program.

Full Program Costs

The following chart reflects all FY 2019 DEA resources including the S&E Account, reimbursables including AFF funding, the DCFA, and the newly added HIDTA account.



In FY 2019, DEA will assume responsibility and oversight of the High Intensity Drug Trafficking Areas (HIDTA) Program. DEA currently participates in and coordinates with 24 HIDTAs. Transferring the administration of the program will provide several advantages. Under DEA leadership, the program will better leverage existing relationships between DEA and state, local, and tribal counterparts. HIDTA resources will be focused on combatting drug trafficking in areas where the threat is the greatest, more closely dovetailing with DEA's

enforcement efforts. Additionally, this coordination will enable federal-funded drug enforcement efforts to better target priority drug trafficking organizations including DOJ CPOTs.

Performance Challenges

Performance materials will be provided at a later date.

Environmental Accountability

DEA continues to maintain and manage the internal Environmental Stewardship Awards Program; awarding three DEA facilities with the DEA Environmental Stewardship Award and two individuals with the DEA Environmental Champion Award. Furthermore, DEA continued to promote the DEA Electronics Stewardship Awards program. Calendar Year 2017 was the third year for the Awards program, designed to encourage DEA facilities to continue improving their electronics stewardship. A total of eight awards were presented to DEA facilities across the country: four Platinum Awards, one Gold Award, one Silver Award, and two Bronze Awards.

At the regional and national level, DEA offices also received awards. EPA Region 6 awarded three Federal Green Challenge awards to the El Paso Intelligence Center (EPIC) for Electronics, Purchasing, and Education and Outreach. In addition, an employee at the DEA's Northeast Laboratory was awarded an EPA region 2 Environmental Champion Award for her work with leading their EMS team. Three employees from EPIC were recognized as "Recycling Heroes" by Fort Bliss Military Base for their work at maintaining a 50 percent waste diversion rate for solid waste. In addition, six DEA facilities were awarded with national Electronic Product Environmental Assessment Tool (EPEAT) Purchaser Awards.

DEA is implementing an energy performance contract to install a solar photovoltaic (PV) system at EPIC. The goals of the project are to increase the amount of renewable energy being used and stabilize the cost of electricity for the next 20 years. The project will also assist the U.S. Army at Fort Bliss with its Net-Zero Energy goals. In August 2016, DEA signed an Interagency Agreement (IAA) with the Department of Energy to develop an Energy Savings Performance Contract (ESPC) to implement the project. In February 2017, DEA selected Ameresco, Inc. to be the Energy Service Company (ESCO) to develop the full scope of the project and implement the plan. Construction has begun with the system expected to be online by August 2018.

The EPIC solar project calls for a 2 Megawatt (MW) ground-mounted solar photovoltaic (PV) system on the eastern portion of EPIC's fenced-in lot, adjacent to the parking area and extending along the eastern fence to the south. The PV system is designed to produce up to 85 percent of EPIC's electricity usage, and would allow DEA to claim 15 percent (up from 2 percent) renewable energy in its agency-wide sustainability report. Onsite clean energy generation via the PV system also supports energy security and resiliency, which is critical to the around-the-clock operations at EPIC that supports DEA's overall mission. The PV system is expected to produce about 4.5 million kilowatt hours (kWh) per year, or \$314,000 in energy costs that would otherwise be paid to U.S. Army Fort Bliss for conventional electricity. EPIC will also receive lighting and water upgrades, saving about \$27,000 in utility costs per year as a part of the overall ESPC.

DEA worked with GSA to implement a modification to the current Deionized Water system at the Southeast Laboratory. The modification would allow the system reuse/recirculate some of the water to reduce the overall water consumption. This water-saving device was installed in September 2016. Overall, on average, water use has dropped by over 69 percent and cost by about 50 percent (saving ~\$8,000 per year).

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II. Summary of Program Changes & Offset

Item Name	Description	Pos.	FTE	Dollars (\$000)	Page
<p>Combatting the Opioid Crisis and Emerging Threats</p>	<p>Responds to the most significant U.S. drug threats, including combatting the heroin and opioid crisis through the creation of enforcement teams and establishing a Fentanyl Signature Profiling Program.</p>	<p>145</p>	<p>73</p>	<p>\$40,514</p>	<p>45</p>
<p>Combatting Transnational Criminal Organizations</p>	<p>Supports the Sensitive Investigative Unit (SIU) Program to combat highly sophisticated Transnational Criminal Organizations (TCOs) known for supplying illicit substances to distributors and users in the U.S.</p>	<p>-</p>	<p>-</p>	<p>\$400</p>	<p>51</p>

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III. Appropriations Language and Analysis of Appropriations Language

Appropriations Language

SALARIES AND EXPENSES

For necessary expenses of the Drug Enforcement Administration, including not to exceed \$70,000 to meet unforeseen emergencies of a confidential character pursuant to Section 530C of title 28 USC; and expenses for conducting drug education and training programs, including travel and related expenses for participants in such programs and the distribution of items of token value that promote the goals of such programs, [\$2,102,976,000] \$2,187,459,000; of which not to exceed \$75,000,000 shall remain available until expended and not to exceed \$90,000 shall be available for official reception and representation expenses.

For necessary expenses of the High Intensity Drug Trafficking Areas Program, \$254,000,000, to remain available until September 30, 2020, for drug control activities consistent with the approved strategy for each of the designated High Intensity Drug Trafficking Areas ("HIDTAs"), of which not less than 51 percent shall be transferred to state and local entities for drug control activities and shall be obligated not later than 120 days after enactment of this Act: Provided, That up to 49 percent may be transferred to Federal agencies and departments in amounts determined by the Administrator of the Drug Enforcement Administration, of which up to \$2,700,000 may be used for auditing services and associated activities: Provided further, That, notwithstanding the requirements of Public Law 106–58, any unexpended funds obligated prior to fiscal year 2017 may be used for any other approved activities of that HIDTA, subject to reprogramming requirements: Provided further, That upon a determination that all or part of the funds so transferred from this appropriation are not necessary for the purposes provided herein, such amounts may be transferred back to this appropriation. Note.—A full-year 2018 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriations Act, 2018 (Division D of P.L. 115–56, as amended). The amounts included for 2018 reflect the annualized level provided by the continuing resolution.

Analysis of Appropriations Language

No significant changes are proposed for DEA's Salaries and Expenses (S&E) Account.

