Department of the Treasury Treasury Executive Office of Asset Forfeiture

Congressional Budget Justification and Annual Performance Report and Plan

FY 2023

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Section I – Purpose

A – Mission Statement

To affirmatively influence the consistent and strategic use of asset forfeiture by law enforcement bureaus that participate in the Treasury Forfeiture Fund (TFF or the Fund) to disrupt and dismantle criminal enterprises.

B-Summary of the Request

The Treasury Executive Office for Asset Forfeiture (TEOAF) administers the Fund, which is the receipt account for deposit of non-tax forfeitures made pursuant to laws enforced or administered by participating Treasury and Department of Homeland Security (DHS) bureaus. Principal revenue-producing bureaus include U.S. Customs and Border Protection (CBP), U.S. Immigration and Customs Enforcement (ICE), the Internal Revenue Service (IRS), the U.S. Secret Service (USSS), the U.S. Coast Guard (USCG), and Alcohol and Tobacco Tax and Trade Bureau (TTB), among others. The Fund is a special fund, defined as a Federal fund account for receipts earmarked for specific purposes and the expenditure of those receipts. The law (31 U.S.C. 9705) allows TEOAF to use the funds for payment of all proper expenses of seizure or the proceedings of forfeiture and sale.

Revenues deposited in the Fund can be allocated and used as the result of a permanent indefinite appropriation provided by Congress. A forfeiture process begins once currency or property is seized. Seized currency is deposited into a suspense account (holding account) until forfeited. At that time, the forfeited amount is transferred-in (deposited) to the Fund as revenue. Forfeited properties are usually sold, and the proceeds are also transferred-in into the Fund as revenue. This revenue represents budget authority for meeting obligations and expenses of the program.

Expenses of the Fund are set in a relative priority so that operating costs are met first and may not exceed revenues.

- Mandatory expenses represent operating costs of the Fund, including storing and maintaining seized and forfeited assets, valid liens and mortgages, investigative expenses incurred in pursuing a seizure, information and inventory systems, remissions, victim restoration, and certain costs of local police agencies incurred in joint law enforcement operations. Following forfeiture, equitable shares may be paid to state and local law enforcement agencies that contributed to the seizure activity at a level proportionate to their involvement.
- Secretary's Enforcement Fund (SEF) expenses are funded from revenue from equitable shares received from Department of Justice (DOJ) or U.S. Postal Service (USPS) forfeitures. These shares are proportionate to Treasury's participation in the overall investigative effort that led to a DOJ or USPS forfeiture. SEF revenue is available for Federal law enforcement-related purposes of any bureau participating in the Fund.
- Strategic Support allows TEOAF to fund priority Federal law enforcement initiatives with remaining unobligated balances at the close of the fiscal year, after an amount is reserved for the next fiscal year's operations.

FY 2021-2022 Case Highlights: The following case highlights are intended to provide examples of the types of investigative cases worked by the Fund's law enforcement bureaus during

FY 2021-2022 that resulted in the seizure and forfeiture of assets. Such cases, as those profiled below, are consistent with the strategic mission and vision of the Fund, which seeks to use high-impact asset forfeiture in investigative cases to disrupt and dismantle criminal enterprises.

• Leader of Complex International Fraud and Money Laundering Ring Sentenced to 14 Years in Prison and Ordered to Pay Restitution in the Amount of \$14.5 million

The leader of an international fraud and money laundering ring was sentenced in January 2022 to 14 years in federal prison for conspiracy to commit money laundering. The Court ordered the defendant to forfeit various assets and, as part of their sentence, entered a \$1.5 million money judgement. In addition, the Court ordered the defendant to pay restitution to victims in the amount of \$14.5 million.

The defendant contracted with international "boiler rooms" to launder fraud proceeds obtained from foreign victims, primarily by selling worthless investments. They employed a mass-marketing scam to defraud victims who believed that they were investing in regulated financial products, particularly shares of stocks. The defendant operated a network of funnel accounts in the U.S. in the names of shell companies into which the victims were instructed to send their money. Most of the victims were in Australia, New Zealand, the U.K., and countries in Asia. The defendant was arrested in Belgrade, Serbia pursuant to an INTERPOL Red Notice issued by the U.S. Department of Justice and extradited to Tampa in April 2019. The investigation was conducted by Homeland Security Investigations and IRS Criminal Investigation.

