# Department of the Treasury Financial Crimes Enforcement Network

Congressional Budget
Justification and Annual
Performance Plan and Report

FY 2021

# **Table of Contents**

Section I – Budget Request	3
A – Mission Statement	3
B – Summary of the Request	3
1.1 – Appropriations Detail Table	4
1.2 – Budget Adjustments Table	4
C – Budget Increases and Decreases Description	4
1.3 – Object Classification (Schedule O) Obligations	7
D – Appropriations Language and Explanation of Changes	8
E – Legislative Proposals	8
Section II – Annual Performance Plan and Report	9
A – Strategic Alignment	9
B – Budget and Performance by Budget Activity	11
2.1.1 – BSA Administration and Analysis Resources and Measures	11
BSA Administration and Analysis Budget and Performance	12
C – Changes in Performance Measures	13
D – Evidence-Building Activity	13
Section III – Additional Information	14
A – Summary of Capital Investments	14

### <u>Section I – Budget Request</u>

### A – Mission Statement

To safeguard the financial system from illicit use, combat money laundering, and promote national security through the strategic use of financial authorities and the collection, analysis, and dissemination of financial intelligence.

### **B** – Summary of the Request

The FY 2021 President's Budget requests additional resources totaling \$963,000 and provides \$2,300,000 for two critical program areas and program decreases totaling \$2,864,000. Specifically, FinCEN will enhance its national security capacity, which includes continuous expansion of its efforts to combat cybercrime and cryptocurrency threats and strengthening the inspection and training efforts to ensure the proper stewardship and on-going protection of sensitive national security information.

FinCEN is a bureau in the U.S. Department of the Treasury. The Director of FinCEN reports to the Under Secretary for Terrorism and Financial Intelligence (TFI). In carrying out its mission, FinCEN has numerous statutory areas of responsibility:

- Developing and issuing regulations under the Bank Secrecy Act (BSA);
- Enforcing compliance with the BSA in partnership with law enforcement and other regulatory partners;
- Serving as the U.S. Financial Intelligence Unit (FIU) and maintaining a network of information sharing with FIUs in 164 partner countries;
- Receiving millions of new financial reports each year;
- Securing and maintaining a database of over 300 million reports;
- Analyzing and disseminating financial intelligence to federal, state, and local law enforcement, federal and state regulators, foreign FIUs, and industry; and
- Bringing together the disparate interests of law enforcement, FIUs, regulatory partners, and industry.

### 1.1 – Appropriations Detail Table

Dollars in Thousands

	FY 2019		FY 2020		FY 2021		FY 2020	to FY 2021
Appropriated Resources	Operating Plan		Enacted		Request		% Change	
New Appropriated Resources	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT	FTE	AMOUNT
BSA Administration and Analysis	271	\$117,800	300	\$126,000	345	\$126,963	15.0%	0.8%
<b>Subtotal New Appropriated Resources</b>	271	\$117,800	300	\$126,000	345	\$126,963	15.0%	0.8%
Other Resources								
Reimbursable	2	\$1,771	1	\$3,000	1	\$3,000	NA	0.0%
Recoveries from Prior Years	0	\$34	0	\$500	0	\$500	NA	0.0%
Unobligated Balances from Prior Years	0	\$37,967	0	\$27,000	0	\$28,000	NA	3.7%
<b>Subtotal Other Resources</b>	2	\$39,772	1	\$30,500	1	\$31,500	0.0%	3.3%
Total Budgetary Resources	273	\$157,572	301	\$156,500	346	\$158,463	15.0%	1.3%

FY 2019 Other Resources and Full-time Equivalents (FTE) reflect actuals.

