

U.S. Department of Justice
Office of Justice Programs



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Report on Drug Control:

Bureau of Justice Assistance

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Report on Drug Control:

Bureau of Justice Assistance

Implementation of the Anti-Drug Abuse Act of 1986 (Subtitle K)

Fiscal Year 1987

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U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

Office of the Director

Washington, D.C. 20531

THE SPEAKER OF THE HOUSE OF REPRESENTATIVES
THE PRESIDENT OF THE SENATE:

I am very pleased to present this report by the Bureau of Justice Assistance on the implementation of the Anti-Drug Abuse Act of 1986 (Subtitle K) and to advise you that much has been accomplished to achieve the goals of Congress and the Administration during this first year since the signing of the Act on October 27, 1986, to assist state and local units of government with drug control efforts.

Within two weeks of the signing of the Act, the Bureau of Justice Assistance notified Governors and invited them to participate in the Formula Grant Program. Also, over 1,500 letters were sent to Federal, state and local criminal justice agencies throughout the country to solicit recommendations for the Discretionary Grant Program.

The implementation of the Formula Grant Program required that states develop a statewide drug strategy after consultation with state and local officials. The Bureau of Justice Assistance found that this process, consisting of public hearings, surveys of criminal justice officials and information gathering, strengthened the statewide strategies and, in some instances, led to breakthroughs in coordination and cooperation among state officials.

Based on the input received from practitioners in the field and the efforts of working groups of experts, the Bureau was able to develop and fund a whole range of Discretionary Grant Programs which provide models for state and local drug enforcement programs, supplement and assist state and local efforts and address national and multi-state drug control issues. I know that you will be pleased with the quality and level of assistance to state and local efforts provided by the Discretionary Grant Programs that have been implemented.

Both the Formula Grant and the Discretionary Grant Programs address drug control problems from the combined perspectives of local practitioners and nationally recognized experts. The efforts put in motion by these Programs have generated teamwork, creativity and a new perspective in the battle against illegal drug trafficking.

This report describes the nature and extent of the drug problem and resource needs as reported by the states in their drug strategies, as well as, the programs being implemented by the states and by the Bureau to enhance state and local drug control efforts. I believe you will find the report that follows both informative and encouraging.

Respectfully submitted,



George A. Luciano
Director

TABLE OF CONTENTS

	Page
PREFACE	
EXECUTIVE SUMMARY	i
DEFINITION OF THE PROBLEM: REPORT FROM THE STATES	
Patterns of Drug Usage	1
Crack - A Major Problem in Some Areas of the Country	8
The Drug User	11
Drug Use Among Students	13
The Source of Drugs	18
Distributors and Traffickers of Illegal Drugs	22
The Costs of Drug Abuse	26
The Relationship Between Drug Abuse and Crime	28
Limitations on Drug Control Efforts	30
 MEETING THE CHALLENGE: BJA AND THE STATES RESPOND	
 Apprehension	35
Multi-Jurisdictional Drug Task Forces	35
Disruption of Street Sales as a Strategy	39
Increase in Basic Services Directed Toward Drug Enforcement	41
Pharmaceutical Diversion	47
 Eradication	49

Prosecution	52
Crime Laboratories	55
Asset Seizure and Forfeiture	58
 Adjudication	 61
 Detention and Rehabilitation	 66
 Treatment of the Drug-Dependent Offender in the Community	 74
Drug Testing	79
 Major Drug Offenders	 82
 IMPLEMENTATION OF THE PROGRAM	
Implementation of the Anti-Drug Abuse Act of 1986 State and Local Law Enforcement Assistance Act	84
Effective Utilization of Resources Through Increased Coordination and Cooperation	88
 CONCLUSION	 92
Appendix A - Anti-Drug Abuse Enforcement Formula Grant Program	93
Appendix B - Anti-Drug Abuse Enforcement Discretionary Grant Program	95
Appendix C - Drug-Related Information for Planning and Intelligence	99
Appendix D - Other Drug-Related Programs Administered by the Bureau of Justice Assistance	102
References	104
Index	105

TABLE OF ILLUSTRATIONS

Title	Page
Heroin Problem Identified by the States	5
LSD and PCP Problem Identified by the States	6
Significance of the Problem with "Crack" Identified by the States	9
Drug Use Among High School Seniors - Ever Used Drugs vs Past Month	13
Drug Use Among Arrestees in Seven States	28
Percentage of Arrests by Offense	32
Percentage of Arrests by Drug Type	33
State and Local Drug Arrests by Type of Offense and Type of Drug	34
Allocation of Anti-Drug Abuse Discretionary Grant Funds for Organized Crime/Narcotics Trafficking and Crack Task Forces	89
State and Local Drug Removals	59
State and Local Non-drug Seizures	59
Disposition of Drug Cases	62
Sentencing Alternatives by Percentage	64

PREFACE

The Anti-Drug Abuse Act of 1986 (Pub. L. 99-570) was signed into law on October 27, 1986. Subtitle K provides assistance to the states and local units of government through the State and Local Law Enforcement Assistance Act. The Bureau of Justice Assistance is authorized to award grants to the states for use by the states and units of local government. These grants are awarded for the purpose of enforcing state and local laws which establish offenses similar to offenses established in the Controlled Substances Act.

Funds may be used for programs that improve the apprehension, prosecution, adjudication, detention and rehabilitation of drug offenders. Eradication programs, treatment for drug-dependent offenders and programs that target major drug offenders are also eligible for funding.

The fifty states, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, American Samoa and the Northern Mariana Islands are eligible to receive a Formula Grant award. All references to "states" throughout this report include all eligible jurisdictions.

Eighty percent of the total appropriation is distributed to the states by a formula which is comprised of a \$500,000 base plus a share of the balance determined by population. Each state must prepare a statewide drug strategy, which serves as the basis for their application for funds.

The remaining 20 percent of the appropriation is distributed by the Bureau through its Discretionary Grant

Program to provide direct assistance for high priority drug control activities, test new practices and programs and provide training and technical assistance to state and local drug control programs.

This report describes the activities undertaken by the Bureau of Justice Assistance and the states to implement the Anti-Drug Abuse Act. It describes the nature and extent of the drug problem and resource needs, as reported by the states in their drug strategies, as well as the programs developed by the Bureau of Justice Assistance and the states to address those problems. Specific examples, extracted from a sample of state strategies, are included in the report to document the drug problems faced at the state and local levels and to describe the drug control programs which are being implemented under the Anti-Drug Abuse Act.

Research and surveys conducted by other organizations are referenced, where appropriate, to provide a context for the information provided by the states.

An analysis of the information compiled for the report suggests opportunities for action to enhance the effectiveness of drug control efforts. These opportunities for action are included in the report for the reader's consideration.

Although the report is required by Congress, it will also provide useful information for criminal justice system practitioners and policy makers at the Federal, state and local levels.

EXECUTIVE SUMMARY

Implementation of the Program

Implementation of the Anti-Drug Abuse Act of 1986 State and Local Law Enforcement Assistance Act

During the first year of the Anti-Drug Abuse Act of 1986 (Pub. L. 99-570), a firm base on which to build an effective state and local drug control effort was established. The Bureau of Justice Assistance took immediate steps to begin implementation of the State and Local Law Enforcement Assistance Act (Subtitle K).

Within two weeks of the signing of the Act on October 27, 1986, the Bureau notified the Governors of the availability of the funds under the Formula Grant Program and sent letters to over 1,500 Federal, state and local criminal justice and governmental agencies, requesting input and recommendations for the Discretionary Grant Program. United States Attorneys and the Law Enforcement Coordinating Committees were sent a briefing package on the program which outlined the role they might play in its implementation.

Experience from previous programs demonstrated that distributing new funds too quickly, without an assessment of the problems and some planning for the most effective ways to address those problems, can result in a less than optimum use of funds. Therefore, Congress included a provision in the Act requiring the states to develop a statewide drug strategy for the enforcement of state and local drug laws. This approach complements initiatives of the Administration of President Reagan that encourage innovation at the state and local levels of government.

To comply with the intent of Congress and the Administration, the Bureau of Justice Assistance prescribed a process for the states to follow in the development of their strategy. The process included a definition of the drug problem, an assessment of current efforts, identification of resource needs and a strategy for addressing the problem.

Administrative funds, which provided the states with the resources needed to develop the strategies, were

made available immediately, with the first awards made on January 6, 1987.

The first Formula Grant applications from the states were received in April and awarded in June 1987. As of December 31, 1987, all Formula Grant awards had been made except three, which represent less than three percent of the total Formula Grant allocation. One application was under review, and two states were still preparing their applications.

The election of new Governors in a number of states delayed the designation of an office to administer the program and the development of a strategy. Uncertainty typical of new categories of Federal funding also affected the application for and distribution of the funds by the states.

Program priorities for the Discretionary Grant Program, developed with extensive input from Federal, state and local criminal justice practitioners and experts, were designed to assist and supplement state and local drug control efforts. Almost all of the Discretionary Grant Program funds (\$44,040,476 or 99.9%) were awarded by the end of the fiscal year.

Effective Utilization of Resources Through Increased Coordination and Cooperation

One of the most significant achievements of the Anti-Drug Abuse Act of 1986 is that it has increased the level of coordination and cooperation among state, local and Federal criminal justice agencies. The high mobility of drug traffickers and drug distributors requires multi-jurisdictional efforts and a sharing of information and resources.

The strategy development process, which the Bureau of Justice Assistance developed and recommended to the states, supported the intent of Congress that the states, in consultation with local agencies, develop a comprehensive, statewide strategy to address their drug problems.

The development of a statewide drug strategy has

resulted in coordinated criminal justice system efforts to reduce drug abuse through tough enforcement of drug laws, swift adjudication of drug cases and punishment and rehabilitation of drug offenders.

Enhanced coordination and cooperation among state, local and Federal agencies was achieved through the

development and implementation of the strategies. Many Governors and State Legislatures assumed an active leadership role in the development of the strategy and the coordination of statewide efforts to reduce drug abuse in their states.

Definition of the Drug Problem: Report from the States

The Nature of the Drug Problem

Cocaine abuse is identified by most states as their fastest growing drug problem. Although marijuana is still the most prevalent drug of abuse throughout the country, cocaine use is increasing at a faster rate than any other drug. In some areas, it has surpassed marijuana as the drug of choice. Other drugs, such as heroin, PCP, LSD and synthetic drugs, are major problems in some areas of the country while remaining relatively unavailable in others. Although the primary drugs of preference and levels of abuse may vary nationwide, drug abuse is a problem in all areas of the country, not just in the major cities.

Crack — A Major Problem in Some Areas of the Country

Crack, a highly addictive form of cocaine, is a major and rapidly growing problem in some cities. However, crack availability is still relatively localized and has not been identified or is just being introduced in many parts of the country. A number of jurisdictions have reported increases in violence attributed to the distribution and use of crack.

The fact that crack is generally sold in crack houses, often heavily fortified and coupled with the violence associated with the distribution of crack, increases the danger to police in crack investigations. The highly addictive nature of crack also has implications for the drug treatment community.

Drug User

Drug use is prevalent throughout the general population. Since it is a significant problem among young adults and the youth, the problems associated with drug abuse can be expected to increase over time. Drug users are more likely to be using a combination of drugs or drugs

and alcohol than in the past. Drug abuse rates are highest among males, but there are indications that more females are becoming involved with drugs. While certain drugs, especially cocaine, are attracting segments of the population not traditionally associated with drug use, other segments, such as teenagers have experienced a leveling off of cocaine use.

Drug Use Among Students

About 57 percent of the youth in the United States have used drugs by the time they have graduated from high school. This represents a decline from a peak of 66 percent in 1982. In addition, the use of most drugs, including cocaine, appears to be leveling off or declining. Although the rates of drug use are higher in more urban areas, drug use is prevalent among students throughout the country. Students who use drugs are more likely to do poorly in school, to have disciplinary problems in school and to have contacts with the law.

Most students report that drugs are readily available and that they generally buy drugs at school and from friends. While some states report that the schools generally prefer to handle drug abuse as a disciplinary problem within the school and are reluctant to involve the police, other states have developed programs or agreements with the schools to enforce drug laws in and around the schools.

Opportunities for Action:

According to one study, most students reported that the risk of being arrested would discourage them from using illicit substances. Thus, schools and law enforcement are presented with an opportunity to reduce drug abuse by working together to establish procedures for the enforcement of drug laws in and around schools and to teach students about the dangers and legal consequences of drug use.

The Source of Drugs

Most of the cocaine used in the United States is imported from South America and Mexico and enters the country through Florida, the southern border states and California. As these states are becoming tougher on drug traffickers, some traffickers are moving their operations to states not traditionally seen as major distribution states.

Much of the marijuana is also imported from South America and Mexico, but it is increasingly becoming a domestic crop. Several states report that marijuana is the first or second highest cash crop in the state. White heroin, which has traditionally been imported from Asia, is now competing with brown heroin from Mexico.

Most of the amphetamine, methamphetamine, PCP, LSD and designer drugs are manufactured in clandestine labs which are concentrated in several states. Large quantities of prescription drugs are also diverted into the illegal market.

Many of the drug shipments from outside of the country are brought in on boats which unload their shipments along thousands of miles of unpatrolled coast, are carried across unpatrolled borders between the United States and our neighbors or are flown in and unloaded at any of the thousands of rural airstrips. Drugs are also brought in through busy airports and seaports.

Distributors and Traffickers of Illegal Drugs

Traditional organized crime is actively involved in drug trafficking in a number of states but is not a major influence in most states. Several states report that small groups of individuals, groups organized around families, certain ethnic groups and street gangs are responsible for drug distribution. Many of these groups are highly structured.

There was general agreement among the states that outlaw motorcycle gangs are responsible for the manufacture and distribution of most or all of the amphetamine and methamphetamine used in this country. Several states have witnessed or predict an increase in violence as various groups vie for a share of the drug market. Each of these groups is structured differently, and members often exhibit strong loyalties, emphasizing the complexity of major drug investigations.

The Costs of Drug Abuse

The costs of drug abuse in terms of deaths and illness due to drug abuse, drug treatment, enforcement of drug laws, reduced productivity and crime are enormous. One recent study estimates the costs to be over \$60 billion per year. An estimated \$6.2 billion were expended on Federal, state and local anti-drug law enforcement efforts in 1986. All of these figures document the growing use and abuse of illegal drugs in this country. The states report over 37,000 drug-related deaths in 1986.

The Drug Abuse Warning Network (DAWN) reports 111,249 drug episodes in the 27 participating metropolitan areas in 1986. DAWN data show an 844 percent increase in cocaine and a 226 percent increase in heroin/morphine-related episodes.

The Relationship Between Drug Abuse and Crime

The link between drug abuse and crime has been firmly established. The results of drug tests among arrestees in seven large cities across the country show that well over 1/2 of the adult males arrested in each city tested positive for drugs. New York showed the highest rates of drug abuse, with 82 percent of their arrestees testing positive for drugs. Criminal behavior increases with the amount of drug usage, with active drug users committing large numbers of burglaries and thefts. Daily heroin users are four to six times more likely to be criminally active than less frequent users. As many as 1/2 of the murders in some cities have been tied to drug crimes and drug use. A survey of school students in New York showed that extensive drug users are ten times more likely to get into trouble with the law than regular users.

Opportunities for Action:

Although the link between drug abuse and crime has been firmly established, a number of states report that enforcement of drug laws has not been viewed as a high priority in some jurisdictions, which have targeted limited resources on more "serious crimes." The information presented in this report suggests that a reduction of drug use would also result in a reduction in the targeted crimes. Thus, drug control is an important element of crime control.

Limitations on State and Local Drug Control Efforts

In the past, few resources have been allocated by the states to drug enforcement. Many rural law enforcement agencies lack personnel, surveillance equipment or "buy money" to do undercover work.

This suggests that the criminal justice system must use existing resources more effectively. Some states have used increased coordination and cooperation and sharing of resources to enhance their capabilities, primarily in specialized areas such as complex drug investigation. There is a need to improve skills through training and to increase the effectiveness of existing programs to realize the maximum benefit for the resources expended.

Meeting the Challenge: BJA and the States Respond

Multi-Jurisdictional Drug Task Forces

Many states have developed a major part of their statewide drug strategy around statewide and multi-jurisdictional drug task forces. Most of the task forces combine the resources of state and local law enforcement and prosecution agencies, and many include the active participation of Federal agencies. The task forces facilitate the effective targeting and sharing of personnel, equipment and intelligence information.

The Bureau of Justice Assistance has established 20 Organized Crime/Drug Trafficking Task Forces in major cities throughout the country which target investigative and prosecutorial resources on high level drug offenders. Many of the state and local task forces are also targeting high level drug offenders. The Bureau of Justice Assistance responded quickly to stem the spread of crack by establishing Crack Task Forces in five major cities.

Opportunities for Action:

Although task forces have been established in many states, the task force operations are available in only certain areas of most of these states and not available at all in other states. The task force provides a mechanism for increased coordination and cooperation among Federal, state and local drug control efforts. Task forces also provide an opportunity for sharing and maximizing the utilization of limited resources.

Disruption of Street Sales As a Strategy

Street level drug enforcement programs, which focus on lower level drug distributors and drug buyers, are being initiated in a number of states. The purpose of

these programs is to reduce the availability of drugs on the street and to reduce the demand for the drugs through the arrest and threat of arrest of large numbers of low level suppliers and users.

The Bureau of Justice Assistance has funded Street Sales Enforcement Programs in six sites to demonstrate the effectiveness of this type of drug enforcement approach.

Opportunities for Action:

The disruption of street level drug sales can be used to send a clear message to the community that the buying and selling of drugs will not be tolerated. However, information provided in the statewide drug strategies suggests that few law enforcement agencies are involved in street level enforcement of drug laws.

The Anti-Drug Abuse Act and the drug strategy process provides state and local units of government with an opportunity to review their commitment to the enforcement of street level drug activity. Street level drug enforcement efforts can be targeted toward areas where drugs are most prevalent, especially around schools. The training of patrol officers to identify and arrest drug distributors and buyers, to collect drug intelligence information and to report it to drug investigators should be included in street level enforcement efforts.

Since street level enforcement programs can be expected to result in a large number of arrests, coordination among law enforcement officials, prosecutors, the courts, corrections and treatment services are important to ensure that drug offenders receive swift and certain punishment by criminal justice system and are referred to drug treatment.

The community can be encouraged to become more involved in ridding their neighborhoods of retail level drug dealers through efforts such as citizen "hot lines."

Increase in Basic Services Directed Toward Drug Enforcement

Several states report that they are using Anti-Drug Abuse Enforcement Formula Grant funds to increase the number of drug enforcement personnel and purchase equipment and buy evidence and information. These expenditures are an integral and necessary part of their comprehensive drug control program. A few states have identified a need and will fund additional manpower or provide for an officer exchange program to assist local law enforcement agencies. Many states have developed training programs and/or programs which enhance the sharing of intelligence information.

Training and technical assistance for state and local criminal justice agencies are major components of the Bureau of Justice Assistance's Discretionary Grant Program. Drug cases are often very complex and require special expertise to investigate and prosecute, an expertise which is not available in many jurisdictions.

Many new techniques and changing statutes related to asset seizures and forfeitures, financial investigations and the identification and monitoring of drug-dependent offenders are effective tools in the hands of criminal justice system practitioners. The expertise needed to utilize the tools are enhanced through the Bureau's training and technical assistance programs.

The Bureau's programs help criminal justice agencies explore options of reducing the backlog of drug cases in the crime laboratories and in the courts. They also help state and local agencies identify alternatives for increasing the criminal justice system sanctions and treatment for drug-dependent offenders within the constraints presented by crowded correctional institutions. The Bureau's training and technical assistance programs have a major impact on the effectiveness of state and local drug control programs and provide for the most efficient delivery of these services.

Opportunities for Action:

The states are presented with an opportunity to enhance the capacity of the criminal justice system to effectively enforce drug laws through greater sharing of Federal, state and local resources and upgrading the skills of justice system personnel.

Pharmaceutical Diversion

Information from the Drug Abuse Warning Network (DAWN), sponsored by the National Institute on Drug Abuse, shows that 54 percent of drug-related emergency room episodes reported by the 27 participating metropolitan areas involved prescription drugs.

A number of states have implemented legislation requiring triplicate prescription forms. Under the triplicate prescription system, one copy of the prescription stays with the prescribing physician, one is retained by the pharmacy and one copy is sent to the state agency with the responsibility for regulating the distribution of controlled substances. Other states are considering adopting this type of legislation. Several states are using Anti-Drug Abuse Enforcement funds to develop programs which would control the diversion of pharmaceutical drugs into illicit markets.

The Bureau of Justice Assistance is funding a Pharmaceutical Diversion Program designed to strengthen the role of law enforcement, professional licensing boards and regulatory agencies in reducing diversion of legitimately manufactured controlled substances.

Opportunities for Action:

States are presented with an opportunity through the Anti-Drug Abuse Enforcement Program to implement programs and changes in legislation which identify the diversion of pharmaceutical drugs and to reduce the sale and distribution of these drugs. The triplicate prescription system being implemented in a number of states can serve as a model for these efforts.

Eradication

Many states, especially those with large rural areas, report large amounts of marijuana being cultivated for profit. Several states indicated that because of the success of their joint eradication efforts with the Drug Enforcement Administration, the Anti-Drug Abuse Enforcement funds are being used to address other priorities.

Eleven states have allocated over \$2.4 million of Anti-Drug Abuse funds to enhance their eradication efforts. The Bureau of Justice Assistance prepared and distributed a Program Brief entitled Marijuana Eradication Program to provide guidance to states and local units of government in their eradication efforts.

Opportunities for Action:

Successful eradication efforts in a number of states have resulted in a decrease in the availability of marijuana and a subsequent increase in price. The states are presented with an opportunity to explore and implement these successful models for eradication. The states are also presented with an opportunity to involve the public in the eradication of marijuana through the establishment and advertisement of a marijuana citizen hotline to accept anonymous calls from the public regarding the location of marijuana grows.

Prosecution

Many states identified a need for more prosecutors and training to increase the effectiveness of prosecution and asset forfeitures in drug cases. The early involvement of the prosecutor during drug investigations has been incorporated into task force operations in many states. Several states have provided additional personnel to prosecutors' offices as a means of expediting the prosecution of drug cases. A few states also provided for the increase in defense services so that the unavailability of a defense attorney does not delay the processing of drug cases.

The Statewide Drug Prosecution Program being implemented under the Bureau of Justice Assistance's Discretionary Grant Program will enhance the ability of state and local criminal justice agencies to investigate and prosecute multi-jurisdictional narcotics trafficking crimes.

Opportunities for Action:

The Anti-Drug Abuse Act and the drug strategy process provide a number of opportunities for prosecutors to more effectively prosecute drug cases. The strong relationship between drug use and property and violent crime suggests that drug offenses should be a high priority for prosecution. Model programs, such as the Statewide Drug Prosecution, Career Drug Criminal Prosecution and the Differentiated Case Management Programs, can assist prosecutors in processing drug cases. Increased coordination with law enforcement provides prosecutors with the opportunity to anticipate increased numbers of drug arrests resulting from major enforcement efforts.

Crime Laboratories

Many states reported significant increases in drug cases, resulting in a greater demand for crime laboratory analyses without a concomitant increase in analysts. Lab equipment in many states has not been upgraded in years. The increase in drug cases, shortage of staff and outdated equipment have resulted in a backlog of cases and long turnaround time. Some states have reported that drug cases have been dismissed because the analysis from the lab was not timely.

Many states will use Anti-Drug Abuse Enforcement funds to increase lab personnel and to upgrade equipment in order to expedite the analysis of drug cases. The Bureau of Justice Assistance is providing a needs analysis of the crime labs as well as technical assistance to aid the states in making the most effective use of these funds.

Opportunities for Action:

Through the strategy process states are presented with an opportunity to monitor the needs of the labs to meet the demands for timely, accurate analyses of drug cases. The states are also presented with an opportunity to reduce the burden on the labs to testify in court by exploring standardized lab reports for routine cases which can be easily interpreted by the prosecuting attorney.

The compiling and sharing of crime lab information with investigators provides an opportunity to improve intelligence on drug investigations and to identify and anticipate the introduction of new drugs or changes in drug usage.

Asset Seizure and Forfeiture

Many states are depriving drug traffickers and drug offenders of the proceeds of illegal activities through the seizure and forfeiture of assets. In 1986, state and local law enforcement agencies seized over 134,000 kilograms of opiates and cocaine, 1.1 million pounds of cannabis and 14.6 dosage units of other dangerous drugs. In addition, they seized over \$65 million and forfeited over \$26 million of non-drug assets. Approximately 64 percent of the non-drug seizures and 24 percent of the forfeitures were made with Federal assistance.

Several states identified a need to strengthen their Asset Seizure and Forfeiture Statutes and to allow greater use of these funds to enhance drug enforcement efforts. A number of states will use Anti-Drug Abuse Enforcement funds to provide asset seizure and forfeiture training to law enforcement and prosecutorial personnel. Several states are also implementing programs to make greater use of asset seizures and forfeitures as a means of depriving drug traffickers of the profits of their illegal activities.

The Bureau of Justice Assistance is using Anti-Drug Abuse Discretionary Grant funds to implement two programs to assist state and local law enforcement and prosecutors with asset seizures and forfeitures. The Asset Seizure and Forfeiture Program will provide training and technical assistance to local law enforcement and prosecutorial personnel in 17 states on the use of asset seizure and forfeiture as a means of depriving illicit drug traffickers of economic support and incentive.

The Bureau will complete a thorough review and assessment of the application and effects of state Racketeer Influenced and Corrupt Organization (RICO) statutes in states which appear to be successfully applying asset seizure and forfeiture laws. The project will result in case studies which identify key elements of the RICO statutes and investigation and prosecution techniques that are producing the most successful results.

Opportunities for Action:

Strong asset seizure and forfeiture laws and the vigorous enforcement of these laws can provide law enforcement and prosecutors with effective tools to reduce the profit motive in drug trafficking operations. The distribution of the proceeds from these efforts can provide the criminal justice system with needed resources to enforce drug laws.

The states are presented with an opportunity to review and strengthen their asset seizure and forfeiture laws providing law enforcement and prosecutors with this important tool in their drug control efforts. The specialized skills required to effectively utilize these laws can be provided to law enforcement and prosecutorial personnel through training.

Adjudication

The states report that an average of 62 percent of drug cases result in conviction, and 25 percent are dismissed. But, conviction and dismissal rates vary significantly

among the states. For example, one state reports that in 1985 only 28 percent of the arrests were disposed of in court while another state reports that 80 percent of all felony drug arrests are prosecuted, and at least 90 percent of the cases prosecuted result in convictions.

A number of states have passed legislation and/or are using Anti-Drug Abuse Enforcement funds to implement programs designed to prosecute and adjudicate drug cases more quickly and to increase uniformity in sentencing. Data provided by the states show that approximately 20 percent of the offenders convicted of drug offenses in 1986 were sentenced to prison. Almost 1/3 of the drug offenders were sentenced to a local jail, making this the most commonly used sentencing alternative. Over 1/4 are sentenced to probation.

The Bureau of Justice Assistance is using Anti-Drug Abuse Discretionary Grant funds to implement several programs to assist in the adjudication of drug offenders at the state and local levels.

- The Comprehensive Adjudication of Drug Arrestees Program provides resources throughout the adjudication process from early screening of drug-related arrestees through sentencing. The improved case management resulting from this effort is enhanced by the coordination among the prosecution, public defense, judicial, detention, probation and pretrial services.
- The Large Court Capacity Program will help large courts expedite the processing of drug cases through the system. The program is designed to institutionalize sound management practices proven to eliminate case backlogs and reduce delays in case processing.
- The Differentiated Case Management Program will help courts expedite the processing of drug cases by screening cases based on their complexity and increasing coordination to ensure timely adjudication.

Opportunities for Action:

A review of the drug strategies submitted by the states reveals that almost 3/4 of the Anti-Drug Abuse Enforcement funds have been allocated for programs designed to enhance the apprehension and prosecution of drug offenders. Less than three percent of the funds have been allocated for programs to help the courts process the increased numbers of offenders that will enter the system because of the increase in enforcement efforts. In addition, many states found it difficult to collect and

analyze information on the numbers of drug cases entering the court system and on the disposition of cases.

The statewide drug strategy process provides an opportunity for the judiciary to become actively involved in the planning for a comprehensive and systemic approach to the drug problem and the drug offender.

Detention and Rehabilitation

Most states estimate that 70-80 percent of the inmates in prison are in need of substance abuse treatment, but available resources allow for only a portion of these inmates to receive treatment. Several states report that prison crowding is a major problem and that space and resources originally available for treatment programs have been reallocated to provide general housing of inmates. Treatment services for juveniles in correctional institutions are reported by some states to be even less available than for adult offenders. Also, services to identify and treat offenders with drug problems are inadequate or non-existent in many local jails. Many states are using Anti-Drug Abuse Enforcement funds to develop and expand existing drug treatment programs within correctional institutions.

The Bureau of Justice Assistance is using Discretionary Program funds to assist states in the development of drug treatment and rehabilitation services in correctional institutions.

- The Comprehensive State Department of Corrections Treatment Strategies for Drug Abuse Program will assist corrections departments in the expansion and upgrade of drug treatment and rehabilitation services.
- The Drug Treatment for Individual State Corrections Institutions Demonstration Program is designed to test a variety of drug treatment and rehabilitation models in state institutions.
- The Drug Treatment in the Jail Setting Demonstration Program will assist local jails and community corrections agencies in improving their drug screening and treatment services.
- The Intensive Supervision for Drug Offenders Demonstration Program is designed to test the effectiveness of intensive supervision programs in reducing both drug dependence and criminal activity among serious offenders who normally show a high rate of recidivism. Surveillance, urinalysis and treatment

will be combined with the traditional intensive supervision program elements.

- The Model State Prison Industry/Drug Rehabilitation Program is designed to demonstrate that drug treatment and rehabilitation can take place in a modern prison industry setting.
- The Probation and Parole Narcotic Interdiction National Training Program will assist the states in developing more effective programs to monitor and treat the drug-dependent offender in the community.

Opportunities for Action:

The Anti-Drug Abuse Act provides an opportunity for the states to increase drug treatment services for drug-dependent offenders while incarcerated. Since a number of states reported large numbers of drug-related parole revocation, effective treatment programs within correctional institutions can be expected to reduce the rates of offenders who are returned to prison.

Treatment of the Drug-Dependent Offender in the Community

Many offenders sentenced to probation or released on parole have substance abuse problems, but many are not able to find treatment because of the lack of treatment services in the community or their inability to pay for available services. Some states estimate that as many as 70-80 percent of all offenders on probation or parole have substance abuse problems.

A number of states are using Anti-Drug Abuse Enforcement funds to increase treatment services for criminal justice clients in the community.

The Bureau of Justice Assistance is implementing several programs designed to assist the states in the development of treatment programs for drug-dependent offenders in the community.

- The Model Treatment Programs Project will identify and document effective treatment for drug-dependent offenders.
- A Program Brief on the Treatment Alternatives to Street Crime (TASC) to help state and local units of government implement this program of proven effectiveness has been published.

- States, local governments, TASC programs and related agencies are providing training and technical assistance to promote consistent and effective case-management programs for drug-dependent offenders.
- The Baseline Management and Assessment Data and the Criminal History/TASC Linkage Project will enhance information about the effectiveness of TASC Programs.
- The Intensive Supervision for Drug Offenders Demonstration Program will test the effectiveness of intensive supervision programs for drug offenders.
- The Probation and Parole Narcotic Interdiction National Training Program will assist the states in developing more effective programs to monitor and treat the drug-dependent offender in the community.

Opportunities for Action:

The Anti-Drug Abuse Act, which provides the states with resources to enhance their drug education, treatment and enforcement efforts, and the resulting drug strategy process provides an opportunity for greater coordination and cooperation between the drug treatment community and the criminal justice system. Almost all of the states indicated increased coordination between the two disciplines as a part of the drug control strategy and the state drug treatment plan. Still, the Office of Financing and Coverage Policy in the Alcohol, Drug Abuse and Mental Health Administration, which administers the treatment portion of the Act, reported that only six states had targeted part of their Anti-Drug Abuse Act treatment funds to meet the special drug treatment needs of criminal justice system clients.

Because of the strong relationship between drug abuse and crime and between a history of drug abuse and the likelihood that an offender will recidivate, a targeting of drug treatment resources on the drug offender may significantly reduce drug-related crime. The Anti-Drug Abuse Act provides an opportunity for the states to address the growing problems associated with drug-related crime by placing greater emphasis on the treatment of the drug-involved offender.

Drug Testing

Research shows that offenders who use drugs, especially multiple drug users, present a greater risk to the community than non-drug using offenders. Drug testing provides the most effective method of identifying drug

users and monitoring their involvement with drugs. Drug testing of arrestees and criminal justice clients in the community is being used by a number of states to identify drug users, to assess their risk to the community and to monitor their behavior while in the community. Many of these states are using Anti-Drug Abuse Enforcement funds to implement their testing programs.

The Bureau of Justice Assistance is helping the states address the legal and technical issues related to drug testing. It is also implementing programs which utilize drug testing to help the criminal justice system make informed decisions regarding the release and treatment of drug-dependent offenders.

- The Drug Use Forecasting program will provide an early warning system for identifying the introduction of new drugs and trends in drug usage among arrestees in 20 participating cities.
- The Bureau of Justice Assistance and the National Institute of Justice are funding a study to compare the various testing methods available to the criminal justice system.
- The Drug Detection Technology/Focused Offender Disposition Program will select up to four sites to demonstrate effective ways to distinguish among, assess, refer, monitor and treat drug-using offenders who enter the criminal justice system.

Opportunities for Action:

As reported by the states, few jurisdictions are testing offenders for drug use to make decisions regarding the release and placement of offenders or to monitor their behavior while in the community. Urinalysis of arrestees and offenders presents criminal justice practitioners with an opportunity to:

- Improve their ability to identify offenders who have drug abuse problems so that they can be referred to treatment
- Make more informed decisions related to pretrial and post incarceration release of offenders by assessing the risk that the offender presents to the community
- Enhance their ability to monitor the offender's compliance with drug-related conditions of release and progress in treatment

Effective drug testing programs include procedures which ensure that the testing methods are accurate, that

the results of the tests are available in a timely manner and are used to make informed decisions about the offender. The programs also include a training component designed to educate criminal justice practitioners on when to test and how to use the results.

Major Drug Offenders

A number of states are using Anti-Drug Abuse Enforcement funds to implement programs designed to enhance their efforts to identify, apprehend and prosecute major drug offenders. Most of these programs include an emphasis on seizure and forfeiture of assets obtained through illegal activities. Many of the programs discussed in other sections of this report are also targeting major drug offenders.

Opportunities for Action:

The investigation and prosecution of major drug offenders have traditionally been the purview of Federal drug enforcement agencies with assistance from state and local agencies. The Anti-Drug Abuse Act and drug

strategy provide state and local agencies an opportunity for greater involvement in major drug cases. With the opportunity for greater emphasis on major drug offenders, comes the need for increased coordination and cooperation among Federal, state and local agencies and the development of specialized skills to investigate and prosecute these complex cases.

Conclusion

The accomplishments of the past year have laid a foundation for a coordinated drug control effort. Through the statewide drug strategies, the states have developed a clearer understanding of their drug problems, enhanced Federal, state and local coordination and cooperation and targeted their resources on programs which will have the greatest impact on those problems. The information gathered from the states serves to direct the Bureau's Discretionary Grant Program on major problem areas, gaps in services, the development of new techniques and practices and the transfer of state-of-the-art information.

DEFINITION OF THE DRUG PROGRAM: REPORT FROM THE STATES

Patterns of Drug Usage

Cocaine abuse is identified by most states as their fastest growing drug problem. Although marijuana is still the most prevalent drug of abuse throughout the country, cocaine use is increasing at a faster rate than any other drug. In some areas it has surpassed marijuana as the drug of choice. Other drugs, such as heroin, PCP, LSD and synthetic drugs, are major problems in some areas of the country while remaining relatively unavailable in others. Although the primary drugs of preference and levels of abuse may vary nationwide, drug abuse is a problem in all areas of the country, not just in the major cities.

State and Local Perspective

Most states identify cocaine abuse as the fastest growing drug problem in their state, and in many states cocaine has surpassed marijuana as the drug of choice.

Arizona reports in its drug strategy that cocaine has been the drug of choice for several years. Its popularity continues to escalate while becoming socially acceptable in many environments. The Phoenix metropolitan area has experienced a rapid increase in the number of cocaine-related deaths. A statewide, toll-free cocaine hot line, started in 1984, reports that the number of calls have doubled from 100 calls per month to over 200 calls. Free-basing and injecting cocaine are the prevalent methods of use by the time the caller decides to seek help. Treatment admissions for cocaine have increased by 300 percent in the past year.

The Wisconsin Cocaine Task Force estimates that 415,000 people in the state have tried cocaine, 94,000 people use it at least once a month and 20,000 people require treatment. The number of cocaine-related deaths has more than doubled from 1984 to 1986.

North Carolina reports that cocaine is the fastest growing illicit drug from both a supply and demand standpoint. Arrests for possession and sale of cocaine have nearly doubled over the last several years.

Although marijuana has traditionally been the drug of choice in Pennsylvania, cocaine sale and use represents the most significant increase among illicit drugs. It is also appearing in rural areas, where it was virtually nonexistent a few years ago. Cocaine-related arrests have increased over 250 percent since 1981, and cocaine-related treatment admissions increased 229 percent between 1983 and 1986.

Illinois reports that cocaine use continues to increase. Admissions of cocaine abusers to treatment increased 500 percent in the first three years of the 1980's. By 1985, cocaine accounted for almost 18 percent of all admissions. Illinois also reports an increase in the number of young users. The under 20 age group, which was once scarcely represented, now accounts for 15 percent of the total cocaine admissions.

Cocaine availability has steadily been on the rise in Alaska. Seventy-seven percent of Alaska's law enforcement leaders report that cocaine has replaced marijuana as the drug of choice in the last five years. Most school principals surveyed feel that the most abused drug among students is marijuana, followed by cocaine and LSD but that cocaine is rapidly becoming the drug of choice. This is illustrated by cocaine-related admissions to treatment which have tripled between 1983 and 1986.

California identified cocaine as the number one narcotics problem in the state. Los Angeles is quickly becoming the major cocaine distribution network for the Western United States.

In Texas, cocaine admissions to treatment continue to rise, accounting for 16 percent of admissions in the first quarter of 1987. Cocaine now rivals amphetamine as

the third most frequently mentioned primary problem of abuse behind heroin and marijuana.

Many of the increased cocaine admissions in Texas are due to smoking the substance. However, the increase in smoking does not appear to be associated with any reduction in users who inject the drug. The percentage of intravenous users remains in the range of 30-33 percent while the percentage of inhalers has decreased steadily from 58 percent at the beginning of 1986 to 44 percent by mid-1987.

Minnesota reports that virtually every indicator examined documents the widespread availability and use of cocaine, especially in the Twin Cities. Cocaine seizures in Hennepin County, the largest county in the state, increased 200 percent between 1985 and 1986. Purity levels of the cocaine seized have also increased. The Hennepin County Medical Examiner shows an increase in cocaine-related deaths and reports that at least two women per month go into premature labor due to cocaine use.

Kentucky reports that cocaine is the drug of choice in the urban areas of the state and the second drug of choice in the rural areas. Cocaine availability is estimated to have increased over 85 percent in the past five years.

Cocaine use in Michigan has doubled each year since 1980. The Michigan State Police Crime Lab reports testing twice as many samples of cocaine in 1986 than in 1985. Admissions to treatment with cocaine as the primary substance of abuse increased ten fold from 446 cases in FY 1982/83 to 4,606 in FY 1985/86.

In the District of Columbia, cocaine is the drug of choice, with 40 percent of arrestees having positive urinalysis tests for cocaine use.

Marijuana is the primary drug of choice in many states and in most rural areas.

Illinois reports that the less populated counties tend to have a greater problem with marijuana than with cocaine, heroin or other drugs. Michigan reports that marijuana is still the primary drug problem in the Upper Peninsula and other rural areas.

Nebraska reports that, based on a survey of criminal justice system personnel, marijuana has been and still is perceived as the most prevalent drug in the state. However, the survey results indicate that cocaine and amphetamine/ methamphetamine usage has increased

over the past few years. LSD and crack are available to some extent but are more regionalized.

In general, the drug preferences for adolescents in Montana are alcohol, marijuana and amphetamine. However, the pattern of drug use for Native American adolescents differs from that of the general population. Native American youth start using drugs earlier (age 10 compared with age 11 in the general population), and their drugs of preference are alcohol, inhalants and then hallucinogens. Montana has seen an increase in cocaine use with a doubling of treatment admissions in three years.

Vermont reports that marijuana is the most commonly used illicit drug in the state. In a 1986 sample of clients in Vermont's outpatient treatment programs, approximately 1/3 listed marijuana as their preferred drug. Cocaine was the second most frequently used, with 17 percent. Between two and four percent listed hallucinogens, amphetamine or barbiturates, and over 1/6 of all clients cited prescription drug products as a primary or secondary problem.

Marijuana use in the Virgin Islands is generally associated with Rastafarian groups, other West Indian populations and "state-siders," the majority of whom live on St. Thomas. Heroin is usually found in certain Hispanic groups, the majority of whom live on St. Croix. Cocaine usage patterns appear to involve almost all demographic groups.

Law enforcement personnel in Hawaii report that marijuana and cocaine use cuts across all counties. In Hawaii County, marijuana is prevalent among teenagers and young adults. Kauai is seeing a shift from marijuana to cocaine. Heroin use is also on the rise.

In South Dakota, alcohol and marijuana are the drugs of choice. Almost 84 percent of the drug-related arrests in 1986 involved marijuana while only eight percent of the arrests involved cocaine.

Wisconsin reports that marijuana use is widespread varying in availability and quality across the state.

Pennsylvania reports that marijuana abuse continues to be a major problem, particularly for those under age 20. In FY 1985-86, 57 percent of those admitted to treatment for marijuana abuse were under the age of 20.

Iowa and North Carolina report that the use, distribution and cultivation of marijuana is the most prevalent drug problem in the state.

West Virginia reports that marijuana is still the most prevalent drug in the state, but that availability and usage of cocaine and LSD are increasing.

Marijuana is reported by Kansas, Louisiana, Kentucky, Oklahoma, Mississippi, Delaware and Tennessee to be the most commonly used drug followed by cocaine.

Major drugs are available in all areas of most states.

A survey of local enforcement officials in Virginia revealed that illegal drugs are readily available throughout the state as shown in the table below:

Drug Type	Percent of Communities Where Available
Cocaine	94%
Marijuana	90
LSD	65
Heroin	42
PCP	32

Rhode Island reports that there does not appear to be a large variance in drug usage on a statewide basis by either type or level of usage, except that crack usage appears to be heaviest in the greater Providence area.

Wisconsin reports that cocaine is found throughout the state and is used by people of all ages, races and income groups.

Several states report that the price of many drugs is very low. For example, cocaine prices have declined while purity has increased. However, the price of marijuana has remained stable or increased.

A Texas Commission on Alcohol and Drug Abuse study of drug trends in the state found an increasing availability of heroin and cocaine due to low prices and high purity levels. The reported price of cocaine is \$20 to \$25 per 1/4 gram in most areas of Texas. The purity of cocaine powder in Houston has increased from 30-40 percent in 1986 to 60-80 percent the first six months of 1987. The street price for heroin in most areas of Texas is approximately \$25 per 1/4 gram. Higher prices reported in some areas reflect higher purity levels.

Georgia reports an increase in availability of cocaine and a 25-30 percent decrease in wholesale prices.

West Virginia reports an increase in the purity of cocaine and a decrease in price to \$900-\$1000 per half ounce.

Connecticut reports that street purity of cocaine was 25-30 percent in 1987, compared to 10-15 percent in years past. A gram of cocaine can be purchased for \$100 and an ounce for \$1,500-\$2,000.

The price of both foreign and domestic marijuana in Iowa has doubled in the past two to three years from \$550-\$600 per pound to \$1,000-\$1,600 per pound. Purity levels of cocaine have increased from 21-23 percent in the late 1970's to 75-80 percent in 1985. LSD is available throughout Iowa and sells for \$3.50-\$4 per dosage. The strength per LSD dosage unit is approximately 75 percent less than the strength of a unit purchased in the late 1960's.

The price of drugs is low on Guam while the purity is very high. Heroin is reported to be 85 percent pure and sells for \$11,000 an ounce. Cocaine, which is 75 percent pure, sells for \$120-\$150 per gram, and marijuana sells for \$1,200 per pound.

The price of cocaine in Wisconsin dropped approximately 30-40 percent between 1985 and 1987 while availability and quality increased. The price of marijuana has remained fairly constant over the last three years at \$400-\$700 per pound. Tar heroin, first identified in Wisconsin in January 1987, is currently being sold for \$900 per ounce and is 13-15 percent pure. Brown heroin is found throughout eastern Wisconsin. The price has remained constant over the last three years at \$800-\$1,000 per ounce and is three to eight percent pure. In general, heroin is found in modest amounts, and its usage is limited to a small addict population.

Louisiana reports that in December 1986 an ounce of cocaine was selling for \$1741 with a purity level of 76 percent. Marijuana prices in New Orleans have increased to an average of \$150 an ounce because of a decrease in availability attributed to interdiction efforts. Heroin, which is 69 percent pure, sells for \$125 per gram. The price of black tar heroin is selling for approximately the same price.

Marijuana and drug usage other than cocaine has stabilized or declined slightly.

National trends in the prevalence of illicit drug use among high school seniors, according to the National Institute on Drug Abuse survey, shows that between 1979 and 1984 the proportion reporting use of any illicit drug during the prior year dropped by one or two percent annually until 1985, when no further decline was observed.