• Joint Case Leads to a Shutdown of an Illegal Bitcoin ATM Network Involved in Laundering Millions of Dollars in Bitcoin and Cash

Herocoin, an illicit virtual-currency money service business, was advertised online as a Bitcoin (BTC) cash exchange service of up to \$25,000. The owner and operator of Herocoin, a former bank employee familiar with compliance matters, deliberately failed to register his money service business with FinCEN. The owner exchanged currency with their customers in-person and operated a series of purchased BTC ATM kiosks, located in malls, convenience stores and gas stations throughout Los Angeles. The owner did not conduct any due diligence and was aware that funds he accepted for exchange came from illicit sources. The owner registered Herocoin in 2018, only after being contacted by FinCEN, but still failed to exercise due diligence, file suspicious activity and currency transaction reports, or develop an anti-money laundering program. As a part of their plea agreement, the owner agreed to forfeit cash, cryptocurrency, and seventeen BTC ATMs. On May 28, 2021, he was sentenced to 24 months of imprisonment. The case was investigated by Homeland Security Investigations (HSI), IRS Criminal Investigations, and the Los Angeles County Sheriff's Department.

• Kidnapping Suspects Indicted; Ransom Money Returned to Victim

Two subjects entered a residence rented by an elderly man and terrorized their victim for several hours, extorting him out of his truck, guns, and other possessions. They subsequently kidnapped the man and held him at their residence for over eight hours, forcing him to wire \$250,000 to one of the subject's bank accounts. After the money was deposited, the kidnappers released the victim and threatened to kill his family if he called the police. Despite the threats, he called the police, and USSS agents, along with the FBI, were able to track the subjects down using GPS. The USSS seized subject's bank account and in June 2021, returned the \$250,000 to the victim, along with his other recovered possessions. They were charged with kidnapping, wire fraud, and bank fraud.

COVID 19 Related Case Highlights:

• Homeland Security Investigations (HSI) Operation Stolen Promise Targets CounterfeitVaccines and Treatments for COVID-19

Since April 2020, ICE's HSI Cyber Crimes Center (C3), Intellectual Property Rights (IPR) Center and HSI Office of Intelligence representatives have been successfully targeting online fraud schemes and the sale of illicit COVID 19 vaccines and treatments using illicit websites and dark net marketplaces. As of January 26, 2022, HSI Special Agents have initiated 1,426 criminal investigations, made 421 arrests, secured 192 indictments, and 58 convictions in addition to executing 449 search warrants and seizing nearly \$59 million related to COVID-19 fraud. Case highlights include:

- In January 2022, HSI Boston reported the guilty plea of two targets for wire fraud and false statements in preparation of fraudulent CARES Act documents used to obtain approximately \$30,000. The funds were used to operate illicit massage businesses that offered sex services.
- On December 20, 2021, HSI Detroit reported the seizure of approximately \$350,000 in a case involving the U.S. Small Business Administration (SBA) Economic Injury Disaster Loans fraud. On the same date, HSI Detroit seized a bank account linked to the subject worth \$350,000.
- On May 7, 2021, HSI Los Angeles reported the arrest of a U.S. citizen for Paycheck Protection Program (PPP) fraud. From May-December 2020, the subject submitted four PPP loan applications worth over \$5 million. HSI seized three luxury vehicles valued over \$700,000 purchased with fraudulent PPP loan money and a bank account containing over \$2 million dollars.
- In April 2021, HSI Portland, OR executed a federal search warrant at a business in Eugene, OR resulting in the seizure of 537,000 counterfeit 3M masks.
- In February 2021, HSI Portland, ME, initiated an investigation of counterfeit 3M masks that were sold to the State of Maine for health care providers, first responders, and teachers. Approximately 2,175,000 counterfeit N95 masks were sold for approximately \$6.4 million dollars. HSI seized \$3,616,082 and 2,082,907 counterfeit 3M masks.
- In February 2021, HSI Los Angeles seized approximately 9.4 million counterfeit 3M masks at a logistics facility, some of which were destined for the Federal Emergency Management Agency.

• USSS Response to COVID-19 Related Fraud

Since mid-2020, US Secret Service offices nationwide have been investigating rampant fraud related to the SBA loans. The USSS has developed tactics for responding to this emerging criminal trend and identified several avenues for recovering the funds through administrative forfeiture. This effort has been extremely successful, resulting in 1,493 seizures totaling \$1.257 Billion recovered from fraudulently obtained COVID Relief loans.

