



Memorandum

April 9, 2004

TO: Honorable Charles Grassley

FROM: William Krouse
Analyst in Social Legislation
Domestic Social Policy Division

**SUBJECT: Federal Bureau of Investigation Counterterrorism Funding,
FY1993-FY2003**

Per your request, this memorandum includes an appropriations history for the Federal Bureau of Investigation (FBI) for the 11-year period, FY1993 through FY2003, with a special emphasis on funding for counterterrorism. It also includes a funding and staffing history comparing requested budget authority to actual obligations, including reimbursable resources, for the 10-year period, FY1993 through FY2002.

The memorandum also includes several draft questions regarding FBI budget increases for counterterrorism for FY2000, FY2001, and FY2002. These questions have been drafted to verify certain numbers given in testimony by former FBI Director Louis Freeh. They have also been drafted to elicit a more comprehensive view of the FBI budget — particularly programs and amounts related to counterterrorism. Please contact me at 7-2225 with any questions.

Summary. From FY1993 to FY2003, total FBI appropriations have increased from nearly \$2 billion to \$4.6 billion, or by 132%. According to the Department of Justice (DOJ) at least \$1.1 billion, or one quarter of the FY2003 budget, will be allocated to counterterrorism effort. For nine of those 11 years, the amounts appropriated were either 99% of, or greater than, the Administration's request. In FY1993 and FY2000, the appropriations were 96% and 94% of the Administration's request, respectively. Since FY1997, Congress has included a set aside for "counterintelligence, national security, and counterterrorism" in the salaries and expenses appropriations language. This amount increased from \$102 million to \$475 million from FY1997 to FY2003, or by 365%, while the amount appropriated for salaries and expenses increased by 115%.

Meanwhile, actual obligations by the FBI, *including reimbursable resources*, increased from \$2.3 billion to nearly \$4.8 billion from FY1993 to FY2002, or by 105%. During that decade, actual obligations were equal to, or greater than, requested budget authority for every year except FY1999 and FY2000. In those years total obligations were 98% and 96% of requested budget authority. Funded FBI positions increased from 25,000 to over 28,000,

with some fluctuation. They peaked in FY1999 at 28,732, but decreased the following two years, and increased to 28,277 in FY2002. Funded special agent positions have accounted for about 40% of all FBI positions during the decade. At the same time, they increased by 9%, while other funded positions increased by 14%, suggesting that the Bureau's changing law enforcement and national security missions have prompted the hiring of additional non-investigative specialists (e.g., analysts and linguists) and support staff.

Former FBI Director Louis Freeh testified before the Congress that the FBI had less special agents in FY2003 — 11,516 — than it had in 1999 — when the number was 11,681. According to the former Director, the FBI had 10,479 special agents in FY1992, or 1,037 less than in FY2003. Hence, he surmised that over about a decade, the FBI saw an average, annual growth of about 103 agents per year. The former Director also testified that the FBI requested 1,895 special agents, intelligence analysts, linguists, and other support positions for FY2000, FY2001, and FY2002. And, of these positions, funding was provided for only 76 positions. He also testified that the Administration requested \$381 million and 864 additional positions for FY2000. Of this amount and related positions, he reported that \$7.4 million and five positions were provided.¹

According to DOJ budget documents, the number of funded FBI special agent positions gradually increased from 10,594 in FY1993 to a historical high of 11,698 in FY2000. Then, this number decreased to 11,375 in FY2001 — a net decrease of 323 special agent positions. There is no explanation in DOJ budget documents as to what precipitated the decrease in agent positions from FY2000 to FY2001. It is also notable that the number of funded special agent positions in FY2000 — 11,698 — is greater than the 11,516 agents that former FBI Director Louis Freeh cited as on board at the FBI at some point in FY2002.

In regard to requests for additional FBI funding, from Congress, the Administration requested budget increases (over base) that totaled \$435 million (in direct appropriations) to fund 907 additional positions for the fiscal years — FY2000, FY2001, and FY2002 — combined. The \$435 million and 907 positions included requested budget enhancements for all purposes for those three years combined, including but not limited to counterterrorism.

By comparison, the requested \$381 million for FY2000 and 1,895 positions for FY2000-FY2003 — cited by former FBI Director Louis Freeh — appear to be much larger than what was actually requested of Congress. It is possible that the amounts cited by the former Director pertained to FBI requests to the DOJ, or DOJ requests to the Office of Management and Budget.