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IV. Program Activity Justification

A. International Enforcement

<i>International Enforcement</i>	Direct Pos.	Estimate FTE	Amount
2017 Enacted	929	862	\$465,225
2018 Continuing Resolution	929	862	\$445,151
Adjustments to Base and Technical Adjustments	-4	-4	\$7,276
2019 Current Services	925	858	\$452,427
2019 Program Increases	0	0	\$400
2019 Program Offsets	0	0	\$0
2019 Request	925	858	\$452,827
Total Change 2018-2019	-4	-4	\$7,676

*This table only displays DEA's S&E resources. Dollars are in thousands.

<i>International -Information Technology Breakout (of Decision Unit Total)</i>	Estimate FTE	Amount
2017 Enacted	7	\$10,727
2018 Continuing Resolution	7	\$10,128
Adjustments to Base and Technical Adjustments	0	\$621
2019 Current Services	7	\$10,749
2019 Request	7	\$10,749
Total Change 2018-2019	0	\$621

*This table only displays DEA's S&E resources. Dollars are in thousands.

1. Program Description

DEA has the primary responsibility of enforcing the controlled substances laws and regulations of the U.S. All cocaine, heroin, and most dangerous drugs to include synthetic opioids like fentanyl, are produced in source countries and smuggled into the U.S. For that reason, reducing the illicit drug availability in the U.S. requires an aggressive international counternarcotics approach. However, DEA cannot unilaterally investigate and arrest high-level drug traffickers operating overseas; therefore, host nation collaboration is vital. As such, DEA personnel deployed to foreign offices exchange valuable intelligence and conduct complex bilateral operations with host nation counterparts. DEA personnel also engage and assist their host nation counterparts during the development of new foreign legislation, treaties, and agreements designed to combat drug trafficking, money laundering, and the diversion of precursor chemicals.

DEA deploys its resources to the highest priority overseas locations to maximize the impact on the global narcotics trade. DEA's global footprint is organized into eight DEA foreign regions which include 91 offices in 70 countries (*Figure 1*). Of particular interest are the regions of

Mexico and Central America. DEA maintains the largest U.S. federal law enforcement presence in Mexico with 11 offices and over 100 authorized personnel. DEA places special emphasis on Mexican Transnational Criminal Organizations (TCOs) because they continue to dominate the trafficking of heroin, methamphetamine, cocaine, marijuana, and, to a lesser extent, fentanyl. Additionally, Mexican TCOs are constantly looking to expand their U.S. presence, particularly in heroin markets.

Key programs and activities funded by the International Enforcement Decision Unit are discussed below:

Priority Targeting Program

DEA personnel assigned to foreign offices focus their investigative efforts on Priority Target Organizations (PTOs). PTOs are TCOs that engage in the highest levels of drug trafficking and/or drug money laundering operations that impact international, national, regional, or local drug availability. DEA focuses its resources on PTOs with and without a direct connection to a Consolidated Priority Organization Target (CPOT). The disruption or dismantlement of CPOT-linked organizations is accomplished through bilateral investigations with host nation counterparts as well as multi-agency coordination.

Drug Flow Attack Strategy

In order to disrupt the flow of drugs, money, and precursor chemicals into the U.S., DEA developed the Drug Flow Attack Strategy (DFAS) and its enforcement arm, *Operation All Inclusive*, in FY 2006. This strategy includes a specific focus on intelligence-driven enforcement, sequential operations, and predictive intelligence. The Southwest Border is an integral part of the DFAS as most illicit drugs smuggled into the U.S. enter through the border. Through the DFAS, DEA and other interagency components attack the operational vulnerabilities of TCOs to eliminate the source of a drug.

Sensitive Investigative Units (SIUs)

Since 1996, DEA's Sensitive Investigative Unit (SIU) Program has successfully established and maintained foreign law enforcement units capable of conducting investigations targeting TCOs. As of September 30, 2017, DEA's SIU Program manages 13 SIUs with a combined staffing capacity of approximately 1,200 host-nation law enforcement officials. SIU members are polygraphed, trained, equipped, and mentored by DEA. SIUs are currently located in the following countries: Afghanistan, Colombia, the Dominican Republic, Ecuador, Ghana, Guatemala, Honduras, Mexico, Nigeria, Panama, Paraguay, Peru, and Thailand. Based on the availability of DEA resources and the willingness of a host nation, DEA will continue to look for opportunities to establish new SIUs in the future.



On May 17, 2017, members of the Ecuador SIU boarded a Panamanian merchant ship and discovered 5 tons of cocaine in a hidden compartment. The Ecuador SIU K-9 was an instrumental partner during the search.

International Training Program

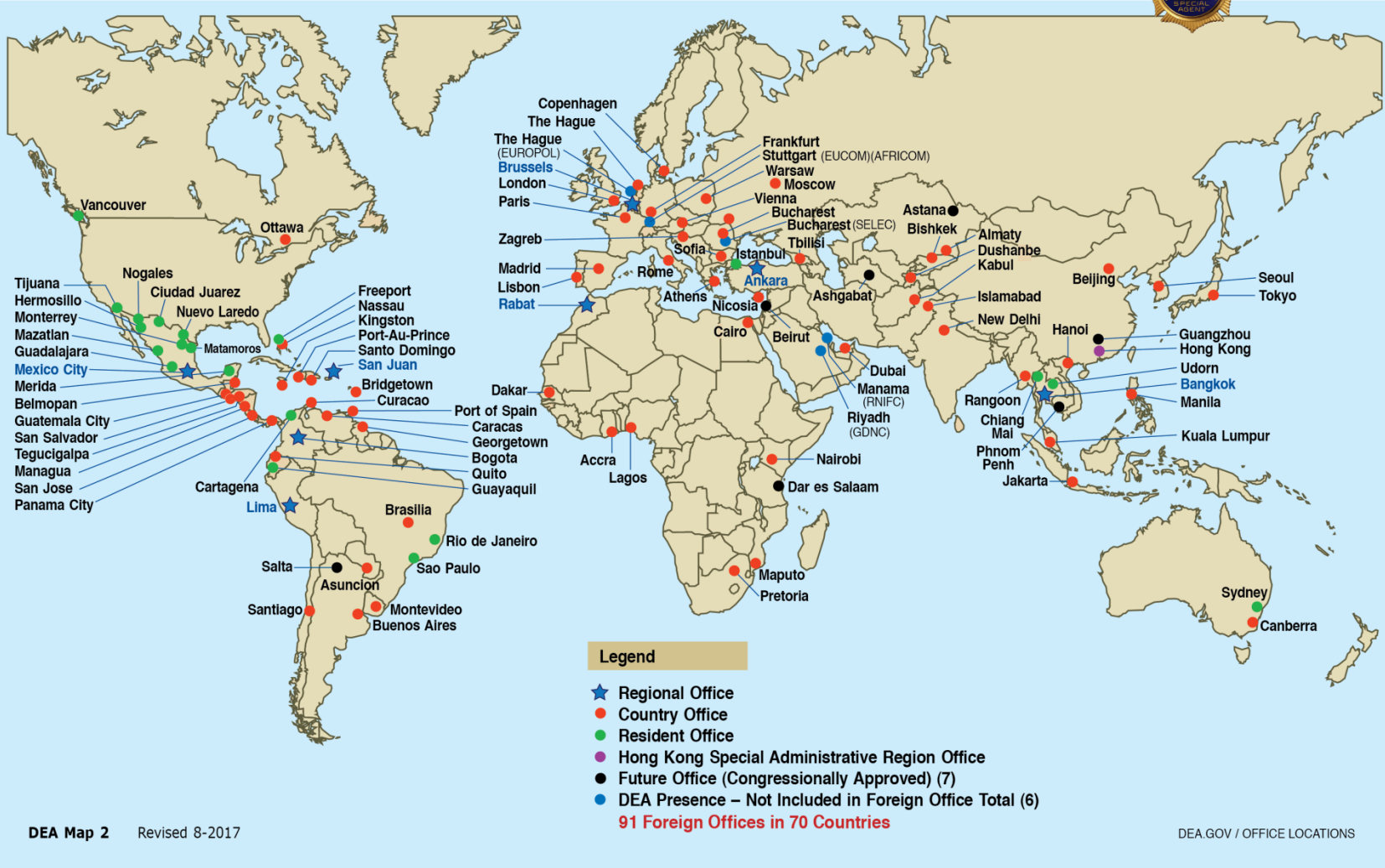
DEA's International Training Program, with funding from the Department of State's Bureau of International Narcotics and Law Enforcement (INL), and the Department of Defense (DoD), serves as a model for a variety of international law enforcement training efforts. DEA's International Training Program offers both in-country and regional training programs conducted by mobile training teams. In-country programs are conducted for participants from a specific country; whereas, regional training is offered for participants from a number of countries sharing common drug trafficking issues. DEA continually develops new curricula and modifies courses in response to various factors to include evolving international narcotics trafficking routes, new technologies, and requests from host nation governments.