• USSS Tallahassee PPP and EIDL Fraud Investigation Resulted in Forfeiture of \$7.8 million USSS Tallahassee investigated fraudulent PPP and Economic Injury Disaster Loan (EIDL) applications that were submitted online through the SBA website, utilizing fabricated employment information and/or stolen individual and corporate PII. The applications directed funds to numerous "money mule" accounts. USSS Tallahassee Office seized funds from numerous Charles Schwab Brokerage Accounts in various names. The funds were forfeited on September 15, 2021. SBA and others defrauded entities have filed petitions for remission for the forfeited funds.

• USSS Baltimore Successes in COVID-19 Related Fraud Investigations

- USSS Baltimore has seized over \$8 Million in fraud cases involving COVID Relief Funds. One of the recent cases targeted a subject who had falsified IRS Tax Documents for the purpose of receiving a large PPP Loan. M&T Bank notified the USSS of the fraud scheme and assisted agents in the investigation. On December 22, 2021, USSS Baltimore obtained a seizure warrant for \$1,295,000 from account(s) controlled by the subject. A criminal complaint and arrest(s) are forthcoming. SBA will file a petition for remission for the forfeited funds.
- 22 Defendants Charged and 6 Pleaded Guilty in Connection with \$11.1 Million PPP Fraud Twenty-two individuals have been charged in connection with a fraudulent scheme to obtain approximately \$11.1 million in PPP loans to purchase luxury vehicles, jewelry, and other personal items. Six individuals, including the scheme's ringleader, pleaded guilty. The leader pleaded guilty on June 16, 2021, to one count of conspiracy to commit bank fraud and wire fraud and one count of money laundering. As part of his plea, the defendant admitted their participation in fraudulent conduct totaling more than \$14.7 million, including more than \$11.1 million in fraudulent PPP loans, more than \$1.15 million in fraudulent Economic Injury Disaster Loans, and more than \$2.4 million in fraudulent automobile loans. They also agreed to forfeit assets, including more than \$2.1 million in seized funds, three luxury vehicles, and jewelry. The investigation has been conducted by the FBI, IRS Criminal Investigation, the U.S. Treasury Inspector General for Tax Administration, and the SBA-Office of the Inspector General.
- CBP Port Entry Inspections Prevent Fraudulent COVID-19 Tests and Counterfeit Products from Entering the U.S.

On January 15, 2021, during a regular inspection at the Seattle Port of Entry, CBP officers opened a box labeled "Doorbell", but discovered COVID-19 Rapid Test Kits. Further investigation determined that the entire shipment of ten boxes containing 5002 test kits were non-FDA compliant. The value of the test kits was \$95,038. The officers determined that the manufacturer listed the kits as "Test that should no longer be used". Additionally, CBP officers at the El Paso Port of Entry found and seized 139 boxes of counterfeit 3M masks manufactured in Peru and shipped to the U.S. via Hong Kong. As of September 2021, the Treasury forfeiture program has over 13 million counterfeit masks in its warehouses.

Priorities: In FY 2023, TEOAF will continue to support the investigations and activities of the participating law enforcement bureaus. The bulk of TEOAF expenses include supporting seizures, forfeitures, and the funds are used to cover the costs of activities associated with seizures including storage, maintenance, disposition, and destruction of seized property.

TEOAF focuses on supporting investigations and activities that meet the mission of disrupting and dismantling criminal enterprises. To this end, TEOAF prioritizes major case¹ initiatives when allocating funding to member agencies, including the purchase of evidence and information, joint operations expenses, investigative expenses leading to seizure, as well as software tools used for computer forensics, analysis of financial data, and tracing cryptocurrency transactions. Major case initiatives are aligned directly to the National Money Laundering and Southwest Border strategies.

¹ A major case refers to a case where the forfeiture results in a deposit greater than \$5 million, or a case that disrupts or dismantles money laundering networks or other financial activities that threaten the financial stability, financial system, or financial interests of the UnitedStates.

Often, the assets identified in these investigations are proceeds of fraud schemes with multiple victims. TEOAF allocates significant resources to ensure that such investigations are adequately funded to yield successful prosecutions and forfeitures. The resulting forfeiture deposits are used to compensate the victims defrauded by the violators.