The following table shows the decline in the usage of all drugs, except cocaine and heroin, among high school seniors between 1979 and 1985.

Drug Type	Percent Who Used in Last Twelve Months	
	1979	1985
Marijuana/Hashish	50.8%	40.6%
Inhalants	9.2	7.2
Hallucinogens	12.8	7.7
LSD	6.6	4.4
PCP	7.0	2.9
Cocaine	12.0	13.1
Heroin	0.5	0.6

Source: National Institute on Drug Abuse, *Drug Use among American High School Students, College Students and other Young Adults — National Trends through 1985*, U.S. Department of Health and Human Services, 1986.

Data on drug treatment admissions in Vermont between 1983 and 1986 suggest that the popularity of marijuana and tranquilizers among substance abusers has remained relatively stable while that of cocaine has increased. The popularity of amphetamine and opiates appears to have fallen.

Heroin use is prevalent throughout some states and has increased in a few.

California reports that Los Angeles is a major distribution center for all heroin (primarily black tar) found in the state. California's black tar is being brought directly into the central valley area from Durango, Sinaloa and Chihuahua, Mexico. An increased number of street dealers and the competition between them has caused the price of heroin to decrease, especially on the street level, while the purity level has increased. Both phenomena have contributed to an increased heroin demand and availability.

Emergency rooms in the Dallas area reported an average of 59 overdoses of heroin/morphine per quarter in the first three quarters of 1986, compared to 25 per quarter for the previous year. San Antonio emergency rooms also reported an increase in heroin/morphine overdoses during the same period of time from an average of 10 to 14 per quarter.

In Lubbock, Texas, there are increasing reports of overdose emergencies. Treatment clients are reporting frequent overdoses of friends who have long-term histories of addiction to heroin but have difficulty in

modulating the correct dosage of black tar heroin. Heroin addicts have reportedly been learning CPR and other emergency medical care techniques to help their friends in the event of an overdose. In 70 percent of the cases in which the San Antonio medical examiner found that heroin was the primary cause of death, cocaine was also present in the body.

The percent of drug screen tests of Bexar County, Texas, methadone clients that have shown positive results for cocaine has increased from less than two percent from September 1986 through February 1987 to over five percent in March and April of 1987. When confronted with the results of the tests, clients responded that they had been buying heroin only. Speculation is that suppliers are dealing in both heroin and cocaine, and when the supply of one substance is low, they cut it with the other.

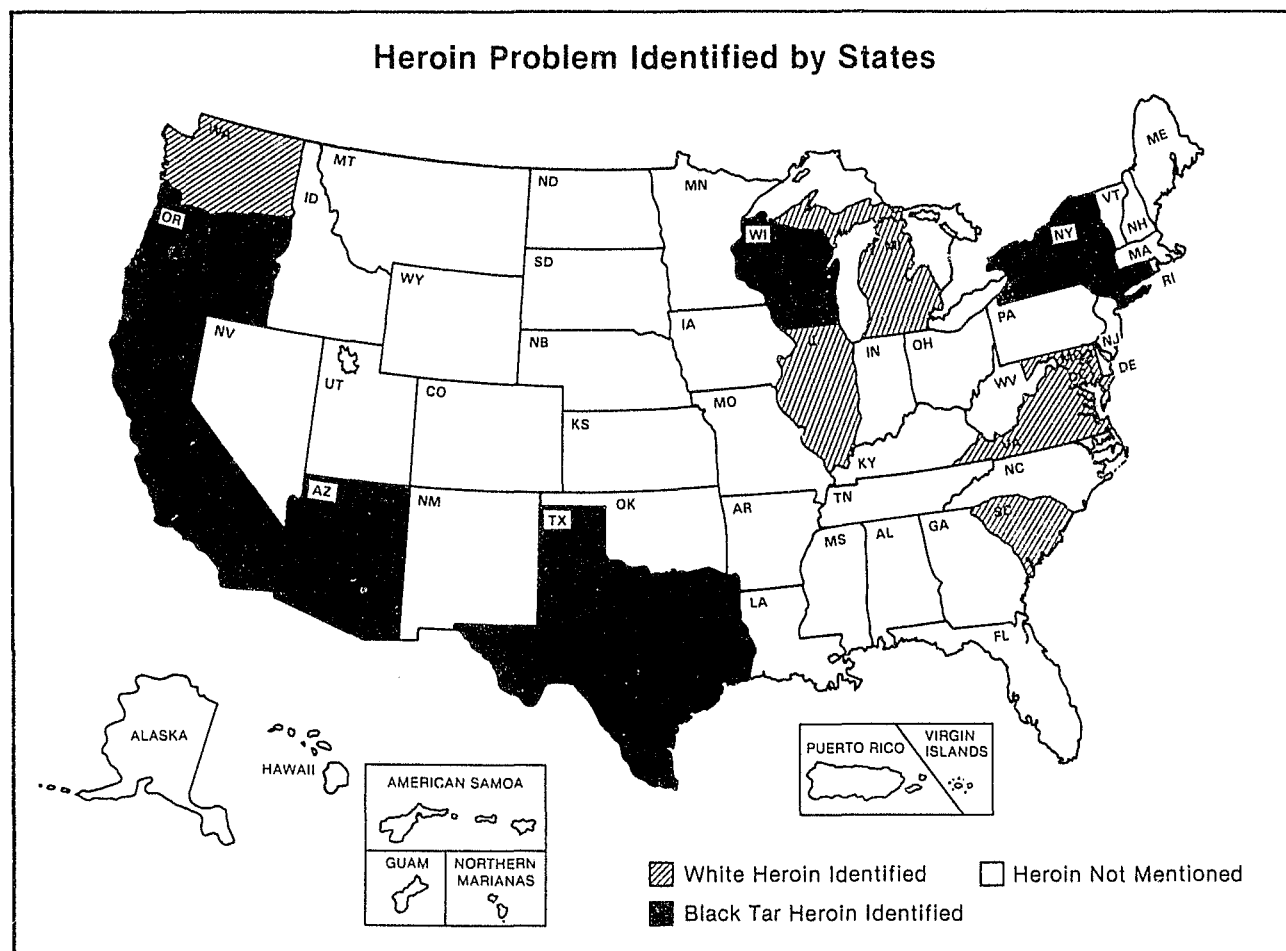
In Houston, heroin, especially black tar, is becoming very popular after a general decline in use for the last several years. The same dealers handle both heroin and crack. Heroin use is a major problem in Michigan, especially in the Detroit area, but it appears to be declining. Although treatment admissions for heroin as the primary drug of abuse accounted for 15 percent of all treatment admissions in the Detroit area in FY 1985/86, this reflects a steady decline from 24 percent in FY 1982/83.

Michigan reports a change in the marketing of heroin. Instead of being sold in so-called "shooting galleries," more is now sold on the street. Also, until recently, it was uncommon to find heroin dealers marketing any other drug. Now, many are selling cocaine, with heroin available secondarily.

Black tar heroin prices in Arizona are decreasing, and both street level and wholesale quantities appear to be readily available throughout the state. Black tar heroin is coming into the state from both new and traditional black tar heroin sources. Deaths due to overdose have risen, particularly in the Phoenix area. Counselors at one of the large drug abuse agencies in Phoenix indicate that there are three to four overdoses a day during the first few weeks after a new shipment of black tar reaches the city.

Connecticut reports that Mexican black tar heroin is increasingly available. Purity levels have been recorded as high as 93 percent, with 60-70 percent common, even at the street level. Heroin-related injuries have increased due to the high purity levels.

White heroin is reported by the states to be a problem in the East and Great Lakes states, whereas black tar heroin is most prevalent in the West.



Source: Statewide Drug Strategies submitted by the states.
Note: See Appendix C for data limitation.

According to law enforcement officials in South Carolina, heroin usage remains a problem, particularly in the black community. Recently, a slight increase in trafficking activity has been noted.

Washington State reports an increase in marijuana, cocaine and heroin use. Drug treatment and emergency room data suggest that the rate of increase in heroin use in Washington exceeds the national average.

New York reports that heroin use in the state and especially in New York City remains relatively high.

The purity of street heroin is very high and has shown increases in the last few years.

Heroin use is significant but isolated in Maryland. Its use appears to be limited to Baltimore, areas north and northeast of that city, several small areas on Maryland's rural eastern shore and in some communities that adjoin or are in close proximity to Washington, D.C.

Oregon reports a dramatic increase in drug-related deaths in 1985 and 1986 which has been attributed to the introduction of Mexican tar heroin into the state by migrant workers. This increase was followed by a dramatic decrease in deaths. Between 1971 and 1983, intravenous narcotics accounted for only 10 to 12 deaths a year. This number increased to 24 in 1984 and 56 in 1985, mostly involving tar heroin. Another 63 deaths were reported the first eight months of 1986. Abruptly, the number began to decline with only seven more deaths reported in the balance on 1986 and nine or ten during the first half of 1987. Most observers in Oregon

agree that the recent decrease in deaths is due not so much to a decrease in use of tar heroin as it is to an increased knowledge among abusers of how to use the very potent drug without killing themselves.

Rhode Island reports that heroin continues to be available in the Providence metro area and bagged for sale at relatively low costs. Conversely, the cost of marijuana is reported to be much higher than in previous years.

The risk of Acquired Immune Deficiency Syndrome (AIDS) among intravenous drug users is significant. New York reports that some heroin users are switching to cocaine because of the fear of AIDS.

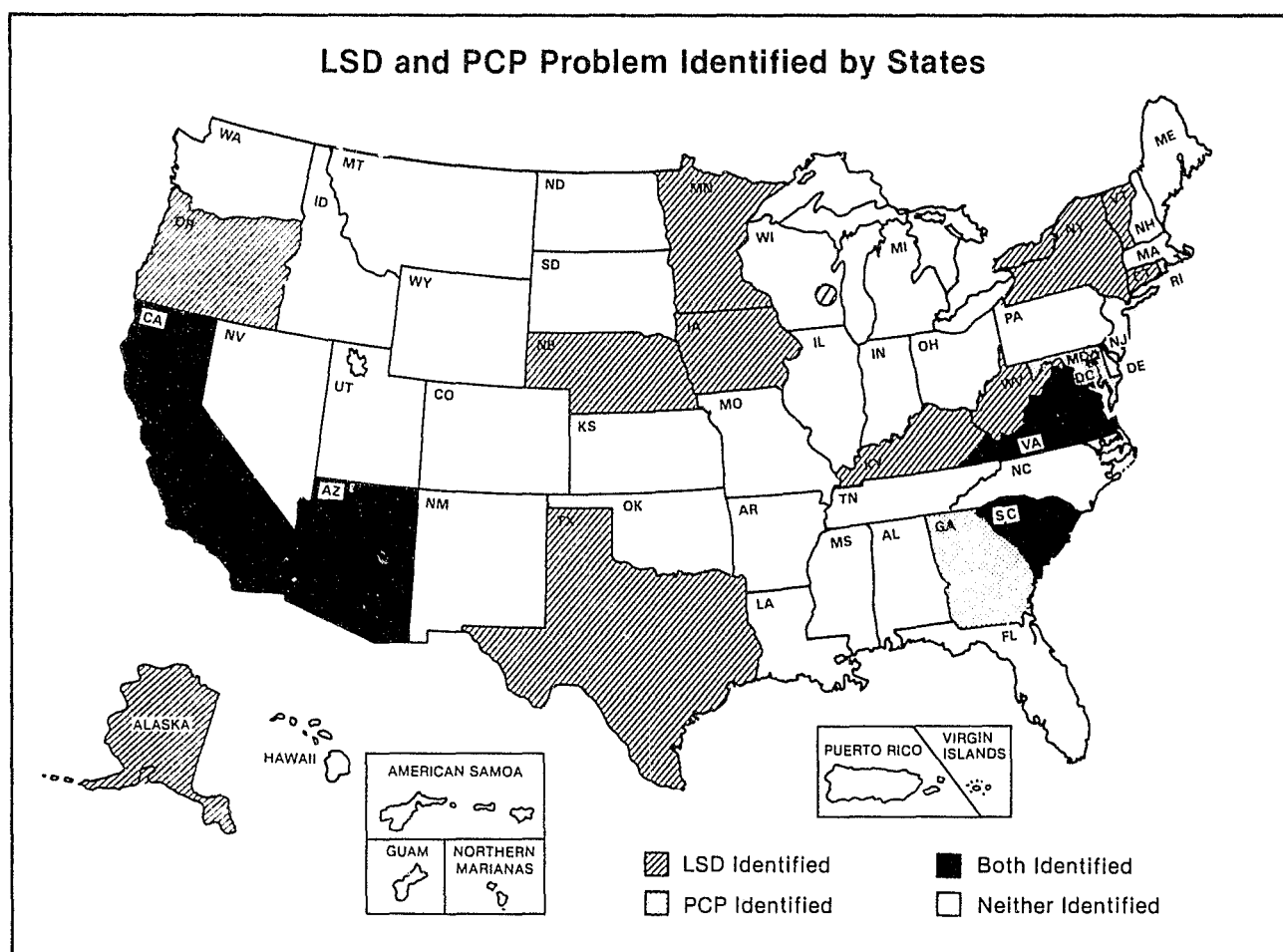
Of the AIDS cases reported in New York State, 30 percent involve intravenous drug users. New York reports that the vast majority of AIDS victims in the

country who are intravenous drug users reside in New York State. New York noted that the word on the street is that heroin users are switching to cocaine. But, black tar heroin, which is often smoked, may appeal to drug users reluctant to use needles. Black tar, which is popular in other parts of the country, has been observed in New York City.

Michigan reports that 14 percent of the 231 confirmed cases of AIDS through November 1986 have been identified as intravenous drug users. The proportion of intravenous drug users in the total AIDS cases has increased. A study of a five-month period showed that AIDS cases involving intravenous drug users rose 57 percent while the total AIDS cases increased 32 percent.

Of the 91 new adult cases of AIDS reported in Connecticut in 1986, 57 percent have been identified as intravenous drug users.

PCP and LSD are reported by the states to be major problems on the East Coast, the West Coast, North Central states and Texas.



Source: Statewide Drug Strategies submitted by the states.
Note: See Appendix C for data limitations.

PCP, LSD and other synthetic drugs are very popular in some parts of the country and only a minor problem in other areas.

PCP is the second most predominant drug used in the District of Columbia. Voluntary urinalysis tests of arrestees in the District show that 39 percent of arrestees tested positive for PCP use.

PCP, along with cocaine, is the drug of choice throughout the Baltimore-Washington, D.C. corridor, along the southern portion of Maryland's western shore and in two of Maryland's northern counties.

The Indian population in Minnesota has a serious marijuana and LSD problem. Large amounts of LSD are being spread to the Indian Reservations from the Minneapolis area. The state has seen a decrease in methamphetamine and amphetamine seizures and emergency room mentions since 1984.

Oregon reports that LSD is the only hallucinogen found in any quantity in the state and that PCP is almost never encountered.

Inhalant use has been identified as a problem in Central and Southern New York. Poly-drug use is common, usually involving alcohol, marijuana and cocaine. A combination that has gained popularity in one community is called "lamb's breath," which is a combination of marijuana, cocaine and LSD.

Kentucky reports that, for many years, use of LSD appeared to be diminishing, but recent intelligence reports indicate it is again becoming popular among teenagers and youth. Kentucky reports that crack and designer drugs do not appear to be a major problem.

Alaska reports a steady increase in the availability and use of LSD, and only recently has methamphetamine turned up in quantity.

LSD is available in several areas of Connecticut and sells for approximately \$3 a microdot. Peyote and hallucinogenic mushrooms have been rare over the past two years.

Wisconsin reports that the use of designer drugs is not widespread and poses no significant threat. But, there have been widespread problems associated with the use of stimulants, depressants and LSD. LSD is found mainly in the Milwaukee area. In the past year, small amounts of it have been found in other parts of the state,

but because of its high price, there is not a large demand for LSD or other hallucinogenic substances.

Hallucinogens found in South Carolina include mushrooms, PCP and LSD. Mushrooms are used to make a tea that gives a hallucinogenic effect when consumed orally.

Georgia reports that there are pockets of drug abusers who have selected the rural areas of the state to conduct clandestine airstrip activities and the manufacture of illegal drugs, such as PCP.

The availability of hallucinogens, other than LSD, declined in Iowa. Although all forms of LSD are available within the state, PCP is basically non-existent. Psilocybin mushrooms are only periodically available and designer drugs have not appeared in significant quantities.

The use and availability of LSD is increasing in West Virginia, especially in Charleston.

California reports that PCP poses a significant enforcement problem because of the potential for violence among its users. In 1986 California authorities seized an amount of PCP with an estimated street value of over \$2 million. The most commonly seized form of PCP is liquid used in "Sherm" cigarettes. Hallucinogens are a comparatively minor drug abuse problem in the state. In Northern California, LSD appears to be making a comeback. Several law enforcement agencies report encountering LSD for more often than in past years.

One state reports a high rate of synthetic drug use, inhalant use and experimentation among drug users in the state.

Treatment admissions for amphetamine have increased in Texas during the first two quarters of 1987. Reports indicate that amphetamine is the drug of choice in the northwest part of the state. Treatment data show that 65-70 percent of clients with a primary problem of amphetamine use needles to administer the drug. The only other drug category with a higher rate of intravenous needle use is heroin, with 98 percent.

Treatment programs in Texas report a trend for users to shift from cocaine to amphetamine because of the publicity concerning the dangers of cocaine. Treatment personnel also note that some users make the shift to amphetamine because the drug is cheaper and remains active in the system for a longer period of time than cocaine. Amphetamine abuse is increasingly reported

by treatment clients in high-stress job situations where performance enhancement has been a significant motivation. A survey of secondary students who sought drug counseling or information in the Lubbock area showed that amphetamine, cocaine and inhalants have replaced alcohol and marijuana as the primary drugs of choice.

In El Paso, Texas, there are an estimated 30,000 regular users of inhalants. Use has increased in the more affluent neighborhoods where amyl and butyl nitrates are popular. For Hispanic children in El Paso, inhalants are the drug of choice, and a survey of the Indian population showed that 70 percent of their youth are users of inhalants. In South Texas, a school survey indicated that 50 percent of secondary school students use inhalants.

In the Dallas area, there is a trend toward inhaling fumes through the mouth, often directly from liquid toluene obtained from paint and body shops or hardware stores. This method of ingestion is called "huffing" and is practiced primarily by Hispanic youth but is also seen increasingly in other ethnic and racial groups.

Treatment programs in Texas are now seeing increased numbers of persons in their mid to late 20's, who at younger ages were heavy inhalant users and are now disabled, both physically and mentally. The Dallas area is also seeing an increase in LSD use. Dallas emergency room overdoses of LSD in the first three quarters of 1986 averaged 16 per quarter compared to eight per quarter for the previous year.

LSD use continues to be a problem among younger teenagers in South Texas. In Laredo, it is packaged on blotter paper or water tattoos in the shape of the cartoon characters Donald Duck or Mickey Mouse. In San Antonio, the blotter papers are "Paradise," "Saturn" or "Globe."

Summary

Cocaine abuse is the fastest growing drug problem in the United States although marijuana is still the most widely used. Other drugs, such as heroin, PCP, LSD and designer drugs, are more localized in use but are major problems in some jurisdictions.

Crack — A Major Problem in Some Areas of the Country

Crack, a highly addictive form of cocaine, is a major and rapidly growing problem in some cities. However, crack availability is still relatively localized and has not been identified or is just being introduced in many parts of the country. A number of jurisdictions have reported increases in violence attributed to the distribution and use of crack.

State and Local Perspective

Crack is a major problem in many jurisdictions, such as New York City, Detroit and Los Angeles. The user population is getting broader and younger as the street price per unit of the drug drops.

Many major cities report that crack is readily available and is becoming the drug of choice among drug users. Crack is a highly addictive form of cocaine which gets its name from the crackling noise it makes when it is smoked. Crack may be as much as 90 percent pure.

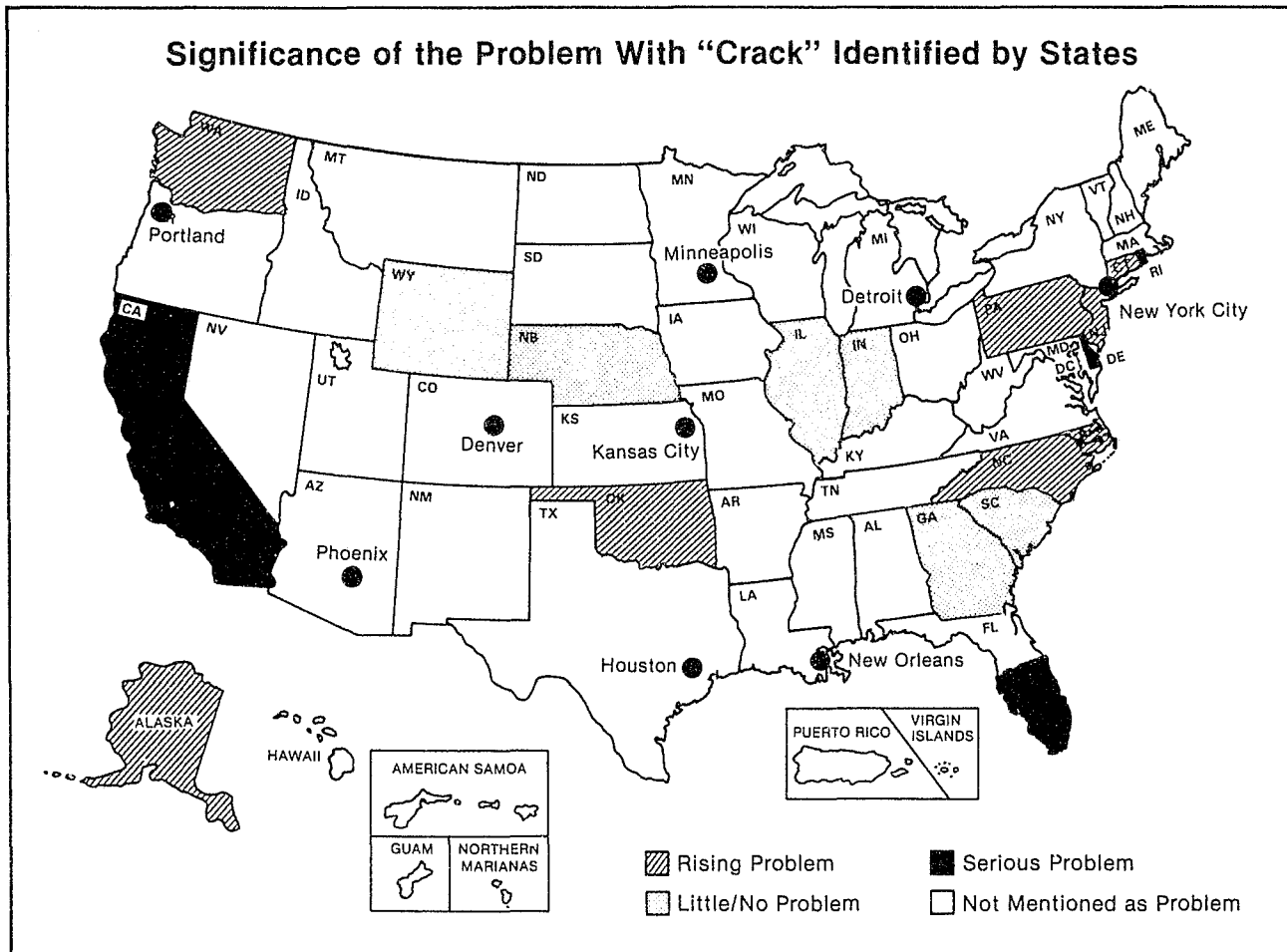
Smoking cocaine in its crack form magnifies the intensity of its effect by bringing the drug directly to the lungs, where it immediately enters the bloodstream. Crack can reach the brain in less than ten seconds, and its effect lasts about five to seven minutes. The combination of the speed with which crack enters the bloodstream and its high purity makes crack very dangerous. Crack is inexpensive and generally sold by low level retail dealers on the street or in crack houses for as little as \$5.

According to the Michigan Office of Substance Abuse Services, crack constitutes as much as 90 percent of the cocaine used in Detroit.

In April 1986, more than half of the cocaine arrests in New York City involved crack. Crack has not yet found its way to most upstate counties although there are some reports of availability among migrant workers, with Florida as the source.

Florida reports an explosion of crack abuse. The problem appears to be spreading north from South Florida.

Crack is a major problem in some jurisdictions but availability, as reported by the states, is still localized.



Source: Statewide Drug Strategies submitted by the states.
Note: See Appendix C for data limitations.

California reports a 71 percent increase in cocaine between 1985 and 1986 mostly due to the production and use of crack, known in California as "rock." The Los Angeles Police Department estimates that 90-95 percent of the cocaine brought into the city is transformed into crack.

Crack is well established in Maryland but is presently confined to the more rural areas on both the eastern and western shores. The primary dealers are migrant workers who usually acquire the crack in South Florida.

The Houston Police Department arrested 99 suspects for possession of crack during the first three months of 1987. In San Antonio, Texas, cocaine arrests in 1986 were 31 percent higher than in 1985.

North Carolina also reports that crack is being brought into the state by migrant workers and is becoming an increasing problem.

Connecticut reports that crack is gaining popularity in the state and has been uncovered in Bridgeport, New Haven, New London, Stamford and Hartford.

State drug enforcement officials in Rhode Island report a rise in crack seizures. Federal investigators consider the heavy use of crack in the state as almost phenomenal. They consider Rhode Island a large base of operation for illegal crack activity, which is controlled for the most part by Dominicans.

The New Jersey State Police Narcotics Bureau reports to have first encountered crack in October 1985. Its acceptance in the drug market escalated rapidly. The

drug is most prevalent in the northern counties, where it is easily imported from New York City. The southern part of the state has seen little crack to date.

Crack has become a large problem in western Sussex County, Delaware's southernmost county. It is imported by Haitians in several towns in the county who work for the poultry industry.

Arizona reports that crack is very accessible in the Phoenix area.

In Pennsylvania, treatment admissions for cocaine smoking (crack) have risen over 200 percent from FY 1984-85 to FY 1985-86. Oklahoma reports that crack is emerging as the designer drug of preference in the state.

Louisiana reports that crack incidences have been increasing in New Orleans although crack is not yet a significant problem in the state. Emergency room mention in New Orleans involving crack increased from none in 1983 to five percent of total cocaine mentions by 1986.

Crack usage is still localized. Although it is a major problem in some areas of the country, some major cities and most rural areas have seen little or no crack usage to date.

The state crime lab in Illinois reported that, as of the summer of 1987, crack and designer drugs posed no significant threat to the state.

South Carolina reports that crack has been found in larger quantities over the past few years. However, early recognition of the potential dangers of crack by Federal and state law enforcement agencies, coupled with their efforts to combat its distribution whenever it appeared, have prevented it from gaining a strong foothold in the state.

Crack is available on the streets, according to rumors in Indiana, but not yet a widespread problem. Only small amounts of crack were sold in mid-1987 in Alaska, but recent indicators show that use and sales are increasing. Crack is relatively new in Kansas. With the exception of Kansas City, crack is not widely used.

In Nebraska, the appearance of crack seems to be primarily limited to Omaha. Wyoming and Puerto Rico report only a few cases of crack. Guam reports no indication of crack, whereas Georgia has recently identified the drug.

Crack houses or base houses, which are locations where crack is sold and used, are springing up in cities where crack is a problem.

New York City reports that crack houses are being established in abandoned buildings or stores or in homes and apartments. In Indiana, 26 crack houses have been rumored or located. The Minneapolis Police Department received 330 complaints about suspected crack houses in 1986 and received approximately the same number of complaints in the first four months of 1987.

Houston, Texas, has identified 120 locations where crack is sold. Thirty-one of these locations are crack houses, 18 of which are heavily fortified. Crack houses, which often present the appearance of "private clubs," are fortified to delay entry by police.

In early 1987, the Portland, Oregon Police Bureau estimated that 30 permanent crack (rock) houses existed within the city limits, with many other houses opening on a short-term basis. Police estimated that as many as 1,000 drug houses were operating in the city at any given time.

Increases in violence are being attributed to the distribution and use of crack.

Law enforcement officials in Minneapolis predict an increasing trend toward violence associated with crack. For example, in July 1987, Minneapolis police shot and killed a suspected drug dealer while serving a search warrant at a known crack house. Also, in New York, several recent murders have been traced to crack users.

Groups responsible for the distribution of crack differ in various parts of the country. In some areas, young people are being targeted as users and distributors of crack.

In Southern California, black street gangs are responsible for the distribution of crack. In Denver, an organization of Jamaican Nationals has taken control of street level cocaine and crack dealing. Gangs from other cities, such as Kansas City and Chicago, are attempting to take control of crack distribution in Minneapolis. In Houston, some of the crack houses are operated by individuals with little or no organization, yet there are individuals or groups of individuals known to operate multiple crack houses.

In New York, the majority of street sellers and buyers of crack appear to be between 20 and 35 years of age. However, many more teenage buyers are being noticed,

and children as young as 10 and 11 are being introduced to crack, mainly by their older siblings. School personnel report that even second and third graders have brought vials of crack into school.

Washington State also indicates that crack appears to be aimed at younger people, and Minneapolis police officers report seeing juveniles as young as ten years old being used to distribute crack.

Summary

Crack is a major and rapidly growing problem in some jurisdictions but is still relatively localized and has not been identified as a problem in many areas of the country. The fact that crack is generally sold in crack houses, often heavily fortified and coupled with the violence associated with the distribution of crack, increases the danger to police in crack investigations. The highly addictive nature of crack also has implications for the drug treatment community.

Drug User

Drug use is prevalent throughout the general population. Since it is a significant problem among young adults and the youth, the problems associated with drug abuse can be expected to increase over time. Drug users are more likely to be using a combination of drugs or drugs and alcohol than in the past. Drug abuse rates are highest among non-white males, but there are indications that more females are becoming involved with drugs. Certain drugs, especially cocaine, are attracting segments of the population not traditionally associated with drug use.

LEVEL OF USE	GENERAL POPULATION	OLDER ADULTS	YOUTH
Never Used	57%	76%	36%
Ever Used	43	24	64
Recent User	22	9	47
Regular User	10	2	25
Heavy User	6	2	14

Youth Adventures, one of the largest alcohol and drug treatment programs for youth in Oregon, reports that the 1960's generation gap between drug-using adolescents and their "straight" families seems to be disappearing. The families of 83 percent of their residential clients and 92 percent of their outpatient clients are involved in alcohol and drug abuse. Many youngsters report first using drugs in their own homes.

Data from a 1981 Study of the Magnitude of the Drug Addiction Problem in Puerto Rico by the Institute of Investigation, Anti-Addiction Department, estimated that between 1961 and 1981 the number of drug addicts in Puerto Rico increased 52 times from 1,600 to 83,000 cases.

Today's drug user is more likely to be a poly-drug user than a drug specific user.

According to a 1985 report completed by the Illinois Department of Alcoholism and Substance Abuse, the multi-drug abuser has become more prevalent in recent years. The report shows that many drug abusers today have developed a large range of drug preferences.

State and Local Perspective

Drug use and abuse are prevalent among the general population.

The Illinois Department of Alcoholism and Substance Abuse estimates that Illinois, with a population of approximately 11.5 million residents, has at least 75,000 adult drug abusers.

New York reports that substance abuse continues to be widespread throughout the state. The results of a household survey show that over 43 percent of the state's population has used substances nonmedically in their lifetimes, 22 percent have used substances in the past six months and ten percent are regular users. The following table reflects a major gap in attitudes toward drug usage between young adults and youth and their parents. As a result, use and abuse of drugs in the general population can be expected to increase.

Illinois reports that in the past, a person might start with a specific drug and then later make a change to a more preferable one. Current multi-drug abusers discover a new drug and simply add it to their repertoire.

An analysis of 67 drug-related fatalities in Cuyohoga County, Ohio, in 1985 shows that a majority of the lethal drug poisonings involved the presence of more than one substance, including alcohol. Nearly 2/3 of all multiple substance ingestion deaths were accidental while a majority of the single substance indigestion deaths were suicidal.

New York is seeing increased problems from the combined use of drugs and alcohol. For example, alcohol abuse often accompanies cocaine abuse. The effects of alcohol are said to calm the negative side effects of cocaine. In the first quarter of 1986, 20 percent of the 2,576 cocaine admissions indicated alcohol as the secondary drug of abuse. New York is conducting two major epidemiologic surveys to assess the extent of drug and alcohol use in the population.

Many people entering treatment in Montana are diagnosed with more than one drug problem. In 1986, 47 percent had two drug problems while 22 percent had three or more. Admissions to treatment for a primary problem other than alcohol represented 25 percent of the total admissions in 1986, compared with 17 percent in 1983.

The Hawaii Department of Health reports that substance abuse treatment facilities see very few clients with single substance abuse problems. Generally, clients use alcohol and marijuana and/or cocaine. Iowa estimates that 57 percent of all clients in private programs and 26 percent of all clients in public programs used a combination of drugs and could be considered poly-substance users.

The age at which drug use first begins appears to be decreasing.

A treatment center in Montana reports that age of first ingestion among adolescent users is decreasing to about age 11. They also report that use of cocaine is increasing and that peer pressure accounts for much of the use. Missouri data indicate that 56 percent of youth in treatment began their problematic use of substances at the age of 13 or younger, and six percent experienced first problem usage at age nine or younger. Half of the youth treated in state-supported treatment programs reported marijuana as their primary substance of abuse, three percent listed amphetamine and two percent cocaine.

Females account for an increasing proportion of drug abusers.

Although males still predominate, New York has seen an increase in the proportion of females among treatment admissions and decedents for heroin.

Connecticut reports that females are increasingly becoming addicted to cocaine and marijuana. This trend is seen among women of all ages and socio-economic levels. There has also been an increase in heroin usage by females who reside in the inner city areas.

Two-thirds of the admissions to treatment for heroin in the Detroit area were male, but nearly half of the admissions for those 26 years of age or younger were female in FY 1985/86.

According to the Michigan Department of Corrections, approximately 90 percent of the women in two women's prisons were serious drug abusers before their incarceration. Many of these women began using legal drugs such as diet pills, tranquilizers or sleeping pills prescribed by their physicians. The legal use of these drugs later led to abuse problems, including the use of illegal drugs and the purchase of diverted licit drugs on the black market.

One state noted that cocaine has broad appeal and is attracting new users from segments of the general population not traditionally associated with drug use.

Michigan reports that cocaine appeals to so-called yuppies, upscale individuals who would not otherwise use drugs like heroin. While the "glamorous" mystique of cocaine has eroded somewhat, it continues to be more acceptable to a broader clientele than drugs like heroin or PCP ever were.

Cocaine also appears to be displacing heroin for some users, and new users are tending to use cocaine rather than heroin. Because of the type of high produced, cocaine appears to be displacing methamphetamine and amphetamine among certain groups. Michigan has also experienced a switch to cocaine by some marijuana users as the supply of marijuana became tight due to recent arrests and confiscations in the state.

Summary

Drug use is prevalent throughout the general population in this country. Since it is growing in acceptance among

young adults and the youth of this country, the problems associated with drug abuse can be expected to increase over time. This suggests that drug abuse prevention efforts should be targeted toward youth as is being done under the Anti-Drug Abuse Act. Drug users are more

likely to be using a combination of drugs or drugs and alcohol than in the past, which has implications for drug treatment providers, both within institutions and in the community.

Drug Use Among Students

About 57 percent of the youth in the United States have used drugs by the time they graduate from high school. However, the use of most drugs, including cocaine, appears to be levelling off or declining. Although the rates of drug use are higher in more urban areas, drug use is prevalent among students throughout the country. Students who use drugs are more likely to do poorly in school, to have disciplinary problems in school and to have contacts with the law.

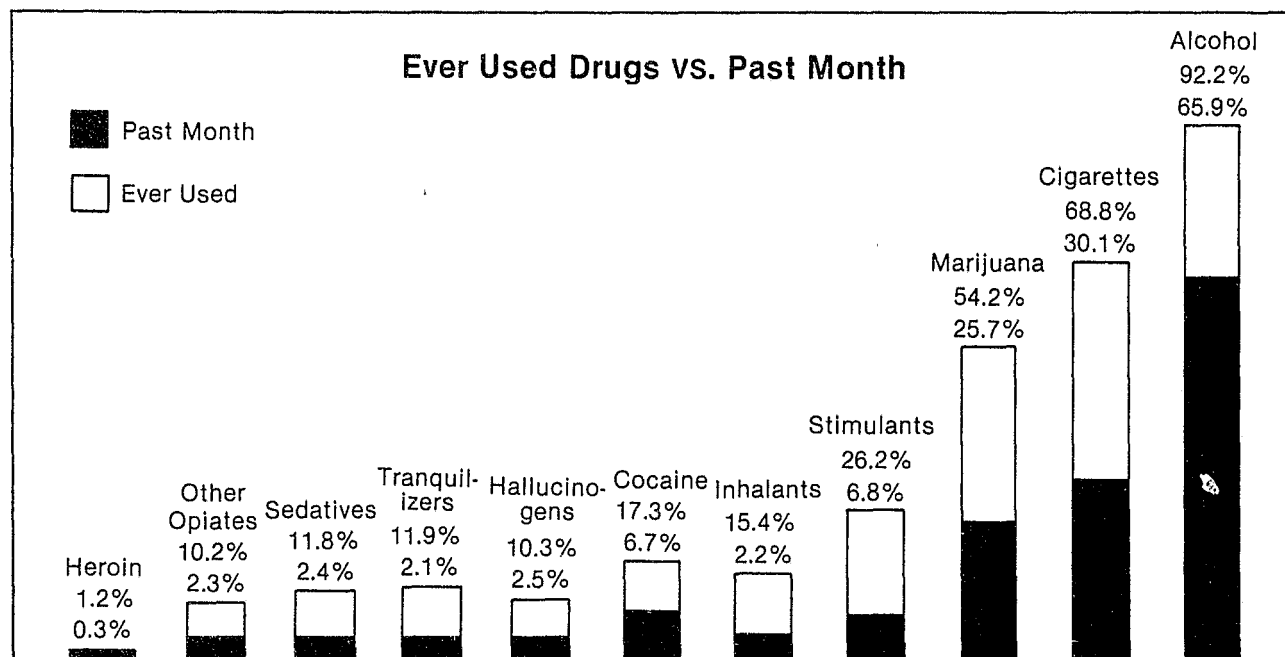
Most students report that drugs are readily available and that they generally buy drugs at school and from friends. While some states report that the schools generally prefer to handle drug abuse as a disciplinary problem within the school and are reluctant to involve the police, other states have developed programs or agreements with the schools to enforce drug laws in and around the schools.

State and Local Perspective

The use of drugs among middle and secondary school children is prevalent throughout the country, but the use of most drugs, including cocaine appears to be levelling off or declining.

The National Institute on Drug Abuse's (NIDA) annual survey of high school students, college students and

young adults, begun in 1975, shows the most common classes of illicit drugs used in 1985 are marijuana, cocaine and stimulants. NIDA reports that 61 percent of high school students surveyed have tried some sort of illicit drug. The follow-up of students into their mid-twenties reveals that 75-80 percent of the young adults surveyed have tried some sort of illicit drug.



The results of the thirteenth annual survey of drug abuse among high school seniors showing the first significant drop in the use of cocaine were announced in a news release on January 13, 1988. The survey found a 1/3 decrease in current users of cocaine from 6.2 percent in 1986 to 4.3 percent in 1987. The survey found little change in the use of LSD, heroin or other opiates, but some evidence of a continuing gradual increase in the use of inhalants. Marijuana use continued to decline.

A survey in Oregon of all eighth and eleventh graders throughout the state showed that eleventh graders use illicit drugs more frequently and begin heavier use at an earlier age than do the nation's high school seniors. Seventy percent of high school juniors have used drugs in their lifetime, and 5.7 percent reported using marijuana daily. Marijuana and inhalants were the most frequently reported illicit drugs used by the eighth graders (27.7 percent and 24.7 percent), but one in ten had used cocaine or amphetamine. Although tar heroin was recently introduced into the state, the eleventh grade survey and observations by treatment personnel show most Oregon teenagers avoid heroin.

A 1986 survey of seventh through twelfth grade students in North Dakota showed that 85 percent are non-users and 11 percent are current users. An additional four percent have used drugs in the past but are no longer using. Current use increases with each grade from four percent of the seventh graders to 23 percent of the seniors. With the exception of prescription drugs, there has been a slight decrease in the use of all drugs since 1980.

The North Dakota survey further reported that marijuana use was most prevalent among students from parent-absent homes.

Parents in Home	Marijuana Used by Children
Father Only	28%
Mother Only	17
Both Parents	9

A 1986 survey of high school students in Utah showed that drug use is considerably lower than the national average. Only 22 percent had ever used marijuana, 13 percent had used amphetamine and six percent had used cocaine.

Among Vermont secondary students, stimulants appear to be the second most commonly used controlled drug, followed by cocaine. The percentage of students who have tried a drug at least once increases significantly as one moves from the eighth to the twelfth grades.

A 1985 survey of high school seniors in South Dakota showed that 35 percent have used marijuana, and 21 percent have used other illicit drugs in their lifetime.

A 1986 New Jersey High School Students survey revealed that 56 percent of the students had used some form of illegal drug during their life.

Drug Type	Percent of Students
Marijuana	49%
Cocaine	19
Amphetamine	17
Hallucinogens	13
Tranquilizers	11
Barbiturates	8

Massachusetts findings indicated that not only is drug use widespread at the secondary level, but there is considerable use in grades seven and eight. Ninety percent of the respondents in a survey of secondary school students and a limited sample of seventh and eighth graders reported using alcohol in their lifetimes, often in combination with other drugs. Sixty percent had used one or more illicit drugs in their lifetimes, and 31 percent had used one or more illicit drugs in the month prior to the survey. Marijuana is the drug of choice, used by 51 percent of the respondents.

A survey in Vermont showed a higher rate of drug usage among university students than high school students, drug usage being highest during the first two years of college.

The study of students at the University of Vermont showed that approximately 33 percent use marijuana at least once a month compared to 19 percent of high school seniors. Approximately 12 percent of the college students use cocaine at least once a month compared to three percent of high school seniors. Drug use was found to be highest during the first two years of college and tapered off during the junior and senior years.

The students listed stress, peer pressure and accessibility as major reasons for drug use, as well as helping them have a good time. They reported that most of the drugs were obtained on campus from other students.

Many students indicate that drugs are readily available at school or from friends.

In Massachusetts, students also report that drugs are easy to obtain.

Type of Drug	Students Who Report Drugs are Easy to Obtain
Marijuana	83%
Amphetamine	55
Cocaine	46
Tranquilizers	37
LSD	30
Heroin	17

In Indiana, between 1/2-2/3 of the ninth, tenth and twelfth grade students find marijuana easy to obtain. With the exception of inhalants, more than 80 percent of the seventh grade students indicated they had never had the chance to try drugs, other than marijuana. All grades reported that inhalants, amphetamine and barbiturates were the drugs most easily obtained, with older students reporting the greatest accessibility.

In a New Jersey high school student survey, 83 percent indicated that marijuana was readily available to them. About 1/2 of the students stated that barbiturates, tranquilizers, hallucinogens and amphetamine were easily obtained, and 58 percent reported that cocaine was "easy" or "very easy" to obtain.

In North Dakota, approximately 60 percent of the students currently using drugs believe that it is easy to purchase marijuana and other types of drugs. Thirty-seven percent obtain them from friends while at school.

Students are generally using drugs at a much earlier age than in previous years.

A 1986 North Dakota student survey showed an increase in drug use by younger children between 1980 and 1986. Students reporting that they first used marijuana at age nine or younger increased from four percent in 1980 to seven percent in 1986, and for other drugs the percent increased from three percent to over eight percent.

Nearly 70 percent of the seventh graders who reported using marijuana in Indiana had experimented with it by the age of 12, whereas only 13 percent of the twelfth grade users tried marijuana by the age of 12.

A 1986 New Jersey high school student survey showed that 72 percent of the marijuana users and 54-62 percent

of the students who used hallucinogens, amphetamine, barbiturates or tranquilizers reported initial use before entering the tenth grade.

Massachusetts reports that 53 percent of the students surveyed used illicit drugs at age 13 or younger.

High school students in the North East and the West are more likely to use drugs than students in other parts of the country.

The National Institute on Drug Abuse survey showed distinct regional differences in the use of drugs among high school seniors, with the highest rates of general usage occurring in the East and the West.

**Percent of High School Seniors
Using Drugs During Their Lifetime**

Drug	North East	North Central	South	West
Marijuana	62%	54%	45%	60%
Cocaine	26	12	11	25
Inhalants	18	15	13	17
Heroin	2	1	1	1
LSD	9	9	5	8
PCP	7	3		7

Indiana reports that a 1981 study of student drug use patterns of large and small city schools showed that large city students have tried marijuana three percent more than small city school students.

Minnesota reports that at the eighth and tenth grade levels, urban students are more likely to report use of one or more drugs than youth in other locations. At the twelfth grade level, suburban students are more likely to report drug use than students in other locations although the difference between suburban and urban students is small.

There appears to be a relationship between substance abuse and academic achievement, as well as negative school behavior.

A survey of New York City secondary school students found that students who had never used drugs tended to receive higher grades.

Drug Use	Received A's	Received D&F's
Never used	28%	2%
Regular use	8	9
Substantial use	7	12
Extensive use	13	23

The same survey also found that students who use drugs are more likely to have behavior problems while in school.

Drug Use	Cut Class Prior Mo.	Sent to Dean/Counselor	Parents Called to School
Never used	17%	7%	2%
Regular use	64	26	12
Substantial use	70	33	17
Extensive use	80	61	46

Tennessee reports that in 1985 more students were expelled from school due to drug incidents than for any other reason.