### 1.2 – Budget Adjustments Table

Dollars in Thousands

	FTE	Amount
FY 2020 Enacted	300	\$126,000
Changes to Base:		
Maintaining Current Levels (MCLs):	0	\$2,827
Pay Annualization (3.1% average pay raise)	0	\$380
Pay Raise (1.0% average pay raise)	0	\$390
FERS Contribution Increase	0	\$524
Non-Pay	0	\$1,533
Non-Recurring Costs	0	(\$1,300)
TBML Risk Assessment	0	(\$1,300)
Other Adjustments:	37	\$0
Technical FTE Adjustment	37	\$0
Subtotal Changes to Base	37	\$1,527
FY 2021 Current Services	337	\$127,527
Program Changes:		
Program Decreases	0	(\$2,864)
Programmatic Contract and Equipment Reductions	0	(\$2,864)
Program Increases:	8	\$2,300
Bolstering BSA Data Protection Building Out FinCEN's Virtual Currency and Cyber	5	\$1,481
Threat Mitigation Program	3	\$819
FY 2021 President's Budget Request	345	\$126,963

### **C – Budget Increases and Decreases Description**

Pay Annualization (3.1%) +\$380,000 / +0 FTE:

Funds are requested for annualization of the January 2020 3.1% average pay raise.

### Pay Raise (1.0% in 2021) +\$390,000 / +0 FTE

Funds are requested for a 1.0% average pay raise in January 2021.

### FERS Contribution Increase +\$524,000 / +0 FTE

Funds are requested for the Federal Employee Retirement System (FERS) contribution rates effective FY 2021.

### Non-Pay +\$1,533,000 / +0 FTE

Funds are requested for non-labor expenses such as travel, contracts, rent, supplies, and equipment.

Completion of Trade-Based Money Laundering (TBML) risk assessment.

Other Adjustments.....+\$0 / +37 FTE
Technical FTE Adjustment +\$0 / +37 FTE

This adjustment reflects FTEs in FinCEN's multi-year hiring plan, which is beginning implementation in FY 2020.

Program Decreases ......-\$2,864,000 / -0 FTE
Programmatic Contract and Equipment Reductions -\$2,864,000 / -0 FTE

This reduction will be taken through evaluation of potential decreases or changes in proposed acquisitions of contractual services and equipment. FinCEN will evaluate contracts during the renewal process to absorb this reduction.

This funding will allow FinCEN to support an enhancement in BSA data inspections and training efforts. In order to bolster the ability to protect BSA data collected, FinCEN will strengthen its inspections program to include internal, external, and bulk data usage; enhance its proactive engagement for preventative measures; and increase education and training efforts for the over 460 federal, state, and local agencies across the country with whom FinCEN maintains data access Memoranda of Understanding (MOUs) and their over 12,700 authorized users.

Safeguarding the BSA database from misuse is a critical obligation, and FinCEN needs to make on-site inspections of its MOU holders a priority. With additional funding, FinCEN will move to a primarily on-site inspection posture to enhance our visibility into individual agencies' compliance with the obligations set forth in their MOUs. This effort is very much in furtherance of FinCEN's obligation to safeguard the BSA database from misuse and will allow FinCEN to increase the number of routine on-site inspections performed.

In addition to expanding FinCEN's capabilities to inspect data access activities, there is also a need to increase the training and outreach initiatives. From FY 2014 to FY 2018 there was an 18 percent increase in BSA data access MOUs, and FinCEN expects this percentage to steadily increase annually. Furthermore, FinCEN receives on average 120 access requests per year. As we anticipate an increase in MOUs in the future commensurate with historical growth patterns, there is a need for more training resources to cover BSA data security and proper use of BSA data for the corresponding increase in users. In order for FinCEN to keep up with the increasing

needs of our stakeholders, we must be readily available to conduct substantive outreach and provide comprehensive financial analysis training. Better understanding of complex financial schemes translates into better use of BSA data, which encourages more responsible behavior when accessing the data. It will also increase FinCEN's ability to provide on-going, substantive training and outreach to our law enforcement partners on myriad issues of national security importance in an effort to increase their awareness and enhance their traditional methods of utilizing the BSA to investigate illicit finance. As investigators become more adept at manipulating BSA data, more sophisticated cases of criminal wrongdoing will be brought to justice. Additionally, more meaningful feedback provided to regulated institutions that are subject to BSA reporting requirements ultimately lends to better reporting by the institutions themselves.