One of TEOAF's highest immediate priorities now is supporting TFF participating law enforcement agencies' response to COVID-19 related crimes. Our agencies are facing formidable challenges dealing with massive COVID-19 related fraud schemes, the use of stolen PII in such schemes, and the sales of counterfeit vaccines, masks, and COVID treatments online and via Darknet marketplaces.

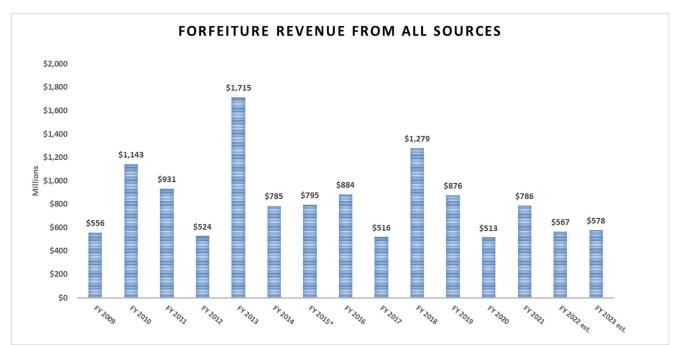
From the start of the pandemic, TEOAF has made it a priority to support our agencies' efforts aimed at intercepting, disrupting and dismantling multi-million-dollar COVID fraud schemes and returning the money to the victims. It will remain a TEOAF high priority in FY 2022-2023, as the number of COVID-19 crimes and investigations associated with them is still growing.

The most notable financial investigations conducted by the TFF agencies involve professional money launderers who utilize highly sophisticated money laundering methods, global trade and finance, and emerging technologies such as cryptocurrencies. They launder illicit funds derived from many criminal violations, including drug trafficking, human smuggling and COVID-19 fraud. This type of investigation requires extraordinary law enforcement efforts, manpower, and resources. TEOAF prioritizes the support of such investigations, including their ongoing operation's needs and cutting-edge technology capabilities required for big data analytics, dark net investigations, block chain analysis, and mobile forensics necessary for these operations. These investments buttress the anti-money laundering and countering the financing of terrorism (AML/CFT) strategy of DHS and Treasury and alleviate uncertainty about funding availability for investigations and forfeitures.

Challenges: Managing an inconsistent revenue stream to meet the burgeoning investigative needs of the agencies, particularly software and analytical tools necessary to pursue criminal activity that is increasingly cyber based. A funding mix involving all funding authorities (Mandatory, SEF and Strategic Support) is essential to avoid uncertainty about future funding for financial investigations and forfeitures.

Many investigations require analytical and cyber-investigative tools and services that are currently not available or are insufficient. Additional datasets and analytical tools specific to COVID-19 investigations must be acquired and maintained. These critical datasets include PPP loans and EIDL applications, Advanced Payment of Employer Credits due to COVID-19, and Economic Impact Payments (EIP) disbursement.

The table below reflects forfeiture revenue from all sources including direct revenue, reverse asset sharing, and interest earned.



FY 2015 data does not include the BNP Paribas S.A. forfeiture in the amount of \$3,839 million. Of that amount, \$3,800 million was permanently rescinded under the Consolidated Appropriations Act of 2016, Pub. L. 114-113, Div. O, Tit. IV, \$404(e)and \$405(b). The remainder was returned to the General Fund in FY 2018.

For operational support of TFF agencies' investigations, both Mandatory and SEF are critical funding sources. The Mandatory funding supports investigative expenses only for seizure cases, but the vast majority of seizure cases do not initially start as financial cases. Most seizure cases grow out of other cases pursuing specified unlawful activities such as drug trafficking, human smuggling, or cybercrime, which are all dependent on SEF funding for operational support. The nature of revenue and expenses for both Mandatory and SEF funding is equally dynamic, requiring adjustments during the fiscal year.

In addition, TEOAF tracks future remission payments to third parties as contingent liabilities. However, these amounts are not recorded as Fund obligations until the Department of Justice grants the petition for remission. The third parties are predominantly victims of crimes that triggered the forfeiture (e.g., Ponzi scheme victims). Amounts recorded are significant because remission payments from multiple years are recorded and carried forward. The amounts change constantly as payments are made and amounts for new remission cases are added. TEOAF considers the amounts recorded as contingent liabilities as unavailable and consideration of contingent liabilities provides a more accurate representation of the Fund's financial position.