It is also notable that the FBI national security and counterterrorism programs are components of the National Foreign Intelligence Program (NFIP). As such, funding and staffing figures for these programs are considered sensitive and are classified. In two recent reports by the DOJ Office of the Inspector General, similar dollar amounts and staffing figures were redacted in declassified versions of these reports.² Nonetheless, in the FY2004

¹ See testimony of former FBI Director, Louis J. Freeh, before the Joint Inquiry into Events of September 11, 2001, convened by Senate Select Committee on Intelligence and House Permanent Select Committee on Intelligence (Washington, Oct. 8, 2002), pp. 22-23.

² U.S. Department of Justice, Office of the Inspector General, *A Review of the Federal Bureau of Investigation's Counterterrorism Program: Threat Assessment, Strategic Planning, and Resource* (continued...)

DOJ budget submission to Congress, the Department presented the amended FY2003 FBI budget in a crosswalk that broke out amounts allocated by program and by major activity. Those major activities included national security, counterterrorism, criminal enterprises/federal crimes, and criminal justice services (see **Table 7** of this memorandum).

At the end of this memorandum, there are several questions that have been drafted to elicit a more comprehensive view of the FBI budget — with a focus on counterterrorism — for FY2000, FY2001, and FY2002.

Table 1. Federal Bureau of Investigation Funding for Salaries and Expenses, Request Compared To Appropriation
(dollars in thousands)

	Salaries and Expenses Account		CI & NS Set Aside ^a	Construction Account		Total	
	Request	Appropriation		Request	Appropriation	Request	Appropriation
FY1993	2,062,713	1,975,423	N/A	N/A	N/A	2,062,713	1,975,423 ^b
FY1994	2,043,705	2,038,705	N/A	N/A	N/A	2,043,705	2,038,705 ^c
FY1995	2,138,781	2,284,011	N/A	N/A	N/A	2,138,781	2,284,011 ^d
FY1996	2,307,201	2,407,483	N/A	N/A	N/A	2,307,201	2,407,483 ^e
FY1997	2,548,583	2,735,971	(102,345)	N/A	41,639	2,548,583	2,777,610 ^f
FY1998	2,713,748	2,930,042	(147,081)	49,006	44,506	2,762,754	2,974,548 ^g
FY1999	3,000,508	2,971,448	(221,050)	14,146	1,287	3,014,654	2,972,735 ^h
FY2000	3,283,377	3,089,868	(292,473)	10,287	1,287	3,293,664	3,091,155 ⁱ
FY2001	3,277,562	3,228,482	(292,473)	3,187	16,650	3,280,749	3,245,132 ^j
FY2002	3,505,859	4,246,073	(459,243)	1,250	33,791	3,507,109	4,279,864 ^k
FY2003	\$4,198,587	\$4,574,254	(475,300)	\$1,250	\$1,242	\$4,199,837	\$4,575,496 ^l

Source: Department of Justice budget justifications for FY1993 through FY2005.

- a. "Counterintelligence (CI) & National Security (NS) Set Asides" are amounts included in the FBI appropriations language for the salaries and expenses account for "counterterrorism investigation, foreign counterintelligence, and other activities related to national security."
- b. P.L. 102-395.
- c. P.L. 103-121.
- d. P.L. 103-31, P.L. 104-19.
- e. P.L. 104-134.
- f. P.L. 104-208.
- g. P.L. 105-119.
- h. P.L. 105-277.
- i. P.L. 106-113.
- j. P.L. 106-553.
- k. P.L. 107-77, P.L. 107-117, P.L. 107-206.
- l. P.L. 108-7, P.L. 108-11.

FBI Appropriations. As **Table 1** shows, from FY1993 to FY2003, total FBI appropriations have increased from nearly \$2 billion to nearly \$4.6 billion, an increase of nearly 132%. For nine of those 11 years, the amounts appropriated were either 99% of, or greater than, the Administration's request. In FY1993 and FY2000, the appropriations were

² (...continued)

Management, Audit Report 02-38, Executive Summary (Redacted and Unclassified) (Washington, Sept. 2002), 8 pp; and The Federal Bureau of Investigation's Efforts to Improve the Sharing of Intelligence and Other Information, Audit Report 04-10 (Redacted and Unclassified) (Washington, Dec. 2003), 71pp.