Increased access to BSA data creates increased risk of improper use of the data, including unauthorized disclosures. Training addresses this knowledge gap for stakeholders and assists them in effectively manipulating the BSA data to properly support their investigations. This effort also assists FinCEN in maintaining a close and continual working relationship with its broad universe of stakeholders. These additional resources will allow FinCEN to ensure all of its users are fulfilling their responsibility to properly use and protect BSA data.

# Building Out FinCEN's Virtual Currency and Cyber Threat Mitigation Program +\$819,000 / +3 FTE

These funds will allow for international capacity building to ensure that accessibility of critical information exists for investigations that include an international component. The utilization of software tools will allow FinCEN to double the number of virtual currencies analyses, corroborate findings, and increase big data analytics capability, allowing for automated analytics and visualization of financial and cyber data. The program enhancement strengthens direct support for law enforcement cases to 130 cases per year, the development of 37 strategic intelligence products, and the provision of 50 training sessions per year.

The FY 2021 funds will also allow FinCEN to respond to an increasing number of law enforcement requests for operational support regarding domestic and global cyber-enabled financial crimes, including efforts into the use of virtual currency to facilitate such crimes. This will enable FinCEN to conduct intelligence and law-enforcement driven responses to international and domestic financial threat incidents. The enhancement will also assist FinCEN's ongoing efforts to recover funds stolen by cyber means in fraud and virtual currency exchange thefts. Based on metrics developed by law enforcement partners, FinCEN estimates that it will be able to recover approximately 60 percent of funds stolen domestically and maintain its current international recovery rate at 50 percent.

Lastly, the funding will directly support FinCEN's coordination with other international jurisdictions as they advance their efforts to establish their own capabilities to address virtual currency and cyber threats through training and capacity building, analytical development, and information sharing initiatives.