1.1 – Resource Detail Table

Treasury Forfeiture Fund	eiture Fund FY 2021		FY 2022		F	FY 2023		FY 2022 to FY 2023		
Budgetary Resources	Actual		Revised Estimate		Estimate		\$ Change		% Change	
	FTE *	AMOUNT	FTE*	AMOUNT	FTE*	AMOUNT	FTE*	AMOUNT	FTE*	AMOUNT
Revenue/Offsetting Collections										
Interest		\$1,558		\$5,000		\$5,000		\$0	NA	0.00%
Restored Prior Year Sequestration Reduction		\$30,294		\$44,774		\$32,327		(\$12,447)	NA	-27.80%
Forfeited Revenue		\$783,957		\$562,136		\$573,379		\$11,243	NA	2.00%
Recovery from Prior Years Unpaid		\$33,811		\$12,000		\$12,000		\$0	NA	0.00%
Recovery from Prior Years Paid		\$455,447		\$0		\$0		\$0	NA	NA
Unobligated Balances from Prior Years		\$691,454		\$877,271		\$808,223		(\$69,048)	NA	-7.87%
Total Revenue/Offsetting Collections		\$1,996,521		\$1,501,181		\$1,430,929	0	(\$70,252)	NA	-4.68%
Expenses/Obligations										
Mandatory Obligations	27	(\$624,275)	27	(\$453,000)	27	(\$462,060)	0	(\$9,060)	0.00%	2.00%
Secretary's Enforcement		(\$14,670)		(\$35,000)		(\$35,000)		\$0	NA	0.00%
Strategic Support		(\$360,531)		(\$97,631)		(\$100,000)		(\$2,369)	NA	2.43%
Total Expenses/Obligations	27	(\$999,476)	27	(\$585,631)	27	(\$597,060)	0	(\$11,429)	0.00%	1.95%
Rescissions/Cancellations										
Sequestration Reduction		(\$44,774)		(\$32,327)		(\$32,968)		(\$641)	NA	1.98%
Permanent Cancellation **		(\$75,000)		(\$75,000)		\$0		\$75,000	NA	-100.00%
Total Rescission/Cancellations		(\$119,774)		(\$107,327)		(\$32,968)		\$74,359	NA	-69.28%
Net Results	27	\$877,271	27	\$808,223	27	\$800,901	0	(\$7,322)	0.00%	-0.91%
Contingent Liabilities		(\$590,714)		(\$550,000)		(\$550,000)		\$0	NA	0%

* The Treasury Forfeiture Fund is staffed by Departmental Offices employees and positions are funded via reimbursable agreement. The FTE are shown here for clarity, but are also reflected in the Departmental Offices chapter in the reimbursable FTE total.

** Due to the timing of FY 2023 budget preparation, the rescission amount for FY 2022 does not reflect the \$175 million rescission included in the FY 2022 enacted appropriation (P.L. 117-103).

1.2 – Obligations Detail Table

Dollars in Thousands			
Treasury Forfeiture Fund Obligations	FY 2021 Actual	FY 2022 Revised Estimate	FY 2023 Estimate
Mandatory *			
CBP	\$58,594	\$52,775	\$53,830
ICE	\$197,826	\$119,275	\$121,660
IRS	\$150,602	\$117,780	\$120,136
USSS	\$81,916	\$41,450	\$42,278
USCG	\$1,400	\$1,268	\$1,294
TEOAF/DO	\$96,577	\$85,844	\$87,560
TTB	\$567	\$951	\$970
DOJ/AFMS	\$18,793	\$17,486	\$17,836
DOJ/CID	\$18,000	\$16,172	\$16,496
Total Mandatory	\$624,275	\$453,000	\$462,060
SEF			
CBP	\$1,200	\$4,400	\$4,400
ICE	\$6,883	\$12,123	\$12,123
IRS	\$4,257	\$12,001	\$12,001
USSS	\$1,980	\$6,126	\$6,126
TTB	\$350	\$350	\$350
Total SEF	\$14,670	\$35,000	\$35,000
Strategic Support **			
CBP	\$289,759	\$13,933	TBD
ICE	\$35,016	\$22,946	TBD
IRS	\$17,341	\$22,335	TBD
USSS	\$5,938	\$7,444	TBD
USCG	\$5,012	\$7,635	TBD
TTB	\$737	\$838	TBD
FINCEN	\$6,728	\$22,500	TBD
Total Strategic Support	\$360,531	\$97,631	\$100,000
Total Expenses/Obligations	\$999,476	\$585,631	\$597,060

* These amounts represent all operating expenses (i.e., Refunds, Asset Shares, etc.) including Reimbursables.