A survey of school principals in Alaska showed that 60 percent of the students dropping out of school and an estimated 50 percent of the students failing have drug abuse problems.

In Massachusetts, approximately 21 percent of the students reported that they attended school while under the influence of marijuana or other drugs. Most schools have current drug discipline policies, but only 24 percent of the students felt that the discipline codes prevented illicit substance use.

Criminal activity is also associated with drug use among students.

A New York City survey of students showed that extensive drug users tended to have contact with the police more often than infrequent users.

Drug Use	Problems with Police
Regular use	4%
Substantial use	12
Extensive use	42

For eleven weeks in 1986, Phoenix, Arizona Police Officers worked an undercover narcotics operation near 19 Phoenix high schools to determine the availability of narcotics and the extent of usage among high school age youth. In addition to finding that drugs are readily available on or near high school campuses, they found that an estimated 80 percent of the youths using drugs are committing crimes, such as burglary and theft, to purchase them. They also found that virtually all the juvenile users have an adult supplier, and in a few instances, it is their parents. It follows that the problem is more pronounced near schools with open campuses.

In Massachusetts, students who are frequent drug users are more likely to have contact with police than less frequent users. Frequent use is defined as more than ten times per year. The data also indicated that drug use correlates with other adolescent problems, such as low academic standing, delinquency and interpersonal problems.

Students Reporting Contact with Police		
Drug Type	Infrequent Users	Frequent Users
Marijuana	10%	25%
Amphetamine	25	36
Cocaine	25	47

One study showed most students may reject drug involvement for fear of getting into trouble with the law.

A 1986 survey of New Jersey high school students showed that many students are concerned with "getting into trouble with the law." Nearly 70 percent indicated that the risk of being arrested would discourage them from using illicit substances.

A few states are initiating efforts to reduce drug dealing in and around schools.

Several states have passed legislation which increases penalties for persons convicted of selling drugs in or around schools. For example, New Jersey passed a Comprehensive Drug Reform Act which creates an entirely new, separate offense to provide stern punishment for persons who distribute drugs within 1,000 feet of any elementary or secondary school or school bus, thus establishing a "safety zone" around schools and schoolyards.

New Jersey's Action Plan for implementation of the Act relative to this provision calls for very proactive steps on the part of law enforcement, prosecutors and the schools.

- All local law enforcement departments should identify all schools within their jurisdictions, familiarize all officers as to the outer perimeters of the "safety zones," erect warning signs and publish maps to advise citizens of the location and boundaries of these drug-free zones.
- Law enforcement should maintain, at appropriate times, a visible police presence within school safety zones and at major school sporting events.

- Law enforcement should conduct undercover and surveillance operations within school safety zones and periodically conduct "clean sweep" operations to keep these zones drug-free.
- County prosecutors should regularly meet with school officials to develop procedures for reporting suspected drug offenses occurring on or near school property and establish student drug tip lines.
- A School Zone Narcotics Enforcement Working Group should be established to develop model programs concerning drug offense reporting procedures by educational professionals and to recommend directives or guidelines concerning law enforcement activities occurring on or near school property.

The District of Columbia Metropolitan Police Department enrolled youth undercover officers in target schools in 1986. The officers engaged in illicit drug transactions, resulting in a significant number of arrests and a decrease in drug trafficking in the target schools. The prevalent drug purchased within the schools was PCP.

Puerto Rico has equipped 400 school guards with portable communication radios tuned to the same frequency as the police in order to coordinate drug control efforts around schools.

The Drug Policy Board in Washington State worked with the staff of the Office of the Superintendent of Public Instruction to coordinate drug enforcement and prevention efforts. The coordination resulted in a plan to encourage local school districts and law enforcement agencies to develop a Memoranda of Understanding which defines procedures and responsibilities regarding drug incidents on school grounds.

In 1987, Arizona passed the Crime Prevention and Control Act which:

- Authorizes district school boards to immediately expel any pupil who is adjudicated guilty of a felony. Any pupil who is subject to discipline or expulsion for possession of a controlled substance "may be entitled" to a waiver of discipline or expulsion by providing information about who supplied the drug or by voluntarily disclosing such possession prior to his arrest.

Additionally, any such student "may" receive a waiver by committing himself to, or being referred by the court to, a state-licensed drug abuse program and successfully completing the program.

- Requires school district governing boards to adopt chemical abuse prevention policies that include a disciplinary code, promotion of parental involvement and procedures for referral to law enforcement.
- Requires the State Board of Education to survey each school district to determine policies regarding action against pupils and school personnel involved in drug offenses.
- Increases penalties for persons who possess, use or sell drugs within 300 feet of school grounds.
- Makes it a mandatory class two felony for any person who uses a minor to engage in a drug crime or who sells or transfers to a minor any prohibited substance. The entire sentence imposed must be served, and a minimum \$2,000 fine or three times the value of the drugs is imposed. If the minor is under the age of 15, a presumptive term of 20 years will be imposed.

A Narcotics Liaison Office will be established with Anti-Drug Abuse Enforcement funds at the University of Maryland to increase the flow of information and intelligence, establish liaison with other law enforcement agencies and coordinate enforcement efforts at the University.

The Bureau of Justice Assistance is facilitating law enforcement and education cooperative drug abuse prevention efforts through the Drug Abuse Resistance Education Program (DARE) and the National Crime Prevention Campaign. Both of these programs are supported under the Justice Assistance Act and are described in Appendix D.

Summary

About 57 percent of the youth in the United States have used drugs by the time they have graduated from high school. This represents a decline from a 66 percent in 1982. Students who use drugs are more likely to do poorly in school, to have disciplinary problems in school and to have contact with the police. Most students report that drugs are readily available and that they generally buy drugs at school and from friends, indicating a need for law enforcement to more actively enforce drug laws around schools.

Several states reported little coordination between law enforcement and the schools and that most schools preferred to handle drug problems as a matter between the school, the parents and the student. However,

according to one study, most students reported that the risk of being arrested would discourage them from using illicit substances. Thus, schools and law enforcement are presented with an opportunity to reduce drug

abuse by working together to establish procedures for the enforcement of drug laws in the schools and to teach students about the dangers and legal consequences of drug use.

The Source of Drugs

Most of the cocaine used in the United States is imported from South America and Mexico and enters the country through Florida, the southern border states and California. As these states are becoming tougher on drug traffickers, some traffickers are moving their operations to states not traditionally recognized as major distribution states.

Much of the marijuana is also imported from South America and Mexico, but marijuana is increasingly becoming a domestic crop. Several states report that it is the first or second highest cash crop in the state. White heroin, which is primarily imported from Asia, is now competing with brown heroin from Mexico.

Most of the amphetamine, methamphetamine, PCP, LSD and designer drugs are manufactured in clandestine labs which are concentrated in

several states.

Many of the drug shipments from outside of the country are brought in on boats which unload their shipments along thousands of miles of unpatrolled coast, are carried across unpatrolled borders between the United States and our neighbors or are flown in and unloaded at any of the thousands of rural airstrips. Drugs are also brought in through busy airports and seaports.

Once the drugs are in the country or have been produced within the country, they are distributed throughout the United States using the extensive system of interstate highways and airways. For example, I-95 is generally recognized by most states along the eastern seaboard as the primary route for the supply of drugs entering Florida to reach the major cities in the Northeast.

State and Local Perspective

Most of the cocaine used in the United States is imported from South America and brought in through Florida and the southern border states.

Florida reports that South Florida is viewed as the cocaine distribution center for the United States. The United States Department of State estimates that 40 metric tons of cocaine are available for exportation to the United States annually from Bolivia, Peru and Colombia. Cocaine seizures in Florida in 1986 amounted to 52,579 pounds, a 53 percent increase over the previous year.

Arizona reports that a large proportion of available drugs throughout the southwestern part of the country are entering through Arizona, primarily through the border with Mexico. Narcotics, however, continue to

be brought into the state from Florida and California. According to Arizona, reasons for the trafficking increase in through the state include:

- Concentrated enforcement in South Florida
- An increased use of Mexico as a base for drug processing and trafficking
- A continuing demand for narcotics in Arizona and throughout the United States
- An imbalance between the levels of crime committed and the sentences meted out to the violators.

Law enforcement officers in Texas are responsible for policing 262,017 square miles of land, 1,248 miles of an international border with Mexico and 624 miles of coastline. Between ports of entry, the Texas-Mexican

border is virtually unpatrolled. In addition, a United States Customs Service study revealed that much of the 1,248 miles of border is without adequate radar coverage.

During a two month period in 1987, 41 major drug seizures were made at the Texas-Mexican border by the United States Border Patrol, United States Customs or Texas authorities. A total of 44 people were arrested, and 19,780 pounds of marijuana, 748 pounds of cocaine and 54 pounds of black tar heroin were seized.

Louisiana reports that its location makes it a prime transshipment point for illegal drugs with nearly 400 miles of Gulf coastline and 7,000 miles of shoreline providing access to hundreds of miles of navigable waterways. In 1986 local law enforcement officers seized or purchased over 180 kilos of cocaine, 26,000 pounds of marijuana and thousands of dosages of depressants, stimulants and hallucinogens.

The Virgin Islands and Puerto Rico serve as transshipment points in the Caribbean for drugs entering the United States from South America and Mexico.

Puerto Rico estimates that \$1 billion of marijuana enters Puerto Rico annually, primarily from Columbia. Approximately 60 percent of this amount is transported to the United States, 25 percent is seized by Federal and state authorities and 15 percent is used by local residents. Columbia, Bolivia, Peru, the Dominican Republic and Chile use Puerto Rico as a bridge to bring cocaine and marijuana into the United States. Heroin is brought into several clandestine ports, airports or landing strips in Puerto Rico from Mexico, Europe and Asia through Guadalupe, St. Martin and other Caribbean Islands.

The Virgin Islands also report that large amounts of illicit drugs, primarily marijuana and cocaine, are brought into the territory for transshipment to the United States.

Some states are major producers of drugs while others import most of their drugs.

Oklahoma reports that it is a producer of drugs, particularly amphetamine, methamphetamine, PCP and marijuana.

Oregon reports that virtually all of the marijuana and methamphetamine found in the state is grown or manufactured there, and large quantities are probably exported.

Illinois reports that it is an importer rather than a producer

of drugs. Mississippi reports the same, except for the growing of marijuana. Indiana estimates that approximately 30 percent of its marijuana is imported from South America, Mexico, Florida, Minnesota and California. Cocaine is coming into the state from South America through Florida and from Mexico through Arizona and Colorado. LSD is being imported from Florida and California and then being exported to Michigan and Illinois. White heroin is being imported from France via Michigan and Tennessee, and black tar heroin is coming from Mexico via Arizona, Colorado and Illinois.

Cocaine, heroin and other drugs are not known to be produced in Hawaii. These drugs are usually brought into the state by air and marine transportation, including postal carriers. Cocaine is largely brought into the state from California. It is estimated that 90 percent of the heroin and cocaine confiscated come on couriers or in parcels delivered through the airport.

Wisconsin reports that it is an importer of drugs, with the exception of manufacturing approximately half of the stimulants in the state.

West Virginia is primarily an importer of drugs also, except for significant quantities of marijuana grown for commercial out-of-state export.

The amount of clandestine airfields and landing strips in rural areas number in the thousands in some states, providing drug smugglers with opportunities to bring drugs into the country undetected by law enforcement.

Oklahoma reports that it has approximately 1,200 unmarked airfields, many of which are used for the smuggling of narcotics. In addition, the state is used by international Columbian Cartels for the brokerage and repair of its aircrafts.

Utah has over 2,500 clandestine airstrips available to drug smugglers. Over 65 public airports statewide are not manned on a 24-hour basis but can be lit from the plane by tuning the plane's radio to a specific frequency. Customs agents are increasingly receiving intelligence concerning smugglers utilizing small aircraft with a range of over 2,000 miles to fly directly into the United States from various points in Mexico.

Arizona has 176 legitimate public and private airstrips, 70 heliports and three seaplane bases. The U.S. Customs Service and the Arizona Department of Public Safety estimate there are at least 1,000 clandestine airstrips in

the state.

Ohio reports that the Dayton International Airport has been identified as an entry point for large quantities of illicit drugs destined for the Cincinnati and Columbus areas because the airports in these cities have drug details and drug dogs, and the Dayton Airport does not.

Trafficking of illicit drugs is not confined to rural back roads. The countries major interstate highways are used to transport drugs across the country.

Delaware reports that I-95 is a major drug corridor from Florida to the Northeast. Both Delaware and New Jersey police have successfully intercepted large amounts of drugs from travelers on I-95 and major interstate connector highways, such as I-195 and I-495.

Kentucky reports that it is becoming a business center for cocaine and narcotics traffickers. This is due in part to the network of major interstate highways running east-west and north-south through the state. Drugs are also dropped in the mountainous areas of the state via small planes and then transported to other portions of the state and country.

Utah reports that the transshipment drugs from California through Utah on I-70 has resulted in the confiscation of over \$36 million of cocaine and marijuana hidden in automobiles and the forfeiture of 11 vehicles in 1986.

A number of states report that marijuana is the first or second largest cash crop in the state. Much of this domestic marijuana is more potent, more expensive and potentially more harmful to consumers than imported marijuana.

Alabama reports that marijuana is the number one cash crop in the state. In 1986, the state's marijuana crop was estimated to be valued at approximately \$1 billion, almost triple the combined dollar value of peanuts, corn, cotton, soybeans and hay. Some estimates also show that marijuana may have become the leading cash crop in Tennessee.

Oregon reports that marijuana has become one of the state's most valuable cash crops, with an estimated annual cash value of \$100-\$500 million.

Wisconsin reports that approximately 20 percent of its marijuana is cultivated within the state. A small market has developed for a product with unusually high tetrahydrocannabinol (THC) levels. Most of these plants are cultivated in the state and are sold to an elite market

which can afford the price.

Marijuana is grown in 75 percent of Kentucky's counties. The central and southeastern parts of the state are particularly well suited for cultivation of the high grade marijuana known as "sinsemilla."

Ohio reports that it has become one of the leading sources of domestically grown marijuana in the midwest. The high grade marijuana is in demand and commands premium prices of \$1,200-\$2,600 per pound versus \$700-\$800 per pound for Colombian marijuana.

South Carolina is a marijuana-growing state with approximately 200,000 plants cultivated in 1986. Increased THC content has made domestic cultivation of marijuana more profitable than smuggling.

Over the past several years in Georgia, marijuana has become a very lucrative cash crop.

Hawaii reports it has a \$1 billion domestic marijuana crop, and Guam cites it has marijuana plantations located throughout its northern, central and southern regions. Although the majority of Florida's marijuana is still imported into the state, Florida now cultivates a significant domestic marijuana crop.

Several rural states, which have traditionally had relatively minor drug problems, report that major drug distribution networks have located in their state.

Vermont reports that what a decade ago was primarily an in-state nexus of distributors and consumers, has now become a broader enterprise with out-of-state ties. Vermont provides easy access to Boston, Providence, New York City and Montreal with an abundance of remote and seasonal properties ideal for warehousing and production. Local residents in Vermont, accustomed to dealing with transient and recreational visitors, pay little attention to seemingly honest neighbors who may be engaging in criminal activities. Most of these operations have their primary markets in the metropolitan areas of the Northeast and do not sell to Vermont customers. Generally, in-state distribution remains locally based.

Intelligence information in Kentucky suggests that the state is becoming a center for cocaine traffickers to meet and transact business.

Oklahoma reports that major Colombian Cartels, especially out of Miami, bring in large quantities of drugs which are distributed to multi-state organizations.

Iowa reports that major drug distributors are still located in or near the larger cities but that some are relocating their drug manufacturing and distribution to remote rural areas of the state. It appears that this shift is taking place due to larger concentrations of law enforcement personnel in or around the cities. Also, it is easier to identify law enforcement or other persons trying to disrupt their operations in the remote areas.

Clandestine labs which manufacture amphetamine, methamphetamine and designer drugs are concentrated in a number of states, the drugs of which are distributed throughout the country.

California has become the major manufacturing center for methamphetamine in the United States. In 1986 over 10,000 pounds of methamphetamine, with an estimated street value of \$175.5 million, were seized in California. Moreover, according to law enforcement agencies, this represents only a small amount of methamphetamine available. There were more than three times as many laboratories operating in 1986 than in 1983, and as a result, six times as much pure methamphetamine reached the street.

The average methamphetamine laboratory in California manufactured 21 pounds per week in 1986, which is a 50 percent increase in the production since 1983. New manufacturing techniques produce a higher quality product without the traditional odor problem, thereby inducing more productivity. Desert and rural areas are havens for clandestine laboratories. Clandestine laboratories continue to be a major problem in the remote areas of Riverside, San Bernardino and San Diego Counties and in the rural areas of northern and central California.

Oregon reports that methamphetamine labs have proliferated in the state during the past three or four years, due in part to the tightening of laws and increased enforcement in California and to the lack of strong laws to control the sale of precursor chemicals.

Clandestine labs are becoming a major problem in Oklahoma. A number of offenders in Texas have moved to Oklahoma, Arkansas and Louisiana due to tougher legislation passed in Texas. The Texas Bureau of Narcotics and Dangerous Drugs reports that portable laboratories are set up and chemists are hired to manufacture the drug. One or two batches are made at one location, and then the laboratory is moved to another location.

Nevada reports an increase in clandestine laboratories

but indicates that no jurisdiction has the available staff, the special training or the special equipment required to safely, effectively or continuously eradicate these labs.

Arizona continues to be a major source of large quantities of precursor chemicals which are being purchased by clandestine laboratory operators in California and Nevada. At least nine methamphetamine labs were seized in Arizona in FY 1986, indicating a trend toward local manufacture.

In the recent past, most of the PCP used in Maryland was clandestinely manufactured within the state, which served as a major supplier for dealers and users throughout the country. However, vigorous law enforcement caused Maryland to lose its standing as a manufacturer state. Most of the PCP in Maryland now comes from California, and the majority of it flows through wholesalers in Washington, D.C.

Philadelphia is a clandestine production center for methamphetamine, supplying parts of Maryland. As a result of the increased number of potential cocaine and methamphetamine labs, the State Police have assigned a full time officer in each region of the state to investigate clandestine laboratories.

Missouri has seen a proliferation of clandestine drug laboratories, particularly in the south central and southwest regions of the state. Many of these laboratories are operated by sophisticated multi-state groups who are responsible for the quick manufacture of thousands of pounds of methamphetamine. These groups move into the rural regions of Missouri from other states, operate the clandestine drug laboratories for a period of time and then travel back to their states of origin to distribute the drugs.

Pennsylvania State Police have detected an increase in the number of methamphetamine laboratories in the southeastern part of their state. There are indications that laboratory operations are being moved to the more rural counties with expanses of open farmland to decrease the chance of discovery.

Idaho reports a six-fold increase in the manufacture of methamphetamine and its analogues over the last three years. The majority of their methamphetamine is destined for distribution throughout the United States.

South Dakota reports that for about the last 15 years it has been rumored to be the home of many clandestine methamphetamine laboratories, but only two such labs have been seized.

Kansas reports that methamphetamine manufacture is on the rise with approximately ten clandestine labs operating across the state.

Several states have passed legislation or have developed agreements with chemical companies to control the sale of chemicals necessary to manufacture illegal drugs.

The District of Columbia Metropolitan Police Department has established an excellent working relationship with managers of local chemical companies which manufacture and distribute chemicals necessary to manufacture PCP. As a gesture of cooperation, they have imposed a moratorium on selling those chemicals.

In 1987, Oregon passed new legislation which requires that all transactions involving controlled substance precursor chemicals be reported to the Oregon State Police. Sales are prohibited if the seller knows that the precursors will be used to manufacture illegal drugs. Violation of this new law is a Class A misdemeanor punishable by a maximum of one year in jail, a \$2,500 fine or both.

In 1986, Arizona passed a precursor control law, based on the Nevada and California state laws, which is

expected to effectively control purchases of precursor chemicals by traffickers in dangerous drugs.

Michigan reports that the availability of PCP, which was popular in Detroit in the late seventies, has diminished significantly because of restrictions on certain substances used to manufacture it.

Summary

The importation and production of most drugs appear to be concentrated in a number of states, with distribution throughout the country taking place from these states. For example, most of the cocaine used in the United States is imported from South America and Mexico and enters the country through Florida, California and the southern border states. There are some indications that as enforcement efforts have been strengthened in these states, drug traffickers are moving their operations to other states, indicating a need for comprehensive and coordinated multi-state enforcement efforts. Marijuana is increasingly becoming a domestic crop. Several states reported that it is the first or second highest cash crop in their state, which suggests a need to enhance eradication efforts.

Distributors and Traffickers of Illegal Drugs

Traditional organized crime is actively involved in drug trafficking in a number of states but is not a major influence in many states. Many states report that small groups of individuals, certain ethnic groups and street gangs are responsible for drug distribution. Many of these groups are highly structured.

There was general agreement among the states that motorcycle gangs are responsible for the manufacture and distribution of most or all of the amphetamine and methamphetamine used in this country. Several states have witnessed or predict an increase in violence as various groups vie for a share of the drug market.

State and Local Perspective

Traditional organized crime is actively involved in some states but is not reported as a major influence in drug trafficking by many states.

Ohio reports that traditional organized crime has rejected its prior rule prohibiting involvement in narcotics and

is now operating sophisticated and powerful drug trafficking networks.

Puerto Rico reports that criminal activities connected to organized crime have been increasing, and their sophistication has exceeded the limits of the Commonwealth's methods of investigation.

The Illinois Department of State Police has data linking traditional organized crime with drug trafficking, including 970 entries at nearly all levels of involvement of use and distribution of cannabis, cocaine, diversion of licit drugs, depressants, hallucinogens and heroin.

Eastern seaboard organized crime members have been identified and arrested for distributing large quantities of cocaine and for manufacturing PCP in Minnesota.

Florida reports that 17 traditional organized crime families are represented in the state.

Traditional organized crime has played a significant role in the distribution of cocaine in Connecticut. In some instances, they have joined forces with the Hells Angels motorcycle gang in their drug operations.

Virginia reports that organized criminal activity has been documented in Tidewater and the southwestern coal fields.

Traditional organized crime groups appear to assume a passive role in Michigan narcotics trafficking by bank-rolling drug organizations and importers. In addition, they are involved in money laundering and protection for drug dealers, but there appears to be little evidence of direct involvement in the actual handling of drugs.

Organized crime is involved in narcotics trafficking in Utah, often financially sponsoring drug transactions without direct contact with the controlled substance.

Iowa reports that traditional organized crime groups are not actively participating in the importation and distribution of drugs within the state.

Rhode Island reports that contrary to past history, it is believed that organized crime is not the major force behind illegal drug trafficking in the state.

Most states report that outlaw motorcycle gangs are responsible for the manufacturing and distribution of amphetamine and methamphetamine.

Many of the methamphetamine laboratories which have been raided in Oregon have been associated with motorcycle gangs, including the Gypsy Jokers, the Free Souls and the Hells Angels. The labs raided in 1987 have shown less direct involvement of the gangs. However, intelligence sources believe the connection is being disguised and that the gangs still are active in manufacturing, transporting and selling the drug.

Wisconsin reports that most drug-related activity involving outlaw motorcycle gangs has involved

trafficking of stimulants. However, there is some evidence that such gangs are also involved in marijuana trafficking.

Arizona reports that outlaw motorcycle gangs are largely responsible for the importation, manufacture, distribution and sale of methamphetamine in Phoenix. They also play a minor role in the sale of marijuana. The Bandido motorcycle gang is prominent in Texas and is involved in the trafficking of amphetamine and methamphetamine, as well as other drugs.

Outlaw motorcycle gangs from within Oklahoma and from other states are responsible for a large percentage of the manufacture and distribution of amphetamine and methamphetamine in that state. Oklahoma City is the regional headquarters of the Outlaws, an international motorcycle gang based in Chicago. The Hangman Club, which has an alliance with the Hells Angels, has members in Oklahoma County. Other motorcycle gangs living in Oklahoma include the Mongols of Tulsa, the Rogues of Oklahoma City and the Skullmunchers of Pottawatomie County.

The Illinois Department of State Police has data linking outlaw motorcycle gangs with the use and distribution of cannabis, cocaine, drug diversion, depressants, hallucinogens and heroin. Almost 699 such entries are found in their database.

Motorcycle gang criminal activity in Virginia has increased recently and has been linked to the manufacture and distribution of illegal narcotics, prostitution and murder.

Methamphetamine and amphetamine are transported and sold by outlaw motorcycle gangs in Michigan.

South Carolina reports that trafficking of methamphetamine is most prevalent in the areas of the state where the Hells Angels, Pagans and other motorcycle gangs are active.

West Virginia has identified motorcycle gangs, such as the Pagans, Brothers of the Wheel and the Avengers, as involved in the trafficking of methamphetamine.

Small groups of individuals and groups organized around families, many of which are highly structured, are responsible for drug dealing in many jurisdictions.

Ohio reports that there may be as many as 10 to 12 separate groups controlling cocaine trafficking in

southwestern Ohio. They are all representative of newly emerging groups that are not closely connected to traditional organized crime families. These groups are highly structured, own warehouses and hire delivery people, sellers, bookkeepers and advisors. In addition to selling cocaine, these organizations have been known to profit from trafficking in marijuana.

South Carolina is the home base for a number of marijuana smuggling organizations which do not fit into the accepted definition of either traditional or nontraditional "ethnic" groups. For example, there are groups composed of three or four members involved in the domestic cultivation and sale of marijuana.

Georgia reports that the corruption of public officials, including local law enforcement officials, is a significant part of Georgia's drug trafficking problem. Non-traditional organized crime groups are formed in larger urban areas, while traditional organized crime operations specialize in the laundering of illegal drug profits.

The District of Columbia reports that there are hundreds of small organized drug dealing units throughout the city, but there is no evidence of one or a few key organized crime units. In Iowa, groups of low socio-economic people forming conspiracies around a family nucleus are responsible for the importation and distribution of large quantities of cocaine and marijuana.

Mexican organizations and many close knit families along the Texas border with Mexico are engaged in organized smuggling and distribution of heroin, cocaine and marijuana in Texas.

Small groups of 5-30 people distribute marijuana and cocaine in Nebraska.

Utah reports that about 15 to 20 independent but highly organized shoplifting gangs are currently operating in Utah's major cities. The purpose of each group is to obtain front money for drugs. Merchandise is stolen and then returned for cash used to front drug transactions.

Small, well organized groups in Oklahoma are responsible for a large portion of the cocaine transported into the state and its distribution.

Marijuana growing in Oregon has traditionally been the activity of individuals. However, recently cooperative arrangements have been uncovered in which one individual provides seeds and equipment for indoor "grows" to several persons and guarantees purchase of the crops.

Kentucky reports that there is a highly sophisticated and organized effort for producing and cultivating marijuana in the state. Intelligence information indicates that marijuana cultivation is being broken up into different categories of farmers, groups of people who prepare the marijuana for sale and actual sales outlets. In many instances, legitimate farm land in Kentucky is rented or leased for the purpose of planting marijuana crops.

Several states have identified particular ethnic groups as major distributors of cocaine and heroin.

Maryland reports that one can find the involvement of blacks, motorcycle gangs, traditional organized crime, Hispanic and Asian groups in the drug market. The primary dealers of crack in Maryland are migrant workers who usually acquire the drug in South Florida. Drug supplies are so plentiful and sources are so varied that none of these groups have maintained any long-term vertical control over the market. The removal of any one group from the traffic would, at best, have only a fleeting impact on the market.

Rhode Island reports that persons from the Dominican Republic control the cocaine and heroin markets in the state and are involved in laundering money from these drug sales. This control, however, is being challenged by Colombians.

Many Mexican nationals are transporting black tar heroin and cocaine into Utah. This well organized activity involves falsified identification, safe houses and family members being held hostage in Mexico to ensure cooperation. The black mafia often obtains heroin and cocaine from Mexican national sellers and then retails the drug.

Oregon reports that black tar heroin was introduced into the state in the early 1980's by Mexican-Americans and Mexican nationals, both legal and undocumented. It was first found in those parts of the state where large numbers of migrant farm laborers are employed. The importation and distribution of the drug is still largely confined to this population.

North Carolina reports that Haitians are involved in the distribution of cocaine and crack while Nigerians are involved in marijuana and heroin trafficking. There are also numerous loose knit organizations involved in smuggling cocaine into North Carolina from South America and Florida.

South Dakota reports that American Indians are involved in the distribution, cultivation and use of both illicit street drugs and illicitly obtained pharmaceutical drugs. In addition, there are also many informal associations and groups that import and distribute drugs on a state-wide and multi-state basis.

The more highly structured cocaine organizations in Wisconsin have tended to involve Mariel Cuban and Colombian traffickers. These groups are identified with multi-kilo levels of cocaine of high purity. Major organized heroin trafficking has generally been controlled by Mexican organizations.

Heroin distribution in Connecticut is mainly controlled by black heroin groups who maintain a constant flow of heroin from various significant heroin distribution organizations in New York and South Carolina.

Arizona reports that 15 percent of the total arrests for narcotic offenses made by the State Drug Enforcement Unit involved Mexican citizens who were illegally residing in the United States. Nineteen percent of all cocaine and 81 percent of all heroin seized by the Unit in 1986 was taken from these illegal aliens. The Crime Stoppers Program, known in Phoenix as Silent Witness, is one program that has proven effective in infiltrating such groups. Arizona also reports that while the "Mexican Mafia" is not involved in large scale narcotics dealing on the street level, they do have an extensive network in the state corrections system for providing narcotics to imprisoned members.

South Carolina reports that there is one black organization that primarily traffics in cocaine in the Greenville area. There are also several organized cocaine trafficking groups comprised mostly of Colombians utilizing the Greenville area as their base of operations. There are two black heroin distribution organizations in South Carolina, both with significant ties to New York, Detroit, Boston and Chicago. In the Greenville-Spartanburg area, the organizations are comprised of family members, local residents and childhood friends. Local law enforcement agencies indicate that the loyalty prevalent in these organizations has made infiltration and prosecution extremely difficult.

Street gangs are involved in the distribution of drugs in a number of large cities.

The Illinois Department of State Police has identified street gang involvement in all levels of marijuana and cocaine violations and at the lower levels of dealing depressants, hallucinogens and heroin. There are 350

entries in the State Police database for street gang involvement in drug distribution.

The sale of cocaine, especially crack, in the Portland, Oregon area has been in the hands of young black males, some of whom claim to be members of the Crips, a Los Angeles area gang. Recently, according to the Portland office of the Drug Enforcement Administration, Mexican-Americans and Mexican nationals have been undercutting this market with a high quality cocaine prepared in Mexico and sold in small quantities to encourage more widespread use.

In the past few years, major arrests of established black gang leaders produced evidence that black gangs dominate heroin trafficking in Detroit. Members who are in prison have been linked to several homicides in Detroit, demonstrating that some black gang leaders still control portions of the market even after they have been incarcerated. Several new black gangs have sprung up to fill the niche created by these arrests.

Hispanics also control a portion of Michigan's heroin trafficking. Mexican brown heroin, some of which is sold as high purity "brown gummy balls," is found more often in cities such as Saginaw and Muskegon where Michigan's Hispanic population is concentrated.

Arizona reports that in 1986, there was an influx of black street gangs from the Los Angeles metropolitan area into the City of Phoenix. Their stated purpose for moving to Phoenix was to influence the drug market, primarily by "moving" crack.

A number of states report or predict violence between various groups vying for control of drug distribution in various areas.

Drug enforcement agents in Rhode Island predict future violence between Dominicans and Colombians, in particular, as Dominicans move into the area with lower prices for illegal drugs.

Forty-two murders of children under 16 years of age in Detroit during 1986, at least in part, reflects the increased competition among adolescent gangs. This competition is the result of new opportunities created when existing gang activity is disrupted by arrests.

One state reports that juveniles are recruited as runners and sellers by drug distributors because they are not subject to the same harsh penalties for drug offenses as adults.

Michigan's juvenile justice system, which provides well meant protection of juveniles from adult criminal

penalties, has served to make juveniles attractive recruits for the distribution and sale of drugs. Thus, drug distributors are employing juveniles for key roles in their operations.

Summary

The states reported that traditional organized crime is actively involved in drug trafficking in a number of states but not a major influence in most states. Most

states report that small groups of individuals, groups organized around families, certain ethnic groups and street gangs are responsible for most of the drug distribution. There was general agreement among the states that outlaw motorcycle gangs are responsible for the manufacture and distribution of most or all of the amphetamine and methamphetamine used in this country. Each of these groups is structured differently, and members often exhibit strong loyalties, underscoring the complexity of major drug investigations.

The Costs of Drug Abuse

The costs of drug abuse in terms of deaths and illness due to drug abuse, drug treatment, enforcement of drug laws, reduced productivity and crime are enormous. One recent study estimates the costs of abuse to be over \$60 billion per year. An estimated \$6.2 billion were expended on Federal, state and local anti-drug law enforcement efforts in 1986. All of these figures document the growing use and abuse of illegal drugs in this country. The states report over 37,000 drug-related deaths in 1986. The Drug Abuse Warning Network (DAWN) reports 111,249 drug episodes in the 27 participating metropolitan areas in 1986. DAWN data show an 844 percent increase in cocaine and a 226 percent increase in heroin and morphine-related episodes.

1983 Drug Abuse Costs (In Millions of Dollars)

Treatment and Support	\$ 2,049
Mortality	2,486
Reduced Productivity	33,346
Lost Employment	405
Crime	6,565
Criminal Careers	10,846
Victims of Crime	945
Incarceration	2,425
Other	680
Total	59,747

Source: Henrick J. Harwood et al, *Economic Costs To Society of Alcohol and Drug Abuse and Mental Illness: 1980*, Research Triangle Institute, North Carolina, June, 1984.

Emergency room and coroner statistics document some of the costs of drug abuse in human suffering and the trend toward an increase in the use of drugs. The states report over 37,000 drug-related deaths in 1986.

State and Local Perspective

The costs of drug abuse to the country are estimated to be approximately \$60 billion.

A study conducted by the Research Triangle Institute several years ago estimates the costs of drug abuse to be approximately \$60 billion per year. Since all states report that drug use, especially cocaine use, has increased dramatically in the past several years, this figure probably significantly underestimates the true cost of the problem. The following is a breakdown of the cost estimates developed by the Research Triangle Institute:

The Drug Abuse Warning Network (DAWN), sponsored by the National Institute on Drug Abuse (NIDA), provides information on each drug abuse patient who visits an emergency room in 27 metropolitan areas which participate in DAWN. In 1986, 111,249 drug-related episodes were reported. For purposes of reporting to the DAWN system, drug abuse is defined as the nonmedical use of a substance for psychic effect, dependence or suicide attempt.

DAWN data also reflect the trend toward the increased use of illegal drugs, especially cocaine, which was reported in the states' drug strategies.

Type of Drug	Percent of Drug Episodes	
	1979	1986
Total Episodes	112,286	111,249
Amphetamine	1.2	1.0%
Barbiturates	9.1	3.3
Cocaine	2.5	21.4
Heroin/Morphine	6.0	13.6
LSD	1.5	.9
Marijuana	3.8	5.3
Methamphetamine/Speed	1.3	1.9
PCP & PCP Combinations	5.3	5.7

Source: Drug Abuse Warning Network, National Institute of Drug Abuse, Washington, D.C., 1986.

Available data provided in the states' drug strategies show 37,625 drug-related deaths in 1986. This figure underreports the actual occurrence of drug-related deaths since a number of states were unable to provide this information.

The Florida Medical Examiners Commission reported a total of 253 deaths attributed directly to cocaine use during the last six months of 1986. These deaths included accidental overdoses, suicides, homicides and accidents resulting from cocaine-related impairment.

New York City reported 453 drug-dependent deaths in 1985, primarily due to chronic or acute intravenous narcotism. Drug-related deaths had increased from 246 in 1978 to 472 in 1979. From 1980 to 1983 the number fluctuated between 510 and 534 and then decreased in 1984 and 1985. However, deaths due to cocaine abuse increased from seven in 1983 to 137 in 1985. Emergency rooms in the Dallas, Texas area report that cocaine overdoses in the first three quarters of 1986 averaged 112 per quarter compared to 38 per quarter the previous year. Hospitals in the Lubbock area report a substantial increase in EKG tests performed due to emergency room visits by young persons with cardiac irregularities attributed to cocaine.

Billions of dollars are lost to business and government annually due to increased absenteeism and reduced productivity caused by alcohol and drug abuse.

Florida estimates that 61 percent of the cases of absenteeism of workers in their state is caused by alcohol or drug abuse.

Texas estimates that the costs for reduced productivity and lost employment due to drug abuse was \$1.7 billion while treatment costs for drug abusers was \$79 million.

Louisiana estimates that illicit drug use costs the state approximately \$1 billion annually in decreased productivity and increased treatment and law enforcement costs.

State and local units of government expend billions of dollars annually to control drugs. The Anti-Drug Abuse Act of 1986 provides only a small portion of the funds being expended for drug control efforts.

An estimated \$6.2 billion were expended on Federal, state and local anti-drug law enforcement efforts in 1986. This figure is based on a recent survey of state and local law enforcement agencies conducted for the U.S. Customs Service. The Anti-Drug Abuse Act provided \$225 million for state and local drug enforcement in FY 1987.

Florida estimates that in 1986, \$690 million were spent on drug-related enforcement, adjudication, treatment, rehabilitation and education efforts. Of this amount, an estimated \$336 million were spent on state funded programs, representing 2.1 percent of the total state budget. Florida received an award of \$7.6 million under the Anti-Drug Abuse Enforcement Formula Grant Program.

Texas estimates that the criminal justice expenses incurred due to drug abuse in 1986 were \$585 million. Texas' Formula Grant award was \$10.7 million.

Summary

The costs of drug abuse in terms of deaths and illness due to drug abuse, drug treatment, enforcement of drug laws, reduced productivity and crime are enormous.

The Relationship Between Drug Abuse And Crime

Criminal behavior increases with the amount of drug usage, with active drug users committing large numbers of burglaries and thefts. Daily heroin users are 4 to 6 times more likely to be criminally active than less frequent users. As many as 1/2 of the murders in some cities have been tied to drug crimes and drug use. A survey of school students in New York showed that extensive drug users are ten times more likely to get into trouble with the law than regular users.

The link between drug abuse and crime has been firmly established. The results of drug tests among arrestees in seven large cities across the country show that well over 1/2 of the adult males arrested in each city tested positive for drugs. New York showed the highest rates of drug abuse, with 82 percent of their arrestees testing positive for drugs.

State and Local Perspective

The link between drug abuse and crime has been firmly established as demonstrated by the high rates of drug use among those arrested for crimes.

Drug testing of those arrested in several cities across the country shows that there is a strong relationship between drug use and crime. Well over half of the adult males arrested in the seven large cities which are testing arrestees for drug use tested positive for drugs.

The following table shows the percentage of male arrestees who tested positive for drugs in seven cities and the type of drug used. The table shows both the high rate of drug abuse among arrestees and the variation in the types of drugs used across the country. For example, cocaine usage is much more prevalent among arrestees in East coast cities; PCP usage is very high in Washington, D.C.; New York shows the highest rate of heroin use; and the West coast shows the highest rates of amphetamine use.

Drug Use Among Male Arrestees in Seven Cities

City	Drug	Marijuana	Cocaine	PCP	Heroin	Amphetamine
San Diego	66%	44%	26%	7%	15%	23%
Portland	70	44	31	0	14	17
Phoenix	57	44	20	2	7	5
New Orleans	70	55	36	22	5	2
Indianapolis	60	48	11	2	5	1
Washington, DC	77	47	51	59	7	2
New York	82	29	70	3	20	1

Source: Drug Use Forecasting Program - Quarterly Report for July-September 1987 (Unpublished). National Institute of Justice, cofunded by the Bureau of Justice Assistance.

Drug tests, at the time of arrest, show that adult males arrested for drug charges, property crimes and murder are most likely to test positive for opiates, cocaine, PCP or methadone.

Arrest Charge	Percent Positive Opiates, PCP, Cocaine or Methadone
Possession of Drugs	76%
Sale of Drugs	71
Possession of Stolen Property	61
Forgery	60
Burglary	59
Murder/Manslaughter	56
Larceny	56
Robbery	54
Weapons	53
Stolen Credit Cards	52
Criminal Mischief	48
Gambling	45
Sexual Assault	41
Public Disorder	37
Assault	37
Fraud	30
Other Offenses	45

Source: Drug Use Forecasting Program — Quarterly Report for July-September, 1987 (Unpublished). National Institute of Justice, cofunded by the Bureau of Justice Assistance.

Recent research shows that the intensity of criminal behavior among offenders increases dramatically with increases in drug use.

Two studies of criminal behavior among heroin addicts in Baltimore and in Southern California show that when they were actively addicted, they were involved in four to six times more criminal behavior than when they were less actively involved. The following table shows the results of the study of Southern California addicts conducted by the University of California at Los Angeles. The overall crime days (defined as any day on which they committed one or more crimes) per addict was much higher when the addicts were using heroin daily. Heroin addicts are most likely to commit the crimes of theft and burglary.

Crime Days	White		Hispanic	
	Daily Use	Less than Daily Use	Daily Use	Less than Daily Use
Overall Total	138	29	129	20
Theft	77	24	81	12
Burglary	49	3	47	6
Robbery	3	0	2	0
Forgery	8	1	2	0
Other	1	3	8	4

Source: National Institute of Justice, Research in Brief, *Probing the Links Between Drugs and Crime*, February, 1985.

Criminal activity is also associated with drug use among students.

A New York City school survey asked students if they had gotten into trouble with the police because of their drug use during the year prior to the survey. Four percent of the regular users had problems with police compared to 12 percent of the substantial users and 42 percent of the extensive users.

A very high proportion of the murders, as well as many other crimes, can be linked to drug use and drug trafficking.

In Dade County, Florida, 56 percent of the first degree murder cases heard by the Grand Jury in May 1986 were drug-related, 77 percent of which involved cocaine. The Grand Jury discovered that the murders were not limited to dealers alone. Family members were killing one another over drugs also.

Examples cited by Florida include a nephew who killed his aunt for a television set to trade for cocaine and a step-grandson who killed his step-grandfather for cash to purchase "crack".

An investigation of 240 murders in Baltimore, Maryland, in 1986 revealed that as many as 80 were drug-related.

An Anchorage Police Department study showed that 80 percent of their 1986 street crime was attributed directly to drug trafficking, use and abuse. In late 1986, four people were murdered in a 24-hour period over the cocaine drug trade, and in the first 70 days of 1987, three murders were attributed to drug trafficking.

Law enforcement officials in Washington State believe that the rapid increase in robberies and burglaries is linked directly to increased drug usage. It is estimated that 80 percent of all burglaries in Washington are performed to obtain illegal drugs. Other crimes, such as forgery, prostitution and murder, are also on the rise, many of which are drug-related.

The Phoenix Police Department reports a significant increase in drug-related homicides between the first nine months of 1985 and 1986.

	1985	1986
Total Homicides	71	95
Drug as Motive	4	8
Victim Under Influence	1	8
Suspect Under Influence	2	11
Victim With Drug Criminal History	1	3
Suspect with Drug Criminal History	4	5
Total Drug-Related Homicides	7	24

Summary

The link between drug abuse and crime has been firmly established in recent years and criminal behavior has been shown to increase with the amount of drug usage. However, as will be discussed later in this report,

enforcement of drug laws has not been viewed as a high priority in some jurisdictions in order that limited resources can be targeted to more "serious crimes." The information presented in this chapter suggests that a reduction of drug use may also result in a reduction in the targeted crimes.

Limitations on Drug Control Efforts

Drug enforcement efforts in many states are limited, and budget constraints in a number of states have resulted in a decrease in resources available for drug enforcement. Although there is a need to reallocate resources for drug law enforcement in both urban and rural areas, most rural law enforcement agencies cannot even conduct basic drug investigations because they do not have the personnel, surveillance equipment or "buy money" to do undercover work. Some states report that the sharing of resources in multi-jurisdictional efforts has resulted in a more effective use of limited resources.

State and Local Perspective

Many jurisdictions throughout the country, especially in rural areas, are not actively enforcing drug laws because of a lack of resources.

Law enforcement agencies in most states identified a need for more drug investigators, especially to do undercover work. Most small and medium sized departments do not have specialized drug control units. For example, 77 percent of the law enforcement agencies in Nebraska have five or fewer persons, and 94 percent have 15 or fewer persons. Thus, drug enforcement is limited in these rural areas with small law enforcement departments because not only are the law enforcement personnel known throughout the community, but they lack the training and experience in drug investigation. The situation in Nebraska is similar to that reported by many states with large rural areas. In many states, the state police or state bureau of investigation provides the only real drug control or assistance to local agencies in rural areas. In Nebraska, the State Patrol has located undercover officers in various regions in the state.

Some local law enforcement agencies have also loaned officers for undercover drug operations through the Law Enforcement Coordinating Committee, associated with the United States Attorney's Office.

Rhode Island reports problems similar to those found in Nebraska. Most police departments, particularly smaller ones, do not have adequate funds to employ sufficient undercover and support personnel. Contractual overtime provisions also make undercover investigations difficult and expensive since such investigations cannot be stopped at the end of a shift.

There is a lack of training in areas such as drug investigations, conspiracy to deliver, asset forfeiture and search and seizure. The Drug Enforcement Administration has offered such training in the past for local law enforcement agencies, but attendance has been poor due to the difficulty in taking officers off the street for training during their regular shifts. There is also a major need for surveillance, electronic monitoring and other equipment and sufficient funds to pay informants and make drug buys.

The states estimate that over 10,500 state and local law enforcement officers and prosecutors in 1,437 agencies are assigned to work on drug investigations and prosecutions. These figures represent only 1.6 percent of all full time police equivalents and less than one percent of all prosecutors.