## 1.3 – Object Classification (Schedule O) Obligations

Dollars in Thousands

11.3 - Other than full-time permanent       101       150       1         11.5 - Other personnel compensation       770       822       8         11.9 - Personnel Compensation (Total)       36,567       42,219       48,4         12.0 - Personnel benefits       11,352       12,374       14,2         Total Personnel and Compensation Benefits       \$47,919       \$54,593       \$62,6         21.0 - Travel and transportation of persons       658       767       8         22.0 - Transportation of things       2       0       0         23.1 - Rental payments to GSA       4,193       4,913       4,9         23.2 - Rental payments to others       49       50       50         23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment <th></th> <th>FY 2019</th> <th>FY 2020</th> <th>FY 2021</th>		FY 2019	FY 2020	FY 2021
11.3 - Other than full-time permanent       101       150       1         11.5 - Other personnel compensation       770       822       8         11.9 - Personnel Compensation (Total)       36,567       42,219       48,4         12.0 - Personnel benefits       11,352       12,374       14,2         Total Personnel and Compensation Benefits       \$47,919       \$54,593       \$62,6         21.0 - Travel and transportation of persons       658       767       8         22.0 - Transportation of things       2       0       0         23.1 - Rental payments to GSA       4,193       4,913       4,9         23.2 - Rental payments to others       49       50       2         23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment	Object Classification			
11.5 - Other personnel compensation       770       822       8         11.9 - Personnel Compensation (Total)       36,567       42,219       48,4         12.0 - Personnel benefits       11,352       12,374       14,2         Total Personnel and Compensation Benefits       \$47,919       \$54,593       \$62,6         21.0 - Travel and transportation of persons       658       767       8         22.0 - Transportation of things       2       0       0         23.1 - Rental payments to GSA       4,193       4,913       4,9         23.2 - Rental payments to others       49       50       2         23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62       2         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials	11.1 - Full-time permanent	35,696	41,247	47,434
11.9 - Personnel Compensation (Total)       36,567       42,219       48,4         12.0 - Personnel benefits       11,352       12,374       14,2         Total Personnel and Compensation Benefits       \$47,919       \$54,593       \$62,6         21.0 - Travel and transportation of persons       658       767       8         22.0 - Transportation of things       2       0       0         23.1 - Rental payments to GSA       4,193       4,913       4,9         23.2 - Rental payments to others       49       50       50         23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635 <td>11.3 - Other than full-time permanent</td> <td>101</td> <td>150</td> <td>150</td>	11.3 - Other than full-time permanent	101	150	150
12.0 - Personnel benefits       11,352       12,374       14,2         Total Personnel and Compensation Benefits       \$47,919       \$54,593       \$62,6         21.0 - Travel and transportation of persons       658       767       8         22.0 - Transportation of things       2       0       0         23.1 - Rental payments to GSA       4,193       4,913       4,9         23.2 - Rental payments to others       49       50       50         23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915	11.5 - Other personnel compensation	770	822	845
Total Personnel and Compensation Benefits         \$47,919         \$54,593         \$62,6           21.0 - Travel and transportation of persons         658         767         8           22.0 - Transportation of things         2         0           23.1 - Rental payments to GSA         4,193         4,913         4,9           23.2 - Rental payments to others         49         50         2           23.3 - Communications, utilities, and miscellaneous charges         1,703         2,100         2,1           24.0 - Printing and reproduction         62         62         62           25.1 - Advisory and assistance services         1,517         1,500         1,5           25.2 - Other services from non-Federal sources         48,930         44,285         35,4           25.3 - Other goods and services from Federal sources         13,531         7,903         10,1           25.6 - Medical care         186         200         2           25.7 - Operation and maintenance of equipment         9,210         9,100         9,4           26.0 - Supplies and materials         251         270         2           31.0 - Equipment         1,635         1,765         1,9           Total Non-Personnel         \$81,927         \$72,915         \$67,1 <td>11.9 - Personnel Compensation (Total)</td> <td>36,567</td> <td>42,219</td> <td>48,429</td>	11.9 - Personnel Compensation (Total)	36,567	42,219	48,429
21.0 - Travel and transportation of persons       658       767       8         22.0 - Transportation of things       2       0         23.1 - Rental payments to GSA       4,193       4,913       4,9         23.2 - Rental payments to others       49       50       50         23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	12.0 - Personnel benefits	11,352	12,374	14,231
22.0 - Transportation of things       2       0         23.1 - Rental payments to GSA       4,193       4,913       4,9         23.2 - Rental payments to others       49       50       50         23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	<b>Total Personnel and Compensation Benefits</b>	\$47,919	\$54,593	\$62,660
23.1 - Rental payments to GSA       4,193       4,913       4,9         23.2 - Rental payments to others       49       50         23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	21.0 - Travel and transportation of persons	658	767	816
23.2 - Rental payments to others       49       50         23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	22.0 - Transportation of things	2	0	0
23.3 - Communications, utilities, and miscellaneous charges       1,703       2,100       2,1         24.0 - Printing and reproduction       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	23.1 - Rental payments to GSA	4,193	4,913	4,971
24.0 - Printing and reproduction       62       62         25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	23.2 - Rental payments to others	49	50	51
25.1 - Advisory and assistance services       1,517       1,500       1,5         25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	23.3 - Communications, utilities, and miscellaneous charges	1,703	2,100	2,137
25.2 - Other services from non-Federal sources       48,930       44,285       35,4         25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	24.0 - Printing and reproduction	62	62	65
25.3 - Other goods and services from Federal sources       13,531       7,903       10,1         25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	25.1 - Advisory and assistance services	1,517	1,500	1,552
25.6 - Medical care       186       200       2         25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	25.2 - Other services from non-Federal sources	48,930	44,285	35,478
25.7 - Operation and maintenance of equipment       9,210       9,100       9,4         26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	25.3 - Other goods and services from Federal sources	13,531	7,903	10,143
26.0 - Supplies and materials       251       270       2         31.0 - Equipment       1,635       1,765       1,9         Total Non-Personnel       \$81,927       \$72,915       \$67,1	25.6 - Medical care	186	200	226
31.0 - Equipment 1,635 1,765 1,9 <b>Total Non-Personnel \$81,927 \$72,915 \$67,1</b>	25.7 - Operation and maintenance of equipment	9,210	9,100	9,497
Total Non-Personnel \$81,927 \$72,915 \$67,1	26.0 - Supplies and materials	251	270	278
	31.0 - Equipment	1,635	1,765	1,928
Total Obligations \$129,846 \$127,508 \$129,8	Total Non-Personnel	\$81,927	\$72,915	\$67,142
	Total Obligations	\$129,846	\$127,508	\$129,802
				246