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Figure 1

DEA Foreign Offices

U.S. Department of Justice
Drug Enforcement Administration



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International Enforcement Decision Unit Performance Measures

Performance materials will be provided at a later date.

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B. Domestic Enforcement

<i>Domestic Enforcement</i>	Direct Pos.	Estimate FTE	Amount
2017 Enacted	6,050	5,452	\$1,633,975
2018 Continuing Resolution	6,050	5,452	\$1,627,776
Adjustments to Base and Technical Adjustments	-83	-4	\$52,394
2019 Current Services	5,967	5,448	\$1,680,170
2019 Program Increases	145	73	\$40,514
2019 Program Offsets	0	0	\$0
2019 Request	6,112	5,521	\$1,720,684
Total Change 2018-2019	62	69	\$92,908

* This table only displays DEA's S&E resources. Dollars are in thousands.

Domestic -Information Technology Breakout (of Decision Unit Total)	Estimate FTE	Amount
2017 Enacted	183	\$211,705
2018 Continuing Resolution	185	\$209,933
Adjustments to Base and Technical Adjustments	1	-\$643
2019 Current Services	186	\$209,290
2019 Request	186	\$209,290
Total Change 2018-2019	1	-\$643

* This table only displays DEA's S&E resources. Dollars are in thousands.

1. Program Description

In conjunction with DEA's foreign offices, DEA Domestic Field Divisions and Offices create a seamless intelligence and investigative approach to disrupt and dismantle the drug trafficking organizations that pose the largest threat to the U.S. DEA focuses on finding and exploiting strategic vulnerabilities in the U.S. drug market utilizing an aggressive, multi-jurisdictional approach designed to focus federal resources on the disruption or dismantlement of Transnational Criminal Organizations (TCOs) that control the illegal drug trade as well as the seizure of the proceeds and assets associated with their criminal enterprises. DEA's Domestic Enforcement Decision Unit comprises the majority of DEA's investigative and support resources, and as of September 30, 2017, it includes: Headquarters and its ancillary components, 22 Field Divisions, 43 District Offices, 111 Resident Offices and 46 Posts of Duty (*Figure 2*).

Key programs and activities funded by the Domestic Enforcement Decision Unit are discussed below:

Priority Targeting Program

DEA implemented its Priority Target Organization (PTO) Program in April 2001 to identify, target, investigate, and disrupt or dismantle those international, national, regional, and local impact drug trafficking and/or money laundering organizations having a significant impact on drug availability within the U.S.



DEA Domestic Field Divisions, under the supervision of Special Agents in Charge (SACs), identify and target major drug threats within their areas of responsibility, also known as PTOs. Specifically, Domestic Field Divisions focus their investigative efforts on PTOs with a direct connection to the Department of Justice's (DOJ) Consolidated Priority Organization Targets (CPOTs), which include the most significant international command and control organizations threatening the U.S. as identified by the Organized Crime Drug Enforcement Task Force (OCDETF) member agencies.

Threat Enforcement Planning Process

DEA is developing a new drug control strategy that shifts agency performance from a quantitative based approach to a more qualitative, results oriented approach that focuses on outcomes. The new strategy is called the Threat Enforcement Planning Process (TEPP). The purpose of the TEPP is to proactively manage enforcement efforts and resources, while identifying goals and reporting effectiveness. Though still in its creative and deliberative phase, the FY 2018 TEPP has identified four DEA-wide National Level Threats that are in alignment with Executive Orders:

- Transnational Criminal Organizations
- Domestic Cartels /Violent Drug Trafficking Organizations
- Illicit Diversion and Trafficking of Controlled Prescription Drugs
- Heroin/Fentanyl/Opioids/Synthetics Trafficking

State and Local Task Force Program

DEA uses its task forces as a force multiplier in carrying out DEA's mission through coordination and cooperation with federal, state, and local law enforcement agencies in the U.S. Task forces act as an extension of DEA's traditional enforcement groups, focusing mainly on targeting significant, high-level TCOs.

DEA assigns state and local Task Force Officers (TFOs) primarily to task force groups within Domestic Field Divisions. DEA continuously monitors the task forces to ensure they remain efficient and effective. Through the 4th quarter FY 2017, DEA led 272 state and local task forces. Moreover, these task forces consisted of an on-board strength of 2,345 Special Agents and 2,685 TFOs, all of whom are deputized with Title 21 authority and dedicated full-time to investigate major TCOs and address local trafficking problems.