Figures reported in the *Sourcebook of Criminal Justice Statistics - 1986*, published by the Bureau of Justice Statistics, show that state and local police agencies had 631,903 full-time employees and prosecution/legal services agencies had 78,833 full-time employees in FY 1985. Information provided by the states shows that only a small proportion of these employees are assigned to drug control.

	Agencies With Drug Units	Employees Assigned
State Law Enforcement	118	2,317
Statewide Drug Enforcement Task Force	86	1,345
Local Law Enforcement	1,115	6,265
State Prosecutors	38	279
Local Prosecutors	80	381
Total	1,437	10,587

Source: Statewide Drug Strategies submitted by the states.
Note: See Appendix C for data limitations.

Resources which include personnel, equipment and buy money, are inadequate in many states to effectively enforce drug laws.

Surveys of law enforcement agencies in Iowa and Colorado showed that only a small proportion of the agencies have access to needed equipment.

Resource	Percent with Access	
	Iowa	Colorado
Electronic surveillance equipment	17%	18%
Electronic bugs		19
Surveillance vehicles	20	
Undercover cars	7	27
Canine corp	12	15

Local law enforcement agencies in Iowa spend an average of \$23,562 on drug enforcement activities including payroll, equipment, etc.

Texas reports that many rural areas are not able to provide 24-hour protection, much less special drug control units. In order to compensate for this lack of manpower, multi-agency, multi-jurisdictional task forces have been formed. These task forces combine the manpower and equipment of several agencies in an effort to enhance law enforcement services.

Arizona reports a decrease in the number of full time narcotics investigators over the past ten years although the population and drug offenses have both increased.

The majority of law enforcement agencies in Arizona are small, and most do not have the capacity to dedicate a sufficient number of officers to drug enforcement duties. Most have been unable to develop the expertise

and the intelligence gathering and analysis capability required to sustain complex drug investigations.

Wisconsin identified a need for equipment and resources for drug investigations. The cost of modern equipment for surveillance and investigatory purposes is prohibitive for most small to medium sized departments. Money to purchase evidence or information is critical in drug law enforcement. Yet, in most jurisdictions sufficient money is not available for large investigations.

Wisconsin reports that there is also a need for better sharing of intelligence among agencies. Sometimes cases have been lost or intelligence-gathering efforts have been duplicated. There is a need for training on the effective operation of metropolitan enforcement groups, effective prosecution of major drug cases, primarily conspiracy cases, and effective adjudication of drug cases.

Due to the relatively small size of most law enforcement agencies in South Dakota, it is not possible for an agency to utilize its own officers in long-range undercover activities because the officers are recognized by the criminals. It is estimated that less than two percent of the officers in the state are working full-time on drug enforcement. Lack of personnel, money and equipment are the major problems faced by most local agencies. There is presently one multi-county drug task force operating in the state which employs one special investigator and covers six counties.

North Dakota reports that law enforcement agencies lack funding for salaries, overtime, informant costs, training, support staff, equipment and buy money.

Only two percent of the state and local police officers in Oregon and three percent in Virginia are assigned to narcotics enforcement. Only ten percent of the law enforcement agencies sampled in Kentucky have full-time drug control units.

Budget constraints in a number of states has resulted in a significant decrease in resources available for drug control.

Drug control efforts in Wyoming have been significantly curtailed due to cutback measures of local governments brought on by the energy slump. Only two local police departments have drug units. Arrests have gradually declined, reflecting a decrease in officers assigned to drug enforcement rather than a decrease in drugs. As revenues decreased, administrators were forced to dissolve drug units in order to maintain an adequate

number of patrol officers. They have adopted a general philosophy of concentrating on higher level dealers.

Although all other indicators in Oregon point to increased drug activity and increased supplies of drugs, drug arrests in Oregon decreased from a high of 10,657 in 1976 to a low of 6,035 in 1985. The arrest figures reflect a decrease in law enforcement resources and a shift in enforcement priorities.

The number of sworn police officers in Oregon declined from 4,454 in 1979 to 4,249 in 1986 while the population of the state increased by more than 75,000 people. Lane County, the second most populous county in the state, saw a reduction in Sheriff's Deputies from 124 in 1979 to 38 in 1983 due to the recession and the loss of Federal timber receipts. These officers were able to maintain the jail, but there were no sheriff's patrols on the roads. By 1986 the number of deputies had climbed back to 54.

West Virginia reports that the economy has never fully recovered from the economic recession of the early 1980's. A combination of factors, including a reduction in state and local revenues, loss of Federal revenue sharing and further decline in the tax base due to unemployment and out-migration, has restricted funding for state and local law enforcement. As a result, officials report that they do not have the ability to follow up on all tips or to undertake local undercover investigations.

The slump in the automobile business in Michigan followed by the recession nationwide required massive cutting of criminal justice efforts at the state and local levels, just at the time when new drugs, like cocaine, began to explode on the state scene. Many agencies have not recovered to their previous strength. Also, lack of manpower has hampered efforts to use the state's forfeiture laws to locate and seize hidden assets related to drug trafficking that could assist in funding future drug control efforts.

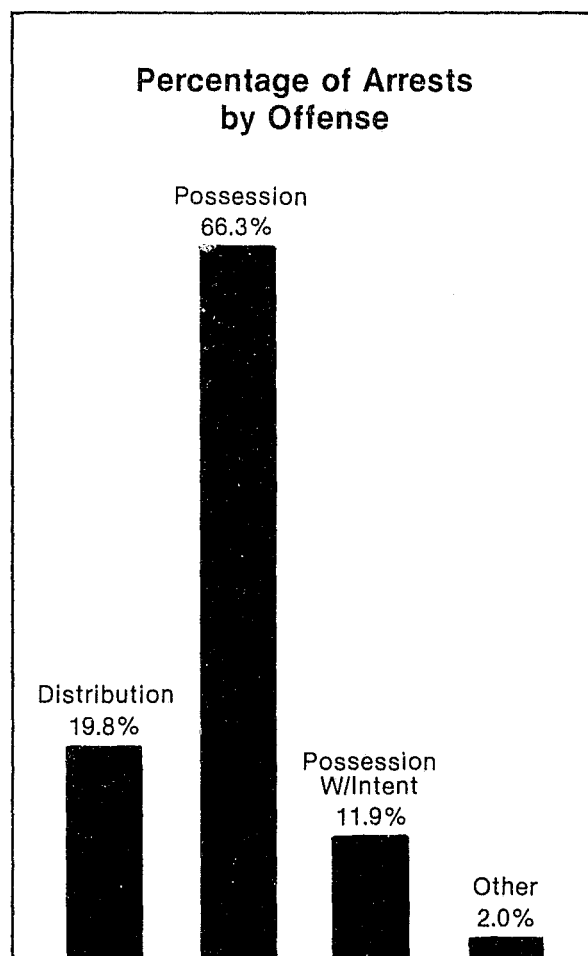
Law enforcement officials in Colorado estimate that they are able to intercede in less than five percent of the actual drug cases in their community. One small town police chief, explaining a drop in arrest rates, said they lost resources at the time and had to concentrate on Part I crimes.

Mississippi reports that a lack of personnel, resulting from a decrease in resources, has prevented law enforcement from following up on citizen tips, arresting dealers and marijuana cultivators and destroying both wild and cultivated marijuana crops.

The number and types of drug arrests provide one measure of the resources available for drug control.

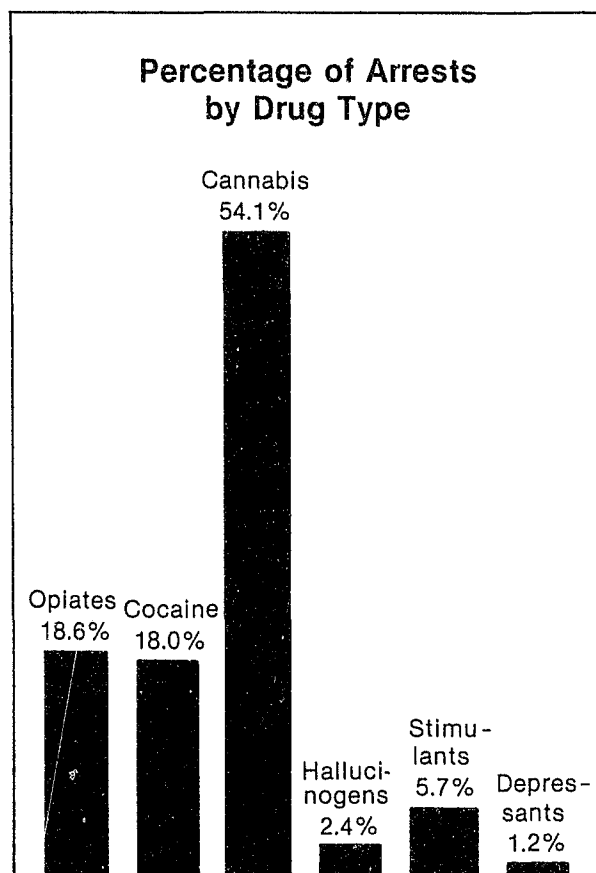
In 1986, 691,882 persons were arrested for drug abuse violations by state and local law enforcement agencies. These arrests as reported in the Federal Bureau of Investigation's Crime in the United States — 1986 include state and local offenses relating to the unlawful possession, sale, use, growing and manufacturing of narcotic drugs. This figure represents approximately seven percent of the total arrests reported by state and local agencies.

Approximately 2/3 of all drug arrests made by state and local law enforcement agencies are for possession of an illegal substance, and 1/5 are for distribution.



Source: Statewide Drug Strategies submitted by the states.
Note: See Appendix C for data limitations.

Over 1/2 of all drug arrests made by state and local law enforcement agencies involve marijuana as the primary drug, followed by opiates and cocaine.



Source: Statewide Drug Strategies submitted by the states.
Note: See Appendix C for data limitations.

Changes in arrest figures may be more reflective of changes in drug control efforts than changes in patterns of drug usage and distribution.

Although marijuana was the most widely used illegal drug, 1986 drug arrests in Delaware show that law enforcement emphasis was on cocaine. Distribution was targeted rather than possession. A major shift in emphasis from drug users to drug manufacturers, distributors and transporters is reflected in arrest figures from Puerto Rico, as shown in the following table:

Type of Arrest	1980	1985
Total Drug Arrests	3,238	3,562
Manufacture, Distribution and Transportation	3%	80%
Possession for personal use	86%	9%
Other	11%	1%

Wyoming reports there is a perception on the part of some prosecutors, judges and others that only high level drug dealers should be arrested and prosecuted, leaving users and consumers untouched by legal sanctions. Thus, limited law enforcement resources should be directed as high as possible on the pyramid of a drug distribution system. The Wyoming drug strategy identifies two serious flaws with this theory:

- The arrest of one dealer does not guarantee destruction of his subordinate infrastructure. Such huge profits are available that someone will fill any void, particularly when the risk of arrest, conviction and a meaningful sentence remains low.
- A policy which ignores low level dealers and users sends a clear message to young people that although their activity is said by the law to be illegal, the system, in fact, allows it.

Arrest figures greatly underestimate the amount of drug usage and drug distribution in the country. Law enforcement leaders in Alaska and Colorado estimate that less than five percent of the drug violations in their communities come to the attention of law enforcement.

In 1977, Oregon was one of the first states to decriminalize possession of less than an ounce of marijuana. Oregon reports that, except for eradication efforts, police agencies have decreased their emphasis on marijuana as increased amounts of "hard" drugs have been manufactured within or transported into the state. In the most recent annual Oregon Serious Crime Survey taken by the Crime Analysis Center of the Oregon Department of Justice, searching for marijuana grown for personal use was fifteenth on a list of 15 functions to be retained if police budgets had to be cut. Searching for marijuana grown for commercial purposes was tenth on the list after such items as traffic enforcement, crime prevention and investigation of minor violent crimes. Investigation of "hard" drugs was fourth on the list after investigations of violent crime, property crime and emergency response.

Possession of marijuana is the most frequent charge for drug arrests made by state and local law enforcement agencies, representing 38 percent of all drug arrests. As shown in the following table, the next

most frequent charges are possession of opiates, possession of cocaine and distribution of marijuana, each representing 9-11 percent of all drug arrests.

State and Local Drug Arrests by Type of Offense and Type of Drug

Offense	Primary Drug at Arrest						Total
	Opiates	Cocaine	Cannabis	Dangerous Drugs			
				Hallucinogens	Stimulants	Depressants	
Production	3	37	5,065	26	106	1	5,238
Distribution	21,014	33,867	66,843	3,268	9,171	3,647	136,810
Manufacture	230	507	1,595	141	416	96	2,985
Importation		34	280	13	1	5	333
Possession	76,717	69,524	260,159	8,337	41,294	3,372	459,403
Possession w/intent	21,121	10,296	38,704	1,171	10,742	300	82,334
Conspiracy	118	905	460	52	130	96	1,761
Other	278	224	1,386	37	970	123	3,018
Total	119,481	115,394	374,492	13,045	62,830	6,640	691,882

Source: Statewide Drug Strategies submitted by the states.

Note: See Appendix C for data limitations.

Summary

Drug enforcement efforts in many states are limited due to a lack of resources. This suggests that the criminal justice system must use existing resources more effectively. Some states have used increased coordination and cooperation and sharing of resources to enhance

their capabilities, primarily in specialized areas such as complex drug investigations. There is a need to improve skills through training and to increase the effectiveness of existing programs to realize the maximum benefit from the resources expanded.

MEETING THE CHALLENGE: BJA AND THE STATES RESPOND

Apprehension: Multi-Jurisdictional Drug Task Forces

Many states have developed a major part of their statewide drug strategy around statewide and multi-jurisdictional drug task forces. Most of the task forces combine the resources of state and local law enforcement and prosecution agencies, and many include the active participation of Federal agencies. The task forces facilitate the effective targeting and sharing of personnel, equipment and intelligence information.

The Bureau of Justice Assistance has established 20 Organized Crime/Drug Trafficking Task Forces in major cities throughout the country, which target investigative and prosecutorial resources on high level drug offenders. The Bureau of Justice Assistance responded quickly to stem the spread of crack by establishing Crack Task Forces in five major cities.

State and Local Response

Statewide or multi-jurisdictional drug task forces are an important part of the statewide drug strategies in most states. The task forces generally involve state, local and Federal law enforcement and prosecutors.

Anti-Drug Abuse Formula Grant funds are being used in Illinois to support existing multi-jurisdictional narcotics units and to create new units. In Illinois, 35 of the state's 102 counties have been participating in Metropolitan Enforcement Group (MEG) task forces. A total of 104 sworn state, county and municipal officers and 20 non-sworn personnel participate in these units.

The local contribution to the program is approximately \$3.2 million per year, and the state contribution is approximately \$1.4 million plus the salaries of 18 officers. While 35 counties are presently participating in MEG task forces, 67 counties, including several of the state's largest counties, are not. Almost \$2 million of Federal funds will be used to expand multi-jurisdictional narcotics units in Illinois.

Maine is expanding its current task force structure to cover the entire state. Personnel for the task forces are drawn from local, county and state law enforcement

agencies and are supplemented on an ad hoc basis by personnel from the Drug Enforcement Administration and other Federal law enforcement agencies, as such personnel are available.

Maine is creating a Bureau of Inter-Governmental Drug Enforcement within the Department of Public Safety which will publish Standard Operating Procedures for the task forces. The Attorney General from Maine will designate a full time Assistant Attorney General for each task force.

Louisiana is exploring the creation of a multi-state task force to deter drug trafficking along Interstate Highway I-10. Florida, Alabama, Mississippi and Texas have expressed an interest in participating in this project with Louisiana. Multi-jurisdictional task forces will also be established within the state.

New York is establishing regional drug enforcement task forces in the major population centers. The task forces will enhance the ability of law enforcement agencies to target the mid-level and upper-level traffickers responsible for the flow of drugs and drug-related crime.

Nebraska will use a portion of its Anti-Drug Abuse Enforcement funds to establish a statewide task force to

assist rural law enforcement agencies in the investigation and apprehension of drug offenders. Additional and specialized training of law enforcement personnel, particularly in the areas of intelligence gathering, identifying drug users and dealers and processing drug cases through the judicial system, will be developed.

Virginia will establish multi-jurisdictional drug enforcement task forces involving at least two local jurisdictions, the state police and Federal enforcement officers in a coordinated investigation of specifically targeted drug trafficking activity.

Oklahoma will establish multi-jurisdictional task forces or projects permitting local agencies to work together to combat drug problems. The program will include a comprehensive planning component and coordinating mechanism to ensure local jurisdictions are cooperating and sharing intelligence information.

Wyoming will use Anti-Drug Abuse Enforcement funds to establish five regional task forces. The state's Division of Criminal Investigation will contribute two agents, equipment and operating funds to each task force, which will be supplemented by similar contributions from the law enforcement agencies in the region.

Vermont is adding two drug task forces which include the participation of state and local police to one already operating in the state. Overall coordination and funding decisions will be the responsibility of a committee of local, state and Federal law enforcement officials.

Regional task forces in Washington State will include the cooperative efforts of local, state and Federal agencies in reducing drug trafficking around the state. The task forces will coordinate their efforts with other elements of the criminal justice system potentially impacted by their activities, especially the courts and jails. Training in narcotics enforcement procedures will be provided to task force participants and to personnel from jurisdictions not formally participating in the task force operations.

Delaware will establish a drug task force to enhance coordination and initiate large or multi-jurisdictional operations. Manpower will be loaned and moved around the state. Funds will be used for overtime, buy money and vehicle leasing.

Hawaii will establish a statewide program with participation of and coordination among all four police departments and the state. The project will include a state narcotics task force composed of local, state and Federal

representatives. A statewide network of police officers specially trained in the methods and techniques of air and marine smuggling will be created. Increased prosecution of major drug cultivators and distributors, with an emphasis on assets seizures and forfeitures, will result.

Tennessee will establish judicial district task teams at the local level to attack major drug traffickers and an Organized Crime/Narcotics Program at the state level to form an investigatory unit capable of tracking hidden assets.

Ohio will use Anti-Drug Abuse Enforcement funds to encourage joint operations by law enforcement agencies through task force operations in 17 areas of the state. Program funds are primarily designed to provide investigative expense items, such as purchase of evidence and contraband, surveillance costs, investigative travel, purchase of information and related expenses.

Texas reports that drug control is accomplished through the efforts of state, local and Federal law enforcement agencies responsible for apprehending those illegally producing, possessing or transferring controlled substances. One of the elements that contributes to the nature and extent of the drug problem is the existence of vast, sparsely populated, underdeveloped areas, protected only by small law enforcement agencies. To compensate for the lack of manpower, multi-agency, multi-jurisdictional task forces have been formed. These task forces combine the manpower and equipment of several agencies in an effort to enhance law enforcement services. Texas will establish eleven Organized Crime Control Units with Anti-Drug Abuse Enforcement funds to control organized crime and major dangerous drug traffickers.

American Samoa will establish a task force through jointly controlled operations to enhance the ability of the Territorial and Federal law enforcement agencies to remove specifically targeted organized crime and narcotics trafficking conspiracies and offenders.

Wisconsin will promote improved cooperation among law enforcement agencies in regard to drug operations and investigations through the development of Metropolitan Enforcement Groups (MEG's) and single county multi-jurisdictional groups.

Florida's Integrated Approach To Organized Narcotics Crime Project will selectively target criminal operations based upon strategic intelligence and then work to dismantle organized crime groups. The project will use

traditional law enforcement measures coupled with criminal sanctions, regulatory enforcement, civil actions and revocation of licenses and corporate charters. Local, state and Federal law enforcement and regulatory efforts will be coordinated, integrated and focused.

Task force personnel in one state are being cross-designated to extend their authority statewide and to allow them access to the Federal criminal justice system.

Each task force investigator in Maine is sworn as a Special Agent of the Maine Department of Public Safety to give them statewide law enforcement authority. In addition, the United States Attorney is sponsoring and seeking authorization for each investigator to be sworn as a Special Deputy U.S. Marshal so that each agent may effect both state and Federal search and arrest warrants and exercise law enforcement authority beyond the boundaries of the state. The Assistant Attorney General assigned to each task force is designated by the United States Attorney as a Special Assistant U.S. Attorney to enable search and arrest warrants to be obtained in both Federal and state courts and allow cases to be tried in either court.

A few states are using profiling techniques to identify and apprehend drug traffickers.

Baltimore, Maryland, will use Anti-Drug Abuse Enforcement funds to implement a Profile Interdiction Squad to focus on interdiction at targeted locations, utilizing the "profile" method of interdiction. Vast quantities of drugs enter the city via the commuter system. The goal of this project is to impact the flow of illegal drugs entering Baltimore by identifying, investigating and prosecuting importers and couriers of illegal drugs.

North Carolina will utilize investigative profiling techniques to interrupt drug traffickers and dealers in their enterprises and to obtain information on high level drug dealers, financiers and traffickers. Activities will be concentrated in areas of the state which serve as corridors for smuggling, such as railways, airlines, bus lines and interstate systems.

In February 1986, the Pennsylvania Drug Law Enforcement Division began a program to train uniformed State Police officers in methods to disrupt the established smuggling routes for narcotics and dangerous drugs. This program entitled OPERATION WHITELINE resulted in 33 arrests for drug violations during 1986 and the seizure of 35 pounds of cocaine,

696 pounds of marijuana, nine vehicles and two revolvers.

Two states have allocated Anti-Drug Abuse Enforcement funds to establish programs which address the crack problem in their state.

Maryland will fund a Crack Down on Crack Program in Hyattsville to focus on street level apprehension of drug violators. The goal of the project is to reduce the availability of illegal drugs through investigation, arrest, prosecution and conviction of "small" operators, street runners and street buyers and enhance recovery of criminal assets.

Florida will fund two programs which target crack and cocaine:

- Cocaine Intelligence and Special Enforcement Project in the Division of Local Law Enforcement Assistance will develop strategic intelligence data, expand the Florida Intelligence Center data base for information sharing among law enforcement agencies, coordinate crack/cocaine task forces statewide and apply street level enforcement programs.
- Major Case Cocaine Enforcement Project in the Division of Criminal Investigations will create five dedicated investigative squads to concentrate totally on cases involving cocaine and its derivatives. The project will also participate in and support multi-county local task forces and target major statewide crack and cocaine networks operating within Florida.

BJA Enhances State and Local Efforts

The Bureau of Justice Assistance has used both Anti-Drug Abuse and Justice Assistance Discretionary Funds to implement Organized Crime/Drug Trafficking Task Forces in 20 jurisdictions.

Over 900 arrests were made, \$35 million in narcotics were seized and \$1 million in currency and property were confiscated by eight Organized Crime/Drug Trafficking Task Forces during their first seven months of operation. The emphasis of these task forces is the establishment of an interdisciplinary response to commonly shared major crimes related to drug trafficking throughout a regional area. The projects are designed to assist state and local law enforcement agencies, through joint operations with Federal

Both criminal charges and civil remedies available under Federal and state Racketeer Influenced and Corrupt Organizations (RICO) statutes are used. Use of these statutes permit law enforcement to gain access to and control of the financial assets of these lucrative drug conspiracies and remove the underlying profit motive. These projects are designed to have the following results:

- Successful investigation and prosecution of major drug conspiracies
- Access to and seizure of financial assets of major drug conspiracies
- Increased use of civil remedies
- Increased sharing of information among agencies at all levels

These projects and other state and local drug control efforts are supported by the Regional Information Sharing Systems (RISS), which are funded under a separate appropriation to the Bureau of Justice Assistance. The RISS program is described in Appendix D.

Allocation of Anti-Drug Abuse Discretionary Grant Funds

Legend:

- Crack Task Forces (Solid black square)
- Organized Crime/Narcotics Trafficking (Solid black circle)
- Multi-State Program (Shaded area)

The Bureau of Justice Assistance responded quickly to stem the growth of the crack problem by establishing Crack Task Forces.

Anti-Drug Abuse Enforcement Discretionary funds were used to establish Crack Task Forces in Denver, Detroit, Houston, Los Angeles and Minneapolis. This program tests the effectiveness of the task force approach as a means of controlling and reducing crack usage.

The implementation of this program is enhanced by the participation of U.S. Attorneys and the Drug Enforcement Administration. Federal participation in these funded project sites is a requirement, and the Drug Enforcement Administration has pledged both staff and technical assistance for the successful implementation of this program.

The goal of these projects is to investigate and dismantle crack distribution networks and reduce the availability of crack through improved coordination, investigations and prosecutions. For example, Los Angeles projects that approximately 72 arrests of high level crack traffickers will be made during the first year of operation and that \$24 million worth of narcotics will be seized. Prosecutors will be involved at an early stage of each

investigation to ensure maximum rates of conviction and protection of citizen rights.

The Minneapolis Task Force Program has a secondary objective of creating a visual law enforcement presence for the public by directing enforcement at street level crack distributors. This objective will be accomplished by training a network of officers throughout the Patrol Division to be more knowledgeable about and participate in narcotics enforcement activities aimed at street dealers.

Opportunities for Action:

The multi-jurisdictional drug task force is the cornerstone of the drug strategy in many states. Although task forces have been established in many states, the task force operations are available in certain areas of most of these states and not available at all in other states. The task force provides a mechanism for increased coordination and cooperation among Federal, state and local drug control efforts. Task forces also provide an opportunity for sharing and maximizing the utilization of limited resources.

Disruption of Street Sales as a Strategy

Street level drug enforcement programs, which focus on lower level drug distributors and drug buyers, are being initiated in a number of states. The purpose of these programs is to reduce the availability of drugs on the street and to reduce the demand for the drugs through the arrest and threat of

arrest of large numbers of low level suppliers and users.

The Bureau of Justice Assistance has funded Street Sales Enforcement Programs in seven sites to demonstrate the effectiveness of this type of drug enforcement approach.

State and Local Response

A number of states are concentrating their grant resources on programs designed to disrupt street level drug sales.

A major priority of Minnesota's drug control strategy is the restoration of sufficient numbers of trained and equipped drug enforcement specialists charged with investigating street level drug dealers throughout the

state. Over the past ten years, persons specializing in drug law enforcement had been drastically reduced due to the sagging economy and subsequent budget cuts. The remaining agents directed their efforts toward the high level drug traffickers. As a result, there has been a substantial reduction in the investigation and apprehension of street level drug dealers.

Task forces will be created in Minnesota to target street level dealers and users on a regional basis. Police

officers assigned to the regional task forces will be provided specialized training in surveillance techniques, technical equipment operation and undercover strategies. Local patrol officers will also be trained to recognize drug offenders, to relay drug investigative leads to task force members and to make referrals of drug abusers and their families to treatment and support services.

California is planning to fund a number of Street Sweep Programs. Officers trained to identify persons under the influence of drugs will participate in planned "sweeps" of targeted areas, arresting drug dealers and users. Target areas will be determined based on current informant information, crime analysis, intelligence information, patrol reports and citizen complaints.

Both Mississippi and Kentucky will use part of their Anti-Drug Abuse Enforcement funds to establish Street Sales Enforcement Programs modeled after the Bureau of Justice Assistance's Street Sales Demonstration Program.

Utah will implement multi-jurisdictional task forces which will target street level dealers in local communities. Local apprehension programs will concentrate on retail drug activities while state level efforts will focus on importation and wholesaling.

American Samoa will fund a Street Sweep Project designed to apprehend persons trafficking in drugs at known public locations, primarily at the open market, downtown areas, in the vicinity of schools and at retail businesses identified as having large volumes of street sales of marijuana and cocaine. Tennessee will implement Police Sponsored Neighbors Against Drug Pushers Programs in Memphis, Nashville, Chattanooga and Knoxville to apprehend drug pushers in housing projects.

Massachusetts has taken their enforcement efforts to all levels of drug traffickers. Experience in Massachusetts shows that emphasis on street level enforcement must be a component of drug control efforts for any long-term reduction in drug use to be accomplished. For example, street users were not ignored, but arrested in order to refer them into court-ordered treatment, helping to prevent ancillary property crime which enables many users to support their habits. Also, citizen hotlines were installed to encourage citizens to become more involved in ridding their neighborhoods of retail level drug dealers.

BJA Enhances State and Local Efforts

The Bureau of Justice Assistance has implemented seven Street Sales Enforcement Programs with Discretionary Program funds. The program sites are: Orlando, Florida; San Antonio, Texas; New Orleans, Louisiana; Seattle, Washington; Oakland, California; Birmingham, Alabama; and Long Beach, California.

The primary goal of these programs is to strengthen urban enforcement and prosecution efforts targeted at street level narcotics dealers and buyers. The projects will address the following elements:

- The early involvement of prosecution and court functions in order to ensure that both citizen rights and system impact issues are addressed
- The training and utilization of uniformed personnel and the certification of uniformed officers as narcotics experts for testifying in court
- The deployment of street teams for on-going investigations and arrests of street narcotics dealers and buyers, and being responsive to citizen complaints regarding narcotic conditions
- The organization and deployment of mobile task forces to target those areas of the city where street sales of drugs have become blatant
- The conduct of undercover buy programs aimed at the street retailer who has become the most observable manifestation of narcotic traffic
- The use of asset seizure and forfeiture efforts when practical
- The coordination of the projects with forensic laboratory services

Opportunities for Action:

The disruption of street level drug sales can be used to send a clear message to the community that the buying and selling of drugs will not be tolerated. However, information provided in the statewide drug strategies suggests that few law enforcement agencies are involved in street level enforcement of drug laws.

The Anti-Drug Abuse Act and the drug strategy process provides state and local units of government with an

opportunity to review their commitment to the enforcement of street level drug activity. Street level drug enforcement efforts can be targeted toward areas where drugs are most prevalent, especially around schools. The training of patrol officers to identify and arrest drug distributors and buyers and to collect drug intelligence information and report it to drug investigators should be included in street level enforcement efforts.

Since street level enforcement programs can be expected

to result in large numbers of arrests, coordination among law enforcement officials, prosecutors, the courts, corrections and treatment services is important to ensure that the drug offenders receive swift and certain punishment by the criminal justice system and are referred to drug treatment.

The community can be encouraged to become more involved in ridding their neighborhoods of retail level drug dealers through efforts such as citizen "hot lines."

Increase in Basic Services Directed Toward Drug Enforcement

Most of the additional drug enforcement personnel and all of the equipment purchases and use of buy money reported by the states are an integral and necessary part of a comprehensive drug control program. A few states have identified a need and will fund additional manpower or provide for an officer exchange program to assist local law enforcement agencies. Many states have developed training programs or programs which enhance the sharing of intelligence information.

Training and technical assistance for state and local criminal justice agencies are major components of the Bureau of Justice Assistance's Discretionary Grant Program. Drug cases are often very complex and require special expertise to investigate and prosecute, an expertise which is often not available at the state or local levels.

Many new techniques and changing statutes

related to asset seizures and forfeitures, financial investigations and the identification and monitoring of drug-dependent offenders are effective tools in the hands of criminal justice system practitioners. The expertise needed to utilize the tools are enhanced through the Bureau's training and technical assistance programs.

The Bureau's programs help criminal justice agencies explore options of reducing the backlog of drug cases in the crime laboratories and in the courts. They also help state and local agencies to identify alternatives for increasing the criminal justice system sanctions and treatment for drug-dependent offenders within the constraints presented by crowded correctional institutions. The Bureau's training and technical assistance programs have a major impact on the effectiveness of state and local drug control programs and provide for the most efficient delivery of these services.

State and Local Response

A number of states are establishing programs to share personnel and equipment needed for drug investigations. Many small law enforcement departments are unable to conduct undercover investigations without this assistance because officers are known to drug dealers and surveillance equipment is unavailable.

The Virginia Department of State Police will provide additional manpower to local law enforcement agencies for use in undercover investigations.

Missouri will establish a Statewide Officer Exchange Program which will assist local law enforcement agencies in undercover drug investigations. A Property Crime Program will support undercover operations with money to purchase drugs and equipment, such as recording devices, photographic equipment and night scopes.

In Pennsylvania, modern sophisticated equipment related to the investigation and prosecution of drug offenders, such as wiretapping and electronic surveillance equipment, surveillance vans and communication equipment, will be purchased and allocated so that broad sharing of these resources occurs between agencies. Priority will be given to the State Police, Office of Attorney General and existing regional repositories. Equipment purchased and placed where broad sharing can occur will be a more effective use of funds than purchasing equipment for counties or municipalities which may not have need for its use on a full-time basis.

South Carolina will use Anti-Drug Abuse Enforcement funds to provide additional personnel, equipment and supplies for local law enforcement and equipment upgrades for state law enforcement.

New Hampshire reports that current task force efforts to coordinate operations share manpower and equipment and receive drug intelligence from other jurisdictions will be expanded. The number of investigators in the larger police departments will be increased, training will be enhanced and drug operations will be improved through the payment of overtime, purchase of evidence and rental of property.

Many states are providing training to drug investigators and prosecutors. A few states are providing training to judges, probation and parole officers and others to increase the effectiveness of their drug control efforts.

Mississippi identified a need for training of criminal justice system personnel. For example, undercover work is often assigned to new police recruits who need more knowledge than they acquire in basic police training, and experienced officers need to keep current on the latest investigative methods, surveillance techniques (including use of new equipment) and changes in the law.

Prosecutors require training on the preparation and presentation of drug cases and on how to use state and Federal assets seizure and forfeiture laws. Correctional officers need to know how to handle drug users and how to identify warning signs which should trigger a call for assistance or a need for treatment. Anti-Drug Abuse Enforcement funds will be used to address these needs.

The Tennessee Department of Safety will train and equip 30 troopers for investigative work related to

Operation Pipeline. The state will also provide basic drug enforcement training for local police in response to research which found that 75 percent of all drug arrests in the state are made by uniformed police incidental to other crimes. Advanced training will also be provided on how to conduct drug investigations and assist other officers in making drug cases.

Washington State will provide training in asset forfeiture proceedings for local prosecutors in Washington State to enhance their capacity to take advantage of existing statutes.

Oklahoma will provide training and materials for prosecutors, judges and police to ensure the successful prosecution of drug-related cases. Special emphasis will be given to areas of rapidly changing law, such as search and seizure, use of informants and wiretaps.

Idaho will provide training to local law enforcement and drug resource officers on advanced narcotics enforcement techniques. The state will also provide training for local prosecutors in complex-case prosecution.

Hawaii will provide interdisciplinary training for police, prosecutors and judges in the areas of financial investigation techniques, asset forfeiture laws and drug enforcement. Probation and correctional personnel will receive training on the types and effects of drug abuse, drug testing techniques, identification and assessment of drug users, effective treatment models and drug counseling.

North Carolina will develop a comprehensive curriculum and provide training designed to teach law enforcement and prosecutorial personnel about drug intervention, prevention, enforcement, investigation and control techniques.

Ohio will provide drug enforcement training in several jurisdictions. In addition, the Office of the Attorney General will provide Narcotic Investigation Training, the Governor's Office of Criminal Justice Services will provide Narcotics Intelligence Control Training and the Ohio State Highway Patrol will provide Drug Interdiction Training.

The Pennsylvania drug strategy includes major training initiatives for both police and prosecutors. Because of the widespread need for training, the Office of Attorney General, State Police, District Attorneys Training Institute, Chiefs of Police Association, Pennsylvania Crime Commission and others will participate in a joint

planning team to identify specific training needs and a comprehensive strategy to address these needs. Three critical areas will be addressed: training for police, training for prosecutors, training for selected correctional officers with police power and cross-training for all.

Missouri's State and Local Level Training Program will provide training in the areas of apprehension, prosecution and detention and rehabilitation of drug offenders.

A number of states have allocated funds for information systems which will improve the sharing of intelligence information and data for policymakers.

Delaware will purchase software and hardware as part of the Statewide Drug Intelligence System to computerize intelligence gathering and dissemination and provide for sharing of information among state, local and Federal agencies.

Indiana will establish the capability for state and local governments to share intelligence and investigative information on drug trafficking and abuse activities.

Wyoming will develop a Criminal Intelligence System which will allow a police officer to make an inquiry on a suspect to determine if the subject has a criminal history and to share intelligence information. The system will automate these functions.

Utah will create a statewide computerized intelligence system to allow an inter-jurisdictional flow of intelligence and investigation information.

Mississippi will establish a State and Local Information Network to ensure that needed intelligence information is accessible to law enforcement in a timely fashion.

North Carolina will develop an Intelligence Gathering Program which will include computer-based comprehensive data collecting, as well as evaluation efforts, to assess the supply, demand, arrest, conviction and usage rate of illegal drugs in particular jurisdictions.

North Carolina will also develop an Intelligence Network which will enhance the Bureau of Investigation's ability to target major drug dealers while improving coordination of local law enforcement efforts. A network of drug officers from throughout the state will meet regularly to exchange drug intelligence and information on drug control activities and major dealers.

Two states will use Anti-Drug Abuse Enforcement funds to implement a Canine Drug Enforcement Program.

Pennsylvania reports that a dog used to conduct a search can move more quickly and efficiently through an area than a person, thus diminishing the number of personnel needed to do the same job. Additionally, drug dogs allow for more widespread discovery of all contraband items. The Pennsylvania State Police has pointed out that it is becoming increasingly more common to discover large amounts of other contraband in connection with drugs, such as weapons and stolen goods. These items are often as effectively hidden as the drugs, but will be located by a narcotic dog which discovers them at the same time as the drugs. The establishment of a canine program will allow for the discovery and seizure of significant amounts of drugs, property and cash. Once forfeiture action is finalized, the seizing agency can use contraband to improve their capability of enforcing violations of the drug laws.

The Virginia Department of State Police will establish and equip a certified drug detection canine training facility which will offer a curriculum paralleling the format and content of the school operated by the United States Customs Service. The canine training school will be available to all local and state enforcement agencies in the state. The Department plans to train a minimum of ten narcotics detector canines during the first year, nearly doubling the number of certified canines currently available to law enforcement agencies in Virginia.

A number of states are using Anti-Drug Abuse Enforcement funds to implement airport drug interdiction programs and clandestine laboratory investigation units.

The Maryland State Police will implement a Comprehensive Narcotics Enforcement Effort, which includes an Airport Unit. The project will identify, target and arrest narcotic traffickers and money couriers who utilize the Baltimore-Washington International Airport complex in their criminal conspiracies. Other components of the comprehensive effort include a Major Violator Unit, an Asset Seizure Sections and a Task Force Section.

Utah reports that it is the destination of increasing numbers of drug traffickers as interdiction in surrounding states intensifies. The state will establish an air smuggling interdiction program to address this problem.

Missouri will fund an Airport Drug Interdiction Team with the participation of county, city, state and Drug Enforcement Administration officers. Missouri will also establish a Methamphetamine Laboratory Eradication Program to enhance state, local and Federal clandestine laboratory investigation and eradication efforts.

The Anti-Smuggling/Anti-Clandestine Laboratory Investigative Units in North Carolina are designed to concentrate investigative resources on major smuggling operations and/or clandestine drug-producing laboratories. Strategies and techniques used include: intelligence gathering, monitoring the flow of chemicals necessary to manufacture illegal substances, establishing undercover operations, tracking known major drug dealers and surveillance of known drug outlets.

BJA Enhances State and Local Efforts

The results of five Drug Enforcement Strategy Development Conferences sponsored by the Bureau of Justice Assistance substantiate the need for additional resources and training for drug enforcement.

Local police chiefs were brought together in five Drug Enforcement Strategy Development Conferences to discuss current drug control efforts and to identify new strategies. These meetings documented the fact that many law enforcement agencies have not been actively involved in drug control efforts. They also divulged the need for a reallocation of resources throughout the criminal justice system to process drug cases.

There has been a willingness on the part of many of the participants to reassess their own programs or lack of them, resource allocations, community efforts and school contacts. The following are the major findings and conclusions of the conferences:

- Broad-based anti-drug abuse programs involving educators, police, health personnel, businesses, prosecutors, churches and private groups can be effective in the community with proper leadership, leadership which can be provided by sheriffs and police chiefs.
- There are varying degrees of sophistication among top law enforcement executives, depending in part on geographic region and size of jurisdiction. Some police departments have limited information on drug abuse, indicating a need for improved intelligence systems.
- The criminal justice system is overloaded with cases and is not dealing effectively with offenders. Due to the number of crimes considered more serious, drug offenses are often given a low priority. Most judges and many prosecutors are unable to relate the seriousness of certain drug offenses to other types of crime.
- Due to prison crowding, enhanced enforcement will not have an impact and may even have an adverse effect. In addition, most correctional institutions do not have programs to treat drug abusers, and most communities lack an effective diversion system.
- The proceeds from asset seizures and forfeitures can provide important support for local enforcement programs.
- There is considerable resistance by school systems and by some in the business community to identify drug problems in the schools. However, some schools have implemented strict law enforcement notification and referral programs for all drug incidents on school campuses.

The Bureau of Justice Assistance has developed a Problem Oriented Approach to Drug Enforcement Program which creates a controlled substance abuse assessment mechanism that incorporates the views of line officers, department support groups and citizens.

The Problem Oriented Approach to Drug Enforcement Program is designed to help police and their communities work together to combat illicit drug trafficking and use. A controlled substance abuse assessment mechanism created under this program will be used to guide policy and resource allocations and will result in a coordinated response to the illicit drug problem by law enforcement officials, medical facilities and other community organizations. Problem oriented policing is the outgrowth of 20 years of research into police operations that converged on three major themes:

- Increased effectiveness by attacking underlying problems which give rise to incidents consuming patrol and detective time
- Reliance on the expertise and creativity of line officers to study problems carefully and develop innovative solutions
- Closer involvement with the public to ensure that the police are addressing the needs of citizens

The Bureau of Justice Assistance is providing technical assistance and training through the Discretionary Grant Program to state and local criminal justice agencies to support the Formula Grant Program in all areas of drug control.

Training and technical assistance services are generally delivered through cooperative agreements with national criminal justice organizations and contractors. Assistance in program development, state-of-the-art practices and program implementation is being provided in the areas of enforcement, prosecution, adjudication, corrections and treatment.

The Bureau of Justice Assistance staff work very closely with state and local agencies to define their training and technical assistance needs, to develop a workplan for the technical assistance providers and to broker services.

Enforcement

The Institute for Law and Justice is providing technical assistance and training in drug law enforcement. To facilitate the successful implementation of Formula and Discretionary Grant apprehension programs, technical assistance and training related to illicit drug interdiction, confidential funds, asset seizures and forfeitures, probable cause and apprehension, clandestine laboratories and dangerous chemical, marijuana eradication and violent crime associated with narcotic trafficking are provided to state and local law enforcement agencies.

In a joint effort with the Federal Bureau of Investigation (FBI), the Bureau of Justice Assistance is funding a Financial Investigations Training Program to provide for the development and institutionalization of a financial investigations training course for state and local investigators at the FBI Training Center in Quantico, Virginia. This program will provide comprehensive training in specific financial investigative techniques for state and local investigators and will include the development of a curriculum and the delivery of training in computer-based investigations.

The Bureau is also sponsoring a one-day roundtable discussion between the law enforcement and financial communities on issues surrounding the collection, accessibility and use of banking and other financial records and information for the investigation of drug trafficking and money laundering.

Adjudication

The Training and Technical Assistance for Juvenile Court Judges, provided by the National Center for

Juvenile and Family Court Judges, will address problems confronting the courts in handling drug-abusing juvenile offenders.

Adjudication Technical Assistance and Training assists state and local jurisdictions implement pretrial screening for and identification of drug arrestees, court delay reduction, jail capacity management and prosecution programs.

Formalized training and follow-up technical assistance provides a comprehensive service to jurisdictions desiring to implement adjudication programs which have proven successful. Jurisdictions which have demonstrated successful implementation of these programs serve as peer consultants, at little or no cost, for other jurisdictions requesting assistance.

The following is a summary of the adjudication technical assistance delivered:

- Over 480 individuals, representing 125 separate state, county, and local jurisdictions, received formal training to implement adjudication programs. Of these jurisdictions, 42 initiated proven adjudication programs using over \$6.5 million in Block Grant funds. The remaining 83 jurisdictions will be using over \$12 million in state and local revenues.
- Approximately 41 separate jurisdictions received technical assistance to improve implementation of programs following formal training. Another 58 jurisdictions, receiving only on-site or peer-site consultation, will be applying over \$6 million to implement adjudication programs.
- Jail Capacity Management assistance is structured to help jurisdictions comply with court ordered limitations imposed on local jails and to maintain facilities capable of detaining violent and serious offenders, especially drug traffickers and major drug offenders.
- Court Delay Reduction assistance focuses on early and continuing control of cases by the courts to reduce backlogs and minimize case processing delay, thereby expediting handling of cases.
- Career Criminal Prosecution assistance emphasizes the application of intensive case management techniques which target criminals responsible for a significant amount of crime, including drug traffickers and major drug users.

- Pretrial Drug Testing assistance is delivered to jurisdictions desiring to implement programs which identify drug abusers entering the criminal justice system so that judicial officers can make more appropriate pretrial decisions about arrestees.

Corrections

Technical assistance to correctional agencies will provide on-site assistance to up to 60 state, local and community correctional agencies. Assistance will be provided in the areas of drug treatment, management, strategy development and drug screening. Six to eight regional seminars will be conducted on special topics related to drugs, such as special handling of drug dealers and eliminating drugs in the institutions. The Bureau's Probation and Parole Narcotics Interdiction Training Program is designed to strengthen the ability of probation and parole officers to detect and treat drug abuse. Line officers will be provided with the knowledge and skills to detect drug use and assess severity with techniques of surveillance, testing and intervention.

Acquired Immune Deficiency Syndrome (AIDS) is a major issue for the criminal justice system. The Bureau of Justice Assistance will provide criminal justice personnel with information and assistance to help them develop sound policies regarding this disease.