96% and 94% of the Administration's request, respectively. As indicated in **Table 1**, since FY1997, Congress has appropriated amounts for construction in a separate account, but such amounts fund no positions for the FBI. Since FY1997, Congress has included an amount as a set aside for "counterintelligence, national security, and counterterrorism" in the salaries and expenses appropriations language. This amount increased from \$102 million to \$475 million from FY1997 to FY2003, an increase of 365%, while the amount appropriated for salaries and expenses increased by 115%. For FY2003, Congress appropriated \$62 million into a separate account for the Foreign Terrorist Tracking Task Force; this amount has been added into the salaries and expenses appropriation total in **Table 1**, since this amount funds additional positions for the FBI.

Table 2. Federal Bureau of Investigation FY2003 Budget by Program
(dollars in thousands)

	Request			Appropriation		
	Pos ^a	FTE ^b	Amount	Pos ^a	FTE ^b	Amount ^c
<i>Criminal, Security and Other Investigations</i>						
Organized Crime Enterprises	2,838	2,839	\$396,758	4,223	4,224	\$567,085
White Collar Crime	4,027	3,931	506,325	4,120	3,978	516,326
Other Field Programs	11,830	11,411	1,710,817	11,419	10,892	1,678,963
Subtotal	18,695	18,181	2,613,900	19,762	19,094	2,762,374
<i>Law Enforcement Support</i>						
Training and Recruitment	933	913	131,245	930	912	140,089
Forensic Services	737	698	174,557	789	724	204,434
Information Management and Technology	377	362	271,564	377	344	257,117
Technical Field Support and Services	751	668	442,877	669	625	408,040
Criminal Justice Services	1,902	1,913	208,699	1,902	1,913	208,698
Subtotal	4,700	4,554	1,228,942	4,667	4,518	1,218,378
<i>Program Direction and Administration</i>	2,557	2,444	355,714	2,018	1,967	
Total Appropriations^c	25,952	25,179	\$4,198,556	26,447	25,579	\$4,234,587^c

Source: CRS presentation of amounts included in the FY2003 DOJ Budget Summary and H.Rept. 108-10.

- Pos = Positions
- One full time equivalent (FTE) is equal to 2,080 hours worth of funding, or the amount of funding necessary to fund one position over the course of an entire year. Usually, newly funded positions are only funded at one-half a full time equivalent, since those positions will not be filled for the entire year, and hiring will usually occur incrementally over the course of the year.
- The appropriation does not include \$62 million by P.L. 108-7 provided for the foreign terrorist tracking task force, nor does it reflect an across-the-board rescission of .65% that will likely amount to \$48 million, nor does it include the \$367 million provided by P.L. 108-11.

FY2003 FBI Budget. For the FBI, Congress has appropriated \$4.575 billion for FY2003. This amount is \$295 million greater than the Bureau's FY2002 budget and nearly \$376 million greater than the Administration's request. The FY2003 budget includes \$4.574 billion appropriated directly to the Bureau's salaries and expenses account, including a "counterintelligence and national security" set aside of \$475 million. It also includes \$1.24 million for construction and \$62 million for the Foreign Terrorist Tracking Task Force. **Table 2** compares the Administration's request to the Bureau's FY2003 appropriation, by activity and program. (*N.B.*, **Table 2** does not include the \$62 million provided for the Foreign Terrorist Tracking Task Force. The \$1.24 million provided for construction, however, was folded into the training and recruitment program, according to allocations made in conference report language (H.Rept. 108-10) and in the *FY2004 Department of Justice Budget Summary*.)

Table 2 shows that the *criminal, security and other investigations activity* includes the organized crime enterprises, white collar crime, and other field programs. Counter terrorism and national security investigations (foreign intelligence and foreign counterintelligence) are funded, for the most part, under other field programs. The *law enforcement support activity* includes training and recruitment, forensic services, information management and technology, technical field support and services, and criminal justice services. Lastly, *program direction and administration* roughly equates with FBI headquarters activities.

Congress does not appropriate funding for these programs; rather, Congress appropriates the lion's share of FBI funding to the Bureau's salaries and expenses account, and earmarks increases for specific programs and initiatives (usually in report language). According to conference report language, the FY2003 appropriation includes \$491 million in program increases, which include \$181 million for counterterrorism and counterintelligence, \$20 million for Joint Terrorism Task Forces, \$135 million for information technology, and \$155 million for other programs. These increases are offset by costs covered by FY2002 budget program increases that will not recur in FY2003, particularly one-time costs associated with Triology — the FBI's three-year plan to upgrade its information technology infrastructure.