BAT (Basic Agent in Training) – Small Arms Training

TFOs provide local expertise that cannot be matched at the federal level. This expertise includes, but is not limited to: (1) geographical familiarity with respect to specific areas, businesses, or persons involved in trafficking activities; (2) enhanced intelligence regarding local or regional TCO hierarchical structures, co-conspirators, and their corporate or transactional behaviors; and (3) access to relationships with local residents cultivated and fostered through liaison with community and religious leaders, as well as various health, public, and private service agencies therein. In addition, TFOs are well versed and practiced in the local judicial systems or smaller venues, and their support has been invaluable with respect to serving warrants and assisting with the identification and seizure of assets that may not have been identified solely by DEA.

The partnership with state and local personnel also allows DEA access to additional resources. TFOs allow for: (1) close alliances with state and local agencies; (2) the use of platforms for surveillance assets (pole cameras and, in many locations, radio systems and frequencies); (3) access to city facilities and equipment as well as events, meetings, and conferences with a

criminal justice agenda; and, (4) access to local and state intelligence databases to include drug databases, gang information, and local identifiers of significant drug trafficking areas.

Special Operations Division (SOD)

The SOD mission is to establish seamless law enforcement strategies and operations aimed at dismantling major TCOs by attacking their command and control networks. Special emphasis is placed on network targeting development, coordination, and ensuring that tactical and strategic intelligence is shared between law enforcement agencies.

The Counter-Narcoterrorism Operations Center (CNTOC) is DEA's central hub for addressing the increase in narcoterrorism related issues and investigations. Located within SOD, the CNTOC supports two unique field enforcement groups - the Bilateral Case Group (959 Group) and the Narcoterrorism Group (960a Group). The broad jurisdictional reach of 21 United States Code § 959 and § 960a, part of the USA PATRIOT Act, has significantly expanded DEA's authority into narcoterrorism investigations and prosecutions. 21 United States Code § 959 expands the reach of DEA to acts of manufacture or distribution outside of the U.S. This section makes it unlawful for any person to manufacture or distribute a controlled substance or listed chemical intending or knowing that it will be unlawfully imported to the U.S. 21 United States Code § 960a allows for prosecution of terrorist-related, extra-territorial drug offenses and provides DEA with a particularly powerful tool to prosecute and dismantle narcoterrorist groups worldwide. The mission of these units differs from most other DEA field groups in that they regularly bring complex U.S. indictments against foreign based targets that are not vulnerable to traditional, domestic-based drug conspiracy charges.

Intelligence and Information Sharing

DEA's intelligence program is comprised of multiple components that are responsible for collecting, analyzing, and disseminating drug-related intelligence to facilitate DEA seizures and arrests, strengthen investigations and prosecutions of major drug trafficking organizations, and inform policy makers' tactical and strategic decisions. DEA continues to operate a robust intelligence program producing high-priority strategic intelligence reporting inclusive of the annual publication of a National Drug Threat Assessment (NDTA), which provides policy makers, senior law enforcement leaders, and U.S. Intelligence Community managers with a comprehensive assessment of the major illicit national drug threats. The DEA Intelligence Program also continues to produce a wide range of other finished intelligence products on new and emerging drug threats, as well as contributing to drug-related interagency assessments such as National Intelligence Estimates, Presidential Daily Briefs, and Intelligence Community Assessments or Memoranda.

Office of Intelligence Programs (NI)

The Office of Intelligence Programs was created in July 2017 to better align with DEA's Operations Division and provide better support to enforcement programs. The deconfliction programs include the DEA Analysis and Response Tracking System (DARTS) and the Deconfliction and Information Coordination Endeavor (DICE), as well as the License Plate

Reader Program fall within NI, as well as a new Foreign Support Unit to provide investigative support to DEA's foreign offices that do not have intelligence support.

DARTS, DICE, and License Plate Reader (LPR)

DARTS is the primary National Deconfliction tool for DOJ, designed to exploit active investigative information, including information from communication and related sources. DARTS interfaces with the DICE, which is used by other vetted federal, state, local, and tribal law enforcement users with approved accounts that access the application over an Internet browser through a secure connection to DICE servers. DEA's National License Plate Reader Program (NLPRP) is a federation of independent federal, state, local, and tribal law enforcement license plate readers linked into a cooperative system, designed to enhance the ability of law enforcement agencies to interdict drug traffickers, money launderers or other criminal activities on high drug and money trafficking corridors and other public roadways throughout the U.S. Tens of thousands of law enforcement officers have used the LPR Program to determine routes and methods used to transport drugs and weapons; verify defendant statements; solve homicides; and locate fugitives. The LPR Program promotes information sharing and coordination through the DICE de-confliction mechanism that notifies the appropriate parties when common links are identified across multiple investigations.

El Paso Intelligence Center (EPIC)

EPIC is a national-level law enforcement intelligence center staffed by interagency partners and functions in a task force-like collaborative environment to accomplish the EPIC mission. This mission supports U.S. law enforcement through the timely analysis and dissemination of intelligence on criminal threats to the nation and those criminal organizations responsible for



illegal activities within the Western Hemisphere that impact the U.S. with a particular emphasis on domestic criminal activity, Mexico, and the Southwest border. EPIC not only provides tactical, operational, and strategic intelligence and intelligence support; it provides national event and/or target deconfliction through various tools including: DARTS, DICE, and the National Virtual Pointer System (NVPS). In FY 2017, EPIC housed 21 different agencies, which includes entities from the Intelligence Community, Department of Defense, the Republic of Mexico, and the country of Colombia. EPIC also has information-sharing relationships with 48 states as well as with several international agencies.

Document and Media Exploitation (DOMEX)

DEA's intelligence program is comprised of several components responsible for collecting, analyzing, and disseminating drug-related domestic intelligence to facilitate DEA seizures and arrests, strengthen investigations and prosecutions of major drug trafficking organizations, and inform policy makers' tactical and strategic decisions.

Within the DEA, in the Office of Intelligence Programs, the Document and Media Exploitation (DOMEX) Section provides assistance in the collection, analysis, and dissemination of domestic drug related intelligence resulting from non-drug evidence seized during the course of DEA and other OCDETF member agency investigations. DOMEX is involved where local offices are not able to analyze the information in a timely manner and produce intelligence reporting to support DEA and OCDETF member agency investigations. The section consists of thirteen teams: four teams and a small IT support group in Merrifield, two teams with the Utah National Guard in Salt Lake City, and seven teams co-located with the OCDETF Strike Forces in Atlanta, Boston, Chicago, El Paso, Houston, Los Angeles, and Phoenix. In addition, the DEA Office of Forensic Sciences has two Digital Evidence Laboratories, one in Lorton, VA, and a second in Salt Lake City, UT, to support the program.