Amounts reflect obligations of annually appropriated resources, carryover balances, reimbursables, and transfers.

**D** – Appropriations Language and Explanation of Changes

Appropriations Language	<b>Explanation of Changes</b>
DEPARTMENT OF THE TREASURY	
BUREAU NAME	
Federal Funds	
SALARIES AND EXPENSES	
For necessary expenses of the Financial Crimes Enforcement	
Network, including hire of passenger motor vehicles; travel and	
training expenses of non-Federal and foreign government	
personnel to attend meetings and training concerned with	
domestic and foreign financial intelligence activities, law	
enforcement, and financial regulation; services authorized by 5	
U.S.C. 3109; not to exceed \$12,000 for official reception and	
representation expenses; and for assistance to Federal law	
enforcement agencies, with or without reimbursement,	
[\$126,000,000]\$ <i>126,963,000</i> , of which not to exceed	
\$34,335,000 shall remain available until September 30,	
[2022]2023. (Department of the Treasury Appropriations Act,	
2020.)	

E – Legislative Proposals FinCEN has no legislative proposals.

### **Section II – Annual Performance Plan and Report**

### A – Strategic Alignment

FinCEN supports the Treasury Strategic Goal 3: Enhance National Security and Goal 5: Achieve Operational Excellence. In Strategic Goal 3, FinCEN supports the following Treasury Strategic Objectives: 3.1 Strategic Threat Disruption – Identify, disrupt, and dismantle priority threats to the U.S. and international financial system and Treasury Strategic Objective 3.2 Anti-Money Laundering/Combating Financing of Terrorism Framework – Identify and reduce vulnerabilities in the U.S. and international financial system to prevent abuse by illicit actors.

In FY 2019, FinCEN had several noteworthy accomplishments highlighted below:

### • Expand Supervision over Non-bank Financial Institutions

- o Piloted a project to collect virtual currency sector data for identifying activity of illicit concern.
- Successfully completed a pilot for identifying compliance risk among entities registered as money services businesses (MSBs) with FinCEN. The pilot used BSA data to risk-rate MSBs. FinCEN intends to expand this pilot to other sectors, and is currently in preliminary stages with casinos and Residential Mortgage Lenders and Originators (RMLOs).

### • Modernize, Streamline, and Simplify Regulatory Authorities

- Provided interpretive guidance to the regulated industry consolidating FinCEN regulations related to MSBs, explaining how they apply to convertible virtual currency (CVC) business models.
- With the Federal Banking Agencies (FBAs), issued three joint statements on 1) sharing BSA resources; 2) encouraging innovative approaches to meeting Bank Secrecy Act/Anti-Money Laundering (BSA/AML) compliance obligations; and 3) emphasizing the risk-focused approach to examinations of banks' BSA/AML compliance programs.
- Created an AML Effectiveness Working Group in the BSA Advisory Group (BSAAG) to develop recommendations to enhance the AML regime by focusing on strategic AML priorities and realigning AML compliance practices to more effectively deter criminal activity.