Based upon the Bureau's budget submission to Congress, and the Bureau's congressional mark (appropriations law and report language), the Bureau allocates funding by program, with direction and guidance from the Appropriations Committees, the Office of Management and Budget, and the Justice Management Division. Moreover, the FBI — like other Justice agencies — is prohibited from transferring funding between programs or initiatives in amounts of more than \$500,000 or 10% of total program funding, whichever is less, without prior approval from the Appropriations committees in the form of a reprogramming. Since FY2001, however, the FBI salaries and expenses account appropriation has been displayed by activity and program in a table included in the conference report language. **Table 2** reflects this.

Funding for counterterrorism investigations is imbedded in the funding for other field programs; however, such investigations are supported by other FBI support programs like forensic services or technical field support and services as well. In prior years, the amounts allocated to counterterrorism and national security investigations were not broken out. In fact, such amounts were generally considered law enforcement sensitive. In the *FY2004 Department of Justice Budget Summary*, however, there is a crosswalk that displays the FY2003 amended request and breaks out aggregate amounts requested for national security; counterterrorism; criminal enterprises and other federal crimes; and criminal justice services. The requested \$4.2 billion for FY2003 included \$727 million for national security (17%); \$1.1 billion for counterterrorism (27%); \$2.1 billion for criminal enterprises and other federal crimes (49%), and \$283 million for criminal justice services (7%). These amounts suggest that out of the \$4.3 billion provided by Congress for FY2003, the Bureau will likely allocate funding in roughly similar proportions. Hence, it is likely that the Bureau allocated at least \$1.1 billion for counterterrorism. The FY2003 amended request crosswalk has been reproduced and is attached at the end of this memorandum as **Table 7**.

FBI Salaries and Expenses Account. **Table 3** shows requested budget authority as compared to actual obligations in terms of positions, workyears, and dollar amounts, as appropriated directly from the general fund to the Bureau's salaries and expenses account, from FY1993 to FY2002. With some fluctuation, requested budget authority increased from about \$2 billion to \$3.5 billion, while actual obligations generally increased from \$2 billion

to \$4.2 billion over the same years. Actual obligations were 98% or more of requested budget authority for each year, except FY2000; in that year actual obligations were 93% of requested budget authority. Actual obligations were 12% and 21% greater than requested budget authority in FY1997 and FY2002.

Table 3. Federal Bureau of Investigation Funding Salaries and Expenses Account
(dollars in thousands)

	Requested budget authority			Actual obligations*			% change in actual \$\$
	Positions	Workyears	Amount	Positions	Workyears	Amount	
FY1993	22,245	21,607	2,062,713	22,271	21,568	2,046,735	
FY1994	21,942	21,474	2,043,705	21,937	21,034	2,158,866	5%
FY1995	21,076	20,629	2,138,781	22,714	20,579	2,140,529	-1%
FY1996	22,287	21,978	2,307,201	22,563	21,272	2,306,602	8%
FY1997	23,685	22,601	2,548,583	24,066	22,149	2,854,453	24%
FY1998	24,831	23,763	2,713,748	24,938	24,408	2,953,599	3%
FY1999	25,185	24,253	3,000,508	25,693	24,822	2,939,524	0%
FY2000	26,519	25,576	3,283,377	25,333	24,821	3,044,965	4%
FY2001	25,635	24,646	3,277,562	24,659	24,265	3,248,341	7%
FY2002*	24,938	24,490	\$3,505,859	25,328	24,470	\$4,236,073	30%

Source: Department of Justice budget justifications for FY1993 through FY2003.

*FY2002 amounts under actual obligations are anticipatory, as they were taken from the FY2003 DOJ budget submission.

As compared to the previous year, **Table 3** shows that actual obligations increased significantly in FY1997 and FY2002, by 24% and 30%, respectively. Several factors contributed to the FY1997 increase: implementation of the Anti-Terrorism and Effective Death Penalty Act (AEDPA; P.L. 104-132); establishment of the National Instant Criminal Background Check system for firearm transfers; upgrades to the National Criminal Information Center (NCIC 2000); and telephone carrier compliance with court-ordered electronic surveillance, among other things. The FY2002 increase was in response to the September 11, 2001 terrorist attacks. Over the decade, funded positions peaked in FY1999 at over 25,600, decreased in FY2000 and FY2001, and increased to over 25,300 in FY2002 — still below the FY1999 peak.