In FY 2017, DOMEX staff supported a total of 288 investigations in 97 different DEA offices from all 21 Divisions and three Foreign Regions. Of these investigations, 177 were Priority Target Investigations and 40 investigations were CPOT-related. Over 100 cases were part of the OCDETF program and 138 were in support of the DEA Diversion Control Program.

Heroin and Cocaine Signature Programs

DEA's Heroin and Cocaine Signature Programs exemplify DEA's efforts and progress in intelligence-based policing and information sharing. The Heroin Signature Program (HSP), managed by the Intelligence Division, and the Cocaine Signature Program (CSP), managed by the Office of Forensic Sciences, were initiated in 1977 and 1998, respectively, as essential components of DEA's ability to identify trends in heroin and cocaine trafficking and distribution in the U.S. Supported by scientific methodologies developed at DEA's Special Testing and Research Laboratory (SFL1), the ongoing objectives of these signature programs are to: (1) identify trends in heroin and cocaine trafficking and distribution in the U.S.; (2) identify the processing methods and geographic origins of the heroin and cocaine encountered in the U.S. drug market; and, (3) provide intelligence on wholesale purity and track transitions in heroin and cocaine smuggling patterns into the U.S.

Heroin Domestic Monitor Program

The Heroin Domestic Monitor Program (HDMP) is a retail-level heroin purchase program conducted in 27 major U.S. metropolitan areas. HDMP exhibits provide data on the purity, price, and origin of street-level heroin. Each heroin purchase subsequently undergoes chemical and signature analysis at DEA's Special Testing and Research Laboratory to determine the purity and, where possible, the geographic source of the heroin. Since its inception in 1979, the HDMP has provided accurate assessments of the fluctuations in the domestic retail availability of heroin

sourced from each of the major heroin areas—Mexico, South America, Southwest Asia, and Southeast Asia. Information derived through the HDMP has allowed DEA to aggressively target emerging heroin problems as well as develop strategies to counter them.

State and Local Training

DEA trains and collaborates with its state and local law enforcement partners while carrying out its domestic law enforcement activities. This includes formal collaboration through task forces, information sharing and de-confliction efforts which serve as force multipliers.

In addition to DEA's State and Local Assistance Programs, DEA's Office of Training offers specialized training and professional development to state and local law enforcement officers in a variety of program areas:

- Drug Law Enforcement School for Patrol Officers - provides updated training to police officers to assist them in detecting drug-related crime in their communities;
- Drug Enforcement Training Program - offers designed instruction for secondary delivery by the trainers with a detailed program guide, student handouts, instructional aids, and suggested practical exercises;
- Drug Task Force Supervisors School - supports and supplies updated managerial training to supervisors and commanders assigned to multi-agency drug task forces;
- Drug Unit Commanders Academy - provides training in areas including tactical aspects of drug enforcement, operational planning, confidential source management, clandestine laboratory operations, legal issues for management, executive decision making, and professionalism for commanders of federal, state, local, and foreign drug enforcement units.



DEA Training Academy, Quantico, VA

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Figure 2

DEA Domestic Offices

U.S. Department of Justice
Drug Enforcement Administration



* This map includes the new Louisville Division Office, which became operational on January 1, 2018.

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Domestic Enforcement Decision Unit Performance Measures

Performance materials will be provided at a later date.

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C. State and Local Assistance

<i>State and Local Assistance</i>	Direct Pos.	Estimate FTE	Amount
2017 Enacted	26	25	\$3,776
2018 Continuing Resolution	26	25	\$13,690
Adjustments to Base and Technical Adjustments	0	0	\$258
2019 Current Services	26	25	\$13,948
2019 Program Increases	0	0	\$0
2019 Program Offsets	0	0	\$0
2019 Request	26	25	\$13,948
Total Change 2018-2019	0	0	\$258

* This table only displays DEA's S&E resources. Dollars are in thousands.

<i>State & Local -Information Technology Breakout (of Decision Unit Total)</i>	Estimate FTE	Amount
2017 Enacted	0	\$86
2018 Continuing Resolution	0	\$86
2019 Current Services	0	\$86
2019 Request	0	\$86
Total Change 2018-2019	0	\$ -

*This table only displays DEA's S&E resources. Dollars are in thousands.

1. Program Description

DEA provides assistance to state and local law enforcement agencies through its State and Local Clandestine Laboratory Training and Clandestine Drug Laboratory Cleanup Programs. DEA's S&E Account funds the authorized positions associated with these programs. In FY 2019, the President's Budget includes \$10 million in DEA's base funding for the clean-up of hazardous clandestine methamphetamine labs discovered by state and local law enforcement. DEA may also use clean up funding for equipment, training, and technical assistance needed to initiate the hazardous waste container program in additional states.

State and Local Clandestine Laboratory Training

DEA has consistently responded to the training needs of the U.S. law enforcement community and recognizes the value of sharing drug law enforcement techniques. DEA's Office of Training's Clandestine Laboratory Unit has developed programs to assist federal, state, and local officers in investigation, dismantling, and disposal of illicit clandestine laboratories. This training provides instruction in the safe dismantling and disposal of clandestine laboratories, Occupational Safety and Health Administration (OSHA) compliance, current trends in the manufacturing of illicit controlled substances, along with clandestine laboratory tactical training. In addition to training Special Agents and state and local law enforcement personnel

domestically, the Clandestine Laboratory Unit also provides First Responder/Awareness training and a First Responder/Awareness Train-the-Trainer Program to international law enforcement agencies.



DEA Clandestine Laboratory Training

Clandestine Drug Laboratory Cleanup Program

State and local personnel are often confronted with an extremely hazardous environment when called to the scene of clandestine laboratories. Clandestine laboratories, known as “small toxic labs,” are generally unaffiliated with large drug trafficking organizations and produce less than ten pounds of methamphetamine per production cycle. These labs are found in rural areas, tribal and federal lands, cities, and suburbs. Most often, state or local personnel first encounter these laboratories and must ensure that they are investigated, dismantled, and disposed of appropriately. DEA is in a unique position to assist state and local law enforcement with hazardous waste cleanups while maintaining a nationwide set of contracts.

In FY 2017, DEA coordinated over 3,292 state and local meth lab cleanups. This total includes 3,186 Container Program lab pickup and disposals, and another 106 on-site cleanups. Based on current numbers, DEA projects 2,100 cleanups for FY 2018. The lower projection is based upon historical data that forecast less than normal meth labs being anticipated. In FY 2016, DEA coordinated over 6,700 state and local lab cleanups.