Latest figures from the Center for Disease Control indicate that intravenous (IV) drug users represent 17 percent of the over 40,000 AIDS cases that have occurred among heterosexual drug users and seven percent among male homosexual or bisexual drug users. Since the relationship between criminal activity and IV drug use has been well established, the criminal justice system needs to be in a position to make appropriate decisions concerning the safe management of IV drug users as they move through the system.

The Bureau of Justice Assistance will study the current need for AIDS-related technical assistance and training for criminal justice personnel, including law enforcement, pretrial services, adjudication, prisons, jails, probation, parole, TASC and other diversionary program staff. BJA will also respond to the needs of those groups which have not received necessary information and training on AIDS.

Preliminary indications show that law enforcement, prison and jail personnel are receiving more training and technical assistance than the others. They also show that all criminal justice personnel want to know how to appropriately and safely manage human immunosuppressive virus positive (HIV +) offenders and others who may be at a high risk for developing AIDS. In response to these needs, BJA will design and deliver appropriate assistance based on the most up-to-date information developed by the Centers for Disease Control, the National Institute on Drug Abuse, the National Institute of Justice and others.

For example, some states are also involved in gathering information on AIDS policy issues. Wisconsin reported in its drug strategy that an Intravenous Drug Abuse and AIDS Task Force is being formed by the State Council on Alcohol and Drug Abuse. This group will study and make policy recommendations on the problems associated with use of intravenous drugs, particularly in regard to the potential spread of the HIV. The group is expected to issue a report in six to nine months.

Opportunities for Action:

The effective investigation and prosecution of drug cases requires specialized training and equipment, the sharing of intelligence information and investigators unknown in the criminal community to do undercover work. Practitioners throughout the criminal justice system, including judges and probation and parole officers, require specialized skills to identify and monitor drug offenders and to make informed release and placement decisions which minimize the risk to the community.

Although many states are implementing programs to meet these needs and the Bureau of Justice Assistance has made the enhancement of basic services a priority for the Discretionary Grant Program, only a small portion of the total criminal justice practitioners will be reached by these efforts.

The states are presented with an opportunity to enhance the capacity of the criminal justice system to effectively enforce drug laws through greater sharing of Federal, state and local resources and the upgrading of the skills of justice system personnel.

Pharmaceutical Diversion

Information from the Drug Abuse Warning Network (DAWN), sponsored by the National Institute on Drug Abuse, shows that 54 percent of drug-related emergency room episodes reported by the 27 participating metropolitan areas involved prescription drugs. One state reported that criminal syndicates have financed the establishment of "clinics" for the purpose of distributing prescription drugs or issuing prescriptions for such drugs under the cover of a legitimate medical practice.

A number of states have implemented legislation requiring triplicate prescription forms. Under the triplicate prescription system, one copy of the prescription stays with the prescribing physician, one is retained by the pharmacy and

one copy is sent to the state agency with the responsibility for regulating the distribution of controlled substances. Other states are considering adopting this type of legislation.

Several states are using Anti-Drug Abuse Enforcement funds to develop programs designed to control the diversion of pharmaceutical drugs into illicit markets.

The Bureau of Justice Assistance is funding a Pharmaceutical Diversion Program designed to strengthen the role of law enforcement, professional licensing boards and regulatory agencies in reducing diversion of legitimately manufactured controlled substances.

State and Local Response

Several states report a serious problem with the diversion of prescription drugs. Information from the Drug Abuse Warning Network (DAWN), sponsored by the National Institute on Drug Abuse, shows that 54 percent of drug-related emergency room episodes reported by the 27 participating metropolitan areas involved prescription drugs.

Pennsylvania reports that it is seriously affected by the diversion of prescription drugs for illicit use. DAWN information for 1985 indicated that 60 percent of the drug-related emergency room admissions in Philadelphia were for prescription drug abuse, followed by cocaine at 14 percent and heroin at 12 percent. During the same time period, prescription drugs accounted for 59 percent of the overdose deaths reported, followed by heroin at 33 percent.

In Indianapolis, prescription drugs accounted for 61 percent of the drug overdoses reported by emergency rooms. South Dakota reports diversion to be a major problem. In addition to those within the state who divert licit drugs, the state is the target of criminals from outside the borders of the state who burglarize the pharmacies in many small towns. The burglar obtains quality drugs for little or no investment, and the drugs end up on the streets of the state and surrounding states.

The abuse of both pharmaceutical and illicit stimulants in Iowa has lessened to some degree, with the exception of methamphetamine which is manufactured in clandestine laboratories. Pharmaceutical stimulants are available through forged prescriptions, from pharmacies and physicians and burglaries of pharmacies, physicians' offices and hospitals. Iowa reports that pharmaceutical and illicit stimulant abuse is most frequently found in individuals within the 15-25 year old age group. In order to provide for improved control and accountability, and reduce the abuse of prescription drugs, Iowa is funding a pharmaceutical diversion program through the Consumer Protection Agency.

A 1986 sample of 1,036 clients in Vermont's substance abuse, outpatient treatment programs showed that although marijuana and cocaine are the most frequently cited preferred drugs, over 1/6 of all clients in state-supported treatment programs cited prescription drug products as a primary or secondary problem.

One state reports that criminal syndicates have financed the establishment of "clinics" for the purpose of distributing prescription drugs or issuing prescriptions for such drugs under the cover of a legitimate medical practice.

Ohio reports that physicians employed by such syndicates are instructed to conduct examinations and

compile records to create the appearance of a bonafide medical practice. These clinics are difficult to investigate by either Federal or state authorities. Often patients will be directed to a pharmacy that is controlled by the operators of the scheme. Between one and five million dosage units of drugs can be diverted through such operations.

Rings that forge prescriptions and systematically have them filled to avoid easy detection are another major method of diversion. Physicians who prescribe excessively or carelessly are also a major source of diversion.

A number of states have implemented, or are considering, legislation requiring triplicate prescription forms.

Under the triplicate prescription system, one copy of the prescription stays with the prescribing physician, one is retained by the pharmacy and one copy is sent to the state agency with the responsibility for regulating the distribution of controlled substances.

In 1981, the Texas Legislature enacted a Triplicate Prescription Law. This law has provided an effective tracking system for Schedule II narcotics from narcotics issued by the physician through the dispensing of the drugs by the pharmacist to the ultimate user. A 52 percent reduction in the number of prescriptions written for Schedule II narcotic controlled substance violations was noted in 1982, followed by a 13 percent reduction in 1983. The Triplicate Prescription Section of the Department of Public Safety generates approximately 185 investigative leads each year, many of which result in some type of administrative or judicial action against physicians or pharmacists.

Connecticut has incorporated language into the state Drug Law Enforcement Act with regard to the dispensing of Schedule II substances. These prescriptions shall be signed by the prescribing physician at the time of issuance and any previously signed order shall not be considered valid. The Commissioner of the Department of Consumer Protection is required to provide a three part prescription form.

Michigan's strategy includes a variety of legislative changes, including a recommendation for the implementation of a triplicate prescription system.

Indiana also includes recommendations to implement a triplicate prescription system which would coordinate the Indiana State Police, the Health Professions Bureau

and the Attorney General's Office. The use of a computerized prescription system, forgery-proof prescription forms and education programs for prescribers and dispensers of prescription drugs will be included.

Several states are using Anti-Drug Abuse Enforcement funds to develop programs designed to control the diversion of pharmaceutical drugs into illicit markets.

Ohio and South Dakota are implementing Pharmaceutical Diversion Programs designed to strengthen the role of law enforcement, professional licensing boards and regulatory agencies in reducing diversion of legitimately manufactured controlled substances. The Missouri Department of Health's Bureau of Narcotics and Dangerous Drugs has proposed a program to identify both high risk youth and adult substance abusers and control the abuse of prescription drugs through treatment and prevention.

BJA Enhances State and Local Efforts

The Bureau of Justice Assistance is funding a Pharmaceutical Diversion Program designed to strengthen the role of law enforcement, professional licensing boards and regulatory agencies in reducing diversion of legitimately manufactured controlled substances.

This program will provide for the development of an overall strategy which includes:

- The establishment or enhancement of an existing system for collecting and analyzing data on the diversion of controlled substances
- Increased investigations of diversions
- Improved regulatory controls against diversions
- Prevention and detection of forged, altered or illegal prescriptions and the identification of practitioners who prescribe carelessly
- Training for law enforcement, prosecutorial and regulatory personnel

Opportunities for Action:

States are presented with an opportunity through the Anti-Drug Abuse Enforcement Program to implement

programs and changes in legislation which identify the diversion of pharmaceutical drugs and reduce the sale and distribution of these drugs. The triplicate

prescription system being implemented in several states can serve as model for these efforts.

Eradication

Many states, especially those with large rural areas, report large amounts of marijuana being cultivated for profit. Several states cited successful joint eradication efforts with the Drug Enforcement Administration.

Eleven states have allocated over \$2.4 million of Anti-Drug Abuse funds to enhance their eradication efforts. The Bureau of Justice assistance prepared and distributed a Program Brief entitled *Marijuana Eradication Program* to provide guidance to states and local units of government in their eradication efforts.

State and Local Response

Many states report that marijuana has become a top cash crop.

Alabama reports that marijuana is the number one cash crop in the state. In 1986, the state's marijuana crop had an estimated worth of \$1 billion.

In 1984, Hawaii's \$1 billion marijuana crop was said to be second only to California's. Today, Hawaii estimates that it is the top marijuana-producing state in the U.S. Marijuana is generally cultivated on the islands of Hawaii, Maui and Kauai and transported to Oahu where a larger population and ready market exists.

Indiana reports a major marijuana problem. The northwest portion of the state is especially fertile for wild marijuana (ditchweed).

Montana reports that it has many areas conducive to marijuana cultivation. Recently, plantations have been found in abandoned mines where the grow operation is not visible from the air. The United States Forest Service reports two incidents of confrontation around plantations on public land.

Marijuana cultivation is occurring in nearly every county in Kentucky, but commercial cultivation generally

occurs in the more remote areas of the state. Central and southeastern Kentucky are particularly well suited areas for cultivation of high grade marijuana known as "sinsemilla."

Ohio reports that it has become one of the leading sources of domestically grown marijuana in the midwest. Much of this domestic marijuana is more potent, more expensive and potentially more harmful to consumers than imported marijuana. The domestic drug brings prices of \$1,200 to \$2,600 per pound versus \$700 to \$800 per pound for Colombian marijuana.

A number of states report that effective marijuana eradication efforts have resulted in more sophisticated growing techniques and increased danger to law enforcement officers.

Ohio has had considerable success in combatting the cultivation of marijuana through an eradication program which is now in its third year. The impact of this effort has caused marijuana growers to change their cultivation methods making their plants harder to detect. Growers are shifting their operations indoors, breaking up outdoor crops into smaller plots and using other techniques, such as camouflage nets, to conceal their crops. Growers have also resorted to alarms, attack dogs, booby traps and armed guards to protect their crops against poachers and law enforcement officers.

The seizure of an indoor hydroponic growing operation in Cleveland illustrates the degree of sophistication that can be achieved. This laboratory was housed on three floors of a commercial building and had a constant flowing nutrient system piped from a 600-gallon tank. One floor, equipped with fluorescent lighting, was used as a starter area. The other two floors contained high-intensity lights for maturing plants.

Ohio reports that individuals who are experts in such hydroponic plant growing are being recruited as consultants by other marijuana growers unfamiliar with such methods of cultivation. As growers resort to more of these indoor operations, the present eradication effort

will lose its effectiveness, and greater use of traditional drug enforcement techniques, such as informants, will be needed to combat domestic marijuana cultivation.

Oregon reports that the 60,960 marijuana plants eradicated in 1986 came from 1,465 gardens. Of these, 1,198 were outdoor grows, and 242 were indoor, including 38 greenhouse operations. There were ten armed confrontations with growers in 1986, compared to only three the previous year. Weapons seized included 35 shotguns, 56 handguns and 65 rifles.

The cultivation and sale of marijuana in American Samoa has become an extended family enterprise, with cash proceeds funnelling into family retail sales, transportation businesses and other legitimate business enterprises. Growers are extremely protective of their plantations and drying areas. Since marijuana is grown primarily on communal lands, the families provide security by arming themselves. Respondents in a household survey indicated that even in cases of their own village, they were reluctant to pass through lands that they suspected may be under cultivation. Forty-one percent of the respondents had either been warned by their family chief or "matai" to refrain from passing through certain lands or had warned their family members. Eleven percent of the respondents had knowledge of a violent incident as a result of accidental or intentional trespassing on lands under cultivation.

Large quantities of marijuana are being eradicated by state and local law enforcement agencies, many with assistance from Federal agencies, such as the Drug Enforcement Administration.

Virginia estimates that in 1986 the Department of State Police, working with the Virginia National Guard, the Virginia Farm Bureau Federation and other state and local agencies, eradicated 46,343 marijuana plants throughout the state. The estimated value of these plants was \$46 million.

In FY 1986, DEA allocated \$90,000 to Indiana for eradication purposes, and the state reports that it led the nation in the amount of plants eradicated that year.

Michigan reports that while marijuana use remains stable, recent criminal justice efforts aimed at domestic growers have cut supply and increased price. Although Michigan's growing season is relatively short, many users responded to the shortage of marijuana by growing their own supplies of the drug. According to Michigan State Police Narcotics Units, marijuana remains the most widely abused illegal drug.

Narcotics agents working throughout Alabama last year destroyed more than 167,000 plants valued at \$83.5 million in more than 800 sites. Law enforcement officials estimate that this is probably well below ten percent of the marijuana being grown and harvested in Alabama.

Eradication efforts in Illinois are being achieved through "Operation Cash Crop," undertaken jointly by DEA and the Illinois Department of State Police.

Florida is conducting a Domestic Marijuana Program which provides aerial spotting support, training regarding site identification and eradication assistance to Federal and state agencies. In 1986, over 1,332 growing sites were identified, and over 92,000 marijuana plants were eradicated. Specialized training was provided to local law enforcement personnel on marijuana identification and eradication. A marijuana hotline has been established to allow citizens to easily report domestically grown marijuana sightings. The hotline is publicized by a public service announcement which encourages citizens to report any known illegal drug activities.

In Kansas, DEA, Kansas Bureau of Investigation, Kansas Highway Patrol and Kansas Police Departments combine efforts to eradicate marijuana in their state. Bureau of Investigation Special Agents were directly involved in the eradication of 43 plots of marijuana. The plant count from these plots totalled 9,940,716. These efforts resulted in 37 arrests and a seized or destroyed plant and property value of \$310 million.

In August 1985, Hawaii participated in "Operation Delta Nine," a Drug Enforcement Administration project in which Federal and local officials in every state except Rhode Island seized all the marijuana they could in a given period. Hawaii estimates that its efforts accounted for 24 percent of the 400,000 plants seized nationwide, yet the state's land mass is less than one percent of the U.S.

Between 1980-1986 over a million marijuana plants were confiscated in Hawaii. The amount of marijuana eradicated by police has increased from 259,445 plants in 1980 to 1,050,752 plants in 1986. This is estimated to be 15-30 percent of the total crop cultivated on the islands.

In Texas, a multi-agency task force comprised of the Texas Department of Public Safety, Drug Enforcement Administration, National Forestry Service, Texas National Guard and numerous local law enforcement

agencies was formed in 1985 for eradication purposes. In 1986, the task force eradicated over 670,000 marijuana plants and seized a large underground marijuana growing facility capable of producing over 10,000 plants per year.

Guam reports that marijuana plantations are identified primarily through the use of informants. Since detection efforts using informants have been sufficient, air searches have not been necessary. During the first few months of 1987, seizures of marijuana plantations increased significantly due to a Crime Stoppers Program.

The presence of wild marijuana (ditchweed) in some states has caused an influx of out-of-state harvesters.

During World War II, 'hemp' as it was known then, was intentionally planted to be cultivated by Iowa farmers. The intention was to harvest the hemp for the war effort, but prior to large scale cultivation, the war ended. Being a hardy plant, the marijuana continued to grow and spread and can currently be found in abundance throughout the state of Iowa. This problem has attracted people from out-of-state who come to Iowa, harvest the plant and send it to Florida as a filler for quality marijuana. Law enforcement information suggests that this is currently being done on a large scale basis.

Marijuana plants grow wild throughout Nebraska. Some growing of cultivated plants has been identified but to a much lesser degree than wild plants. Wild marijuana growing in Nebraska is harvested in August and September and used largely as a filler for high quality marijuana. Nebraska reports 89 State Patrol arrests for marijuana harvesting activity. Sixty-three people arrested were from out-of-state, and two were Mexican aliens.

Approximately 1/4 of the states have allocated \$2.4 million of Anti-Drug Abuse funds to increase eradication efforts.

South Dakota will support a Marijuana Eradication program designed to enhance Federal, state and local law enforcement efforts to suppress cultivation and wild marijuana by:

- Increasing detection and eradication of cannabis cultivation
- Increasing the arrests, prosecutions, and asset seizures and forfeitures

- Providing training to state and local law enforcement officials
- Protecting the safety of law enforcement officers involved in the effort
- Reducing duplicative efforts through coordination and cooperation
- Identifying new or unusual cultivation trends or techniques.

Along with South Dakota, Alabama, American Samoa, Georgia, Guam, Hawaii, Kentucky, Nebraska, North Dakota, Ohio and the Virgin Islands are all planning to use part their Anti-Drug Abuse Formula Grant funds to increase marijuana eradication efforts.

BJA Enhances State and Local Efforts

The Bureau of Justice Assistance has developed and distributed a Program Brief entitled *Marijuana Eradication Program* to assist state and local units of government improve the effectiveness of their eradication efforts.

The *Marijuana Eradication Program* Brief serves as an information guide for police administrators and planners in designing and implementing eradication programs. The Brief describes the goals and objectives of the program, the critical elements for success, implementation steps and sources for further information and assistance.

Opportunities for Action:

Information provided in the state strategies indicate that an increasing proportion of marijuana available in the United States is grown domestically. Much of this marijuana is of higher quality and more potent than imported marijuana.

Successful eradication efforts in a number of states have resulted in a decrease in the availability of marijuana and an increase in price in those states. The states are presented with an opportunity to explore and implement these successful models for eradication. The states are also presented with an opportunity to involve the public in the eradication of marijuana through the establishment and advertisement of a marijuana citizen hotline to accept anonymous calls from the public regarding the location of marijuana grows.

Prosecution

Many states identified a need for more prosecutors and training to increase the effectiveness of prosecution and asset forfeitures in drug cases. The early involvement of the prosecutor during drug investigations has been incorporated into task force operations in many states. Several states have provided additional personnel to prosecutors' offices as a means of expediting the prosecution of drug cases. A few states also provided for the increase in defense services so that the unavailability of a defense

attorney does not delay the processing of drug cases.

The Statewide Drug Prosecution Program being implemented under the Bureau of Justice Assistance's Discretionary Grant Program will enhance the ability of state and local criminal justice agencies to investigate and prosecute multi-jurisdictional narcotics trafficking crimes.

State and Local Response

Many states identified the need for adequate prosecutorial resources and expertise at the state and local levels to prosecute complex drug cases.

Arizona reports that prosecution efforts in the state face many of the same resource limitations encountered by enforcement agencies. Drug cases are becoming increasingly complex to prosecute. They often require specialized attorneys and investigators as well as extensive commitments of time. The volume of cases alone demands that only the most promising cases be tried and the remainder plea bargained.

North Dakota has only 11 full-time states attorneys. The larger counties have multi-attorney offices which facilitate some specialization. The rural counties are usually one or two person offices. The prosecutor may be a local attorney doing the county's legal work as part of his or her overall practice. Budgets are minimal, and support staffs are limited. Both small and large offices need additional personnel to prosecute the time-consuming drug cases. There is also a need for training in the various aspects of conducting drug-related investigations and prosecutions.

Within the past two years Ohio has enacted a Racketeer Influenced and Corrupt Organizations (RICO) law to allow for the seizure, forfeiture and sale of contraband materials. The state reports that to date only a few prosecutors have availed themselves of this law. Thus, it appears that more information and training are necessary to gain the intended benefit of the law.

Maryland reports that additional prosecutors are needed. Aside from the states attorneys who have county-wide

jurisdiction, no effective state-wide prosecution capability exists to address geographically dispersed drug conspiracies. There is also a need for training, especially as it regards the use of sophisticated case development and prosecution techniques. The failure to use such techniques is evidenced, in part, by a general lack of conspiracy prosecutions designed to reach out and charge those drug traffickers who are too insulated to be prosecuted for substantive violations.

South Dakota reports that generally, the deputy states attorneys and many of the states attorneys and their deputies are young lawyers straight out of law school who spend a few years as prosecutors and then move on to other areas of legal practice. As a result there must be an on-going process of training these new lawyers in the effective prosecution of drug cases.

In Pennsylvania, most district attorneys have limited resources and small staffs. As reported by the Pennsylvania District Attorneys Association, in spite of this overall lack of resources, the district attorneys of all counties must confront the same legal complexities and challenges in drug-related investigations and prosecutions. Consequently, many prosecutors are significantly under-trained and under-prepared for their role in prosecuting complex drug trafficking cases.

The Pennsylvania Wiretapping and Electronic Surveillance Control Act gives district attorneys the power to use wiretapping and electronic surveillance to conduct criminal investigations. The District Attorneys Association established eight regional equipment repositories for use by local law enforcement agencies. However, many counties have not been able to proceed with drug investigations because of the increased demand for surveillance equipment which has resulted in a waiting list.

North Carolina has identified a need for trained district attorneys who could provide special assistance in drug investigations and prosecution of complex drug cases upon request. There is also a need for training in case preparation and prosecution.

Many states have incorporated the early involvement of the prosecutor during drug investigations as a major component of drug task forces and other drug enforcement programs.

Rhode Island reports that a significant number of drug cases in the past were not successfully prosecuted because of a lack of coordination and cooperation between police and prosecutors and a lack of adequate prosecutorial resources devoted to drug cases. Due to the lack of legal assistance, police have, at times, not prepared cases well, resulting in prosecutors rejecting cases or in cases being dismissed. The State Department of Attorney General, which has statewide prosecutorial jurisdiction, will use Anti-Drug Abuse Enforcement funds to establish a special drug prosecution unit to improve coordination with state and local enforcement agencies and to prosecute drug cases.

Montana reports that many drug arrests are never filed by the prosecutor, indicating a need to improve the quality of the cases. Because most law enforcement departments have a small number of officers, few departments have full-time narcotics enforcement units. Thus, the bulk of the drug arrests are being made by line officers in conjunction with other routine police work. Training will be provided to both law enforcement and prosecutors.

Vermont is encouraging coordination among the Office of the Attorney General, the Office of the States attorney and the local task forces by adding one criminal investigator and several attorneys to work with task forces. An investigator added to the Office of the Attorney General will assist local task forces with complex investigations. Prosecutors will be available to assist the task forces and local offices in drug investigations and prosecutions to ensure that constitutional protections are safeguarded, trouble-shoot developing issues and provide on-going training.

Several states are establishing Career Criminal Prosecution Programs which target repeat drug offenders.

Ohio will use Anti-Drug Abuse Enforcement funds to establish Career Drug Criminal Prosecution Programs which incorporate the following critical elements.

- A separate career drug criminal prosecution unit for drug offenders with permanent staff within the prosecutor's office or within an existing career criminal unit.
- Intake procedures for drug cases with a screening process to identify career criminal cases for priority prosecution.
- Vertical prosecution assignments whereby one prosecutor has the responsibility for a case from beginning to end, thus eliminating duplication, reducing delay and minimizing inconvenience to witnesses and law enforcement.
- A limited amount of plea bargaining or the scope of the pleas that will be accepted.
- Early and close coordination with law enforcement agencies during investigation, evidence collection and development of prosecutorial strategies.
- Coordination with the courts regarding setting bail, expediting trial schedules and disposition.
- Coordination with corrections officials regarding parole determinations involving career criminals.

Georgia, American Samoa, South Dakota, North Carolina, Iowa, Missouri, Pennsylvania and Indiana will establish similar Career Drug Criminal Prosecution Programs.

Some states will use the Anti-Drug Abuse Enforcement funds to increase the number of prosecutors and other prosecution services available to prosecute drug cases.

Nebraska will add personnel to prosecutors' offices, particularly at the state level. These additional prosecutors will specialize in drug prosecution and assist local prosecutors. New York will enhance and improve prosecution of drug offenders by hiring more prosecutors, expanding crime laboratories and establishing fast-track prosecution programs to expedite the flow of narcotics cases through the adjudication process. The state will also establish a drug forfeiture unit to assist local prosecutors in seizing property associated with drug trafficking.

Hawaii will establish four Specialized Prosecution Units to work closely with county police, the state narcotics office, the Drug Enforcement Administration and the Western States Information Network. The units will

aggressively seek maximum penalties against drug offenders, pursue forfeiture of real and personal property, analyze the trafficking structures and develop a computerized information system to track drug prosecution cases.

Ohio will establish Multi-jurisdictional Drug Prosecution Programs which will implement cooperative multi-jurisdictional prosecution efforts, establish regional grand juries and develop multi-jurisdictional RICO-type prosecution efforts and asset forfeiture programs.

Baltimore, Maryland, will establish a Specialized Major Investigation Team which will target investigations and prosecutions on major drug organizations and mandatory sentence defendants. Maryland provides a ten-year mandatory sentence for second-time felony narcotics offenders. Asset seizure and forfeiture will also be emphasized.

The States Attorney's Office in Howard County, Maryland, will establish a Specialized Narcotics Unit devoted solely to the investigation and prosecution of major drug offenders. This unit will contain the legal expertise and resources necessary for major anti-drug investigations and allow sufficient resources for focusing on the prosecution of targeted drug dealers. The project will press mandatory sentences for identified second offenders and seize all forfeitable assets of drug offenders. Prosecutors will provide 24-hour, on-the-spot assistance to law enforcement, including legal advice, search warrants and wiretaps.

A few states are increasing defense services so that the unavailability of a defense attorney does not delay the processing of drug cases.

Vermont is adding a senior defender to the Office of the Defender General to coordinate the defense of drug abusers throughout the state and to train defense attorneys relative to drug cases.

To accelerate case movement and assure justice, New York will also increase the availability of defense services for indigent persons charged with a narcotics offense.

BJA Enhances State and Local Efforts

The Bureau of Justice Assistance is funding a State-wide Drug Prosecution Program under the Discretionary Grant Program to enhance the ability of state and local criminal justice agencies to investigate and prosecute multi-jurisdictional narcotics trafficking crimes.

This program will result in enhanced prosecution capabilities in the states of Alabama, Florida, Pennsylvania and Utah, all of which have statewide prosecution authority. The program is designed to develop successful cases against conspiracies and offenders which require time-consuming investigative and prosecutorial techniques. Emphasis will be placed on the enforcement of both civil and criminal state statutes similar to the Federal Racketeer Influenced Corrupt Organization (RICO) and Continuing Criminal Enterprise (CCE) statutes.

Through the Innovative Community Drug Offender Prosecution Program, the Bureau of Justice Assistance will use innovative community prosecutorial strategies to assist communities in incapacitating drug offenders who contribute significantly to the crime problem.

This program focuses resources on drug offenders, including traffickers and users, with the goal of averting a significant number of drug-related crimes. Investigators and prosecutors at the local level will work together to identify, apprehend and prosecute drug offenders using innovative prosecutorial strategies, techniques and models.

Opportunities for Action:

An effective drug control effort must include close coordination between law enforcement and prosecution to ensure that drug arrests are filed and that strong cases are presented to the prosecutor. Besides increasing the drug offender's risk of arrest and prosecution, Federal agencies and a number of states are using the Racketeering Influenced and Corrupt Organizations (RICO) or similar statutes to deprive drug traffickers of their assets.

The Anti-Drug Abuse Act and the drug strategy process provide a number of opportunities for prosecutors to take action to more effectively prosecute drug cases. Because of the strong relationship between drug use and property and violent crime, drug offenses should be taken seriously and considered a high priority for prosecution. Model programs, such as the Statewide Drug Prosecution, Career Drug Criminal Prosecution and the Differentiated Case Management Programs, can assist prosecutors in processing drug cases. Increased coordination with law enforcement provides prosecutors with the opportunity to anticipate increased numbers of drug arrests resulting from major enforcement efforts.

Crime Laboratories

Many states report significant increases in drug cases, which result in a greater demand for analyses by the crime laboratories without a concomitant increase in analysts. Lab equipment in many states has not been upgraded in years. The increase in drug cases, shortage of staff and outdated equipment have resulted in a backlog of cases and long turnaround time. Some states have reported that drug cases have been dismissed because the analysis from the lab was not timely.

Many states will use Anti-Drug Abuse Enforcement funds to increase lab personnel and to upgrade equipment in order to expedite the analysis of drug cases. The Bureau of Justice Assistance is providing a needs analysis of the crime labs as well as technical assistance to aid the states in making the most effective use of these funds.

State and Local Response

Crime laboratories play a vital role in every drug case because all drug samples used as evidence must be analyzed by a lab.

A 1987 study of state and local crime labs, conducted for the Drug Enforcement Administration, showed that 39 percent of the personnel time in state labs and 50 percent in local labs is devoted to forensic drug work (excluding toxicology).

Many states have experienced significant increases in drug cases resulting in backlogs in analysis by the labs.

Many of the state strategies indicated a significant increase in the number of drug cases analyzed. With increased drug control efforts the number of drug cases that must be analyzed is expected to continue rising.

Florida reports a 29 percent increase in the workload at the Department of Law Enforcement labs. There has also been a decrease in case output resulting from a dramatic shift in the makeup of the workload. Previously, the ratio of marijuana to cocaine was 50 percent and 30 percent, respectively. This has now shifted to 30 percent marijuana and 50 percent cocaine. Since cocaine requires three times more analysis time than marijuana (20 vs. 60 minutes), case output has decreased by 20 percent.

Michigan identified a need to update State Police and Detroit crime labs. As of early 1987, Detroit area crime labs had more than 1,000 drug samples backlogged, and judges were threatening to dismiss 850 drug cases

because the delay in testing could constitute denial of the right to a speedy trial.

Illinois State Police operate seven crime labs and analyzed almost 11,000 drug cases in 1986. Drug cases represent 40 percent of all case reports and have increased approximately 30 percent from 1983 to 1986. To address the resulting backlog of cases and to improve the delivery of timely results, testing of certain types of time-consuming casework, which has shown limited evidential value in the past, was either eliminated or restricted as of January 1987.

Texas has 12 crime labs operated by the Department of Public Safety. In 1986, the labs analyzed 17,500 drug cases, representing a 79 percent increase since 1980. The labs, however, have only received a two percent increase in personnel and no major equipment upgrades, resulting in a substantial backlog of drug cases. Texas is using Anti-Drug Abuse Enforcement funds to provide equipment upgrades and additional personnel for the crime labs.

Massachusetts reports that there has been a steady, but consistent increase in the number of cocaine samples and a decline in the percentage of marijuana samples submitted for laboratory analysis. In 1985, 3,374 cocaine samples were received by the laboratory, whereas in 1986 this number almost doubled to 6,269 samples.

The Virginia Bureau of Forensic Science has experienced a major increase in its workload due in part to a 223 percent increase in the number of cocaine specimens from mid-1985 to mid-1986. In mid-1987, the lab had a two month backlog of drug specimens awaiting analysis due in part to the fact that cocaine requires more time to analyze than other drugs.

Long average turnaround times for some crime labs to analyze drug cases make it difficult for prosecutors to comply with speedy trial requirements.

The Drug Enforcement Administration 1987 survey of labs showed that the average turnaround time varies from 1-90 days for those labs that compute an average turnaround time. Seven percent reported an average turnaround time of 60 days, and another seven percent reported 90 days. Most states require that a case be tried within 90 days, or it is dismissed.

The Mississippi Crime Laboratory operates as the primary substance identification center for state, county and local law enforcement agencies. Over 15,000 cases are analyzed annually. The backlog in the lab has resulted in an average turnaround time of 100 days.

South Carolina reports a backlog of several months for the analysis of some drug cases. Solicitors have identified this delay as an impediment to speedy prosecution of alleged offenders. If there is not a drug report available within 90 days of arrest, an indictment is impossible, and charges must be dropped.

Delaware reports that one of the leading reasons for delays in prosecutions is the nine to ten-month delay in the analyses of seized drugs. Without timely analyses, prosecutors are uncertain that the substance is indeed controlled. Thus, plea arrangements and other deals cannot be initiated nor can trials be started.

Nevada reports that it does not currently have a state-operated crime laboratory. All substances to be examined must be transported to labs in Clark or Washoe Counties. This activity is costly, and depending upon the workload of the locally operated labs, state or local requests from outside the metropolitan area may be given a low priority.

Crime laboratory analysts are often required to explain the results of their analysis in court, taking them away from the lab. One state has passed legislation designed to ease this burden on laboratory personnel.

Kentucky reports that the 22 analysts in the State Police Forensic Laboratories made a total of 897 court appearances in 1986, requiring 5,610 hours in court or traveling to court. Controlled substances cases accounted for 55 percent of the court appearances.

New Jersey's Comprehensive Drug Reform Act streamlines trial practice and related costs by authorizing, in

certain circumstances, the use of sworn laboratory certificates in lieu of the live testimony of state forensic chemists. The Act also authorizes the state or counties to recoup certain laboratory analysis fees from convicted drug offenders so as to help defray the cost of maintaining modern laboratory facilities.

One state has established a Crime Laboratory Advisory Committee to advise the State Legislature on legislation regarding controlled substances.

The New York Crime Laboratory Advisory Committee plays an active role in advising the State Legislature on the proper wording of new controlled substance legislation. Committee activities facilitate the enactment of practical laws which define and identify controlled substances for use as evidence in prosecutions without creating analytical problems for the state's crime laboratories.

It ensures that needed scientific expertise is available for consultation prior to the enactment of laws to control emerging dangerous substances, such as crack or designer drugs. The Committee is comprised of state and local forensic lab personnel and criminal justice system representatives.

Anti-Drug Abuse Enforcement funds are being used in a number of states to upgrade crime laboratories.

The crime laboratory upgrade in Mississippi will result in:

- A reduction in the turnaround time for analyses of drug cases
- Procedures for receipt, logging, testing and return of exhibits
- Training for new employees
- A quality control procedure for verifying the accuracy of the tests performed on exhibits
- A mechanism for collecting, reporting and analyzing data which reflects the level of activity. This information will be used for management, assessing the effectiveness of the program and for planning

Illinois will use Anti-Drug Abuse Enforcement funds to upgrade the crime labs in the state. The Chicago Police Department, which will receive a portion of the funds, will address the backlog problem and ensure that exhibits are analyzed within 48 hours of receipt. They will add

staff and equipment to the crime lab and contract out for their "overload" with another lab.

The productivity of the Washington State Patrol Crime Laboratory will be increased an estimated 17 percent through the addition of staff and new equipment. The enhanced capacity will enable the crime lab to reduce existing backlogs and address increased demands due to successful new drug law enforcement activity.

Nebraska will use a portion of its award for additional equipment and personnel in the state crime lab. It will also develop a system to prioritize evidence needed by the degree of urgency.

Kentucky will upgrade its crime laboratory facilities by providing additional personnel, leasing more space and purchasing new equipment. A mechanism for collecting, reporting and analyzing data that reflects the level and type of activity will be developed.

Utah will also upgrade its crime lab through the purchase of a mass spectrometer which provides an extremely fast means of identifying even small quantities of suspected drugs.

Idaho, Tennessee, Nevada, South Carolina, Wisconsin, Arizona, Louisiana, Oklahoma, Indiana, Michigan, Delaware, Missouri, Florida, Pennsylvania, Maryland, Puerto Rico, Georgia and American Samoa will upgrade drug-related services at their crime laboratories.

BJA Enhances State and Local Efforts

The Bureau of Justice Assistance is developing a model management information system to improve the operations of crime laboratories, standardize lab reports to the prosecutor, facilitate transfer of intelligence information from the labs to investigators and improve information for planning.

A model management information system is being developed for state and local crime laboratories. The model will be made available to all labs, and technical assistance related to implementation will be provided. The following benefits to the criminal justice system are expected as the model is implemented:

- Improved chain of evidence and case tracking in the labs, resulting in fewer dismissed cases

- Standardized and easily understandable lab reports for the prosecuting attorney
- Intelligence information will be made available to investigators
- The movement of new drugs across the country will be tracked, and law enforcement will be notified
- Price, purity and intelligence information will be provided to state and local enforcement agencies and to the Drug Enforcement Administration
- Information on the scope and nature of the drug problem will enhance the development of the state-wide drug strategy

Opportunities for Action:

Increasing numbers of drug cases are placing significant demands on crime laboratories. The shift in the types of drugs being analyzed from mostly marijuana to larger proportions of cocaine have resulted in increased analysis time per case. With the growing number of drug cases comes increased demands on the analysts to testify in court, taking them away from analysis work. All of these factors have resulted in case backlogs in many labs and have left the analyst with little time to compile and share intelligence information gathered from the analyses. The demands placed on the labs for drug analysis can be expected to increase significantly as a result of the drug control efforts being initiated under the Anti-Drug Abuse Act.

Many states are using Anti-Drug Abuse Enforcement funds to increase crime laboratory personnel and to upgrade equipment in order to expedite the analyses of drug cases. Through the strategy process states are provided an opportunity to monitor the needs of the labs to meet the demands for timely, accurate analyses of drug cases.

The states are also presented with an opportunity to reduce the burden on the lab analysts of testifying in court by exploring standardized lab reports for routine cases, which can be interpreted by the prosecuting attorney.

The compiling and sharing of crime lab information with investigators provides an opportunity to improve intelligence on drug investigations and to identify and anticipate the introduction of new drugs or changes in drug usage.

Asset Seizure and Forfeiture

Many states are depriving drug traffickers and drug offenders of the proceeds of their illegal activities through the seizure and forfeiture of assets. In 1986, state and local law enforcement agencies seized over 134,000 kilograms of opiates and cocaine, 1.1 million pounds of cannabis and 14 million dosage units of other dangerous drugs. In addition, they seized over \$65 million and forfeited over \$26 million of non-drug assets. Approximately 64 percent of the non-drug seizures and 24 percent of the forfeitures were made with Federal assistance.

Several states identified a need to strengthen their asset seizure and forfeiture statutes and to allow greater use of these funds to enhance drug enforcement efforts. A number of states will use Anti-Drug Abuse Enforcement funds to provide asset seizure and forfeiture training to law enforcement and prosecutorial personnel. Several states are also implementing programs to make greater use of asset seizures and forfeitures as a means of depriving drug traffickers of the profits of their illegal activities.

The Bureau of Justice Assistance is using Anti-Drug Abuse Discretionary Grant funds to implement two programs to assist state and local law enforcement and prosecutors with asset seizures and forfeitures. The Asset Seizure and Forfeiture Program will provide training and technical assistance to local law enforcement and prosecutorial personnel in 17 states on the use of asset seizure and forfeiture as a means of depriving illicit drug traffickers of economic support and incentive.

The Bureau will complete a thorough review and assessment of the application and effects of state Racketeer Influenced and Corrupt Organization (RICO) statutes in states which appear to be successfully applying asset seizure and forfeiture laws. This project will result in case studies which identify key elements of the RICO statutes and investigation and prosecution techniques that are producing the most successful results.

State and Local Response

Many states are depriving drug traffickers and drug offenders of the profits of their illegal activities through the application of asset seizure and forfeiture laws and are using the proceeds of these actions to enhance drug enforcement efforts.

Arizona has strong anti-racketeering laws which include provisions for civil and criminal forfeiture. These legal tools are designed to remove the pecuniary gain derived from organized criminal enterprises. Proceeds from these forfeitures are deposited in anti-racketeering funds at the state and local levels and are available for local law enforcement.

Michigan is taking steps to amend their forfeiture laws in order to ensure that forfeiture funds are used to enhance drug law enforcement.

In some rural states, such as Montana, the ability to apply the forfeiture laws is hampered by the paucity of law enforcement officers in general.

The objective of the investigation and prosecution component of Maine's drug strategy is to immobilize drug trafficking organizations by incarcerating their members, seizing their drugs, obtaining their drug-related assets and deporting alien traffickers. Maine reported that its legal tools to combat drug traffickers who operate within the state have recently been augmented by three new laws which:

- Improve coordination of drug enforcement efforts
- Provide minimum mandatory penalties for certain drug trafficking offenses
- Provide for the seizure of real estate acquired in furtherance of drug trafficking activities.

State and local law enforcement agencies removed large quantities of drugs from the market in 1986 through seizures and purchases.

State and Local Drug Removals

Type of Drug	Method of Removal	
	Seizure	Purchase
Opiates		
Heroin	2,062 K	1,559 K
Opium	77 K	761 K
Morphine	2,389 K	28 K
Cocaine	129,954 K	2,310 K
Cannabis		
Marijuana	1,071,408 #	14,576 #
Hashish	62,448 #	1,182 #
Hash Oil	384 #	188 #
Dangerous Drugs		
Methamphetamine/		
Amphetamine	4,871,488 D	21,362 D
Other Stimulants	7,475,519 D	27,632 D
Barbiturates	117,642 D	4,817 D
Other Depressants	1,051,710 D	49,873 D
PCP	99,182 D	5,016 D
LSD	130,217 D	21,735 D
Other		
Hallucinogens	257,992 D	24,218 D
Other/Unknown	644,646 D	704,371 D

K = Kilograms # = pounds
D = Dosage Units

Source: Statewide Drug Strategies submitted by the states
Note: See Appendix C for data limitations

The states reported that over \$65 million of non-drug assets were seized during 1986 and \$26 million of assets were forfeited. Approximately 64 percent of these seizures and 24 percent of the forfeitures were made with Federal assistance.

State and Local Non-Drug Seizures

Type of Property	Asset Seizures	
	Number	Amount
Vehicles	5,447	\$12,908,309
Vessels	13	486,600
Aircraft	26	607,500
Currency	135,198	33,864,237
Other Financial		
Instruments	714	7,705,680
Real Property	385	9,354,648
Weapons	3,416	437,370
Total Value		\$65,364,344

Type of Property	Asset Forfeitures	
	Number	Amount
Vehicles	1,638	\$ 3,822,306
Vessels	2	826,000
Aircraft	14	1,032,000
Currency	1,198	16,938,763
Other Financial		
Instruments	427	1,170,000
Real Property	24	2,272,830
Weapons	1,913	177,720

Total Value \$26,239,619

Source: Statewide Drug Strategies submitted by the states

Note: See Appendix C for data limitations

Several states identified a need to strengthen their asset seizure and forfeiture statutes and to allow greater use of these funds to increase drug enforcement efforts.

South Carolina reports that the agencies which seize assets from drug offenders can only receive up to 25 percent of the total forfeited assets. In many cases, this does not provide enough additional resources to justify the expenditures that agencies must make "up front." By comparison, local agencies may receive up to 90 percent of forfeited assets resulting from drug cases developed in conjunction with the Drug Enforcement Administration.

Oregon reports that forfeitures provide limited resources for criminal investigations. The state's Constitution requires that clear proceeds (after investigative expenses have been paid) from property forfeited to the state must be placed in the Common School Fund. The RICO law funds a \$750,000 maximum revolving account for state investigations, but does not allow local governments to accumulate funds for future investigations. Local units of government can pass forfeiture ordinances. A 1986 survey found that 16 out of 36 counties and eight cities have forfeiture ordinances. Another 13 cities have intergovernmental agreements to use existing county ordinances. Twelve cities and counties have tried but failed to adopt ordinances, and ten others are considering ordinances.

A number of states will use their Anti-Drug Abuse Enforcement funds to provide asset seizure and forfeiture training to law enforcement and prosecutorial personnel.

Kentucky is developing an Asset Seizure and Forfeiture Training Program similar to the one developed by the

Bureau of Justice Assistance. This program is designed to provide operational training and technical assistance to local law enforcement and prosecution personnel. It will familiarize them with the pertinent local, state and Federal laws and protocols, the conduct of financial investigations, coordination activities with the prosecutor and other agencies having jurisdiction in financial matters and ways to alleviate procedural difficulties encountered before, during and after asset seizure. Kentucky will use training curriculum and materials developed for the Bureau of Justice Assistance by the Police Executive Research Forum.

The District of Columbia is using Anti-Drug Abuse Enforcement Funds to establish and maintain a Financial Investigative Unit whose sole responsibility will be identifying and seizing the assets of persons involved in or connected with the distribution and sale of illegal drugs.

The Office of the Attorney General in Pennsylvania will expand its current asset forfeiture and financial tracking function. This effort will result in putting major drug dealers out of business as well as generating additional resources for state and local drug enforcement initiatives. By expanding this function, the Office of Attorney General will be able to pursue the seizure of hidden assets which will in turn provide larger sums of money for drug law enforcement programs.

The City of Frederick, Maryland, will implement an Arrest and Forfeiture Program. The program will reduce the use and sale of drugs by apprehending those persons who use and sell drugs and by seizing every opportunity to forfeit both monies and vehicles of those arrested.

In 1986, the Arizona Legislature passed a major revision to Arizona's forfeiture procedures, joining numerous existing forfeiture provisions relating to drug offenses, drug paraphernalia and imitation drugs. The racketeering forfeiture section relates to all racketeering offenses and to illegal conduct relating to on-going criminal enterprises. The overlap of civil and criminal racketeering remedies was intentional and is specifically mentioned in statute. At the present time, only a limited number of counties have been able to establish anti-racketeering funds. Arizona will use Anti-Drug Abuse Funds to create a special unit to assist county attorneys in asset seizures and forfeitures.

BJA Enhances State and Local Efforts

The Bureau of Justice Assistance is using Discretionary Grant funds to provide a training

program designed to improve the skills of law enforcement and prosecutorial managers in applying forfeiture laws.