** FY 2022 and 2023 Strategic Support shows preliminary allocations subject to change in the policy process.

1.3 – Object Classifications Obligations (Schedule O)

Dollars in Thousands			
Treasury Forfeiture Fund	FY 2021	FY 2022 Revised	FY 2023
Object Classification	Actual	Estimate	Estimate
25.2 - Other services from non-Federal sources	67,000	15,935	15,165
25.3 - Other goods and services from Federal sources	232,999	294,806	301,754
26.0 - Supplies and materials	1	1	1
41.0 - Grants, subsidies, and contributions	132,000	158,113	160,550
43.0 - Interest and dividends	311	176	179
44.0 - Refunds	191,689	88,141	89,499
94.0 - Financial Transfers	375,476	28,459	29,912
Total Non-Personnel	\$999,476	\$585,631	\$597,060
Total Budgetary Resources	\$999,476	\$585,631	\$597,060
Full- time Equivalents (FTE) *	27	27	27_

* The Treasury Forfeiture Fund is staffed by Departmental Offices employees and positions are funded via reimbursable agreement. The FTE are shown here for clarity, but are also reflected in the Departmental Offices chapter in the reimbursable FTE total.

E – Legislative Proposals

TEOAF has no legislative proposals.

Section II – Annual Performance Plan and Report

A – Strategic Alignment

This year, Treasury Forfeiture Fund is working to align budget activities and performance measures to the new objectives in the Treasury FY 2022 – 2026 Strategic Plan. This work will include benchmarking performance and may result in changes to performance measures in the FY 2024 budget.

The purpose of the Fund is to ensure resources are managed to cover the costs of an effectiveasset seizure and forfeiture program, including the costs of seizure or the proceedings of forfeiture and sale, including the expenses of detention, inventory, security, maintenance, advertisement, or disposal of the property. Additionally, the Fund is used to support law enforcement priorities, financial investigative capabilities, and the seizure of physical and financial resources to disrupt and dismantle criminal enterprises.

B – Budget and Performance by Budget Activity 2.1.1 Treasury Forfeiture Fund Resources and Measures

Dollars in Thousands

Resource Level Actual	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Revised Estimated	FY 2023 Estimated
Expenses/Obligations	\$526,228	\$1,007,426	\$1,022,684	\$488,041	\$999,476	\$585,631	\$597,060
Budget Activity Total	\$526,228	\$1,007,426	\$1,022,684	\$488,041	\$999,476	\$585,631	\$597,060
FTE	25	25	25	26	27	27	27
Measures	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Target	FY 2023 Target

Treasury Forfeiture Fund Budget and Performance

(\$597,060,000 in obligations from revenue/offsetting collections):

The Fund continues to measure the performance of the participating law enforcement bureausthrough the percent of forfeited cash proceeds resulting from high-impact cases, which are cases that yield a cash forfeiture deposit equal to or greater than \$100,000.

The high-impact cases are cases that pursue major criminal targets and their financial networks, and therefore, central to disrupting and dismantling criminal enterprises. At the same time, these cases are heavily dependent on TEOAF's funding due to their high operational costs and relianceon sophisticated technologies and analytical tools that are

not adequately covered by the appropriated funds. The dominant share of high-impact forfeitures reflects TEOAF's effectiveness in supporting such major investigations.

While the specific numbers shown in the chart fluctuate due to the unusually big forfeitures, the consistently dominant (80 percent or more) share of major forfeitures year after year demonstrates

TEOAF's consistent commitment to supporting high-impact cases. Member law enforcement bureaus participating in the Fund have met or exceeded the performance target since FY 2014.

For FY 2022 and FY 2023, the target will remain at 80 percent. The Fund maintains a target of 80 percent because some cases may be important to pursue, even if they are not high-impact cases and result in deposits of less than \$100,000.

<u>Section III – Additional Information</u>

A – Summary of Capital Investments

A summary of capital investments, including major information technology and non-technology investments, can be accessed at: <u>https://www.treasury.gov/about/budget-performance/Pages/summary-of-capitalinvestments.aspx</u>.