State and Local Assistance Decision Unit Performance Measures

Performance materials will be provided at a later date.

D. High Intensity Drug Trafficking Areas (HIDTA) Program

<i>High Intensity Drug Trafficking Areas Program</i>	Direct Pos.	Estimate FTE	Amount
2017 Enacted*	0	0	[\$254,000]
2018 Continuing Resolution*	0	0	[\$252,275]
Adjustments to Base and Technical Adjustments	0	0	\$254,000
2019 Current Services	0	0	\$254,000
2019 Program Increases	0	0	\$0
2019 Program Offsets	0	0	\$0
2019 Request	0	0	\$254,000
Total Change 2018-2019	0	0	\$254,000

* In FY 2017 and FY 2018, this program was included in the Office of National Drug Control Policy's budget. As of FY 2019, the HIDTA Program is being transferred to DEA. This table only reflects HIDTA account resources. Dollars are in thousands.

1. Program Description

In FY 2019, DEA will assume responsibility and oversight of the High Intensity Drug Trafficking Areas (HIDTA) Program, which is being transferred from the Office of National Drug Council Policy. DEA currently participates in and coordinates with 24 HIDTAs. Transferring the administration of the program will provide several advantages. Under DEA leadership, the program will better leverage existing relationships between DEA and state, local, and tribal counterparts. HIDTA resources will continue to operate as a local-first program focused on combatting drug trafficking in areas where the threat is the greatest, which dovetails with DEA's existing enforcement efforts. HIDTA strategies will continue to be developed by the regional HIDTAs. This proposal is intended to unify the nation's premier federal, state, local, and tribal drug enforcement programs to more effectively combat the drug threat.

The HIDTA Program was established by the Anti-Drug Abuse Act of 1988, as amended, and the Office of National Drug Control Policy Reauthorization Act of 2006, to provide assistance to Federal, state, local, and tribal law enforcement entities operating in those areas most adversely affected by drug trafficking. The HIDTA Program provides resources to Federal, state, local, and tribal agencies in each HIDTA region to carry out activities that address the specific drug threats of that region.

The purpose of the HIDTA Program is to reduce drug trafficking and production in the United States by:

- Facilitating cooperation among Federal, state, local, and tribal law enforcement agencies to share information and implement coordinated enforcement activities;
- Enhancing law enforcement intelligence sharing among Federal, state, local, and tribal law enforcement agencies;
- Providing reliable law enforcement intelligence to law enforcement agencies to facilitate the design of effective enforcement strategies and operations; and,

- Supporting coordinated law enforcement strategies that make the most of available resources to reduce the supply of illegal drugs in designated areas of the United States and in the Nation as a whole.

To qualify for consideration as a HIDTA, an area must meet the following criteria:

- The area is a significant center of illegal drug production, manufacturing, importation, or distribution;
- State, local, and tribal law enforcement agencies have committed resources to respond to the drug trafficking problem in the area, thereby indicating a determination to respond aggressively to the problem;
- Drug-related activities in the area are having a significant harmful impact in the area and in other areas of the country; and,
- A significant increase in allocation of Federal resources is necessary to respond adequately to drug related activities in the area.

There are currently 28 HDTAs, which include approximately 18 percent of all counties in the United States and 66 percent of the U.S. population. HIDTA-designated counties are located in 49 states, as well as in Puerto Rico, the U.S. Virgin Islands, and the District of Columbia. The HDTAs are currently overseen by Executive Boards to design and carry out activities that reflect the specific drug trafficking threats found in each HIDTA region. As currently structured, the HIDTA Executive Board can tailor its strategy and initiatives closely to local conditions and can respond quickly to changes in those conditions.

Among the types of activities funded by the HIDTA Program are: drug enforcement task forces comprised of multiple Federal, state, local, and tribal agencies designed to dismantle and disrupt drug trafficking organizations (DTOs); multi-agency intelligence centers that provide drug intelligence to HIDTA initiatives and participating agencies; initiatives to establish or improve interoperability of communications and information systems between and among law enforcement agencies; and, investments in technology infrastructure.

See HIDTA appendix for additional information.

HIDTA Program Performance Measures

Performance materials will be provided at a later date.

E. Diversion Control Fee Account

<i>Diversion Control Fee Account</i>	Direct Pos.	Estimate FTE	Amount
2017 Enacted with Sequester	1,652	1,472	\$354,964
2018 President's Budget with Sequester	1,652	1,511	\$392,051
Adjustments to Base and Technical Adjustments	0	26	\$28,652
2019 Current Services	1,652	1,537	\$420,703
2019 Program Increases	0	0	\$0
2019 Program Offsets	0	0	\$0
2019 Request	1,652	1,537	\$420,703
Total Change 2018-2019	0	26	\$28,652

* Dollars are in thousands.

<i>Diversion Control Fee Account -Information Technology Breakout (of Decision Unit Total)</i>	Estimate FTE	Amount
2017 Enacted	21	\$34,016
2018 Continuing Resolution	21	\$34,558
Adjustments to Base and Technical Adjustments		\$518
2019 Current Services	21	\$35,076
2019 Request	21	\$35,076
Total Change 2018-2019	0	\$ 518

* Dollars are in thousands.

1. Program Description

DEA's Diversion Control Program (DCP) is responsible for enforcing the Controlled Substances Act (CSA) and its regulations pertaining to pharmaceutical controlled substances and listed chemicals. In doing so, the DCP conducts and facilitates domestic investigations; supports international investigations with domestic connections; plans and allocates program resources; promulgates regulations; and conducts liaison with healthcare providers and industry, as well as federal, state, and local counterparts. All of the goals, strategies, and initiatives supported by the DCP are intended to establish and maintain strong standards of control; aid in detecting and preventing the diversion of pharmaceutical controlled substances and listed chemicals; enhance public safety by ensuring accountability; and improve qualitative reporting requirements within its network of compliance indicators. DEA actively regulates more than 1.73 million individuals and companies that are registered with DEA to handle controlled substances or listed chemicals through a system of scheduling, quotas, recordkeeping, reporting, and security requirements. DEA uses criminal, civil, and administrative penalties against those who are involved in the diversion of licit controlled substances and listed chemicals, as well as individuals and/or organizations otherwise violating the CSA and its implementing regulations. By statute, registration fees must be set at a level that ensures the recovery of the full costs of operating the DCP.

Diversion Control Program Performance Measures

Performance materials will be provided at a later date.