The Asset Seizure and Forfeiture Program will provide training and technical assistance to local law enforcement and prosecution personnel in 17 states on the use of asset seizure and forfeiture statutes as a means of depriving illicit drug traffickers of economic support and incentive. The training and technical assistance will familiarize them with:

- The pertinent laws and protocols in their respective jurisdictions
- The conduct of financial investigations
- Coordination between prosecutors and other agencies having jurisdiction in financial matters
- How to alleviate difficulties encountered before, during and after asset seizure

The Bureau of Justice Assistance will assist prosecutors in the investigation and prosecution of sophisticated drug cases through an analysis of state RICO statutes.

Through a grant to the National Association of Attorneys General, the Bureau of Justice Assistance will complete a thorough review and assessment of the application and effects of state Racketeer Influenced and Corrupt Organization (RICO) statutes in four states that appear to be the most successful in using the RICO approach to interrupt criminal enterprises.

This study will concentrate on the methods and practices of these jurisdictions in applying the RICO statutes to enhance the ability of the Attorney General's Office to investigate and prosecute sophisticated drug cases. The focus of the project's case studies will be on identifying key elements of the RICO statutes and the investigation and prosecution techniques that are producing the most successful results. In addition, the project will survey all 26 states which have RICO statutes to determine their current use and compare them with the four selected states.

Opportunities for Action:

Strong asset seizure and forfeiture laws and the vigorous enforcement of these laws can provide law enforcement and prosecutors with effective tools to reduce the profit motive in drug trafficking operations. The distribution

of the proceeds from these efforts can provide the criminal justice system with needed resources to enforce drug laws.

The states are presented with an opportunity to review and strengthen their asset seizure and forfeiture laws

to provide law enforcement and prosecutors with an effective tool in their drug control efforts. The specialized skills required to effectively utilize these laws can be provided to law enforcement and prosecutorial personnel through training.

Adjudication

The states report that an average of 62 percent of drug cases result in convictions, and 25 percent are dismissed. But, conviction and dismissal rates vary significantly among the states. For example, one state reports that in 1985, only 28 percent of the arrests were disposed of in court while another state reports that 80 percent of all felony drug arrests are prosecuted, and at least 90 percent of the cases prosecuted result in convictions.

A number of states have passed legislation or are using Anti-Drug Abuse Enforcement funds to implement programs designed to prosecute and adjudicate drug cases more quickly and to increase uniformity in sentencing. Data provided by the states show that approximately 20 percent of the offenders convicted of drug offenses in 1986 were sentenced to prison. Almost 1/3 of the drug offenders were sentenced to a local jail, making this the most commonly used sentencing alternative. Over 1/4 were sentenced to probation.

The Bureau of Justice Assistance is implementing

several programs to assist in the adjudication of drug offenders at the state and local levels.

- The Comprehensive Adjudication of Drug Arrestees Program provides resources throughout the adjudication process from early screening of drug-related arrestees through sentencing. The improved case management resulting from this effort is enhanced by the coordination among the prosecution, public defense, judicial, detention, probation and pretrial services.
- The Large Court Capacity Program will help large courts expedite the processing of drug cases through the system. The program is designed to institutionalize sound management practices proven to eliminate case backlogs and reduce delays in case processing.
- The Differentiated Case Management Program will help courts expedite the processing of drug cases by screening cases based on their complexity and increasing coordination to ensure timely adjudication.

State and Local Response

A number of states report a major increase in drug cases, which in some states has resulted in backlogs.

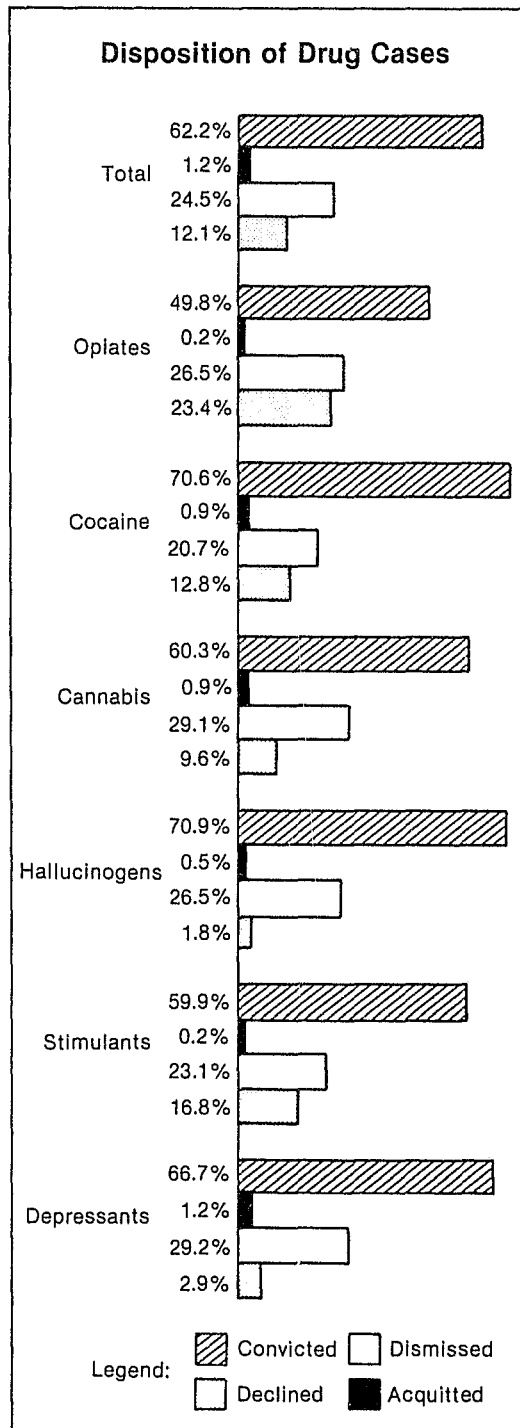
Rhode Island reports that court backlog due to a shortage of judges is probably the most serious problem facing the adjudication system. The Chief Justice of the Superior Court reports that he has been at least two judges short for a considerable period of time. Additional administrative support for judges to accelerate adjudication is also needed.

Pennsylvania reports a 32 percent increase in the number of drug-related convictions and a 107 percent increase in the sentencing of drug offenders to terms of incarceration between 1982-86.

South Carolina identified three areas which require greater attention and resources:

- There are few sentencing alternatives available for judges dealing with addicted drug offenders
- Although a judge may want to impose treatment as part of a sentence, the limited resources available through the corrections system means that such treatment may not be rendered to the degree in which the offender is helped
- Associated with this concern is the lack of a reporting system which would inform a judge that an offender has actually successfully completed a course of treatment

An average of 62 percent of state and local drug cases result in a conviction, and 25 percent are dismissed.



Source: Statewide Drug Strategies submitted by the states

Note: See Appendix C for data limitations.

Rates of conviction and rates of dismissal vary significantly among the states.

Minnesota reports that in 1985, only 28 percent of the arrests were disposed of in court. Although it is unclear what happens to the other 72 percent, possible explanations include a lack of resources or evidence to proceed with prosecution or the absence of state and local drug control units within prosecution agencies.

District Attorneys in Colorado report that 80 percent of felony drug arrests in their jurisdictions are prosecuted, and at least 90 percent of the cases prosecuted result in convictions.

Most County Attorneys in New Hampshire reported that approximately 75 percent of their drug cases were brought to trial after arrest, with between 50-75 percent of those cases resulting in convictions. Between 2-25 percent were dismissed, and the remainder are pending. The United States Attorney reports that 81-90 percent of arrests for drug law violations result in prosecutions with a 70 percent conviction rate. The County Attorneys report no major court backlog of drug cases.

Iowa reports that at least 60-65 percent of those persons charged with a drug-related offense are convicted, and are most likely to be fined and placed on probation.

Several states have passed legislation or are implementing programs to prosecute and adjudicate drug cases more quickly to increase uniformity in sentencing and to provide judges with sentencing alternatives.

New Jersey found that drug offenders were being dealt with differently, apart from the criminal justice code, and that the sentences received were inconsistent and unpredictable. The Comprehensive Drug Reform Act, which was passed in 1987, was designed to achieve the general deterrence of offenders through the uniform enhancement of penal sanctions imposed against convicted offenders. The code combines the concept of criminal law deterrence with prevention strategies. The state's strategy includes programs and initiatives to enhance, coordinate and expedite the prosecution of drug offenses and offenders, to streamline the trial process and to ensure the uniform implementation and judicial interpretation of the Comprehensive Drug Reform Act. Provisions include:

- County prosecutors and the Statewide Narcotics Task Force must develop uniform statewide guidelines governing prosecutorial charging discretion and the conduct of all plea negotiations in drug cases

- Drug cases are to be accorded the highest priority and are to be moved swiftly through the criminal justice process
- County prosecutors and the Statewide Narcotics Task Forces must develop reliable means to establish at sentencing proceedings the "street value" of drugs involved in illicit transactions so as to ensure that the courts can impose the maximum cash fine allowable by law

Arizona has also created a drug enforcement account for enhancing efforts to investigate, prosecute and incarcerate drug offenders. All fines derived from drug offenses are deposited to this new state level account. The fine structure was deliberately designed to reduce demand by users through the imposition of relatively severe mandatory financial penalties. Minimum fines of \$750-\$2,000 are imposed, which are also subject to a 37 percent penalty assessment if the conviction is for a felony. Almost 1/3 of the Superior Court criminal filings in Arizona are for drug offenses. Arizona will implement a program with Anti-Drug Abuse funds directed toward moving drug offenders expeditiously through the judicial system. The program will provide for additional judges, together with the necessary support staff, including probation officers and pretrial services.

Guam reports that the Alternative Sentencing Office is responsible for providing judges with workable alternatives to fines, probation and incarceration by supplying education and community service programs. This Office has implemented a Drug Education Program designed as an alternative to incarceration for juveniles identified as drug abusers. Through weekly meetings over a 14-week period, the program provides rehabilitative instruction in the form of video presentations, lectures and group discussions.

Texas plans to expedite the prosecution of major substance offenders through the development of drug impact courts and specialized drug prosecutors designed to move these offenders quickly through the criminal justice system.

Louisiana plans to analyze the dockets and caseloads of all courts in the state to identify delay problems related to drug cases and to implement a project to reduce caseloads and improve judicial operations.

Nebraska will make a number of administrative and statutory changes to improve the adjudication of drug cases. Standardized preliminary hearing procedures for drug offenses may be developed. A review of the

consistency of drug forfeiture laws relative to Federal and state jurisdictions will be completed. Specialized training for judicial and parole personnel will be developed as well as a plan to coordinate efforts between the courts, corrections and parole. A review of the consistency of sentencing practices and a statewide presentencing investigation system may also be completed.

Delaware is implementing a Coordinated Adjudication of Drug Offenders Program designed to substantially speed up the adjudication of drug offenders. Through this program a prosecutor and a presentence officer will work together on charging and plea efforts, treatment options and punishment sanctions.

Washington State will provide visiting judges to its Superior Courts to accommodate increased drug-related caseloads created by successful task force operations.

Iowa will implement drug case adjudication programs which may include pretrial drug detection, court delay reduction, jail capacity, alternatives to detention, Treatment Alternatives to Street Crime (TASC) and the expeditious handling of drug offenders.

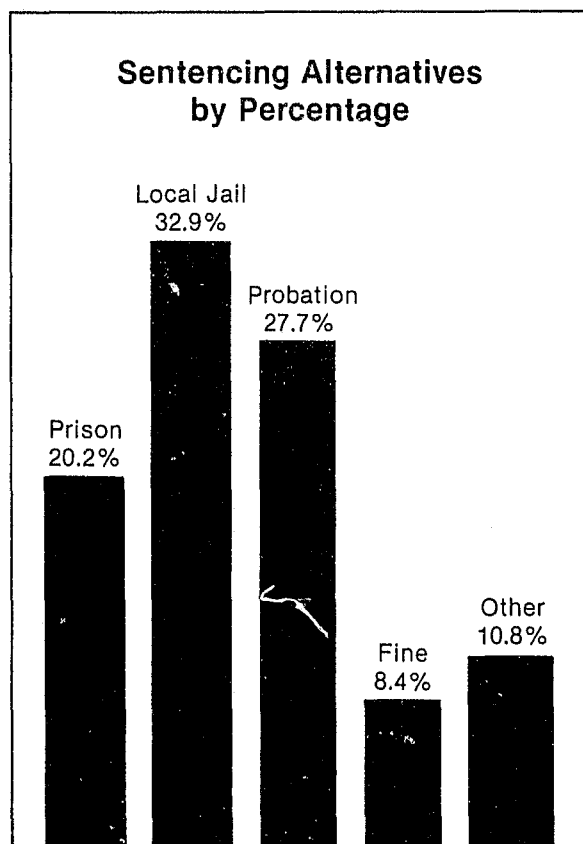
New York has increased the penalties for the sale of drugs to minors on or near school grounds. The Organized Crime Control Act penalizes the criminal enterprises that facilitate large-scale drug trafficking.

Michigan reports that uniformity is needed in their state's criminal code for dealing with drug offenders. Because the current state statute protects juveniles from the adult penalties attached to drug offenses, young males are recruited as runners and sellers. Michigan's law provides for prosecuting drug offenders based on the amount of any controlled substance, rather than by drug type. Michigan is proposing changes to its current statute to include provisions which will: waive serious, repeat juvenile offenders; impose mandatory minimum penalties for those selling drugs to minors; impose criminal penalties for possession, sale or advertising of drug paraphernalia; impose minimum sentencing for those convicted of drug offenses; and amend the state's forfeiture laws to ensure forfeiture funds are used to enhance drug law enforcement.

Connecticut will use Anti-Drug Abuse Enforcement funds to establish specialized "drug courts" in certain districts. These courts will be modeled on the career criminal program and will require a balance of resources among the judiciary, prosecutors and public defenders. The goals of this program are to provide deterrence

through faster and more certain adjudication, remove drug dealers from the street sooner and reduce dockets.

Approximately 20 percent of the offenders convicted of drug cases in 1986 were sentenced to prison. Almost 1/3 of the convicted drug offenders were sentenced to a local jail, making this the most frequently used sentence for drug offenders. Over 1/4 were sentenced to probation.



Source: Statewide Drug Strategies submitted by the states.

Note: See Appendix C for data limitations.

The type of sentencing alternatives for drug offenders varies among the states.

In Minnesota, jail is the preferred sentence for narcotic offenders, accounting for 60 percent of all narcotic convictions. Probation is the second most frequent sentence with 30 percent, followed by prison with six percent. Only three county jails have treatment programs in their facilities.

In Arizona in 1986, for every 1,000 convictions for drug offenses, 745 offenders were placed on probation

supervision, including probation with jail or prison time, and 23 offenders were sentenced to intensive probation. The following table shows the types of sentences given for drug convictions:

Sentence Type	Percent of Convictions
Probation only	49%
Probation with jail	20
Probation with prison	5
Intensive Probation Supervision	2
Prison	18
Jail	2
Fine	2

In Mississippi, 38 percent of offenders convicted of drug-related offenses were sentenced to prison; 26 percent were sentenced to probation.

Approximately 44 percent of those convicted of drug offenses in Iowa in 1985 received a fine. Thirty percent of all convicted offenders were placed on probation, usually in combination with a fine. Less than five percent were sent to prison.

South Dakota reported that a fine, the most frequent sentence for those convicted of drug offenses, was used in approximately 31 percent of drug cases. One-fourth of those convicted were placed on probation, 18 percent were sent to prison and 13 percent were sentenced to a local jail. The rest received a suspended sentence or received some other sentence.

BJA Enhances State and Local Efforts

The goal of the Bureau of Justice Assistance's Discretionary Grant Program adjudication strategy for FY 1987-1989 is to expedite the handling of arrestees, especially drug traffickers and drug users, by providing timely, coordinated and fair adjudication of arrestees.

The Bureau of Justice Assistance's Discretionary Grant Program strategy focuses on:

- Coordinating delivery of adjudication services and activities which have proven successful
- Reducing the time for processing cases at the trial and appellate court levels
- Increasing productivity of state trial courts through implementation of performance standards

- Providing structured technical assistance and training to facilitate implementation of proven programs.

The Bureau of Justice Assistance's Comprehensive Adjudication of Drug Arrestees Program addresses a major problem for criminal justice agencies in disposing of drug abuse and trafficking cases through the adjudication process.

Because so many agencies are involved in the adjudication process (e.g., prosecutorial, public defense, judicial, detention, probation and pretrial services), conflicting policies and practices often inhibit timely identification and handling of cases. This program provides resources throughout the adjudication system from early screening of arrestees for drug usage and trafficking by the prosecutor through sentencing by the court.

Prosecutorial and adjudicative agencies coordinate to ensure continuity of effort and maximum use of resources throughout the life of the case. This type of coordinated case management multiplies the effectiveness of individual agency operations.

The Bureau of Justice Assistance will help large courts to expedite the processing of drug cases through the Large Court Capacity Program.

Under the Large Court Capacity Program, up to 35 trial court systems will participate with the National Center for State Courts in improving their caseload management. The objective of this program is to institutionalize sound management practices proven to eliminate case backlogs and reduce delays in case processing in order to ensure the expeditious handling of drug and drug-related cases.

Activities include the analysis and comparison of the case processing times of our largest courts, identification of selected court systems which demonstrate efficient handling of cases and the delivery of major impact technical assistance through a combination of structured, on-site or peer consultation.

The Commission on Trial Courts Performance Standards, assisted by the National Center for State Courts, will publish standards and oversee an auditing process. As a result, improved performance in the trial courts will promote timely and fair disposition of cases, including drug and drug-related cases.

The Bureau of Justice Assistance will help courts expedite the processing of drug cases through the Differentiated Case Management Discretionary Program.

One promising management technique to aid courts in expediting case processing is to screen cases based on their complexity. Cases are then coordinated among affected adjudication agencies to ensure timely actions during the processing of those cases. Four pilot sites will participate in the Differentiated Case Management Program. Multiple processing tracks will be established to prevent complex cases from inhibiting the timely resolution of more routine ones.

Opportunities for Action:

A review of the drug strategies submitted by the states reveals that almost 3/4 of the Anti-Drug Abuse Enforcement funds have been allocated for programs designed to enhance the apprehension and prosecution of drug offenders. Less than three percent of the funds have been allocated for programs which help the courts process the increased numbers of offenders that will enter the system because of the increase in enforcement efforts. In addition, many states found it difficult to collect and analyze information on the number of drug cases entering the court system and on the disposition of cases.

The statewide drug strategy process provides an opportunity for the judiciary to become actively involved in the planning for a comprehensive and systemic approach to the drug problem and the drug offender.

Detention and Rehabilitation

Most states estimate that 70-80 percent of the inmates in prison are in need of substance abuse treatment, but available resources allow for only a portion of these inmates to receive treatment. Prison crowding is a major problem in many states, and several report that space and resources originally available for treatment programs have been reallocated to provide general housing of inmates.

Treatment services for juveniles in correctional institutions are reported by some states to be even less available than for adult offenders. Also, services to identify and treat offenders with drug problems are inadequate or non-existent in many local jails.

Many states are using Anti-Drug Abuse Enforcement funds to develop and expand existing drug treatment programs within correctional institutions.

The Bureau of Justice Assistance is using Discretionary Program funds to assist states in the development of drug treatment and rehabilitation services in correctional institutions.

- The Comprehensive State Department of Corrections Treatment Strategies for Drug Abuse Program will assist corrections departments in the expansion and upgrade of drug treatment and rehabilitation services.

- The Drug Treatment for Individual State Corrections Institutions Demonstration Program is designed to test a variety of drug treatment and rehabilitation models in state institutions.
- The Drug Treatment in the Jail Setting Demonstration Program will assist local jails and community corrections agencies in improving their drug screening and treatment services.
- The Intensive Supervision for Drug Offenders Demonstration Program is designed to test the effectiveness of intensive supervision programs in reducing both drug dependence and criminal activity among serious offenders who normally show a high rate of recidivism. Surveillance, urinalysis and treatment will be combined with the traditional intensive supervision program elements.
- The Model State Prison Industry/Drug Rehabilitation Program is designed to demonstrate that drug treatment and rehabilitation can take place in a modern prison industry setting.
- The Probation and Parole Narcotic Interdiction National Training Program will assist the states in developing more effective programs to monitor and treat the drug-dependent offender in the community.

State and Local Response

Many states estimate that 70 to 80 percent of the inmates in prison are in need of substance abuse treatment, but available resources allow for only a portion of these inmates to receive treatment.

The Colorado Department of Corrections reports that out of 3,500 inmates needing treatment, only 413 actually received services.

The Department of Corrections in Tennessee estimates that as many as 75 percent of the incarcerated offenders have drug and alcohol problems, yet many institutions have no treatment programs at all. Fewer than five percent of the inmates participate in alcohol and substance abuse programs operated by volunteer groups, including Alcoholics Anonymous, Narcotics Anonymous and church groups. New Hampshire reports that almost 80 percent of the inmates at the State Prison report that they were under the influence of drugs or alcohol at the

time of the offense, or that they committed their crime to support a drug habit.

Kansas reports that its prison population has increased 66 percent between FY 1982 and FY 1986. One factor contributing to the increase is the need for inmates to complete substance abuse treatment prior to parole eligibility and release. However, current programs are backlogged with inmates awaiting treatment.

The Texas Department of Corrections provides counseling for drug abusers in all facilities. However, the current staffing level can only provide drug counseling services to approximately 12,000 inmates or 40 percent of the population in need.

The District of Columbia estimates that 75 percent of the prisoners committed to the Department of Corrections have used drugs. The number of persons committed for drug offenses has risen dramatically since 1980 from 900 to 4,300 in 1986. Drug offenders comprised less than eight percent of the incarcerated population in 1980 but comprised nearly 1/3 in 1986. Individuals on parole who have drug abuse histories have a much higher failure rate in 1986 (70 percent) than non-drug abusers (36 percent).

Florida reports that 81 percent of the offenders on probation and parole admit to using alcohol and/or narcotics. Of the incarcerated population, 38 percent stated they committed their crime while under the influence of alcohol or narcotics, and 13 percent admitted committing their crime for the purpose of gaining profits to support their dependence.

Iowa reports that up to 80 percent of the prisoners and 60 percent of the juveniles held at the state training school have been identified as having a substance abuse problem. Anywhere from 60-80 percent of Iowa's community-based corrections population and 78 percent of the individuals on parole have a serious drug abuse problem. During the first six months of FY 1986, 35 percent of the parole revocations were for a substance abuse violation.

In Nevada, self-reports by prison inmates show that approximately 74 percent of those persons convicted of a felony in the metropolitan areas of Nevada are drug and alcohol abusers. More than 1/2 of those convicted admitted drinking heavily and/or using drugs immediately prior to committing the offense.

A 1986 needs profile of inmates in Vermont classified about 80 percent as having alcohol abuse problems and

about 60 percent as having drug abuse problems. Marijuana is preferred by the majority of those with drug abuse problems, and nearly all of those with drug abuse problems also abuse alcohol.

Pennsylvania reports that 50-80 percent of all inmates who enter the prison system were abusing drugs at the time of their criminal involvement. While an inmate is institutionalized in the Department of Corrections, he may or may not receive appropriate treatment and counseling for his addiction. There are shortages of corrections personnel trained in the identification of drug-abusing inmates, and there are limited drug-and alcohol services within the institutions.

Once an inmate has undergone treatment in an institution for drug and/or alcohol dependency, there is no follow-up mechanism to provide support for that inmate when he returns to the community. As a result, the Pennsylvania Department of Corrections is currently experiencing a return rate of 33 percent of all inmates released.

Pennsylvania also reports a shortage of intensive drug treatment services for inmates with extensive addiction histories. The Therapeutic Community of Camp Hill had a waiting list of 50 inmates in the summer of 1987. Because of the waiting list, many inmates with addiction problems are discouraged from seeking help and assistance. The Therapeutic Community provides very useful treatment and therapy to drug-abusing inmates, but the program is not available to the majority of inmates in the correctional system. There is also a need to develop drug-related services for those inmates who have experimented with drugs but have not become addicted and therefore do not require a formal treatment program.

Georgia reports that less than one percent of the adult prison population is involved in any type of drug program, and less than 20 percent of the inmates in "halfway-out" transition facilities are involved in such programs.

Prison crowding is a major problem in many states, and several report that space and resources originally available for treatment programs have been re-allocated to provide general housing of inmates.

Delaware reports that its prisons are very crowded, and much space originally designed for programs is currently used to house inmates. Thus, treatment programs are not available or fall far short of needs.

Virginia has a state prison population of over 11,000 and a local jail population of over 7,700 detainees and inmates. Both types of facilities are operating above capacity. Drug treatment within state institutions is limited to one therapeutic community, which is estimated to handle 50-60 inmates per year, as well as various drug treatment groups at the 15 major adult institutions. The Department of Corrections also provides drug and alcohol abuse treatment services to delinquent youth at a variety of settings in an estimated 70 treatment slots. Provision of drug treatment services for inmates in jails is very limited due to unavailable resources to pay for such treatment.

Arizona reports that its inmate population has doubled to approximately 9,000 persons between 1981 and 1986, and it is projected to increase to over 13,000 by 1991. The new anti-drug abuse legislation recently passed in Arizona is expected to further exacerbate this problem, requiring the state to develop alternatives to incarceration.

Florida's inmate population grew from 29,712 to 32,387 in a seven-month period from June 30, 1986, to January 26, 1987. From July 1985 to July 1986, 1,550 inmates were sentenced to the state prison for cocaine law violations, representing a 24 percent increase over the previous year. In addition, approximately 3,650 probation intakes and 290 community control intakes were for similar violations during this period. In response to the prison crowding crisis, Florida's FY 1987-88 budget includes approximately \$78 million for prison construction and \$4.4 million for alternatives to prison incarceration.

Maryland reports that jail and prison crowding is a statewide problem, which is further impacted by the drug problem. In June 1987, one of the state's larger and more densely populated counties was forced to authorize \$615,000 for additional guards and improvements at the county jail facility. This unscheduled expenditure became necessary because "drug crackdowns" and other law enforcement programs had contributed to an increase of nearly 15 percent in the inmate population.

In the past, the Nebraska Department of Corrections provided in-house substance abuse programs for the inmates. However, due to budgetary cutbacks, these programs were eliminated. The Department currently offers a 90-day voluntary substance abuse program that an inmate may attend during incarceration. The Nebraska Legislature, during the 1986 Legislative session, passed

a bill that requires all inmates who are eligible for parole and who have a recognized substance abuse problem to enroll in a substance abuse program prior to becoming eligible for parole.

A few states are currently offering a full range of drug treatment and monitoring services to criminal justice clients with substance abuse problems.

In the District of Columbia criminal justice system clients receive:

- Central intake services which include orientation, health and social screening and referral to appropriate treatment facilities
- Outpatient services provided by seven clinics, including individual, group and family counseling, treatment planning, evaluation and assessment, psychiatric and psychological consultation, social and vocational assessment, random urinalysis drug testing, medical evaluation and administration of medications
- Correctional treatment services provided by the Department of Corrections, including drug testing and treatment for inmates, parolees and people in halfway facilities. Treatment is provided at all Department of Corrections facilities and includes prevention education, individual, group and pre-release counseling and clinical treatment. An intensive treatment facility utilizing Formula Grant funds is projected by 1989.

Minnesota's Department of Corrections indicated that additional treatment programs are not needed at this time. Treatment programs at the various adult and juvenile correctional facilities vary but include:

- A closed unit with residential treatment services based on self-responsibility, positive peer group pressure and abstinence from mood-altering chemicals
- Narcotics and Alcohols Anonymous
- A therapeutic community model which provides chemically-dependent inmates a means to develop a responsible, positive way of living
- An Alternative Realities Program which helps people take responsibility for their thoughts.

States are exploring innovative ways for meeting their increased treatment needs within correctional institutions.

The District of Columbia is using Anti-Drug Abuse Enforcement funds for two innovative corrections programs.

- A pilot Correctional Treatment Facility Program for intensive treatment of substance abusers, entirely separated from the rest of the facility, will provide an intensive, humanistic, cognitive and behavioral approach, as well as residential, prerelease and after-care phases.
- The Parole Board will establish a community outreach program to strengthen the network of support services essential to parolees' success in avoiding drugs and repeat criminal behavior. The major components include formal training and certification of parole officers as drug counselors, provision of group and individual drug counseling coupled with life skills training for parolees, a communication and referral network between the Parole Board and businesses, and organizations and support service systems which will create alternatives to drug use and criminal behavior.

Hawaii will establish an Intensive Probation Supervision Program which will emphasize both surveillance and treatment of drug users whose probability for continued drug use is high. Requirements for probationers participating in the program will be referral to a certified drug abuse treatment program, drug testing, involvement with case planning and setting of objectives, curfew, employment or educational enrollment and community service. Probationers will have daily contacts with their probation officer.

Vermont will implement a Community Control Program which will provide for the selection, screening, supervision, programming and control of offenders who will serve their sentences in the community rather than jail. This program incorporates the custody practices of the jail at the community level through intensive probation.

The Wisconsin Bureau of Community Corrections will use Anti-Drug Abuse funds for intensive supervision of approximately 200 early release inmates with identified drug abuse problems. Probation and parole agents will have caseloads of approximately 20, and two agents will serve as liaisons to halfway houses for probation and parole clients with drug abuse problems. Wisconsin will also develop programs to serve as alternatives to incarceration, including residential and nonresidential day treatment programs. One-third of the funding is designated specifically for female offenders.

Pennsylvania will develop three corrections programs using Anti-Drug Abuse funds:

- Close Supervision of High Risk Drug Offenders Program will provide intensive case management services to drug-dependent offenders who are classified as high risk and released on parole or placed on probation.
- The Drug Abuse Re-Integration and Treatment Program will provide specialized drug rehabilitation and counseling services to drug abusers. The project will facilitate coordination with outside counseling agencies and the development of specialized counseling services for drug abusers.
- The Drug Abuse Group Treatment Project will target known drug abusers within the Department of Corrections. The project will seek to address the period between entry and release, which is currently limited to self-help groups.
- The project will assess inmate adjustment and gains in the first three months after stabilization treatment. It will also introduce two additional segments of reality-based group treatment designed to sustain a continuing productive adjustment, build additional thinking into the feeling- thinking-acting process and prepare for return to the community.

Arizona requires that persons convicted of certain drug violations, as a condition of probation, serve between 24 and 360 hours of community service with an agency or organization that provides treatment for drug abuse or serves crime victims.

Georgia will develop intensive probation supervision programs as well as residential programs for street level drug offenders.

Iowa plans to develop corrections programs which would include intensive probation supervision, work release programs for drug offenders, "Stay N' Out" Therapeutic Community, a Drug Offender Unit and training.

The Virginia Department of Corrections will implement a program to expand and upgrade drug treatment available to inmates by providing drug awareness information and initiating group counseling and therapeutic communities within the institutions. The Department will also develop formal criteria for selecting inmates for treatment and establish an agreement with community service agencies to provide follow-up support for inmates when they return to their communities.

One of the two major goals of the Oregon drug strategy is to offer drug treatment to inmates in Oregon's new minimum security correctional facilities and intensive supervision for drug-dependent parolees.

Utah will develop sentencing alternatives for drug-dependent offenders. Local programs for jail inmates and juveniles will also be developed.

Guam will implement a Drug Detection and Rehabilitation Program within the Department of Corrections, as well as a Drug Rehabilitation Program for incarcerated youth.

Connecticut will expand drug and alcohol counseling within its institutions, establish community-based follow-up for offenders leaving institutions and purchase 20 new halfway house beds specifically for drug-dependent offenders.

The Florida Department of Corrections will use Anti-Drug Abuse Enforcement funds to contract for drug counseling services for incarcerated offenders. The targeted population will be those offenders within 180 days of expected release. A three-tiered treatment concept is being implemented which includes:

- A program of education/orientation for offenders who have merely experimented with drugs or have had little or no exposure to substances of abuse
- Outpatient, part-time counseling which allows the offender to participate in group or individual counseling as well as drug education activities on a periodic basis rather than as a full-time assignment
- Inpatient counseling for offenders in need of intensive therapeutic counseling to overcome an addiction or a history of serious poly-drug use. These offenders will be assigned on a full-time basis to substance abuse counseling within a therapeutic environment

Several states identified a problem with drugs being smuggled into their prisons, and a number have developed programs to reduce the amount of drugs smuggled into the prisons.

Information provided by Arizona regarding disciplinary actions in adult institutions documents the drug problems experienced within institutions in many states.

Rhode Island reports that a major problem at the State Department of Corrections is the smuggling of drugs into prison facilities, apparently by some staff as well

as by visitors. The continued availability of illegal substances within the institutions makes effective drug treatment virtually impossible, as well as being an intolerable violation of the law. A joint project between the Department of Corrections and the State Police will be implemented to address this problem.

Year	Selling Narcotics	Narcotics Possession
1980	0	22
1981	1	157
1982	17	1038
1983	29	1691
1984	33	1234
1985	130	1383
1986	106	1390

The Correctional Department in Puerto Rico and the police have coordinated the use of the canine unit in order to prevent drug trafficking within penal institutions.

The states' strategies showed that treatment services for juveniles in correctional institutions were even fewer than for adults. States are responding not only by increasing the amount of new services, but by adding more training for staff in existing facilities.

Juvenile institutions in Tennessee have limited resources to work with children with substance abuse problems. Most substance abuse therapy and counseling is provided by the youth center staff. However, these staff members are not certified substance abuse counselors. Tennessee will use Anti-Drug Abuse Enforcement funds to develop drug treatment services in its juvenile institutions.

Maine reports that the Youth Center has only one cottage for offenders with substance problems. It can provide services for only 1/6 of the offenders committed. Maine's strategy includes funds to increase these services.

In Kansas two recent surveys of residents in four youth centers found that 84 percent of the residents reported using illegal drugs at the time of admission and over 60 percent said they used marijuana or other illegal drugs three or more times a week. The youth centers currently provide an array of drug prevention and information programs, some drug and alcohol group programs and Alcoholics Anonymous and Narcotics Anonymous meeting but lack a formal drug and alcohol treatment approach.

State correctional resources in Illinois have been directed in recent years toward alleviating the state's severe prison crowding problem. Thus, substance abuse problems in the prison population, especially among female and juvenile offenders, have not been adequately addressed. A treatment program for individuals returning to the Chicago area from prison is being established to disrupt the pattern of drug abuse and recidivism.

Maryland reports that no drug treatment programs are conducted at any of the seven youth centers where juvenile offenders are committed. If it is determined that a resident of one of the youth centers has a drug-related problem, he is transferred to a facility where treatment is offered.

A 1985 Ohio Department of Youth Services treatment assessment survey of 1,612 youth in nine institutions found that 67 percent had reached critical stages of drug abuse or dependency.

Residential treatment services do not exist for juveniles in Delaware. Delaware will use Anti-Drug Enforcement funds to re-establish a Juvenile Residential Treatment Facility to serve delinquent youths who have serious drug and/or alcohol problems. It will be a more severe sanction than probation but less than a correctional institution. Treatment, counseling and various life skills will be provided.

New Jersey reports that aftercare services are virtually non-existent, and the number of residential treatment services for juvenile offenders are not many more.

Services to identify and treat offenders with drug problems are inadequate or non-existent in many local jails.

In Pennsylvania, as in most states, the county jail acts as the primary clearinghouse for all individuals passing through the criminal justice system. In addition to detainees, county jails also deal with work release inmates, parole or probation violators and all state sentenced prisoners who must first pass through the local county jail prior to transportation to a diagnostic and classification unit within the state correctional system.

Pennsylvania reports that the vast majority of county jails in the state do not have in-house detoxification or treatment capabilities and are forced to transport inmates to nearby facilities. In addition, the difficulty in distinguishing a drug abuser from those experiencing

emotional or mental health problems often makes referral difficult. Local mental health units are reluctant to accept individuals under the influence of drugs. However, the Treatment Alternatives to Street Crime (TASC) program assists with identification and treatment of drug-abusing offenders in 13 counties. The Pennsylvania Department of Corrections will use Anti-Drug Abuse Enforcement funds to provide training for county jail personnel in the identification and handling of drug-dependent offenders.

In Arizona, the implementation of a new state anti-drug law is expected to result in additional arrests and offenders sentenced to county jails. Many jails are already operating close to capacity. Thus, jail space does not exist for the number of low level possessors to be assigned to jail as mandated by the law. Arizona will provide for the payment of daily charges for inmates convicted of drug charges and sentenced to county jail to offset the cost of housing additional inmates convicted of drug offenses.

BJA Enhances State and Local Efforts

The Bureau of Justice Assistance is using Discretionary Program funds to assist states in developing Comprehensive State Department of Corrections Treatment Strategies for Drug Abuse which assist corrections departments in expanding and upgrading their drug treatment and rehabilitation programs.

Departments of Corrections are developing comprehensive treatment strategies for drug abuse in Delaware, Florida, New Mexico, New York, Connecticut and Alabama. All six projects include resources for a planning phase, and three of the states have been given resources to begin the implementation phase. The Florida Department of Corrections has developed an integrated plan to expand drug treatment activities in all institutions and will establish a three-tier drug rehabilitation program involving:

- Drug abuse education
- Outpatient drug treatment
- Intensive treatment in a therapeutic community
- Training for 95 treatment staff within the Department
- A statewide database on drug-abusing offenders, as well as a monitoring system to determine impact of the program

The New Mexico Department of Corrections will develop a statewide network of agencies to provide drug treatment services to ex-inmates, with the ultimate goal of reducing recidivism. The project will provide a three to four phase institutional treatment program, aftercare services for parolees and their families and training to institutional staff.

The Delaware Department of Corrections is currently participating in the Bureau's pilot program expanding drug treatment throughout all institutions in the state and has received both a planning and an implementation grant. A drug treatment strategy for serious heroin and cocaine-abusing inmates will be developed. The program will include:

- Inmate screening and assessment at intake
- Completion of an interim drug treatment program one to two years before release
- Intensive milieu treatment in an isolated unit prior to parole
- Follow-up surveillance and treatment in community corrections during parole

One state will use part of its Formula Grant funds to develop a comprehensive treatment strategy for the Department of Corrections.

The Department of Corrections in Rhode Island will study the drug abuse problem within the Department, research effective treatment programs for offenders and develop and implement a comprehensive strategy for drug treatment.

The Drug Treatment for Individual State Corrections Institutions Demonstration Program, funded by the Bureau, is designed to test a variety of drug treatment and rehabilitation models in state institutions.

This Discretionary Grant program is designed for states that are not ready to implement a comprehensive statewide drug strategy in its correctional institutions, but are ready to implement an innovative pilot project in a single facility. The Bureau has funded projects in Iowa, Ohio, New Mexico, North Carolina, Montana and Wisconsin. Iowa will establish a Therapeutic Community Substance Abuse Program within a 30-man living unit. Services provided by the program will include individual and group therapy, family counseling, transitional counseling and other treatment activities.

North Carolina will implement a project called Substance Abuse Recovery Group Experience (SARGE) to meet the needs of inmates between the ages of 14-20 who are severely involved in substance abuse. The goal of the project is to alter substance abuse tendencies in order to reduce recidivism. Participation is voluntary, and priority will be given to offenders with an anticipated release date within 12 months of admission to the prison.

The project will begin with an intensive 28-day residential treatment program which starts at the time of admission to the institution. Participants will be involved in extensive therapeutic activities, with continued treatment during their stay in prison and community aftercare services when released from prison. Approximately 220-275 offenders will participate in the program.

Ohio will provide an intensive, holistic residential treatment program for approximately 300 substance-abusing offenders to prepare them for release. Through this coordinated educational, vocational and therapeutic program, inmates will be more able to live productive lives when released into the community.

The Bureau of Justice Assistance is funding a Model State Prison Industry/Drug Rehabilitation Program in Florida to demonstrate that drug treatment and rehabilitation can take place in a modern prison industry setting.

This demonstration program at Florida's Lantana Correctional Institution will test the theory that drug education, treatment activities and purposeful work have a synergistic effect on the inmate and offer a greater chance of changed behavior than non-work programs. Pride, Inc., the independent corporation established to operate Florida's prison industries, will initiate a computer-aided design and drafting service bureau at the Lantana Institution, a drug treatment facility for young male offenders.

Inmates will be trained in computer literacy and computer drafting skills in a systematic training and work program. Pride will ensure follow-up through a full-time staff person for job placement and aftercare. The program will provide drafting services primarily for state construction and corrections construction projects.

The Bureau of Justice Assistance will assist local jails and community corrections agencies through the Drug Treatment in the Jail Setting Demonstration Program to improve screening and treatment for drug offenders.

The Drug Treatment in the Jail Setting Demonstration Program will assist local jails and community corrections agencies in improving drug screening and treatment services. Emphasis will be on drug treatment in larger metropolitan jails, but training and clearinghouse services will be provided for smaller jails as well. The project has four major components:

- A survey of current jail drug treatment programs
- Capacity building and technical assistance to the two pilot projects located in Hillsboro County, Florida, and Pima County, Arizona oTransfer of project components from model jails to others
- Research on reductions of drug abuse and recidivism

Demonstration Jail/Community Drug Treatment Projects have been established in Pima County (Tucson),

Arizona, and Hillsboro County (Tampa), Florida. A third demonstration jail will be added in 1988. The American Jail Association is assisting the Bureau with coordination and replication of successful treatment models to other jails.

Opportunities for Action:

Although there is a strong relationship between drug abuse and crime, many states report that few drug offenders receive drug treatment services while incarcerated. A number of states are using Anti-Drug Abuse Enforcement funds to address the treatment of drug-dependent offenders. However, these programs will only begin to address the drug treatment needs identified by the states.

The Anti-Drug Abuse Act provides an opportunity for the states to increase drug treatment services for drug-dependent offenders while incarcerated. Since a number of states reported large numbers of drug-related parole revocation, effective treatment programs within correctional institutions can be expected to reduce the rates of offenders who are returned to prison.

Treatment of the Drug-Dependent Offender in the Community

Many offenders sentenced to probation or released on parole have substance abuse problems, but many are not able to find treatment because of the lack of treatment services in the community or their inability to pay for available services. Some states estimate that as many as 70-80 percent of all offenders on probation or parole have substance abuse problems. A number of states are using Anti-Drug Abuse Enforcement funds to increase treatment services for criminal justice clients in the community.

The Bureau of Justice Assistance is implementing several programs designed to assist the states in developing treatment programs for drug-dependent offenders in the community.

- The Treatment options for Drug-Dependent Offenders Project will identify and document effective treatment programs for drug-dependent offenders
- A Program Brief has been published on the Treatment Alternatives to Street Crime

(TASC) to help state and local units of government implement this program of proven effectiveness

- States, local governments, TASC programs and related agencies are providing training and technical assistance to promote consistent and effective case-management programs for drug-dependent offenders
- The Baseline Management and Assessment Data Project and the Criminal History/TASC Linkage Project will enhance information about the effectiveness of TASC Programs
- The Intensive Supervision for Drug Offenders Demonstration Program will test the effectiveness of intensive supervision programs for drug offenders
- The Probation and Parole Narcotic Interdiction National Training Program will assist the states in developing more effective programs to monitor and treat the drug-dependent offender in the community.

State and Local Response

Many offenders sentenced to probation or released on parole have substance abuse problems, but many are not able to find treatment because of the lack of treatment services in the community or their inability to pay for available services.

Probation officers in Colorado report that the number of clients ordered to receive treatment and those who actually do varies across the state from 30 to 100 percent. Because most probationers are required to pay for their own treatment, some probation officers recommend treatment only for those they know have the resources.

New York reports that New York City treatment programs have witnessed an increase in clients which is directly related to the increase in the amount of people using crack. Some clients who had received treatment for other drugs, and were doing well, are now being seen for addiction to crack. New York has added treatment slots statewide to accommodate the higher number of clients anticipated through increased apprehension and prosecution efforts.

The Tennessee Division of Adult Probation, which supervises over 14,000 felony offenders, estimates that as many as 70 percent have a drug or alcohol problem. Yet, there are currently no programs funded in adult probation to provide drug or alcohol treatment.

Oregon reports that treatment facilities in the community are not adequate to help the estimated 70 to 80 percent of offenders who have serious substance abuse problems. The Oregon Office of Alcohol and Drug Abuse Programs reported that between August 1986 and January

1987, its drug outpatient programs were operating at 142 percent of funded capacity. Many offenders released on the condition that they obtain drug treatment, either never find treatment slots or cannot afford to participate in them.

Arizona reports that drug treatment delivery varies according to location and available resources. In rural areas, for the most part there are few providers, whereas in the metropolitan areas, services are more readily available. Some of the needed treatment services in Arizona include:

- Programs for youth, particularly in residential settings
- Residential services for women with dependent children
- Expansion of statewide prevention programs
- Expansion of state supported methadone treatment
- Prerelease treatment and referral of juveniles and adults
- Increased availability of drug programs for jail inmates

Clients participating in drug abuse treatment programs in Florida increased 36 percent from July 1984 to July 1985. During 1984-85, use of drug abuse services was as high as 113 percent, and waiting lists were widespread. Florida's increased population, combined with a deluge of drugs, has seriously impaired the state's ability to maintain its treatment programs.

Guam reports that chronic shortages of trained personnel are cited for discontinuance of drug-related treatment and counseling services. Potential clients are no longer accepted due to this lack of personnel, which is estimated to be 50 percent of what is required in the areas of direct client care, counseling and education.

Pennsylvania reports that once an inmate is released, he is often faced with a lack of treatment programs in the community. Admissions to drug treatment facilities increased 25 percent between FY 1984-85, and admissions for drug abuse increased over 229

percent between 1984 and 1986. Because of the lack of treatment programs, it becomes necessary on occasion to incarcerate a client who continues to use drugs while awaiting admission to a treatment program.