Reimbursable Resources. In addition to funding appropriated from the general fund to the FBI salaries and expenses account, the FBI receives additional funding through reimbursable resources. Reimbursable resources are derived from several sources. For example, in FY2001 the FBI received over \$88 million in reimbursable resources for health care fraud investigations from a fee established by the Health Insurance Portability and Accountability Act. Several other fees are collected for processing fingerprint and background checks. Furthermore, the agency usually receives additional funding from the Department of Justice Interagency Crime Drug Enforcement Account and from available funding in the department's Working Capital Fund. As **Table 4** shows, reimbursable funding available to the FBI has increased from about \$300 million to amounts approaching \$600 million from FY1993 to FY2002. Positions funded through reimbursable resources peaked at over 3,500 in FY1998, and hovered at just under 3,000 before and after that fiscal year.

Table 4. Federal Bureau of Investigation Funding Derived from Reimbursable Resources
(dollars in thousands)

	Requested budget authority			Actual obligations*			% change in actual \$\$
	Positions	Workyears	Amount	Positions	Workyears	Amount	
FY1993	0	0	110,938	2,947	2,531	294,386	
FY1994	2,877	2,524	268,545	2,982	2,491	332,124	13%
FY1995	2,845	2,492	236,053	3,134	2,704	386,918	16%
FY1996	3,134	2,781	277,202	3,042	2,655	392,583	1%
FY1997	2,846	2,493	290,852	3,187	3,751	480,824	22%
FY1998	3,556	3,411	438,073	3,556	3,076	491,227	2%
FY1999	3,649	3,499	519,720	3,038	2,834	528,242	8%
FY2000	2,646	2,454	432,340	2,843	2,963	521,343	-1%
FY2001	3,586	3,453	586,310	2,956	2,683	627,356	20%
FY2002*	2,990	2,826	\$597,500	2,949	2,823	\$563,797	-10%

Source: Department of Justice budget justifications for FY1993 through FY2003.

*FY2002 amounts under actual obligations are anticipatory, as they were taken from the FY2003 DOJ budget submission.

Total FBI Funding. Table 5 consolidates funding appropriated directly to the FBI salaries and expenses account and reimbursable resources, showing the FBI's total operational budget, except for amounts appropriated for construction. Construction amounts are not included in Tables 3 through 5, for such amounts fund no positions at the FBI. Total actual obligations increased from \$2.3 billion to nearly \$4.8 billion. Actual obligations were 100% of requested budget authority or greater for each year, except FY1999 and FY2000, when they were 98% and 96% of requested budget authority, respectively. Such percentages indicate that, either through funding appropriated directly to the Bureau's salaries and expenses account or through reimbursable resources, actual obligations were nearly equal to or exceeded requested budget authority during the decade, FY1993 to FY2002.

Table 5. Federal Bureau of Investigation Funding: Total Salaries and Expenses Account and Reimbursable Resources
(dollars in thousands)

	Requested budget authority			Actual obligations*			% change in actual \$\$
	Positions	Workyears	Amount	Positions	Workyears	Amount	
FY1993	22,245	21,607	2,173,651	25,218	24,099	2,341,121	
FY1994	24,819	23,998	2,312,250	24,919	23,525	2,490,990	6%
FY1995	23,921	23,121	2,374,834	25,848	23,283	2,527,447	1%
FY1996	25,421	24,759	2,584,383	25,605	23,927	2,699,183	7%
FY1997	26,531	25,094	2,839,435	27,253	25,900	3,335,277	24%
FY1998	28,387	27,174	3,151,821	28,494	27,484	3,460,826	4%
FY1999	28,834	27,752	3,520,228	28,731	27,656	3,467,766	0%
FY2000	29,165	28,030	3,715,717	28,176	27,784	3,566,508	3%
FY2001	29,221	28,099	3,863,872	27,615	26,948	3,875,697	9%
FY2002*	27,928	27,316	\$4,103,359	28,277	27,293	\$4,799,870	24%

Source: Department of Justice budget justifications for FY1993 through FY2003.

*FY2002 amounts under actual obligations are anticipatory, as they were taken from the FY2003 DOJ budget submission.