V. Program Increases by Item

Item Name: **Combatting the Opioid Crisis and Emerging Threats**

Budget Decision Unit(s): Domestic Enforcement

Organizational Program: Special Operations Division, Domestic Field Offices, and Investigative Technology

Program Increase: Positions 145 Agents 106 FTE 73 Dollars 40,514,000

Description of Item

In support of the Administration's efforts to address the opioid epidemic, including the Executive Order Establishing the Commission on Combating Drug Addiction and the Opioid Crisis and the President's declaration of the opioid crisis as a public health emergency, as well as other emerging drug threats, DEA is requesting \$40.5 million and 145 positions (106 SA and 10 IA). This investment will create 8 new heroin enforcement teams to be deployed to the field divisions (FD) with the highest level of opioid threat. This enhancement builds on the 6 enforcement teams DEA established since FY 2016 and will provide DEA with a total of 14 teams.

Drug overdoses, suffered by family, friends, neighbors, and colleagues, are now the leading cause of injury-related death in the United States, eclipsing deaths from motor vehicle crashes or firearms⁴. According to initial estimates provided by the Centers for Disease Control and Prevention (CDC), there were more than 64,000 overdose deaths in 2016 or approximately 175 per day. About 42,249 (67 percent) of these deaths were caused by prescription opioids, heroin, fentanyl or fentanyl analogues⁵. The sharpest increase in drug overdose deaths from 2015 to 2016 was fueled by a surge in fentanyl and fentanyl analogue (synthetic opioids) overdoses⁶. Fentanyl and fentanyl analogues are potent synthetic opioids which present a serious risk of overdose and death by those who misuse these substances. Fentanyl is a Schedule II synthetic opioid that is 50 times stronger than heroin and is both sold alone and laced into other drugs such as heroin⁷. Exposure to even a small amount can cause overdose. In 2016, forensic laboratories across the country submitted 28,751 fentanyl reports to the National Forensic Laboratory Information System (NFLIS). In 2006, the last major spike in the fentanyl epidemic, there were 1,594 fentanyl reports. Fentanyl poses not only a threat to users, but also to law enforcement personnel as minute amounts of the drug are lethal and can be inadvertently inhaled or absorbed through the skin.

⁴ Rose A. Rudd, Noah Aleshire, Jon E. Zibbell, & R. Matthew Gladden. Increases in Drug and Opioid Overdose Deaths – United States, 2000-2014 Morbidity and Mortality Weekly Report, 2016;64:1378-1382.

⁵ <https://www.cdc.gov/drugoverdose/data/statedeaths.html>

⁶ 3 CDC WONDER data, retrieved from the National Institute of Health website; <http://www.drugabuse.gov> as reported on NIDA's website.

⁷ <https://www.dea.gov/pr/speeches-testimony/2016t/092216t.pdf>

DEA is requesting additional resources to expand its efforts to combat the opioid crisis. The requested resources will be used for the following:

- \$31.2M for Enforcement Groups and Field Division Staffing
- \$6.8M for Fentanyl Signature Profiling Program
- \$1.8M for Drug Identification Technology
- \$0.7M for Narcan Kits

Justification

Heroin and Emerging Threats: \$31,241,000 and 140 positions (including 106 Special Agents)

DEA has implemented the Threat Enforcement Planning Process (TEPP) to identify the biggest threats in each field division and ensure that the field offices have the necessary resources allocated to mitigate those threats. Current threats include: Transnational Criminal Organizations (TCOs), Domestic Cartels, the Illicit Diversion and Trafficking of Controlled Drugs, and the Opioid Epidemic. DEA believes that data analysis is a critical aspect of good decision making and will continue to find ways to incorporate it into identifying problems, finding solutions and allocating resources.

Eleven of the 22 domestic DEA FDs ranked heroin as their number one drug threat in 2016; another six FDs ranked heroin as the second greatest threat to their areas. The requested funding will establish eight new enforcement groups to address high-priority heroin-related enforcement efforts across the U.S. These efforts target the link between the cartels and the drug trafficking networks operating within the U.S., which is often made up of violent street gangs. By targeting this link, DEA can identify the full spectrum of the criminal network, including the street-level drug dealer, the distribution sources of supply, and the highest levels of the cartel leadership.

Mexican Transnational Criminal Organizations (TCOs) are responsible for supplying significant quantities of heroin, cocaine, methamphetamine, fentanyl, and marijuana throughout the U.S. By controlling lucrative smuggling corridors across the U.S. Southwest Border (SWB), Mexican TCOs are able to introduce multi-ton quantities of illicit drugs to the country on a yearly basis. Once illicit drugs are smuggled across the SWB, they are delivered to consumer markets via transportation routes and distribution cells overseen by Mexican TCOs. Mexican TCOs also remain the main sources of drug supply for U.S. gangs, while gangs like the Latin Kings generate street-level sales in return. Funding will be used to place enforcement groups at strategic locations across the country to target TCOs and stem the flow of drugs, including heroin, being funneled into our country.

Another emerging threat is the availability of cocaine and its use in the U.S. has increased between 2015 and 2016, with some indicators (including past year cocaine initiates, and cocaine-involved poisoning deaths) reaching levels equal to or greater than 2007 benchmarked height of cocaine export availability levels, and are likely to continue increasing in the near term. This increase is due to elevated levels of coca cultivation and potential pure cocaine production in

Colombia, the primary source for cocaine seized in the United States, which may indicate more cocaine is available for traffickers who want to invest in the U.S. cocaine market.

Fentanyl Signature Profiling Program - \$6,775,000 (including \$5.5M in non-personnel funding) and 5 Chemists

DEA's Specialty Testing and Research Laboratory (SFL1) recently initiated the Fentanyl Signature Profiling Program (FSPP) in response to the current opioid epidemic. The FSPP provides comprehensive, in-depth analyses of samples which generate unique science-based forensic investigative leads on seizures where linkages were unknown or only suspected; provides real-time data to investigators; and answers key questions from the counterdrug intelligence/enforcement community and U.S. policymakers. Through the FSPP, DEA has linked fentanyl seizures in an attempt to identify the international and domestic trafficking networks responsible for many of the drugs fueling the opioid crisis. Through FY 2017, FSPP has made 37 linkages between 154 exhibits in 67 cases across the U.S. In addition to DEA cases, the FSPP has provided support to state and local agencies, by request, both in response to overdose deaths as well as to connect exhibits across multiple seizures and locations.

To effectively analyze the influx of opioid seizures from the United States and abroad, additional facility and personnel resources are required to confront this challenge. Five additional chemist positions and the completion of the proposed expansion of SFL1 laboratory would provide the requisite resources. The estimated cost is \$5,500,000 for the laboratory expansion and roughly \$1,300,000 for the 5 chemist positions.