In North Carolina, the prisons are responsible for the treatment of incarcerated drug offenders while area mental health centers are responsible for those on probation and parole. The state reports that area mental health centers do not give drug offenders treatment priority. Thus, approximately 36,000 drug-dependent offenders on probation are generally not provided necessary services.

Increased communication between the criminal justice and treatment communities can help the treatment community anticipate and plan for treatment programs.

Iowa reports that when there is a change in the types of confiscated drugs, treatment programs can anticipate treating clients for these drugs. For example, in 1985, the major confiscated drug shifted from marijuana to cocaine. In FY 1985, the percent and number of those entering public treatment programs for cocaine addiction increased.

Michigan reports that there is typically a four year lag between initial use of cocaine and admission to treatment. This means that the recent dramatic upsurge in admissions to treatment for cocaine can be expected to continue for the next few years, even if use rates level off. The lag between initial use of heroin and admission to treatment is much longer. Only 10-11 percent of admissions for heroin use have been using the drug five years or less. One-third to one-half report using heroin 11-15 years before entering treatment.

A number of states are using Anti-Drug Abuse Enforcement funds to increase treatment services for criminal justice clients in the community.

In recognition of the overwhelming need for delivery of substance abuse services to persons within the criminal justice system, the Texas Legislature mandated that priority admission to substance abuse treatment and rehabilitation programs be given to those persons within the criminal justice system or those diverted from the system by treatment.

In Kentucky, Anti-Drug Abuse Enforcement funds will be used to establish a Statewide Coordinator for Offender Treatment based on the Treatment Alternatives to Street Crime (TASC) model. This program will facilitate

cooperation between the regional jails, courts and community mental health centers and will establish treatment programs designed to include assessment and referral of offenders.

Ohio will use Anti-Drug Abuse Enforcement funds to implement Community-Based Treatment for Drug-Dependent Offenders in 21 locations. The projects will ensure the earliest possible screening of drug-dependent offenders, assess the severity of their drug dependency, make referrals for services and monitor offenders to ensure that they remain drug-free while in treatment.

Georgia will establish a Pretrial Drug Detection Program to identify drug users and to monitor their activity and treatment during the pretrial period. Georgia will also establish TASC programs to serve as a linkage between its criminal justice system and its system of treatment resources for drug-dependent offenders.

Iowa will increase treatment services for drug-dependent offenders through the development of programs such as TASC, residential treatment beds for juveniles, juvenile diversion, "Stay 'N Out" Therapeutic Community, improved institutional treatment capabilities and training.

West Virginia will develop TASC programs and state and local offender treatment programs.

South Carolina will increase treatment and rehabilitation programs for both adult and juvenile drug offenders.

Limited resources within the treatment field have led Montana to look at ways of more effectively using existing programs and personnel. A resource network will be developed for law enforcement, judicial, prosecution and service personnel which will provide current information regarding treatment services.

Indiana reports that legislation was passed in 1985 which allows some conversion of hospital beds for alcohol and drug treatment without obtaining approval through the state's determination of need process. There are currently over 1,400 hospital beds approved for this purpose.

Hawaii will fund a Treatment Alternatives to Street Crime (TASC) program to identify substance-abusing offenders, provide assessment and referral to treatment resources, perform case management and monitor compliance with requirements.

BJA Enhances State and Local Efforts

The Bureau of Justice Assistance will identify and document effective treatment programs under the Treatment Options for Drug-Dependent Offenders Program.

State and local criminal justice agencies will be provided access to comprehensive information on effective drug treatment approaches for offenders. To encourage consistent replication, the project will:

- Develop program briefs which document elements critical to the success of each treatment approach
- Analyze logistical, financial and other policy issues
- Compile a resource list to help officials make informed decisions about operating, funding or using drug treatment programs
- Offer criteria for assessing treatment effectiveness.

The Bureau of Justice Assistance has developed and published a program brief on Treatment Alternatives to Street Crime (TASC) to assist state and local units of government into implementing this program of proven effectiveness.

TASC is intended to interrupt the chronic and episodic drug-using behavior of offenders by linking the sanctions of the criminal justice system to the therapeutic processes of drug treatment programs. Chronic, repeat offenders tend to also have drug and alcohol problems. However, the persistent criminality of these people can be interrupted, curtailed and in many cases, stopped by intervening in the drug-using behavior.

TASC bridges the gap between the justice system and the treatment community by making necessary services available to drug-dependent offenders who would otherwise continue to move in and out of the justice system. TASC also provides justice system oversight of the offender when that individual is in treatment.

The BJA TASC program brief provides a blueprint for developing and implementing TASC programs. The brief outlines the program goals and objectives, implementation steps and issues, program experience, a resource list and performance indicators.

The TASC program brief has been sent to all state criminal justice planning offices, state drug and alcohol administrators and known TASC program offices. Over 470 additional program briefs have been mailed to local police departments, sheriff's offices, universities, state and local departments of corrections, state legislative offices, court officials and drug and alcohol treatment programs.

Since May of 1986, the Bureau of Justice Assistance has been assisting states, local governments, TASC programs and related agencies with training and technical assistance to promote consistent and effective case-management programs for drug-dependent offenders.

As of December 1, 1987, 489 individuals in 15 states have received on-site assistance from the Bureau. These individuals include elected officials, court administrators and staff from drug and alcohol abuse programs. In addition, the Bureau has trained 42 individuals from 29 states to be consultants and trainers capable of delivering technical assistance and training when and where it is needed.

In July 1987, the first TASC national conference in six years, sponsored by the Bureau, was held in Chicago. The conference, attended by 150 people, focused on teaching the program's critical elements, promoting the TASC program concept and sharing information.

As a result of the technical assistance and training rendered by the Bureau of Justice Assistance, 31 states have adopted or are considering adopting the TASC concept as described in the Bureau's TASC program brief.

The benefits of TASC programs, as documented by field reports from criminal justice system practitioners, include the following:

- States have relieved prison crowding by placing drug-dependent offenders in supervised treatment programs. An Illinois study found that when TASC is used as a sentencing alternative, it is approximately 40 percent more cost-effective than incarceration.
- TASC assists court personnel from adjudication through probation to reduce and expedite caseloads.
- A TASC-supervised offender in a treatment program will remain in the program longer than an offender who is in treatment without the sanction of the criminal justice system. Time in treatment has been

shown to be a major predictor of successful treatment outcome.

Information about the effects of the Treatment Alternatives to Street Crime (TASC) programs will be enhanced through the Baseline Management and Assessment Data and the Criminal History/TASC Linkage Projects.

The Baseline Management and Assessment Data Project will provide state and local criminal justice agencies with specific information on case-management resources for the monitoring and referral of drug-using offenders. These data will show where each program is located within the local justice system, what information each program collects and uses and which treatment approaches and management techniques, such as urinalysis, are most often employed.

The data will enable TASC programs, as well as Federal, state and local justice agencies, to manage and assess TASC, compare programs, develop model procedures for future data collection efforts and provide a national overview of how drug-dependent offenders are processed through TASC. This effort is particularly timely since courts are using TASC more often as an alternative to incarceration. Model procedures for accessing criminal history records will be developed under the Criminal History/TASC Linkage Project. The project will:

- Analyze and document statutory restrictions limiting access by TASC programs to criminal history information
- Create a model agreement between a TASC program and a State Central Criminal History Repository which will demonstrate how criminal history data can be responsibly used by TASC programs for screening
- Examine the validity of using subsequent criminal history information to measure program effectiveness.

The Bureau of Justice Assistance will test the effectiveness of intensive supervision programs for drug offenders through the Intensive Supervision for Drug Offenders Demonstration Program.

Intensive supervision projects for drug offenders who are under probation and parole supervision have been implemented in Washington State, Iowa, New Mexico and Georgia. The objective of this program is to reduce

both drug dependence and criminal activities among serious offenders who normally show a high rate of recidivism. Surveillance, urinalysis and treatment standards will be combined with the traditional intensive supervision program elements, such as frequent face-to-face contacts.

The Georgia Intensive Supervision Program, for example, will compare various combinations and degrees of increased urinalysis, surveillance and treatment of the drug-abusing offender. It is anticipated that this program will increase the capability of the Department of Corrections to divert drug offenders from the state's prison system. The project utilizes experimental combinations of probation supervision methodologies including:

- Intensive Probation Supervision without a home confinement component
- Intensive Probation Supervision with a home confinement component
- Intensive Probation Team Supervision with human surveillance, complemented by "active" electronic surveillance and increased urinalysis
- Intensive Probation Team Supervision using human surveillance, coupled with professional services by an experienced drug and alcohol counselor and increased urinalysis

The Bureau of Justice Assistance's Probation and Parole Narcotic Interdiction National Training Program will assist the states in developing more effective programs to monitor and treat the drug-dependent offender in the community.

This national training program is designed to develop programs which reduce the incidence of drug abuse and subsequent arrests or revocations among probationers and parolees. The program, implemented by the American Probation and Parole Association of Probation

Executives, is divided into three phases:

- National search and documentation of successful probation and parole drug surveillance, intervention techniques and successful models of probation and parole coordination with community treatment agencies
- Development of a training manual for probation and parole agencies
- Training seminars for probation executives and training directors

Opportunities for Action:

The Anti-Drug Abuse Act, which provides the states with resources to enhance their drug education, treatment and enforcement efforts, presents an opportunity for greater coordination and cooperation between the drug treatment community and the criminal justice system. Almost all of the states indicated increased coordination between the two disciplines as a part of the drug control strategy and the state drug treatment plan.

Still, the Office of Financing and Coverage Policy in the Alcohol, Drug Abuse and Mental Health Administration, which administers the treatment portion of the Act, reported that only six states had targeted part of their Anti-Drug Abuse Act treatment funds to meet the special drug treatment needs of criminal justice system clients.

Because of the strong relationship between drug abuse and crime and between a history of drug abuse and the likelihood that an offender will recidivate, a targeting of drug treatment resources on the drug offender may significantly reduce drug-related crime. The Anti-Drug Abuse Act provides an opportunity for the states to address the growing problems associated with drug-related crime by placing greater emphasis on the treatment of the drug-involved offender.

Drug Testing

Offenders who use drugs, especially multiple drug users, present a greater risk to the community than non-drug using offenders. According to research discussed in the chapter on the Relationship Between Drug Abuse and Crime, drug testing provides the most effective method of identifying drug users and monitoring their involvement with drugs.

Drug testing of arrestees and criminal justice clients in the community is being used by a number of states to identify drug users, to assess their risk to the community and to monitor their behavior while in the community. Many of these states are using Anti-Drug Abuse Enforcement funds to implement their testing programs.

The Bureau of Justice Assistance is helping the states address the legal and technical issues related to drug testing. It is also implementing

programs which use drug testing to help the criminal justice system make informed decisions regarding the release and treatment of drug-dependent offenders.

- The Drug Use Forecasting (DUF) program will provide an early warning system for identifying the introduction of new drugs and trends in drug usage.
- The Bureau of Justice Assistance and the National Institute of Justice are funding a study to compare the various testing methods available to the criminal justice system
- The Drug Detection Technology/ Focused Offender Disposition Program will select up to four sites in early 1988 to demonstrate effective ways to distinguish among, assess, refer, monitor and treat drug-using offenders who enter the criminal justice system

State and Local Response

Offenders who use drugs present a greater risk to the community than non-drug-using offenders. According to research discussed in the chapter on the Relationship Between Drug Abuse and Crime, drug testing provides the most effective method of identifying drug users and monitoring their involvement with drugs.

The criminal justice system has traditionally relied on self-reporting to identify drug use among offenders. Recent research shows that many offenders are reluctant to talk about their recent drug use if they think that the information might be used against them. Even when assured of confidentiality, only 1/2 of the drug users identified by drug screening had admitted using drugs.

Criminal justice officials working with heavy caseloads are often unable to recognize which offenders are using drugs, the types of drugs being used, the frequency of use or when the offender last used drugs. Even

experienced probation officers in intensive supervision programs cannot accurately identify which of their probationers are currently using drugs.

Drug testing of arrestees and criminal justice clients in the community is being used by a number of states to identify drug users, to assess their risk to the community and to monitor their behavior while in the community. Many of these states are using Anti-Drug Abuse Enforcement funds to implement drug testing programs.

Dade County, Florida, reported that 90 percent of a recent sample of arrestees had drugs other than alcohol in their system at the time of arrest. During the first five months of 1986 in Dade County, motor vehicle theft increased 23 percent, robbery increased 19 percent and burglary increased 12 percent over the same time period for 1985. Officials in the state believe this increase in property crimes can be attributed to crack and other illicit drugs which motivate users to commit crimes to support their habit.

The Alabama Department of Pardons and Paroles screens for alcohol and drug use among its clients using both field and laboratory tests. Laboratory tests are performed by publicly funded agencies and the State Department of Forensic Sciences. Little testing is done by the Department's rural offices due to a lack of testing facilities nearby. In most cases, the persons on probation or parole are required to pay for their drug screening.

Kentucky has, as part of its statewide drug strategy, implemented a Pretrial Drug Detection Program. One of the foremost concerns of Kentucky's judges is that a method for determining release risk and monitoring probationers and parolees be implemented to enable them to act more confidently on decisions of pretrial release, probation or parole. In addition, the decreasing amount of space in Kentucky's correctional facilities poses a major problem. A pretrial, probation and parole drug-monitoring program will be funded with Anti-Drug Abuse Enforcement funds to:

- Monitor pretrial released offenders and to decrease pretrial misconduct
- Establish a monitoring system that will provide the courts and parole board with an account of the offender's drug use while on parole or probation
- Decrease recidivism by probationers and parolees.

New York currently uses drug testing with offenders on probation and parole. This effort will be expanded with Anti-Drug Abuse funds into a program that will appropriately divert drug-using parolees into treatment programs rather than back to prison. Treatment programs for probationers, parolees and inmates will also be expanded.

The Missouri Department of Corrections and Human Resources will develop a program to provide urine drug screening for both probationers and parolees convicted of substance abuse offenses. The rationale for such a program is that the results of each individual drug screen, along with the circumstances surrounding each client's individual situation, will aid in the determination of whether adjudication, treatment or rehabilitation is warranted.

The Mississippi Department of Corrections Community Service Division established a Drug Identification Program to conduct urinalysis tests of parolees suspected of drug abuse. They found that 90 percent of all parole revocations are drug-related. If the drug screens are positive, parolees are referred to intensive supervision.

Requirements may include weekly Narcotics Anonymous meetings and referral to treatment programs. Mississippi also conducts drug screening of new inmates. An Alcohol/Drug Unit at the Mississippi State Penitentiary in Parchment is a 172 bed program providing detoxification and treatment services for inmates identified as substance abusers.

The District of Columbia Department of Corrections provides drug testing and treatment services for inmates, parolees and people in halfway facilities. Random drug testing is conducted on inmates and people who have been released to the community.

Arizona has passed legislation which includes provisions for the consideration of drug testing results for those charged with drug offenses. The court, when determining the method of release or the amount of bail prior to trial for a person charged with a crime, must consider whether the accused is using any illegal substance. The legislation requires the Arizona Supreme Court to develop, by February 1, 1988, a plan to provide for drug testing of adults and juveniles arrested for designated criminal offenses. This plan must be submitted for Criminal Justice Commission approval and implemented by July 1, 1988.

Montana is implementing prevention strategies, especially geared toward youth who are at "high risk," which include the development of screening tools appropriate for use at different levels of intervention to identify youth at an early stage of their drug use.

New Hampshire is establishing a program to conduct mandatory and random drug tests of those who have been sentenced or who are on bail awaiting trial. Positive test results could result in the referral of the person to treatment or the revocation of probation, parole or bail.

BJA Enhances State and Local Efforts

The Drug Use Forecasting (DUF) program will provide an early warning system for identifying new drugs and changes in trends in drug usage.

Urinalysis is currently the method used by the criminal justice system to detect the use of drugs. The judicious use of urinalysis continues to provide essential management information to the system. It is clear that drug use among arrestees is high. Initial findings from BJA-sponsored urinalysis projects in the first seven of 20 participating cities, indicate that the rest of the nation is experiencing a level of use comparable to the 60 percent levels found earlier in New York City and in

Washington, D.C. Quarterly data from the Drug Use Forecasting Program will provide information to:

- Determine whether drug use among arrestees is growing in other cities, as it is in New York and Washington, D.C.
- Identify what variation exists among cities and regions in the drugs of choice
- Identify enforcement, monitoring and treatment strategies which are most effective in combatting trafficking and abuse.

Juveniles will also be tested in a number of sites under the Drug Testing for Juvenile Arrestees Program. National Institute of Justice sponsored testing of 8 to 17 year old juveniles arrested in the District of Columbia shows that more than 1/3 test positive for drugs, that use among this population is increasing, use is occurring at an earlier age and that cocaine use is growing. This program will expand the understanding of the prevalence and types of drugs used by juvenile arrestees in several cities.

The Bureau of Justice Assistance is comparing the various drug testing methodologies to assist the criminal justice system in making informed decisions regarding drug testing programs.

There has never been a comprehensive study comparing the various drug testing methodologies against one another for accuracy. Since the criminal justice system is becoming more and more reliant on drug testing as a tool for decision-making, it is important to examine the various methods in order to determine which methods are most accurate and best applied in different circumstances.

Experience in correctional institutions and in the military indicates that drug testing programs, with an implied sanction, have a significant deterrent impact on drug use. More significant for the criminal justice system is the National Institute of Justice's research finding that pretrial misbehavior by drug-using arrestees can be sharply curtailed with a pretrial monitoring program based on urinalysis.

The Bureau of Justice Assistance will demonstrate the effectiveness and transferability of such pretrial efforts with the Detection and Monitoring of Drug-Using Arrestees Program. Testing is beginning at sites in Oregon, Arizona and Delaware. The planning steps required to accomplish this demonstration are available

to other block and discretionary efforts in the forms of a program brief, request for proposal guidance and model site contracts.

A second effort, the Drug Testing Technology and Transfer Program, will begin drug testing in three additional sites to be selected in March 1988 and will result in published pretrial drug testing standards to guide the states in conducting such services.

The results of these programs will be made available to all grantees presently utilizing drug testing and to any other criminal justice agency that is using drug testing or contemplating the use of drug testing.

The Drug Detection Technology/ Focused Offender Disposition Program will assist criminal justice system decision makers in distinguishing among, assessing, referring, monitoring and treating drug-using offenders who enter the criminal justice system.

This Bureau of Justice Assistance Discretionary program will draw heavily on research and experience which indicate that the extent of drug use can be determined through a brief but structured interview. The program will provide for a concrete interview tool which incorporates recent research findings indicating:

- Urinalysis and monitoring alone may constitute sufficient intervention for certain abusers
- Compulsive users are more likely to succeed in drug treatment
- Deviant users will resist any intervention.

Up to four sites will be selected in early 1988 to participate in this program. The results of this effort will take the forms of program models and guidance to local criminal justice systems to assist them in distinguishing among drug-using offenders and available resources and in selecting the intervention method most likely to be effective.

Opportunities for Action:

As reported by the states, few jurisdictions are testing offenders for drug use to make decisions regarding the release and placement of offenders or to monitor their behavior while in the community. Urinalysis of arrestees and offenders presents criminal justice practitioners with an opportunity to:

- Improve their ability to identify offenders who have drug abuse problems so that they can be referred to treatment
- Make more informed decisions related to pretrial and post incarceration release of offenders by assessing the risk that the offender presents to the community
- Enhance their ability to monitor the offenders compliance with drug-related conditions of release

and progress in treatment

Effective drug testing programs include procedures which ensure that the testing methods are accurate, that the result of the tests are available in a timely manner and that the results are used to make informed decisions about the offender. These programs also include a training component designed to educate criminal justice practitioners on when to test and how to use the results.

Major Drug Offenders

A number of states are using Anti-Drug Abuse Enforcement funds to implement programs designed to enhance their efforts to identify, apprehend and prosecute major drug offenders. Most of these programs include an emphasis on seizure and forfeiture of assets obtained through illegal activities. Many of the programs discussed in other sections of this report are also targeting major drug offenders.

State and Local Response

Major drug offender programs are being implemented in a number of states to enhance the identification, apprehension and prosecution of major drug offenders at the state and local levels.

Illinois will establish a multi-jurisdictional program which will span three states to identify, apprehend and prosecute high level drug traffickers. Since major drug dealers are highly mobile, law enforcement and prosecutorial officials in the greater Chicago metropolitan area frequently encounter the same traffickers as their colleagues in surrounding jurisdictions. The area borders Indiana and Wisconsin and is connected to them by an extensive interstate highway system. The multi-jurisdictional unit will have special powers and responsibilities to deal with this sophisticated population and will work cooperatively with the local Drug Enforcement Administration office.

Alaska will use its entire Anti-Drug Abuse Formula Grant to implement a Major Drug Offender Enforcement

Unit to apprehend and prosecute major drug traffickers. Alaska began a coordinated effort to combat drug trafficking and abuse in 1983. Improvements made since that time include the formation of drug metro teams, creation of airport interdiction units at Anchorage and Fairbanks and the institution of a computerized statewide narcotics intelligence unit. Most of this enforcement activity has been directed at the lower levels of trafficking. The objectives of the Major Drug Offender Enforcement Unit are to:

- Investigate, prosecute and convict major drug traffickers
- Locate, seize and cause to be forfeited illegally gained assets and assets used in criminal enterprise
- Use forfeited assets to defer the cost of drug enforcement programs
- Encourage multi-jurisdictional involvement in the national effort
- Provide maximum coordination between all Federal, state and local drug enforcement agencies and prosecution

North Carolina will implement Major Drug Dealers Demonstration Programs in areas where there is a high incidence of drug abuse and drug trafficking. The projects will provide additional resources, such as investigators and prosecutors, to identify major drug offenders and move these offenders expeditiously through the judicial system. Cooperation and coordination of law enforcement resources at the local level will be enhanced in order to concentrate efforts on

major suppliers and traffickers who do not rise to the level of severity to warrant state or Federal intervention or assistance.

Maryland will implement several Major Drug Offender Programs which include:

- The Prison Oriented Prosecution Squad, composed of both apprehension and prosecution personnel and devoted to targeting major violators who fit the Federal Continuing Criminal Enterprise criteria. The goal of the project is to remove specifically targeted organizations through investigation, arrest, prosecution and conviction, with emphasis on asset seizure and forfeiture
- The Major Offender/Drug Distributor Task Force in Montgomery County which will provide a joint prosecution and police effort to reach the illegal conspiracies that control and direct dealers and the drug traffic in the county
- The Intensive Drug Enforcement Approach in Prince George's County which will identify, investigate and arrest major traffickers and financiers of organizations who violate narcotic laws. The project will work closely and coordinate efforts with state, local and Federal law enforcement agencies and prosecutors

- The Narcotics Unit in Prince George's County which will establish a specialized prosecution unit devoted exclusively to drug-related offenses and the prosecution of major offenders. The project will include an aggressive forfeiture policy and enhanced intelligence gathering abilities.

Idaho and South Carolina will implement Major Drug Offenders Demonstration Programs. Idaho will develop resources to expedite apprehension and prosecution of major drug offenders. A number of Major Drug Offender Programs being implemented by other states have been discussed in the sections of this report on Task Forces and Prosecution.

Opportunities for Action:

The investigation and prosecution of major drug offenders have traditionally been the purview of Federal drug enforcement agencies with assistance from state and local agencies. The Anti-Drug Abuse Act and drug strategy provide state and local agencies an opportunity for greater involvement in major drug cases.

With the opportunity for greater emphasis on major drug offenders, comes the need for increased coordination and cooperation among Federal, state and local agencies and the development of specialized skills to investigate and prosecute these complex cases.

IMPLEMENTATION OF THE PROGRAM

Implementation of the Anti-Drug Abuse Act of 1986

State and Local Law Enforcement Assistance Act

During the first year of the Anti-Drug Abuse Act of 1986 (Pub. L. 99-570), a firm base on which to build an effective state and local drug control effort was established. The Bureau of Justice Assistance took immediate steps to begin implementation of the State and Local Law Enforcement Assistance Act (Subtitle K). Within two weeks of the signing of the Act on October 27, 1986, the Bureau notified the Governors of the availability of the funds under the Formula Grant Program and sent letters to over 1,500 Federal, state and local criminal justice and governmental agencies, requesting input and recommendations for the Discretionary Grant Program.

Experience from previous programs demonstrated that distributing new funds too quickly, without an assessment of the problems and some planning for the most effective ways to address those problems, can result in a less than optimum use of funds. Therefore, Congress included a provision in the Act requiring the states to develop a statewide drug strategy for the enforcement of state and local drug laws.

To comply with the intent of Congress and the Administration, the Bureau of Justice Assistance prescribed a process for the states to follow in the development of their strategy. The process included a definition of the drug problem, an assessment of current efforts, identification of

resource needs and a strategy for addressing the problem.

Administrative funds, which provided the states with the resources needed to develop the strategies, were made available immediately, with the first awards made on January 6, 1987.

The first Formula Grant applications from the states were received in April and awarded in June 1987. Forty-four awards and 83 percent of the Formula Grant funds had been distributed by the end of the first fiscal year after the signing of the Act.

The election of new Governors in a number of states delayed the designation of an office to administer the program and the development of a strategy. Uncertainty regarding the continuation of Federal funding may have also affected the application for and distribution of the funds by the states.

Program priorities for the Discretionary Grant Program, developed with extensive input from Federal, state and local criminal justice practitioners and experts, were designed to assist and supplement state and local drug control efforts. Almost all of the Discretionary Grant Program funds were awarded by the end of the fiscal year.

The Anti-Drug Abuse Act of 1986 was signed into law on October 27, 1986, and the Bureau of Justice Assistance moved quickly to implement the program.

Within ten days of the signing of the Act, the Bureau of Justice Assistance notified the Governors of the program and asked them to designate a state office to administer the program. Draft guidance was developed and distributed to the states for review within 60 days from the signing of the Act.

The Bureau also began to solicit recommendations for Discretionary Grant Programs which would be of greatest assistance to the states in their drug control efforts. The following schedule of events outlines the activities undertaken to implement the program.

DATE	EVENT
Oct 27, 1986	The Anti-Drug Abuse Act of 1986 was signed by President Reagan.
Nov 7, 1986	Letters were sent by the Bureau of Justice Assistance to Governor's notifying them of the State and Local Law Enforcement Assistance Program and requesting that they designate a state office to administer the program.
Nov 10, 1986	Over 1,500 letters were sent by the Bureau to state and local criminal justice and governmental agencies requesting input and recommendations on the Discretionary Grant Program.
Nov 15, 1986	Law Enforcement Coordinating Committees (LECC) associated with the U.S. Attorney's Offices were provided with an information briefing book prepared by the Bureau, regarding the new program and a letter outlining the role they might play in implementation.
Dec 4, 1986	Application Kits for states to use in applying for administrative funds were sent. Administrative funds were immediately made available to the states to assist them with the development of their statewide drug strategy.
Dec 5, 1986	The Department of Justice held a meeting with the Bureau of Justice

DATE	EVENT
	Assistance, Health and Human Services, Department of Education, Department of Labor and the Bureau of Indian Affairs to coordinate implementation of the Anti-Drug Abuse Act.
Dec 22, 1986	Draft Policy and Administrative Guidance and companion Question and Answer documents were distributed to the states and other interested parties.
Dec 15, 1986	The Drug Enforcement Administration (DEA) assigned a special agent to the Bureau of Justice Assistance to assist with implementation of the program and to coordinate activities between DEA and BJA.
Dec 1986	The states began working on statewide drug strategies.
Jan 6, 1987	The first seven awards of administrative funds were made.
Jan 14, 1987	The BJA Drug Advisory Board met to review recommendations regarding priorities for the Discretionary Grant Program.
Jan 1987	Working groups of drug control experts met to develop priorities for Discretionary Grant Program.
Feb 27, 1987	Proposed priorities for the Discretionary Grant Program were presented to the BJA Drug Advisory Board.
Feb 27, 1987	All states had designated a state office to administer the program. Delay in many states was due to a change in Governors.
Mar 1987	Regional Program Briefings, designed to assist the states with their drug strategy and program development, were held in Washington, Chicago and San Francisco.
Mar 19, 1987	Discretionary Grant priorities and requests for proposals were announced in the <i>Federal Register</i> .

DATE	EVENT
Apr 1987	States began to submit applications for Formula Grant funds.
May 1987	Most applications for Discretionary Grant funds were due.
June 1987	Initial awards of Formula Grant funds were made to the states.
June 1987	First awards of Discretionary Grant Program funds were made.
July 1987	States began making awards to state and local units of government.
Sept 30, 1987	Almost all (\$44,040,476, or 99.9%) Discretionary Grant Program funds had been awarded and 44 Formula Grant awards, representing 83 percent of the funds, had been made.

The change in Governors in many states delayed the implementation of the Anti-Drug Abuse Act.

Some states with newly-elected Governors required more time to develop a statewide drug strategy and submit an application for Formula Grant funds. New Governors in most states did not take office until December or January, delaying the designation and/or staffing of the state office to administer the program. The following table shows the schedule of submission of applications by the states.

	NO CHANGE	NEW GOV	TOTAL
April	2		2
May	3		3
June	1	5	6
July	10	4	14
August	6	10	16
September	4	4	8
October or later	5	2	7

The Bureau of Justice Assistance and the states effectively balanced the desire to get the funds to the "streets" quickly with the need to plan for their effective use.

It is very difficult to achieve the proper balance between distributing the funds quickly and

distributing them responsibly. As discussed throughout this report, many state and local criminal justice agencies had not been actively involved in drug control.

For example, only a small percent of the law enforcement agencies had drug enforcement units. Because there was not a coordinated existing drug control strategy in many states and there were few established programs within criminal justice agencies, strategy and program development was required to ensure the effective use of the funds.

The Bureau of Justice Assistance made the administrative funds immediately available to the states to assist them in development of a strategy. In general, information on the drug problem and current drug control efforts was not readily available.

Most states surveyed state and local agencies and/or held public hearings to gather information on the drug problem and the needs of those agencies to address the problem. Most states also created an advisory board with representatives from state and local units of government to assist in the development of the strategy and the establishment of priorities for funding.

The Bureau of Justice Assistance reviewed the state strategies and made awards very quickly. The average time from receipt of an application to approval of an award was 37 days. Because of the great demand for the Federal funds, many states used a competitive grant process to make awards for state and local projects.

A competitive process requires the distribution of a request for proposals. Prospective grantees must be allowed sufficient time to prepare an application. All applications must then be reviewed and rated prior to the making of awards. It is not unusual for this process to take from four to six months.

The strategies from the states indicated that the drug problems are generally more severe in the large cities. However, severity of the problem is only one of several considerations in the funding of a project. Other factors considered by most states are current efforts and resources and the expected impact and success of the proposed project.

Awards under the Discretionary Grant Program, which assist the states and supplement their drug control efforts, were made throughout the summer

of 1987. Most of the funds were awarded by the end of the fiscal year, September 30, 1987.

Within two weeks of the signing of the Act, the Bureau of Justice Assistance requested recommendations for the Discretionary Grant Program from over 1,500 Federal, state and local agencies and public interest groups. In January and February, working groups of experts in each of the purpose areas authorized in the Act reviewed the input from the field and, drawing on their knowledge of effective programs, made recommendations for program priorities.

A program announcement was published in the *Federal Register* on March 19, 1987. Applicants were generally allowed two to three months to submit an application. Many of the programs were competitive, and a peer panel was established for each competitive program to review the applications and make recommendations for funding. The number of requests far exceeded the awards which could be made. For example, the Bureau received 56 requests for Street Sales Projects but could only fund seven.

The Bureau of Justice Assistance is providing extensive technical assistance to the states in the areas of drug strategy and program development and implementation.

The Bureau of Justice Assistance is committed to administering the State and Local Law Enforcement Assistance Program in a manner which promotes the rapid implementation of the program, with a maximum impact on the drug problem in this country and a minimum amount of red tape. The Bureau is providing assistance to the states to facilitate these objectives.

A program and administrative guidance document, prepared by the Bureau, outlines a recommended process for the development of the statewide drug strategy. Recommended data collection forms provide assistance to the states in defining the drug problem and in evaluating the impact of the strategy on the drug problem. A companion question and answer document was developed to address the types of questions about the administration of the program which are frequently asked by the states.

Program briefs have been and are being developed for drug control programs which have proven to be effective. The program briefs describe the program, provide a history on the success of the program, identify the elements critical to success and address implementation

issues. The program briefs guide state and local agency implementation of effective programs.

The Bureau conducted three regional program briefings in March 1987 to assist the states with strategy and program development. Panels of national, state and local experts and practitioners in drug control provided participants with state-of-the-art information about drug offenders, drug crime and effective apprehension, prosecution, adjudication, corrections and treatment programs.

A panel of representatives from several states also provided guidance on the development of effective drug control strategies. Reference materials and papers, many of which were prepared by the speakers, were provided to the participants. The state offices responsible for administration of the program, United States Attorneys Offices, corrections, drug treatment and law enforcement agencies, were all represented.

Five of the first strategies submitted by the states were summarized by the Bureau and then provided to the states which were still in the strategy development process. Several states, especially those with very small staffs, indicated that this information was very helpful to them.

The Bureau of Justice Assistance has put in place several mechanisms which will be used to gather information necessary to evaluate the impact of drug control efforts on the drug problem.

- The Bureau of Justice Assistance has recommended that each state collect and analyze data related to the drug problem, drug crime and drug offenders to serve as the basis for the statewide drug strategy. The recommended data include:

- Estimates on the availability of drugs in the state
- Drug-related deaths and emergency room incidents
- Drug-related school incidents
- Patterns of drug trafficking and drug use
- Drug-related arrests
- Drug case dispositions
- Drug case convictions
- Sentences in drug cases
- Sentence length for drug offenders sent to prison
- State and local drug treatment services
- Drug removals
- Marijuana eradication
- Non-drug asset seizures and forfeitures
- State and local drug control units
- State and local drug enforcement resource needs

The recommended data were not readily available, and the amount of data that the states were able to collect and analyze varied, as described in more detail in Appendix C. However, the information that the states were able to collect significantly strengthened their strategies and assisted in the targeting of resources.

This information will be collected by the states annually, giving the states data needed to assess the effectiveness of their strategy and modify it if appropriate.

The information will also be submitted to the Bureau of Justice Assistance as a part of the state's application for funds. The Bureau will use this information to identify changes in drug use patterns and to conduct an assessment of the program.

- A consortium of states interested in conducting a

more sophisticated evaluation of their strategy is being formed by the Bureau through a cooperative agreement with the National Criminal Justice Statistics Association. The consortium will identify additional data that should be collected, increase the consistency of the information and identify standard methods of analysis. A more in-depth analysis will be completed on the drug control efforts in the states that participate in the consortium.

- Each project funded under the Anti-Drug Abuse Enforcement Formula Grant or Discretionary Grant Program will be required to complete and submit an Annual Project Report form developed by the Bureau of Justice Assistance. The Annual Project Report form is designed to collect information on the activities of the project, as well as data which measures the impact of the project on the drug problem.

Effective Utilization of Resources Through Increased Coordination and Cooperation

One of the most significant achievements of the Anti-Drug Abuse Act of 1986 is that it has increased the level of coordination and cooperation among state, local and Federal criminal justice agencies. The high mobility of drug traffickers and drug distributors requires multi-jurisdictional efforts and a sharing of information and resources.

The strategy development process, which the Bureau of Justice Assistance developed and recommended to the states, supported the intent of Congress that the states, in consultation with local agencies, develop a comprehensive, statewide strategy to address their drug problems.

The development of a statewide drug strategy has resulted in coordinated criminal justice system efforts to reduce drug abuse through tough enforcement of drug laws, swift adjudication of drug cases and punishment and rehabilitation of drug offenders.

Enhanced coordination and cooperation among state, local and Federal agencies was achieved through the development and implementation of the strategies. Many Governors and State Legislatures assumed an active leadership role in the development of their strategies and in the coordination of statewide efforts to reduce drug abuse in their states.

The Bureau of Justice Assistance prescribed a process for the development of the statewide drug strategies which facilitated cooperation and coordination of drug control efforts within the states. The Bureau also recommended that the states establish a drug policy board and encouraged coordination with Federal efforts.

The statewide drug strategy process developed by the Bureau of Justice Assistance encourages the states to develop a comprehensive strategy based on data and input from state and local agencies. Most states held public hearings, conducted surveys and collected information from the entire criminal justice system, the treatment community and the schools to define the drug

problem in their states and to identify their resource needs. The Bureau also encouraged the states to contact their United States Attorney's Office, Drug Enforcement Administration Office and other Federal drug control agencies.

The Bureau strongly encouraged each state to establish a drug policy board to serve as a forum for communication and coordination. The boards, established by more than 80 percent of the states, are generally responsible for the development of the strategy and include members representing state and local officials, all components of the criminal justice system (law enforcement, prosecution, courts and corrections), education and treatment.

Many states also included the United States Attorney or members of the Law Enforcement Coordinating Committee to facilitate coordination with Federal drug control efforts.

Each state was sent a copy of the *National and International Drug Law Enforcement Strategy* prepared by the National Drug Enforcement Policy Board. As a part of their strategy, the states were asked to review the national strategy relative to state efforts in order to avoid duplication of effort and to facilitate Federal, state and local coordination.

The Bureau prepared an information briefing document for the United States Attorneys and the Law Enforcement Coordinating Committees informing them of the program and encouraging them to provide assistance to the states in the development of the strategies and implementation of the program. The Bureau also sent a letter to the Governors recommending that they make use of the resources available through their United States Attorneys Offices.

Coordination and cooperation among agencies within the criminal justice system have been enhanced by the efforts of the states to develop statewide drug enforcement strategies and the implementation of programs under the Anti-Drug Abuse Enforcement Program.

California reports that approximately 80 percent of its funds available for local programs will focus on multi-agency teams. These teams must include the four major criminal justice system components of law enforcement, prosecution, probation and the courts. There must be an "operational agreement" describing the roles and responsibilities of each of the participating agencies,

and a local committee must be formed and meet regularly to coordinate the implementation of the project.

Oregon is encouraging and supporting interagency cooperation and coordination through seven task forces. Each task force will be required to address the apprehension, prosecution and detention and rehabilitation of drug offenders and drug-dependent persons convicted of violating state and local laws. One of the requirements being imposed on each task force is to monitor the entire criminal justice system within its region to ensure apprehension activities do not have adverse impacts on other parts of the system, including prosecution, court time and jail space. Each task force will also be required to invite to its meetings representatives of the public schools and the county mental health programs to facilitate the coordination of education and treatment resources with the law enforcement effort.

The Ohio Office of Criminal Justice Services has adopted a policy which encourages and gives priority to regional or cooperative projects involving multiple units of local government in order to achieve more efficient and effective utilization of resources.

Federal, state and local criminal justice agencies are also working more closely as a result of the manner in which the Bureau of Justice Assistance and the states implemented the Anti-Drug Abuse Act Enforcement Program.

For example, New York is establishing regional task forces that are based on a close working relationship among Federal, state and local agencies. The overall policy will be set by a Statewide Planning Board including the Drug Enforcement Administration (DEA), the New York State Police, the Division of Criminal Justice Services, the New York Chiefs' of Police Association and the New York State Sheriffs' Association. Each regional task force will have a regional planning board including DEA, State Police, police chiefs and sheriffs. The regional task forces will be operated under DEA supervision, with participation by the State Police. The state's prosecutors will be represented on the task force.

The Attorney General in New Hampshire formed a Drug Policy Board and in an effort to increase coordination secured the agreement of the United States Attorney to serve as co-chairman of the Board. A number of state and Federal members of the Board also serve as members of the Law Enforcement coordinating committee.

Through the strategy development and implementation process, criminal justice agencies have been instrumental in coordinating drug enforcement efforts with drug education and treatment.

Massachusetts is making a comprehensive approach to the drug problem a requirement for Anti-Drug Abuse Enforcement funding. No city or town will be eligible for drug enforcement funds unless it has made a commitment to an active community-based drug prevention campaign. And, no police department will be eligible to receive funds in several program categories unless the Police Chief and District Attorney have signed a written memorandum of understanding that is countersigned by at least the Superintendent of Schools and preferably the School Committee Chair and the Mayor or other municipal chief executive.

Through the memorandum of agreement, the Police Chief and the District Attorney agree to coordinate their efforts to prevent drug and alcohol abuse by students and to respond effectively to incidents of criminal behavior by students on school grounds, in school property or at school-sponsored events.

Massachusetts is also working to strengthen the relationship between the Department of Social Services and drug enforcement personnel in order to encourage a new commitment to implementing a state statute designed to interrupt the cycle of drug activity in the lives of "at-risk" children.

Under this statute, police are mandated to report to the Department of Social Services incidents in which successful drug raids were made on homes which contained children, so that social workers can intervene early with these "at-risk" children.

The Illinois Criminal Justice Information Authority, which administers the enforcement program of the Anti-Drug Abuse Act, invited the State Board of Education and the Department of Alcoholism and Substance Abuse to sit on the Authority's hearing panel and to participate in the formation of the statewide strategy.

In Georgia, coordination of drug education and prevention, treatment and enforcement has been accomplished through frequent interagency consultations, mutual preparation of guidelines and strategies for funds and specific grant conditions prescribing coordination among the three areas.

The South Dakota Drug Policy Board's membership was carefully chosen to provide interlinking membership

and coordination among drug education, treatment and enforcement agencies.

The Iowa Governor's Alliance on Substance Abuse was created to advocate for a comprehensive, coordinated effort within communities to implement alcohol and drug prevention, intervention and treatment services and for programs which enhance the justice system's response to the drug offender.

The Governors took an active role in the development of comprehensive drug strategies which includes prevention, enforcement and treatment in a number of states.

The Pennsylvania Drug Policy Council was established to coordinate a comprehensive statewide strategy for combatting illegal drug use and drug and alcohol abuse. Membership includes the Secretaries of Health and Education, the State Police Commissioner and the Executive Director of the Pennsylvania Commission on Crime and Delinquency.

In Minnesota, the Interagency Criminal Justice Policy Task Force was charged with the responsibility of coordinating the use of the Anti-Drug Abuse funds in the state for enforcement, treatment and education efforts. The task force provides leadership and direction to state agencies through adopted policies and a statewide drug strategy and framework. The policies stress multi-agency cooperation, investment of funds to ensure positive change after Federal funds expire and use of proven and successful methods in program and strategy development. The policies also emphasize the importance of considering chemical abuse as it relates to other problems of individuals and the effects of abuse on the family.

State Legislatures were provided an opportunity to review the statewide drug strategies, and in a number of states, took a very active role in the development and approval of the strategy.

Section 1303 of the State and Local Law Enforcement Assistance Act requires that the state application, which includes the drug strategy and any amendment to it, be submitted for review to the State Legislature or its designated body. The application or amendment is deemed to have been reviewed if the State Legislature does not act on it within 60 days.

The Texas Legislature established the Committee on Substance Abuse Treatment and Delivery to examine the substance abuse treatment delivery

system and to make recommendations to the Legislature. This legislation resulted in interagency coordination and a plan for the use of enforcement, treatment and education funds available to the state under the Anti-Drug Abuse Act.

The Arizona Legislature created an Oversight Committee on Drug Enforcement Policy which has substantial supervisory authority over the state's efforts to respond to the drug problem. The Committee is statutorily charged with:

- Oversight of all activities of the Arizona Criminal Justice Commission regarding the development, funding and execution of programs for the enhanced enforcement and adjudication of drug offenses contemplated by the Act
- Review of rules proposed by the Criminal Justice Commission for the allocation of monies to police, prosecutors and the courts for the apprehension, prosecution and adjudication of drug offenders.

Recognizing the importance of involving the State Legislature in the strategy development process, the Drug Policy Board in Washington State invited members of the Judiciary Committees of both houses to participate in the Drug Policy Board meetings. In addition, the Board presented an overview of the strategy to the Senate Judiciary Committee.

The Drug Enforcement Administration has worked very closely with the Bureau of Justice Assistance in the implementation of the Anti-Drug Abuse Act and has placed an agent in the Bureau to facilitate coordination.

The Bureau of Justice Assistance coordinated the review of the state drug strategies with the Drug Enforcement Administration (DEA) to facilitate coordination and cooperation among Federal, state and local drug control efforts. DEA participation in the review of the strategies also ensured coordination between the state strategies and the drug enforcement objectives as defined by the National Drug Policy Board.

At the request of the Director of the Bureau of Justice Assistance, DEA committed a senior special agent to the Bureau to provide full-time liaison and drug enforcement expertise. Additionally, DEA senior headquarters and field managers have been fully briefed on the Anti-Drug Abuse Act of 1986 and its implementation.

The Department of Justice initiated communication among all of the Federal agencies providing state and local assistance under the Anti-Drug Abuse Act to explore ways of encouraging coordination and reducing duplication of effort on the part of the states in meeting the requirements of the Act.

The National Drug Policy Board, chaired by the Attorney General, has developed a strategy for drug control efforts by the Federal Government. In order to avoid duplication of effort and to facilitate coordination among Federal, state and local agencies, the Bureau of Justice Assistance asked the states to review the Policy Board strategy relative to state efforts.

The Department of Justice initiated meetings with all of the Federal agencies which are providing state and local assistance under the Anti-Drug Abuse Act of 1986. The purpose of these meetings was to explore ways to coordinate activities and reduce duplication of efforts on the part of the states in meeting the requirements of the Act.

Law enforcement Coordinating Committees (LECC), associated with each United States Attorney's Office, were encouraged to make recommendations regarding the priorities for the Discretionary Grant Program and to provide assistance, as requested, to the states in the development of the statewide drug strategies.

Federal agencies, such as the Drug Enforcement Administration and the National Institute of Justice, assisted the Bureau in program development, identifying and documenting successful programs and preparing guidelines in specific areas, such as eradication.