### • Enhance Systems and Analytical Capabilities

 FinCEN also transitioned the final three BSA reports (Foreign Bank Account, Designation of Exempt Person, Cash over 10K Received in Trade/Business) to the Extensible Mark-Up Language (XML) industry format for electronic filing.

### • Expand Special Measures Efforts

o Issued special collections requests to dozens of financial institutions related to a range of illicit finance concerns including the Democratic People's Republic of North Korea (DPRK), Iran, Venezuela, Third Party Money Launders, Transnational Organized Crime, and other illicit activity. FinCEN expects to receive in the order of

- 50 million records in response to these requests, which will help to identify future 311 targets and further map out broad illicit financial activity.
- In coordination with interagency partners, FinCEN expanded the use of its 311 authorities by investigating cases of drug trafficking and illicit financial activity in Venezuela and elsewhere in Latin America, proliferation of weapons of mass destruction in Asia, and other illicit activity in the Middle East and sub-Saharan Africa.

### • Financial Intelligence

- o Increased support to cyber-related investigations, publishing more than 76 products ranging from Intelligence Assessments, Situation Reports, Investigative Memorandums, Flash Reports, and Spontaneous Disclosures, including a joint publication with law enforcement partners and a public product on Business Email Compromise (BEC).
- Provided financial analyses supporting law enforcement efforts to combat fentanyl/opioid trafficking and Hizballah-related narcotics money laundering, and provided briefings and training to law enforcement on detecting and countering opioid trafficking.
- o Produced over 300 intelligence analyses or trend updates on threat actors, including transnational security threats (terrorism financing, Venezuela, Iran, and DPRK).

### Expand Threat and Information Sharing

- o Hosted four FinCEN Exchange events to enhance information sharing with financial institutions and provide them with important information regarding priority issues.
- o Completed three Egmont Information Exchange Working Group projects, producing two important Bulletins and a Report: a BEC Bulletin that was published for the public, a Human Trafficking Bulletin that was disseminated to Egmont members, and an Egmont Counter Terrorist Financing Project Report on lone actors and small cells.
- o Launched a pilot of the Rapid Response Program focusing on domestic wire transfers related to BEC.

### FinCEN's FY 2020 and FY 2021 Priorities include:

- Enhance efforts to identify and disrupt threats to financial system by increased tactical and strategic BSA-focused analytical products on terrorism, cyber and emerging technology threats:
- Improve BSA framework through execution of priority initiatives with Federal Banking Agency, Bank Secrecy Act Advisory Group, BSA Value Project, and the Innovation Initiative;
- Increase its international information sharing efforts with members of the Egmont Group of Financial Intelligence Units (FIU);
- Continue to expand its investigative efforts with respect to foreign jurisdictions, financial institutions and classes of transactions of primary money laundering concern;
- Partner with Functional Regulators to implement AML examination through an effective results-driven approach and participate in four examinations of covered financial institutions;

• Bolster BSA Data Protection to enhance ability to protect BSA data collected through enhancements to BSA data inspections and training efforts.

### B - Budget and Performance by Budget Activity

### 2.1.1 - BSA Administration and Analysis Resources and Measures

Dollars in Thousands

Dollars in Thousands								
		FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021
Resource Le	vel	Actual	Actual	Actual	Actual	Actual	Enacted	Request
Appropriated Resources		\$112,000	\$112,979	\$115,003	\$115,003	\$117,800	\$126,000	\$126,963
Reimbursable Resources		\$515	\$1,721	\$2,526	\$2,198	\$1,771	\$3,000	\$3,000
Budget Activity Total		\$112,515	\$114,700	\$117,529	\$117,201	\$119,571	\$129,000	\$129,963
Full-time Equivalents (FTE)		276	279	275	281	273	301	346
The FY 2015 - FY 2019 appropriated resources represents the approved operating plan. The FY 2015 - FY 2019 columns represent realized resources for full-time equivalents and reimbursables.							nt realized	
Workload	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2019	FY 2020	FY 2021
Output/Activity	Actual	Actual	Actual	Actual	Actual	Estimate	Estimate	Estimate
Number of SARs filed	2,118,092	2,316,550	2,401,896	2,537,225	2,698,841	2,689,459	2,850,826	3,021,876
Number of total BSA	10 147 500	10 244 924	10 222 901	20 202 047	20.755.295	20 901 926	21 217 962	21 642 220