Law Enforcement Safety - \$2,498,000

It is paramount that America's first responders (law enforcement, firefighters, and Emergency Medical Technicians (EMTs)) take the necessary precautions when responding to emergencies or handling a substance that is suspected of containing fentanyl or its derivatives, especially during field testing. In 2016, DEA began a train-the-trainer program to train DEA employees, and, in return, these employees can informally train other Federal and non-Federal law enforcement personnel and first responders. This program includes an American Heart Association (AHA) certification for DEA-employed EMTs as certified CPR and AED instructors. Once trained, DEA-employed EMTs will then conduct Naloxone/Narcan administration and CPR/AED training programs for division personnel as directed by division management. By March 2018, DEA plans to have 125 EMTs certified to teach the administration of Naloxone/Narcan, CPR, and Automated External Defibrillator (AED) use. Narcan (naloxone) is an opiate antidote that blocks the effects of opioids and reverses an overdose. Currently, about 2,000 non-medical DEA personnel are certified to carry and administer naloxone. In addition to DEA's train-the-trainer program, DEA has assisted State and Local Law Enforcement through the publication of guidelines and alerts regarding heroin, fentanyl and its various analogs. This guidance includes:

- 2017- Fentanyl Briefing Guide to First Responders Provides guidance on how to respond to fentanyl, personal protection to reduce risk, exposure treatment, and remediation and decontamination recommendations.

- 2016- Multiple alerts to Law Enforcement on fentanyl, carfentanil, and counterfeit prescription pills containing fentanyl

This funding will also support the deployment of more reliable drug identification technology to enhance law enforcement safety. In addition, funding will provide Personal Protective Equipment (such as eye-wear and nitrile gloves) for agents in the field and expand DEA's ability to train its special agents in emergency medical techniques as well as provide an additional 2,700 naloxone kits for DEA field personnel.

Impact on Performance

Performance materials will be provided at a later date.

Funding

Base Funding

FY 2017 Enacted				FY 2018 Continuing Resolution				FY 2019 Current Services			
Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
42	32	21	\$12,483	42	32	42	\$12,483	42	32	42	\$20,983

Personnel Cost Summary

Type of Position/Series	Modular Cost per Position	Number of Positions Requested	FY 2019 Request (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)
SA	\$252,000	106	\$26,712	\$530	\$8,162
IA	\$115,000	10	\$1,150	\$360	\$540
ITS	\$155,000	6	\$930	\$(528)	\$390
CH	\$255,000	12	\$3,060	\$(876)	\$660
PA	\$64,000	7	\$448	\$329	\$385
TC	\$54,000	4	\$216	\$164	\$8
Total Personnel		145	\$32,516	\$(21)	\$10,361

Non-Personnel Cost Summary

Non-Personnel Item	Quantity	FY 2019 Request (\$000)	FY 2020 Net Annualization (change from 2017) (\$000)	FY 2021 Net Annualization (change from 2018) (\$000)
Fentanyl Signature Profiling Program	-	\$5,500	-	-
Drug Identification Technology & Narcan Kits	-	\$2,498	-	-
Total Non-Personnel	-	\$7,998	-	-

Total Increase for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)
Current Services	42	32	42	\$12,483	\$8,500	\$20,983	-	-
Increase	145	106	73	\$32,516	\$7,998	\$40,514	\$(21)	\$10,361
Total	187	138	115	\$44,999	\$16,498	\$61,497	\$(21)	\$10,361

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Name: **Combatting Transnational Criminal Organizations**

Budget Decision Unit(s): International Enforcement

Organizational Program: Sensitive Investigative Unit Program

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$400,000

Description of Item

The request provides \$400,000 to expand DEA's flagship Sensitive Investigative Unit (SIU) Program to combat highly sophisticated Transnational Criminal Organizations (TCOs) known for supplying illicit substances to distributors and users in the U.S.

The requested resources will be used to expand the program in El Salvador.

Justification

Since 1996, DEA's SIU Program has successfully established and maintained foreign law enforcement units capable of conducting investigations targeting TCOs. The SIUs work closely with DEA personnel to disrupt and dismantle the most egregious international drug trafficking and money laundering organizations. Specifically, SIUs target TCOs that have been identified as DEA Priority Target Organizations (PTOs) using sophisticated law enforcement techniques in support of complex operations. Many of these organizations have a direct connection to the Department of Justice (DOJ) Consolidated Priority Organization Target (CPOT) List.

As of September 30, 2017, DEA's SIU Program manages 13 SIUs with a combined staffing capacity of approximately 1,200 host nation law enforcement officials. SIUs are located in the following countries: Afghanistan, Colombia, Dominican Republic, Ecuador, Ghana, Guatemala, Honduras, Mexico, Nigeria, Panama, Paraguay, Peru, and Thailand. DEA will continue to work through host nation SIUs to target the most significant TCOs impacting the U.S. The success of this program has unquestionably enhanced DEA's ability to fight drug trafficking on a global scale. To maintain operational momentum, \$400,000 is requested to expand the capabilities of this program.

El Salvador Vetted Unit Conversion- \$400,000

DEA requests funding to convert the El Salvador Vetted Unit to a SIU. In FY 2015, the El Salvador Vetted Unit was established in San Salvador, El Salvador with Department of State start-up funding for a unit of 20 members. Similar to a SIU, all foreign national vetted unit candidates must pass stringent background requirements, including a polygraph exam. Vetted unit candidates then receive two weeks of comprehensive training.

To complete the vetted unit conversion, additional funding is needed for training, salary supplements, and other operational requirements. The members of the new El Salvador SIU will target major TCOs involved in the movement of significant quantities of cocaine across the Pacific coastline of El Salvador, thru Honduras and/or Guatemala for distribution through Mexico into the U.S. The SIU will also target gang members involved in significant drug trafficking and drug-related violence.

Impact on Performance

Performance materials will be provided at a later date.

Funding

FY 2017 Enacted				FY 2018 Continuing Resolution				FY 2019 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
			\$20,600				\$19,173				\$25,673

* Dollar amounts do not reflect the entire International Enforcement Decision Unit. Amounts reflected here represent the SIU Program only.

Non-Personnel Item	Unit Cost	Quantity	FY 2019 Request (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)
SIU Program			\$400	-\$200	0
Total Non-Personnel			\$400	-\$200	0

Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)
Current Services					\$25,673	\$25,673		
Increases					\$400	\$400	-\$200	0
Grand Total					\$26,073	\$26,073	-\$200	0

Affected Crosscuts

International Activities
 Transnational Organized Crime
 Drugs

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