Table 5 shows that the largest increases in actual obligations occurred in FY1997 and FY2002 at 24% for each year, as compared to the previous year. These increases were provided for the same purposes as discussed in the paragraph above that describes Table 3. The total number of funded positions associated with actual obligations peaked in FY1999

at more than 28,700 positions; decreased in FY2001 to less than 28,000, and increased in FY2002 to more than 28,000, but it is still below the FY1999 peak.

Funded FBI Special Agent and Other Positions. Table 6 breaks out and displays the number of funded FBI special agent positions from all other funded FBI positions for FY1993 through FY2002, as funded through appropriations provided directly to the FBI salaries and expenses account (direct funding) and from reimbursable resources. During those years, funded special agent positions accounted for about 40% of FBI funded positions, with reimbursable resources providing for between 7% and 10% of special agent positions. Special agent positions funded through reimbursable resources increased incrementally to more than 1,000 in FY2002, while the number of other positions funded through reimbursable resources hovered around 2,000 from FY1993 through FY1999, peaking at nearly 2,600 in FY1998; then, they decreased and hovered around 1,800 to 1,900 for the years thereafter.

The total number of special agent positions peaked in FY1999 and FY2000 at 11,698 for each year; decreased by about 300 in FY2001, and increased in FY2002 to 11,582. The total number of all positions peaked in FY1999 at 28,731, decreased in FY2000 and FY2001 by about 500 positions each year, and increased to 28,277 in FY2002. Other positions include fingerprint analysts, intelligence analysts, linguists, aircraft pilots, statisticians, scientists, engineers, management specialists, and administration staff, among others. Over the decade, the total number of special agents increased by about 9%, and other positions increased by 14%.

Table 6. Federal Bureau of Investigation Staffing Funded Positions: Special Agents and Other

	Special agents			Other positions			All positions		
	Direct Funding	Reim-bursables	Total	Direct funding	Reim-bursables	Total	Direct funding	Reimburs-ables	Total
FY1993	9,649	945	10,594	12,622	2,002	14,624	22,271	2,947	25,218
FY1994	9,761	901	10,662	12,176	2,081	14,257	21,937	2,982	24,919
FY1995	9,761	901	10,662	12,953	2,233	15,186	22,714	3,134	25,848
FY1996	9,765	760	10,525	12,798	2,282	15,080	22,563	3,042	25,605
FY1997	10,231	948	11,179	13,835	2,239	16,074	24,066	3,187	27,253
FY1998	10,542	989	11,531	14,396	2,567	16,963	24,938	3,556	28,494
FY1999	10,687	1,011	11,698	15,006	2,027	17,033	25,693	3,038	28,731
FY2000	10,687	1,011	11,698	14,646	1,832	16,478	25,333	2,843	28,176
FY2001	10,344	1,031	11,375	14,315	1,925	16,240	24,659	2,956	27,615
FY2002	10,531	1,051	11,582	14,797	1,898	16,695	25,328	2,949	28,277

Source: Department of Justice budget justifications for FY1993 through FY2003.

**Table 7. Federal Bureau of Investigation FY2003 Amended Budget Request
Program and Activity Crosswalk
(dollars in thousands)**

	National Security			Counterterrorism			Criminal Enterprises/Federal Crimes			Criminal Justice Services			FTE*
	Positions	FTE*	Amount	Positions	FTE*	Amount	Positions	FTE*	Amount	Positions	FTE*	Amount	
Criminal, Security and Other Investigations													
Organized Crime Enterprises	29	29	\$4,076	58	56	\$6,487	2,751	2,754	\$386,195				
White Collar Crime							4,027	3,931	506,325				
Other Field Programs	3,427	3,261	445,938	4,510	4,321	746,675	3,883	3,821	516,722	10	8	1,482	
Subtotal	3,456	3,290	450,014	4,568	4,377	753,162	10,661	10,506	1,409,242	10	8	1,482	
Law Enforcement Support													
Training and Recruitment	162	157	22,690	200	195	28,211	503	493	70,577	68	68	9,767	
Forensic Services				110	106	26,184	442	417	104,734	185	175	43,639	
Information Management and Technology	65	63	46,949	81	78	58,371	203	194	146,033	28	27	20,211	
Technical Field Support and Services	189	172	128,732	215	191	140,652	304	269	152,402	43	36	21,091	
Criminal Justice Services	79	80	8,659	98	99	10,766	245	247	26,935	1,480	1,487	162,339	
Subtotal	495	472	207,030	704	669	264,184	1,697	1,620	500,681	1,804	1,793	257,047	
Program Direction and Administration	481	459	69,565	660	622	98,437	1,239	1,193	163,721	177	170	23,991	
Total Appropriations	4,432	4,221	\$726,609	5,932	5,668	\$1,115,783	13,597	13,319	\$2,073,644	1,991	1,971	\$282,520	25,991

Source: CRS presentation of a table in the FY2004 DOJ Budget Summary, p. 90.