reports filed	19,147,588	19,244,824	19,322,891	20,393,947	20,755,285	20,801,826	21,217,862	21,642,220
Number of BSA users	10,166	10,833	11,452	11,739	12,801	12,326	12,942	13,589
D.,,C.,,,,,,,, M.,,,,,,	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2019	FY 2020	FY 2021
Performance Measure	Actual	Actual	Actual	Actual	Actual	Target	Target	Target
Percentage of Domestic Law Enforcement and Foreign FIUs who Assert Analytic Products Used Led to Detection and Deterrence of Illicit Activity	В	95%	92%	95%	92%	95%	90%	90%
Percentage of Domestic Law Enforcement and Regulators Who Assert Queried BSA Data Led to Detection and Deterrence of Illicit Activity	81%	83%	86%	85%	92%	86%	88%	89%
Percentage of Users Satisfied with FinCEN Information Sharing Systems	78%	80%	87%	86%	89%	84%	84%	85%

Key: B - Baseline

### **BSA Administration and Analysis Budget and Performance**

(\$126,963,000 from direct appropriations, \$3,000,000 from reimbursable sources): Description of Performance:

The continued increase in valuable BSA data demands the continued expansion of analysis capability and supporting technology to utilize this data to its full capacity. The increases in BSA data and the demand for this data informed the requested program changes.

FinCEN conducts three annual surveys of the BSA database and information sharing systems' users on the utility and value of FinCEN's information, analysis, and systems. The results provide valuable feedback on FinCEN's performance safeguarding the financial system from illicit use, combatting money laundering, and promoting national security.

First, FinCEN measures the percentage of domestic law enforcement and foreign FIUs who assert that the analytic products they used led to detection and deterrence of illicit activity. This performance measure tracks what the analytics products are intended to do, i.e., be useful to a wide range of customers and have impact, such as identifying new leads or providing previously unknown information. In FY 2019, 92 percent found the analytic products and research had impact on the investigations, narrowly missing the target of 95 percent. Even though the target was narrowly missed, FinCEN was able to achieve this high level of performance by continuously evaluating and enhancing the processes that FinCEN uses to ensure that intelligence products meet the demands of its domestic and international stakeholders. The increased outreach and feedback to and from FinCEN's users of its intelligence products resulted in introducing new types of intelligence products which focused on high-profile actors and illicit finance networks. These and other products also leverage new data obtained through FinCEN's unique authorities, making the analyses in these products more timely, informative and actionable. The FY 2020 and FY 2021 targets are set at 90 percent. Due to the number and increasing sophistication of domestic and international threats to the financial system, FinCEN believes that 90 percent is indicative of satisfactory level of success.

Second, FinCEN monitors the percentage of domestic law enforcement and regulators who assert that queried BSA data led to the detection and deterrence of illicit activity. The survey looks at the value of FinCEN data, such as whether the data provided unknown information; supplemented or expanded known information; verified information; helped identify new leads; opened a new investigation or examination; supported an existing investigation or examination; or, provided information for an investigative or examination report. In FY 2019, FinCEN surpassed its target of 86 percent with 92 percent asserting that queried BSA data led to the detection and deterrence of illicit activity. FinCEN achieved this performance by increasing its FinCEN Portal and Query training efforts. FinCEN will continue to increase its training efforts to provide the FinCEN Portal and FinCEN Query user community with the information they need to successfully enhance their investigative efforts. In FY 2020, the target is set at 88 percent and in FY 2021 at 89 percent.