*One full time equivalent (FTE) is equal to 2,080 hours worth of funding, or the amount of funding necessary to fund one position over the course of an entire year. Usually, newly funded positions are full time equivalent, since those positions will not be filled for the entire year, and hiring will occur incrementally over the course of the year.

Draft Questions

Background. According to DOJ budget documents, the FBI budget (through direct and reimbursable funding) provided for 11,698 special agent positions for FY1999 and FY2000. However, the FBI budget (through direct and reimbursable funding) provided for 11,375 agents for FY2001. This accounts for a decrease of 323 funded special agent positions.

Questions. What accounted for this decrease in the number of funded special agent positions? Was it a decrease in the FBI congressional appropriation? Was it a decrease in reimbursable funding? Or was it both? Or was there some other reason for this decrease in funded special agent positions?

Background. For FY2002, the number of funded agent positions provided for in the FBI budget increased to 11,582 funded special agent positions — an increase of 207 positions over FY2001.

Questions. What accounted for this increase in funded special agent positions. Was it an increase in the FBI congressional appropriation? Was it an increase in reimbursable funding? Or, was it both? Or was there some other reason for this increase in funded special agent positions?

Background. For FY2000, the Administration's request for the FBI salaries and expenses account included \$3.236 billion and 26,519 positions. This amount included program increases (over base) of \$100 million and 268 positions.

Questions. Of this amount and related positions, how many dollars and positions could be considered related to the FBI counterterrorism program? In the FY2000 appropriation for the FBI salaries and expenses account, did Congress provide funding for those requested counterterrorism budget increases? Did Congress provide funding for other counterterrorism initiatives? For FY2000, can a crosswalk be provided that shows all requested FBI budget increases by initiative and program as compared to the budget increases provided by Congress?

Background. For FY2001, the Administration's request for the FBI salaries and expenses account included \$3.278 billion and 25,615 positions. This amount included program increases (over base) of \$164 million and 360 positions.

Questions. Of this amount and related positions, how many dollars and positions could be considered related to the FBI counterterrorism program? In the FY2001 appropriation for the FBI salaries and expenses account, did Congress provide funding for those requested counterterrorism budget increases? Did Congress provide funding for other counterterrorism initiatives? For FY2001, can a crosswalk be provided that shows all requested FBI budget increases by initiative and program as compared to the budget increases provided by Congress?

Background. For FY2002, the Administration's request for the FBI salaries and expenses account included \$3.506 billion and 24,938 positions. This amount included program increases (over base) of \$171 million and 279 positions.

Questions. Of this amount and related positions, how many dollars and positions could be considered related to the FBI counterterrorism program? In the FY2002 appropriation for the FBI salaries and expenses account, did Congress provide funding for those requested counterterrorism budget increases? Did Congress provide funding for other counterterrorism initiatives? For FY2002, can a crosswalk be provided that shows all requested FBI budget increases by initiative and program as compared to the budget increases provided by Congress?

Background. In the FY2004 DOJ Budget Request, the Administration submitted an amended FY2003 budget request for the FBI salaries and expenses account in the form of a crosswalk (matrix). The vertical axis of the crosswalk includes the 10 traditional FBI budget program accounts (Organized Crime Enterprises through Program Direction & Administration). The horizontal axis of the crosswalk includes four major activities (National Security, Counterterrorism, Criminal Enterprises/Federal Crimes, and Criminal Justice Services).

Questions. For the FBI enacted budget for the salaries and expenses account, can similar crosswalks be provided that cross reference the program and activity budgets (in terms of permanent positions, full-time equivalents, and dollar amounts) for FY2000, FY2001, and FY2002? Can similar crosswalks be provided showing the overall FBI budget in terms of final obligations (including reimbursable funding) for the same years?