Finally, FinCEN tracks the percentage of users satisfied with FinCEN information sharing systems. This measure is based on survey responses and represents user satisfaction with the BSA E-Filing System, FinCEN Query, and the Egmont Secure Web. FinCEN collects and maintains BSA reports filed by financial institutions and other filers. In turn, FinCEN provides

authorized users (including Treasury and TFI) access to a query system containing 14 years of BSA data. FinCEN also provides foreign FIUs in the Egmont Group with a secure system for exchanging financial intelligence to combat money laundering and terrorist financing. This measure is meaningful because the information sharing system allows authorized persons to more readily access BSA information and better enable them to conduct investigations more efficiently and effectively. In FY 2019, FinCEN exceeded its target of 84 percent with 89 percent of the users satisfied with the information sharing systems. FinCEN attributes this performance to the increased satisfaction with the value of BSA information in FinCEN Query, as well as improved system stability. FinCEN is currently undergoing a technical refresh of the FinCEN Portal and FinCEN Query applications, which will be implemented in mid FY 2020. As such, FinCEN will keep the target at 84 percent due to the learning curve associated with these changes. FinCEN expects the target to slightly increase to 85 percent in FY 2021.

### **C – Changes in Performance Measures**

FinCEN has no changes in performance measures.

### **D** – Evidence-Building Activity

The BSA Value Project will provide FinCEN with a methodology and initial calculation of the value of BSA reporting. The Project information and final results will (1) inform and help measure the potential impact of proposed regulatory reform actions, including regulatory or compliance changes; (2) establish a greater public understanding of how BSA reporting is used; (3) support the development of more targeted feedback to financial institutions on the use and value of their reporting; (4) identify additional measures or actions that FinCEN and other stakeholders can take to improve the tracking and calculation of BSA reporting value; and (5) identify actions that can enhance the underlying value and use of BSA reporting. The Project informs internal FinCEN actions/deliberations as well as external stakeholders (law enforcement, regulators, and others). The Project specifically informs the work of the Bank Secrecy Act Advisory Group on regulatory reform initiatives.

FinCEN also conducts research for its advisories. The advisory support analysis for the Advisory on Traffic of Fentanyl and Other Synthetic Opioids and the Advisory on Public Corruption in Venezuela are examples of this research. The research analyzed BSA and other data to produce intelligence reporting on illicit opioid trafficking and Venezuelan government corruption. The research supported the development of FinCEN Advisories, assisted financial institutions in formulating or enhancing AML processes, and supported other agency activities. This information assisted financial institutions, Treasury components and law enforcement in identifying money laundering typologies, proactively targeting certain geographical areas, developing or enforcing economic sanctions against targeted entities and individuals, and enhancing FinCEN's collaboration with senior officials in Treasury, the Department of Justice, and the White House National Security Council on national security issues.

### **Section III – Additional Information**

### A – Summary of Capital Investments

As the administrator of the BSA, FinCEN receives valuable information reported and collected under BSA requirements, which totaled approximately 20.8 million filings in FY 2019. To successfully fulfill its mission, FinCEN relies on secure, advanced information technology (IT) to manage the collection, processing, storage, and dissemination of BSA information that contributes to the soundness and confidence in America's financial system.

FinCEN's IT strategy takes into account the growing need for financial institutions to meet obligations as efficiently as possible, while ensuring that FinCEN and law enforcement agencies receive accurate, timely, and reliable BSA information to track money trails, identify money laundering, and unravel terrorist financing networks. FinCEN's IT strategy focuses on the critical need to improve the quality and accessibility of its data and increase responsiveness to stakeholders by maintaining and building upon flexible and innovative technical solutions. The entire lifecycle cost of the BSA IT Modernization investment, which includes the year the investment started (2010) through BY+4 (2025), is \$422.658 million (including FTE) and the FY 2021 cost is projected at \$25.951 million (including FTE).

A summary of capital investments, including major information technology and non-technology investments, can be accessed at:

 $\underline{https://www.treasury.gov/about/budget-performance/Pages/summary-of-capital-investments.aspx.}$