CONCLUSION

The Bureau of Justice Assistance was charged with a mandate from Congress and the President to implement a state and local law enforcement program that would, in a coordinated fashion, address the growing problem of drug abuse. Under the leadership of the Attorney General and the Assistant Attorney General for the Office of Justice Programs, the Bureau responded by taking steps to quickly and responsibly implement this new program. In addition to soliciting recommendations for discretionary programs, the Bureau supplied the states with guidance documents to use as tools in their program development endeavors.

Drug abuse is not a new issue for criminal justice. Although recent information suggests that attitudes toward drug usage may be changing, drug abuse is still a major problem which requires the criminal justice community at all levels, Federal, state, and local, to respond in an innovative fashion.

During this first year of implementation of the Anti-Drug Abuse Act, State and Local Law Enforcement Assistance Program, the Bureau of Justice Assistance and the states engaged in a partnership to implement a national program whose overall goals were defined by well documented needs. Despite limitations on the available data, initial assessments from across the country revealed that drug abuse, drug trafficking and the diversion of licit drugs for illicit means are widespread, cutting across all strata of society.

The drug strategies developed by the states stress coordination of state, local and Federal drug control

efforts. A cornerstone has been laid in terms of an organized national drug enforcement effort. Mechanisms are in place to evaluate the success of our venture, so we may continue to effectively respond in a manner that provides the greatest impact for the funds available.

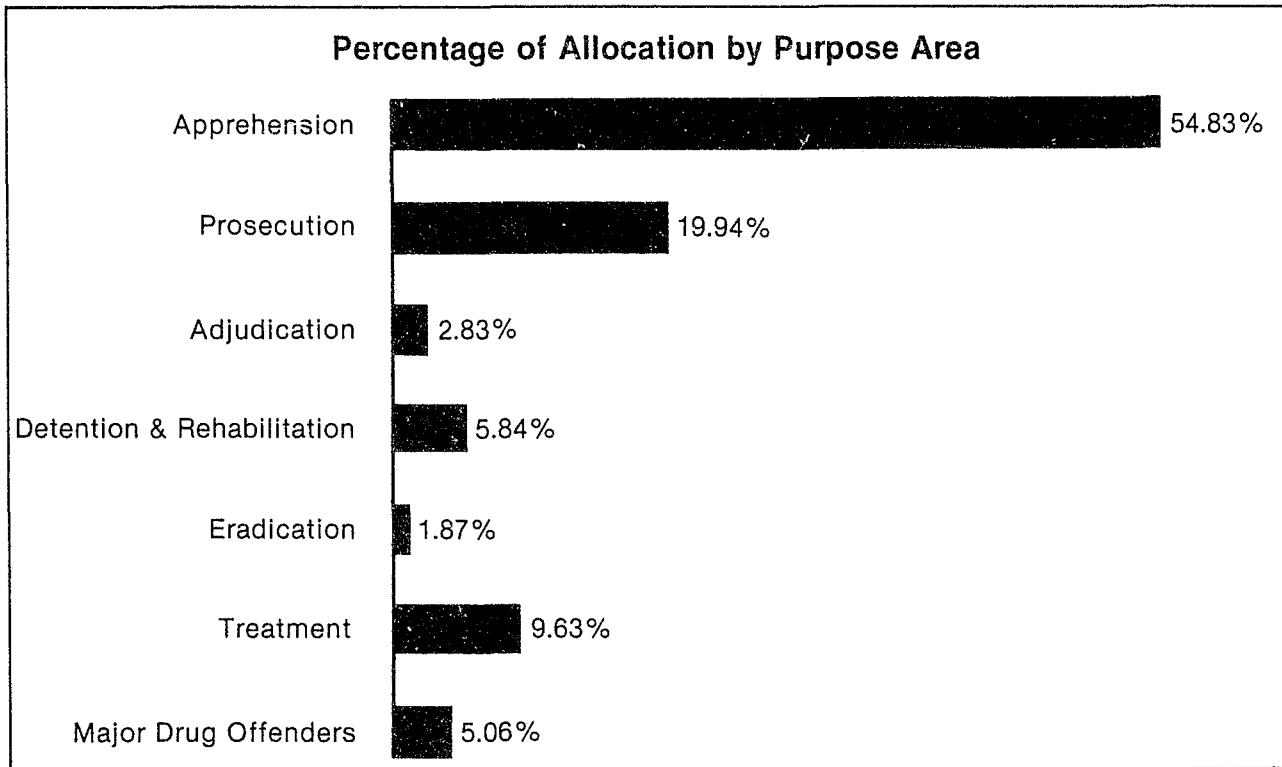
Concurrently, during this first year of implementation, the Bureau has funded demonstration programs based on recommendations from criminal justice practitioners at the Federal, state and local levels. These program priorities reflect a strategy which enhances the efforts of the states by providing program models based on state-of-the-art information and filling in existing gaps in state approaches. As these programs are implemented and their impact is witnessed, those elements that hold the greatest promise for success in addressing drug law enforcement issues will be documented. The testing of innovative techniques results in new solutions to common problems. This additional knowledge enables us to continue expanding the repertoire of tools available to the criminal justice community.

An examination of the results of the first year of the State and Local Law Enforcement Assistance Program shows that the state level programs and the Bureau's demonstration programs complement each other and are working in tandem as a coordinated national approach to the drug problem. The coordination and cooperation by criminal justice officials at all levels of government and the implementation of effective drug control programs achieved through this program are expected to result in significant reductions in drug trafficking and abuse.

Appendix A

Anti-Drug Abuse Enforcement Formula Grant Program

The states have allocated over 1/2 of their Anti-Drug Abuse Enforcement Formula Grant funds for programs which enhance the capability of state and local law enforcement agencies to apprehend drug offenders.



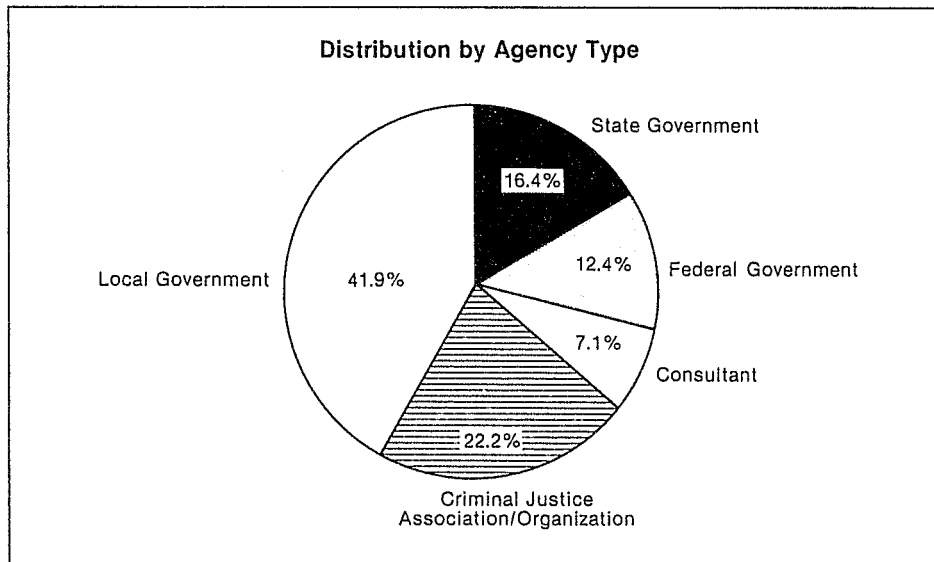
Drug Law Enforcement Program State by State Allocation of Funds

State	FY 1987	FY 1988	Percentage to be Passed through to Local Jurisdiction
Alabama	2,996,000	957,000	48.72%
Alaska	823,000	560,000	14.54
Arizona	2,478,000	874,000	64.04
Arkansas	1,964,000	768,000	53.47
California	16,866,000	3,544,000	66.87
Colorado	2,506,000	869,000	64.83
Connecticut	2,470,000	860,000	45.13
Delaware	886,000	571,000	25.66
District of Columbia	889,000	571,000	100.00
Florida	7,555,000	1,817,000	62.85
Georgia	4,210,000	1,189,000	56.92
Hawaii	1,154,000	620,000	48.50
Idaho	1,124,000	613,000	61.59
Illinois	7,660,000	1,803,000	65.32
Indiana	3,913,000	1,121,000	58.48
Iowa	2,290,000	822,000	54.77
Kansas	2,021,000	778,000	54.73
Kentucky	2,813,000	921,000	31.84
Louisiana	3,282,000	1,008,000	53.52
Maine	1,222,000	632,000	45.77
Maryland	3,226,000	1,004,000	41.24
Massachusetts	4,114,000	1,158,000	43.37
Michigan	6,141,000	1,532,000	60.67
Minnesota	3,103,000	975,000	67.32
Mississippi	2,122,000	796,000	50.92
Missouri	3,622,000	1,072,000	64.00
Montana	1,013,000	592,000	55.39
Nebraska	1,497,000	680,000	58.75
Nevada	1,081,000	609,000	72.43
New Hampshire	1,119,000	616,000	51.05
New Jersey	5,194,000	1,360,000	60.74
New Mexico	1,400,000	667,000	41.33
New York	11,539,000	2,505,000	61.73
North Carolina	4,383,000	1,214,000	42.50
North Dakota	925,000	577,000	64.81
Ohio	7,169,000	1,713,000	70.25
Oklahoma	2,549,000	873,000	46.88
Oregon	2,168,000	804,000	50.86
Pennsylvania	7,858,000	1,841,000	69.41
Rhode Island	1,101,000	610,000	44.95
South Carolina	2,578,000	881,000	41.91
South Dakota	939,000	580,000	50.62
Tennessee	3,456,000	1,042,000	59.39
Texas	10,662,000	2,382,000	67.87
Utah	1,521,000	688,000	50.05
Vermont	832,000	561,000	23.14
Virginia	4,042,000	1,153,000	31.96
Washington	3,237,000	1,003,000	56.37
West Virginia	1,702,000	716,000	49.21
Wisconsin	3,464,000	1,040,000	64.90
Wyoming	816,000	557,000	57.68
Puerto Rico	2,530,000	869,000	N/A
Virgin Islands	567,000	512,000	N/A
American Samoa	522,000	504,000	N/A
Guam	574,000	514,000	N/A
Northern Mariana Islands	512,000	502,000	N/A
Total	178,400,000	55,600,000	

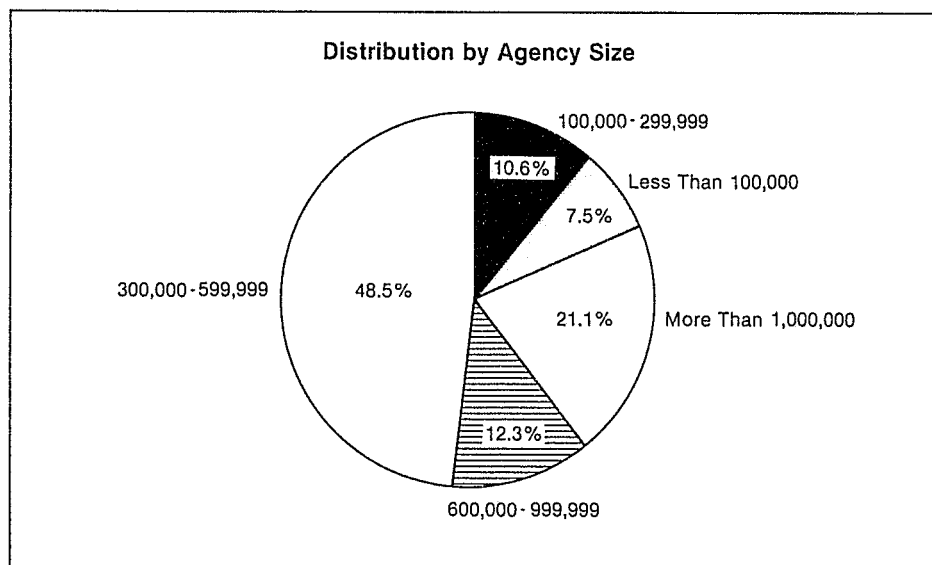
Appendix B

Anti-Drug Abuse Enforcement Discretionary Program

Almost 2/3 of the Anti-Drug Abuse Enforcement Discretionary funds were awarded directly to state and local units of government to enhance their drug control efforts. The balance of the funds were used on a national basis to provide technical assistance and training to state and local criminal justice agencies.



Approximately 80 percent of the Discretionary funds awarded to units of local government were awarded to jurisdictions with populations over 300,000 to address the drug problems which are generally more severe in the urban areas.



Allocation of Anti-Drug Abuse Discretionary Grant Funds

PROGRAM	SITE/SCOPE	AMOUNT	PAGE # OF DESCRIPTION
Enforcement Programs			
Crack/Focused Substance Enforcement	Los Angeles, CA	\$ 299,250	39
	Minneapolis, MN	300,000	
	Houston, TX	300,000	
	Denver, CO	300,000	
	Detroit, MI	300,000	
Street Sales Enforcement	Orlando, FL	359,903	40
	San Antonio, TX	394,500	
	New Orleans, LA	418,476	
	Seattle, WA	356,753	
	Oakland, CA	299,826	
	Birmingham, AL	180,200	
	Long Beach, CA	399,590	
Organized Crime/Narcotics Trafficking Technical Assistance & Programs	Institute for Intergov-		37
	ernmental Research	500,000	
	Multnomah County, OR	373,283	
	Salt Lake City, UT	80,000	
	Broward County, FL	353,880	
	Kansas City, MO	113,650	
	New York City, NY	600,000	
	Baton Rouge, LA	250,000	
	Phoenix, AZ	500,000	
	Riverside, CA	250,000	
	Trenton, NJ	577,409	
	Las Vegas, NV	481,406	
	Boston, MA	600,000	
	Pima County, AZ	250,000	
	Portland, ME	250,000	
	Dallas, TX	250,000	
	Albuquerque, NM	170,000	
	Cleveland, OH	250,000	
	Decatur, GA	349,556	
	(Sites to be selected)	975,816	
(Denver, CO; Oklahoma City, OK; and Harrison Co, MS (Biloxi) are participating in program with Justice Assistance Act funds.)			
Technical Assistance and Training for State and Local Enforcement Programs	Institute for Law and Justice/ National	1,494,101	45
Asset Seizure/Forfeiture Technical Assistance and Training	Police Executive Research Forum/ National	1,025,000	60
	(4 Sites to be Selected)	600,000	
Roundtable/Financial Investigation	National Criminal Justice Association/ National	24,917	45
BJA/FBI Financial Investigation Training	Federal Bureau of Investigation/ National	1,770,000	45

PROGRAM	SITE/SCOPE	AMOUNT	PAGE # OF DESCRIPTION
Statewide Drug Prosecution Technical Assistance and Programs	Institute for Inter- governmental Research Florida Alabama Utah Pennsylvania	249,876 437,500 437,500 427,612 437,500	54
Problem-Oriented Approach to Drug Enforcement	Police Executive Research Forum/ National (4 Sites to be Selected by 2-1-88)	400,678 800,000	44
Pharmaceutical Diversion	Massachusetts Columbus, OH Virginia Connecticut Nebraska	299,895 167,274 299,975 300,057 300,000	48
Prosecution/Adjudication Programs			
Innovative Community Drug Offender Prosecution	National District Attorneys Association/ National	1,500,000	54
Study and Analysis of State RICO Statutes and Their Applicability in Drug Prosecution	National Association of Attorneys General/ National	50,000	60
Technical Assistance and Training for Juvenile Court Judges	National Center for Juvenile and Family Court Judges/ National	150,000	45
Technical Assistance for Adjudication Programs	EMT Group/ National	750,000	45
Comprehensive Drug Adjudication	Pretrial Services Resource Center/ National (Sites to be Selected by 3-31-88)	799,379 5,200,000	65
Large Court Capacity	National Center for State Courts/ National	1,805,000	65
Differentiated Case Management	EMT Group/ National (Sites to be Selected by 3-31-88)	400,000 500,000	65
Corrections/Rehabilitation Programs			
Probation and Parole Narcotics Interdiction National Training	American Corrections Association	299,460	78
Intensive Supervision for Drug Offenders	National Center for Crime and Delinquency	159,207	77

PROGRAM	SITE/SCOPE	AMOUNT	PAGE # OF DESCRIPTION
Technical Assistance and Programs	Washington Iowa New Mexico Georgia	150,000 150,000 150,000 150,000	
Comprehensive State Department of Corrections Treatment Strategy Technical Assistance and Programs	Narcotics and Drug Research, Inc. Delaware Florida New Mexico Connecticut Alabama New York	427,237 463,230 521,634 482,579 119,747 100,000 85,128	71
Model State Prison Drug Rehabilitation	American Corrections Association Florida	114,134 400,000	72
Technical Assistance to Correctional Agencies	Correctional Research Institute	349,993	
Drug Treatment for State Correctional Institutions	Iowa Ohio New Mexico North Carolina Montana Wisconsin	150,000 150,000 150,000 150,000 150,000 150,000	72
Drug Treatment in the Jail Setting Technical Assistance and Programs	American Jail Association Pima Co., AZ Hillsboro Co., FL	290,793 300,000 300,000	73

Information Systems/Special Programs

Drug Data Clearinghouse	Bureau of Justice Statistics/ National	1,365,854	102
Drug Use Forecasting	National Institute of Justice Houston-Galveston, Texas San Diego, California Broward County, Florida Orleans Parish, Louisiana Phoenix, Arizona New York City, New York Ft. Lauderdale, Florida Chicago, Illinois D.C. Pretrial Services Miami, Florida Portland, Oregon Indianapolis, Indiana Wayne State University, Michigan	58,531 51,690 4,844 36,980 77,600 91,054 37,240 43,892 37,740 37,240 75,012 32,480 7,040	80

PROGRAM	SITE/SCOPE	AMOUNT	PAGE # OF DESCRIPTION
Drug Testing For Juvenile Arrestees	National Institute of Justice/ National	600,000	81
Drug Testing Technologies Evaluation	National Institute of Justice/ National	225,000	81
Baseline Management/ Assessment Data for TASC Programs	National Consortium of TASC Programs/ National	99,813	77
Criminal History/TASC Linkages	SEARCH Group, Inc./ National	299,764	77
Drug Detection Technology/ Focused Offender Disposition Program	National Association of State Alcohol and Drug Abuse Directors/ National (3-7 Sites to be selected)	498,566 1,500,000	81
Drug-Related Program Development Assistance and Training	National Association of State Alcohol and Drug Abuse Directors/ National	500,000	76
Criminal Justice Model Treatment Programs Documentation	National Criminal Justice Association/ National	487,283	76
State Strategies Evaluation Development Technical Assistance and Training	Criminal Justice Statistics Association/ National	249,949	88

Appendix C

Information on Drug Use and Crime for Planning

The Bureau of Justice Assistance recommended that the development of statewide drug strategies be based on information about the drug problem, the criminal justice system response, current efforts and resource needs.

The Bureau provided the states with a data summary format to assist them with the definition of data needs and to facilitate consistency of data for analysis of the problem within the states and the nation. The states were encouraged to collect and analyze the recommended data as the basis for their strategy and include the data summary as a part of their application for Federal funds.

Although most states recognized the importance of data for strategy development, many found it difficult to provide much of the recommended information.

Defining the nature and extent of the drug problem in the states is very difficult, but most states were committed to obtaining the best available data on which to make decisions regarding drug control efforts. Few states have a central repository for all drug-related information and many Federal, state and local agencies had to be contacted to piece together a picture of the drug problem in each state.

The difficulties in obtaining good drug-related data as

described by the following three states is typical of the problems found in most of the states. Maryland reported that much of the data sought for inclusion in the Recommended Data Summary Format was not available, only partially available or scattered among so many different governmental entities that meaningful collection became impractical. In some cases, data collected and maintained by one entity might be categorized in a manner that may be incompatible for collating with similar data collected and maintained by another entity.

Georgia reported that drug-related incident data was not available, and estimates of drug availability were specious at best. For the most part, the state relied on arrest and conviction data and extrapolations from such data. Data to track offenders from the arrest through the conviction stages of the criminal justice system was simply not available, thereby leaving questions about performance of various components of the criminal justice system in countering illegal drugs only partially answered.

Oklahoma indicated that data was gathered from a variety of state and Federal sources in an attempt to define Oklahoma's drug problem. Sources included: the Department of Mental Health, Department of Education, Department of Corrections, Bureau of Investigation, Bureau of Narcotics and Dangerous Drugs, Office of the Medical Examiner, Department of Health, Department of Public Safety, United States Drug Enforcement Administration, United States Attorney, State Hospital Association, local law enforcement agencies and prosecutors. Much of the requested information was either nonexistent or incomplete, lacking specificity or inconsistent with the recommended data format. An analysis of the extent and nature of the problem is also limited due to the unavailability of trend data in the abuse of particular substances. Since existing information systems make it impossible to reliably track drug offenders through the criminal justice system, assessing the effectiveness of the system in dealing with drug offenders cannot be done at present.

The data from the state strategies that are presented throughout the report are based on information provided by the states that had access to the data. While the data provide some useful information in the context of the narrative information provided by the states, they are not complete and may not be totally representative of the entire country.

Data from the state strategies that is presented throughout

the report is less than complete. It is based on information from the states that were able to obtain the recommended information. The drug-related data available in the states, were not always consistent across states and many states had difficulty providing their data in the categories recommended by the Bureau. In some cases, assumptions were made about data in order to summarize it. Although most states knew the number of drug arrests in their state in 1986, a breakdown by type of crime (possession, selling, etc.) and by type of drug were not readily available.

Currently the Uniform Crime Reporting (UCR) system, administered by the Federal Bureau of Investigation (FBI) and to which most state and local law enforcement agencies in the country report, does not collect this type of detailed information. However, the type of drug and offense were reported by the states in drug cases which equaled over 60 percent of the total drug crimes reported to the FBI in 1986. It should be noted that the FBI has agreed to make the drug categories used in the upgrade of the UCR system consistent with the categories recommended by the Bureau of Justice Assistance.

Some states grouped two or more drug types or offenses. When this was done, they were distributed to the crime categories in the same proportion as the states which provided the distribution.

Information is less readily available on drug cases as they move through the criminal justice system. A much smaller percentage of the states were able to provide information on filings, dispositions and sentences related to drug cases.

TYPE OF DATA	STATES WITH COMPLETE DATA	STATES WITH PARTIAL DATA	STATES WITH NO DATA
Arrests by drug and offense	10	36	2
Dispositions by drug	11	21	17
Convictions by crime/drug	6	20	24
Sentence type by drug	7	23	19
Sentence length for those sent to prison	6	22	21

Information on drug-related emergency room incidents and school incidents was even more difficult for the states to obtain. States with jurisdictions which report to the Drug Abuse Warning Network were able to provide emergency room information for those jurisdictions. Only two states were able to obtain information from the schools on drug-related incidents, and 12 more were able to obtain some information. These data were not presented in the report.

A number of states, which reported data on asset seizures and forfeitures, were only able to provide information about state level activities. It should also be noted that the estimates of value for seized assets are often made without an appraisal and that the proceeds from the sale of forfeited assets, less outstanding debts, may be significantly less than the estimated value.

Many states held public hearings and/or conducted surveys of criminal justice officials to supplement their data.

Because data on the drug problem was difficult to obtain in most states and to ensure that state and local units of government were given an opportunity to provide input into the statewide drug strategy, many states conducted surveys of criminal justice practitioners and/or held public hearings. Thirteen states conducted surveys. Another 13 states held public hearings and nine states did both.

Many states have developed mechanisms or procedures to improve the availability and quality of information on drug usage and crime.

Wisconsin reports that it plans to have a system in place for the collection and publication of such information by the end of the first year, with the Statistical Analysis Center assuming a key role. The following activities will be undertaken during the first year to address the apparent gaps in available information and data related to drugs and drug abuse in the state:

- The Drug Enforcement Advisory Committee will assess the problem and make recommendations on the types of information that should be obtained in regard to enforcement activities.
- The Anti-Drug Abuse Coordinating Committee will also make assessments and formulate recommendations on the types of information that should be obtained in regard to treatment, rehabilitation, prevention and education of drug abusers.

- Meetings will be held with appropriate state agency representatives to set into motion mechanisms for data or information collection. If legislation, administrative code changes or formal memoranda of agreements are needed, efforts will be made to obtain those changes.

The Arizona Criminal Justice Commission will conduct a statewide survey to measure the attitudes and prevalence of chemical abuse by children and adults in Arizona. The survey will address chemical abuse by students in public schools and in state institutions of higher education, as well as the nature and extent of abuse of chemical substances by adults throughout the state.

The Drug Policy Board in Washington recognized the value of developing a data system for program planning and evaluation purposes. As a result, the Department of Community Development, which administers the Anti-Drug Abuse Enforcement Formula Grant Program, entered into an interagency agreement with the Washington State Patrol Research and Development Unit to develop and refine a drug data system. Two staff members have been assigned to this effort.

The Montana Board of Crime Control is working with the Montana Hospital Association to develop a reporting format to facilitate easy access to drug-related emergency room incidents. Hospital facilities have indicated a willingness to collect this type of information.

South Dakota will conduct an annual survey of criminal justice practitioners and drug experts, develop a form to collect information from the crime labs, collect information on drug arrests from fingerprint cards and develop a disposition information system from the Unified Judicial System.

Oregon reported that the state Department of Education is conducting surveys to "profile" each school in the state, compiling demographics, tests results, student/teacher ratios, etc. The Department intends to add questions concerning alcohol and drug use.

Vermont is establishing a statistical analysis center which will play a major role in the collection and analysis of drug data, as they do in many other states.

The Bureau of Justice Assistance has established a Drug Data Clearinghouse and a Consortium of States to improve the quality and quantity of drug-related data.

The Bureau of Justice Assistance has established a Drug Data Clearinghouse under the administration of the Bureau of Justice Statistics. The Clearinghouse will serve both as a clearinghouse and as a data center. Drug-related literature and data will be collected and made available to the public. The clearinghouse will also develop a bibliographic data base, provide statistical and substantive assessments of data sets, perform data analysis and prepare reports to address major issues about drug and crime.

A Consortium of States for Drug Strategy Impact Evaluations has been established through the Criminal Justice Statistics Association. The purpose of the

Consortium is to facilitate the development of comparable data across states for monitoring drug control strategies and evaluating their impact. The benefits of Consortium membership to the 14 participating states include:

- Funding of data development activities
- Participation in a forum for the exchange of ideas and experiences regarding evaluation of drug control strategies
- Participation in a cooperative effort to assess the impact of the national program.

Appendix D

Other Drug-Related Programs Administered By The Bureau of Justice Assistance

The Bureau of Justice Assistance is encouraging cooperation between police and schools to implement drug education programs by demonstrating the effectiveness of the Drug Abuse Resistance Education (DARE) Program.

The Bureau of Justice Assistance used Justice Assistance Discretionary funds to establish the Drug Abuse Resistance Education Program (DARE) in seven demonstration sites and to provide program-related technical assistance and training. The demonstration sites are replicating the DARE program model established in 1983 by the Los Angeles Police Department and the Los Angeles Unified School District.

The DARE program teaches K-12 grade students, with special emphasis on fifth and sixth grade students, ways to resist peer pressure to experiment with and use drugs. The skills taught assist students in being able to say "no" to drug use.

DARE uses an innovative curriculum that emphasizes self-esteem and foreseeing the consequences of one's own behavior, teaches the effects of drug use and decision-making skills and provides the motivation required to employ skills learned.

The program is taught by veteran law enforcement personnel. DARE instructors hold assembly programs, conduct follow-up visits to individual classrooms and hold formal sessions on drug use for teachers. They conduct meetings with parents and teachers to show

them how to recognize signs of drug use and how to use local program resources. They also provide assistance to parents in improving family communication. DARE lessons focus on five major areas:

- Providing accurate information about tobacco, alcohol and drugs
- Teaching students decision-making skills
- Showing students how to resist peer pressure
- Giving students ideas for alternatives to drug use
- Teaching students legal and physical consequences of drug use.

With Federal assistance, seven states have implemented DARE in their schools in School Year 1987-88 and have already trained 38,945 students in drug use resistance.

On August 13, 1987, McGruff, the crime dog, entered the war on drugs and was featured in the first drug prevention television commercial. At the same time, the Department of Justice sponsored the "Just Say No To Drugs Campaign" kickoff.

The Bureau of Justice Assistance works closely with and supports the National Crime Prevention Council (NCPC), which administers the National Citizens Crime Prevention Campaign featuring McGruff, the crime

dog. Support for the Campaign is provided from Justice Assistance Act funds. Several programs have been initiated to educate school children and the public about the dangers of drugs and to encourage them to "just say no to drugs."

The McGruff Spectacular is a 23-minute video which focuses on personal safety and drug abuse prevention. The tone of the video is positive, non-fear-invoking and urges children to say no to drugs and be a winner in life. The video targets children six to twelve years of age not only because there is a scarcity of effective media directed to this group, but also to influence their behavior early in life.

It is available to all law enforcement associations and state educational systems at no cost or may be purchased from NCPC. This McGruff Spectacular has the capability to reach almost every elementary school in the United States.

Youth Programs are being expanded to seven new cities. Crime Prevention, Substance Abuse and Education Employment Program Technical Assistance for Youth are included in these programs.

The McGruff Puppet Program has been modified to include drug use prevention. Owing to McGruff's widespread recognition by children in the six to twelve age group, he is an ideal vehicle to convey a clear message about personal safety and the dangers of drug abuse to this audience. The McGruff Puppet Program consists of a McGruff replica, approximately 27 inches high, a grade level cassette filled with lessons and songs and a teachers guide suitable for each particular grade level.

The puppet is used by the teacher in conjunction with the prerecorded cassette to provide weekly lessons throughout the school year on personal safety and substance abuse prevention topics. The curriculum, targeted to levels K-six, consists of 32 lessons per grade level. As of July 1987, this program was being used in over 30,000 classrooms.

A Drug Prevention Educational Video using motor sports racing is directed towards high school students to communicate the importance of being in control and that winners don't use drugs.

Cooperation will be promoted among national, state and local professional groups and manufacturers and distributors of licit drugs.

In 1985 the Department of Justice entered into a formal partnership with NCPC and the National Association of Stock Car Automobile Racing (NASCAR). This partnership signifies NASCAR's interest in promoting crime prevention in cooperation with their sponsors, track owners, drivers and fans throughout the United States. Since then, much has been accomplished.

For example, over 23 NASCAR Grand National drivers, including Cale Yarborough, Bobby Allison, Richard Petty and Darrell Waltrip, are assisting McGruff in teaching kids about crime prevention and saying no to drugs. NASCAR tracks are working with local government, schools, businesses, civic organizations and law enforcement to promote crime prevention. In one event alone, the Winston Classic at the Martinsville Speedway, McGruff gave a program to 40,000 fans and during a radio interview, reached out to over a million listeners.

Public service announcements (PSA's) are also an important part of this partnership. For 1988, a PSA is being produced to be featured at the Daytona 500 in February. It will be broadcast over the major networks reaching hundreds-of-thousands of families across this nation. It is estimated that it will produce over \$1,000,000 in free advertising, showing kids that "Winners Don't Use Drugs."

Currently, there are five national crime prevention demonstration sites working in cooperation with NCPC. They are located in Jacksonville, Florida; New Haven, Connecticut; Knoxville, Tennessee; Tucson, Arizona; and Portland, Oregon. Within each of these cities, a community was targeted for intensive crime prevention initiatives, including crime analysis/data management, interagency cooperation, proactive prevention and substance abuse prevention.

The Bureau of Justice Assistance also manages the Regional Information Sharing System Program (RISS) which facilitates the sharing of drug intelligence information and enforcement resources among Federal, state and local law enforcement agencies.

There are six RISS projects with a membership of 2,075 state and local agencies and 125 Federal agencies covering all 50 states. In FY 1987, this program received \$9.9 million to enhance the ability of state and local criminal justice agencies to identify, target, investigate and prosecute multi-jurisdictional organized crime, drug trafficking and white-collar crime. Overall membership in the RISS projects has

grown at an average rate of 13 percent annually since 1984.

The RISS projects provide the following service components:

- A centralized intelligence database to respond to member agency inquiries
- An analysis capability to provide traditional analytical service activities
- Specialized investigative equipment pools for loan to participating member agencies
- A confidential fund reserve available for use by member agencies in the purchase of investigative information, contraband, stolen property and other items of an evidentiary nature or to provide investigative expenses
- Training to enhance investigative coordination

and information sharing skills of member agency personnel

- Technical assistance, which encompasses consultation, advice and information regarding all of the above components.

In FY 1987, member agencies used RISS project services to assist with the following investigations and seizure of drugs and assets obtained through criminal activity:

Member agency arrests in investigations where project services were used	5,317
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Member agency criminal seizures and recoveries of controlled substances where project services were used	\$190,185,822
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Member agency criminal seizures and recoveries of currency and property where project services were used	\$19,829,926
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INDEX

- Absenteeism 27
- Acquired Immune Deficiency Syndrome 6, 46
- Adjudication vii, 45, 61, 87
- Administrative Funds i, 84, 85, 86
- Advisory Board 86
- Age of drug users 12, 14, 15
- Airport drug interdiction 43
- Alabama 20, 35, 49, 50, 51, 54, 71, 80, 94
 - Birmingham 40
- Alaska 1, 7, 10, 16, 33, 82, 94
 - Anchorage 29
- Alcohol 2, 7, 8, 12, 13, 14, 67
- American Indian 7, 8, 25
- American Samoa 36, 40, 50, 51, 53, 57, 94
- Amphetamines iii, 1, 2, 4, 7, 12, 14, 15, 18, 19, 21, 22, 23, 27, 28
- Arizona 1, 4, 9, 10, 18, 19, 21, 22, 23, 25, 31, 52, 57, 58, 60, 63, 64, 68, 69, 70, 71, 73, 75, 80,
81, 91, 94, 103
 - Phoenix 1, 4, 10, 16, 23, 25, 28, 29
- Arkansas 21, 94
- Asia iv, 18, 19, 24
- Assault 29
- Asset Seizure and Forfeiture v, vi, vii, 32, 36, 38, 40, 41, 42, 43, 44, 51, 52, 53, 54, 58, 59, 60, 82,
83, 87, 104
- Avengers 23
- Bandido motorcycle gang 23
- Barbiturates 2, 14, 15, 27, 59
- Baseline Management and Assessment Data Project 77
- Basic Services v, 41
- BJA Drug Advisory Board 85
- Black mafia 24
- Black tar heroin 3, 4, 5, 19, 24, 25
- Bolivia 18, 19
- Brothers of the Wheel 23
- Bureau of Indian Affairs 85
- Bureau of Justice Statistics 30
- Burglary iii, 16, 28, 29, 47, 79
- Buy money 31, 36
- California iii, 1, 9, 10, 18, 19, 21, 22, 40, 49, 89, 94
 - Los Angeles 1, 9, 25, 39, 102
 - Long Beach 40
 - Oakland 40
- Canine unit 29, 43, 70
- Career Criminal Prosecution 45, 53
- Center for Disease Control 46
- Chile 19
- Civil remedies 38
- Clandestine labs iii, 18, 21, 22, 43, 47
- Cocaine iii, vi, 1, 2, 3, 4, 5, 7, 12, 13, 14, 15, 18, 19, 20, 21, 23, 24, 25, 27, 28, 32, 33, 34, 40, 47,
55, 58, 59, 75
- Colombia 18, 19, 25

Colorado 19, 31, 32, 33, 62, 66, 74, 94
Denver 10, 39
Columbian Cartels 19, 20
Community corrections viii, 66, 73
Community service programs 63, 69
Comprehensive Adjudication of Drug Arrestees Program vii, 61, 65
Comprehensive State Dept. of Corrections Treatment Strategy viii, 66, 71
Congress i, 84, 88
Connecticut 3, 4, 6, 7, 9, 23, 25, 48, 63, 70, 71, 94, 103
Continuing Criminal Enterprise 54, 83
Convictions vii, 61, 87
Correctional Officers 42, 43
Corrections 45, 46, 87, 89
Corruption of public officials 24
Costs of drug use iii, 26, 27
Court delay reduction 45, 63
Courts v, vii, 36, 40, 41, 45, 61, 65, 89, 91
Crack ii, iv, 2, 3, 4, 7, 8, 9, 10, 24, 25, 35, 37, 39, 74, 79
Crack houses 8, 10
Crack Task Forces iv, 35, 39
Crime laboratories iii, vi, 2, 41, 55, 56, 57
Crime Laboratory Advisory Committee 56
Crime Stoppers Program 25, 51
Criminal History/TASC Linkage Project 77
Criminal Mischief 29
Data 87, 88
Deaths iii, 1, 5, 6, 12, 26, 27, 47
Decriminalize marijuana 33
Defense services vi, 52, 54
Delaware 2, 9, 20, 33, 36, 43, 56, 57, 63, 67, 71, 81, 94
Department of Education, 85
Department of Justice 85, 102
Department of Labor 85
Depressants 7, 23, 25
Designer drugs iii, 7, 10, 18, 21
Detection and Monitoring of Drug-Using Arrestees Program 81
Differentiated Case Management Program vii 61, 65
Disciplinary problem ii, 13
Discretionary Grant Program i, v, vi, vii, viii, 40, 41, 45, 52, 54, 58, 60, 64, 66, 72, 84, 85, 86, 88
Dismissal rates vii, 61
Dispositions 87
Distribution 32, 33
District of Columbia 2, 5, 7, 17, 22, 24, 28, 60, 67, 68, 80, 94
Diversion of licit drugs 23
Dominican Republic 9, 19, 24, 25
Drug Abuse Resistance Education (DARE) program 102
Drug Abuse Warning Network (DAWN) v, 26, 47
Drug control units 30, 31
Drug courts 63
Drug Detection Technology/Focused Offender Disposition Program ix, 79, 81
Drug Enforcement Administration 30, 35, 39, 44, 49, 50, 53, 55, 56, 59, 82, 85, 89, 91
Drug Enforcement Strategy Development Conferences 44
Drug forfeitures vi

Drug investigations 42
Drug overdoses 4, 8, 27, 47
Drug Policy Board 17, 88, 90, 91
Drug Prevention Educational Video 103
Drug seizures vi, 18, 19, 20, 38, 58, 87, 104
Drug testing iii, ix, 28, 42, 45, 46, 68, 69, 79, 80, 81
Drug Treatment for Individual State Corrections Institutions viii, 66, 72
Drug Treatment in the Jail Setting Demonstration Program viii, 66, 73
Drug Use Forecasting ix, 79, 81
Drugs and academic achievement 15
Drugs and negative school behavior 15
Education 89, 90, 91
Emergency room episodes v, 4, 7, 26, 27, 47
Eradication v, vi, 33, 49, 50
Evaluation 88
Federal Bureau of Investigation 32, 45
Female drug users ii, 11, 12
Financial investigations 42, 45, 60
Fines 63, 64
Florida iii, 8, 18, 19, 20, 23, 24, 27, 29, 35, 36, 37, 54, 55, 57, 67, 68, 70, 71, 72, 73, 75, 94, 103
 Dade County 79
 Orlando 40
 Miami 20
Forgery 29
Georgia 3, 10, 20, 24, 51, 53, 57, 67, 69, 76, 77, 78, 90, 94
Governors i, ii, 84, 85, 86, 88, 89, 90
Guam 3, 9, 20, 51, 63, 70, 75, 94
Guidance 85, 87
Haitians 10, 24
Hallucinogens 2, 7, 14, 15, 23, 25, 59
Hawaii 2, 12, 19, 36, 42, 49, 50, 51, 53, 69, 76, 94
Health and Human Services, 85
Hells Angels 23
Heroin i, ii, 1, 2, 3, 4, 5, 6, 7, 12, 14, 15, 18, 19, 23, 24, 25, 27, 28, 29, 47, 59, 75
Hispanics 2, 8, 24, 25
Hydroponic growing operation 49
Idaho 21, 42, 57, 83, 94
Illegal aliens 25
Illinois 1, 2, 10, 11, 19, 23, 25, 35, 50, 55, 56, 71, 77, 82, 90, 94
 Chicago 10, 23, 25, 56, 82
Indiana 15, 19, 43, 48, 49, 50, 53, 82, 94
 Indianapolis 28, 47
Inhalants 2, 7, 15
Innovative Community Drug Offender Prosecution Program 54
Institute for Law and Justice 45
Intelligence v, 31, 36, 37, 40, 41, 43, 44, 103
Intensive probation supervision viii, 64, 69, 74, 77, 78
Intensive Supervision for Drug Offenders Demonstration Program viii, ix, 66, 74
Interstate highways 20
Intravenous drug users 2, 6
Investigations 39
Iowa 2, 3, 7, 12, 21, 23, 24, 31, 47, 51, 53, 62, 63, 64, 67, 69, 72, 75, 76, 77, 90, 94
Jails viii, 36, 45, 61, 63, 64, 66, 68, 71, 73, 89

Jamaican 10
Judges 42
Just Say No To Drugs Campaign 102
Juvenile Court Judges 45
Juvenile institutions 70
Juvenile offenders 45
Kansas 3, 10, 22, 50, 67, 70, 94
Kentucky 2, 3, 7, 20, 24, 31, 40, 49, 51, 56, 57, 59, 60, 75, 80, 94
Larceny 29
Large Court Capacity Program vii, 61, 65
Law Enforcement Coordinating Committees 85, 89, 91
Legislature ii, 75, 88, 90, 91
Louisiana 3, 10, 19, 21, 27, 35, 57, 63, 94
 New Orleans 40
LSD ii, iii, 1, 2, 3, 4, 6, 7, 8, 15, 18, 19, 27, 59
Maine 35, 37, 58, 70, 94
Major Drug Offenders x, 82
Mariel Cuban 25
Marijuana ii, iii, vi, 1, 2, 3, 4, 5, 7, 12, 13, 14, 15, 18, 19, 20, 23, 24, 25, 27, 33, 34, 40, 47, 49,
 50, 51, 55, 59, 67, 87
Maryland 5, 7, 9, 17, 21, 24, 37, 43, 52, 54, 57, 60, 68, 71, 83, 94
 Baltimore 5, 7, 29, 37, 54
Massachusetts 14, 15, 16, 55, 90, 94
 Boston 20, 25
McGruff 102
McGruff Puppet Program 103
McGruff Spectacular 103
Methadone 4, 29
Methamphetamine iii, 2, 7, 18, 19, 21, 22, 23, 27, 47, 59
Methamphetamine laboratories 23
Metropolitan Enforcement Group 35, 36
Mexican heroin 4
Mexican Mafia 25
Mexican nationals 25
Mexican-Americans 25
Mexico iii, 18, 19, 24, 25
Michigan 2, 6, 8, 12, 19, 22, 23, 25, 32, 48, 50, 55, 57, 58, 63, 75, 94
 Detroit 4, 8, 22, 25, 39, 55
Migrant workers 5, 8, 24
Minnesota 2, 7, 15, 19, 22, 39, 62, 64, 68, 90, 94
 Hennepin County 2
 Minneapolis 7, 10, 39
Mississippi 3, 19, 32, 35, 40, 42, 43, 56, 64, 80, 94
Missouri 12, 21, 41, 43, 44, 48, 53, 57, 80, 94
 Kansas City 10
Model State Prison Industry/Drug Rehabilitation Program viii, 66, 72
Model Treatment Programs Project 74
Money laundering 23, 24
Montana 2, 12, 49, 53, 58, 72, 76, 80, 94
Motor vehicle theft 79
Motorcycle gangs iii, 22, 23, 24
Murders iii, 10, 23, 25, 27, 28, 29
Mushrooms 7

NASCAR 103
National Association of Attorneys General 60
National Center for Juvenile and Family Court Judges 45
National Center for State Courts 65
National Citizens Crime Prevention Campaign 102
National Crime Prevention Council 102
National Criminal Justice Statistics Association 88
National Drug Enforcement Policy Board 89
National Forestry Service 50
National Institute of Justice ix, 46, 79, 81, 91
National Institute on Drug Abuse v, 13, 15, 26, 46, 47
Native American 2
Nebraska 2, 10, 24, 30, 35, 51, 53, 57, 63, 68, 94
Nevada 21, 22, 56, 57, 67, 94
New Hampshire 42, 62, 66, 80, 89, 94
New Jersey 14, 15, 16, 20, 56, 62, 94
New Mexico 71, 72, 77, 94
New York iii, 5, 6, 10, 11, 12, 25, 28, 35, 53, 54, 56, 63, 71, 74, 81, 89, 94
 New York City 5, 8, 10, 15, 16, 20, 27, 80
Nigerians 24
No. Mariana Islands 94
North Carolina 1, 2, 9, 24, 37, 42, 43, 44, 53, 72, 75, 82, 94
North Dakota 14, 15, 31, 51, 52, 94
Officer exchange program v, 41
Ohio 12, 20, 22, 23, 36, 42, 47, 48, 49, 51, 52, 53, 54, 71, 72, 76, 89, 94
 Cuyahoga County OH 12
Oklahoma 3, 10, 19, 20, 23, 24, 36, 42, 57, 94
Opiates vi, 29, 33, 34, 58, 59
Oregon 5, 7, 11, 14, 19, 20, 21, 22, 23, 24, 32, 33, 50, 59, 70, 75, 81, 89, 94, 103
 Portland 10, 25, 28
Organized crime iii, 22, 23, 24, 36, 103
Organized Crime/Drug Trafficking Task Forces iv, 35, 38
Outlaws 23
Pagans 23
Parole 42, 67, 80
PCP ii, iii, 1, 3, 7, 12, 17, 18, 19, 21, 22, 23, 27, 28, 59
Pennsylvania 1, 2, 10, 21, 37, 42, 47, 52, 53, 54, 57, 60, 62, 67, 69, 71, 75, 90, 94
 Philadelphia 21
Peru 18, 19
Peyote 7
Pharmaceutical Diversion v, 47, 48, 49
Pharmaceutical drugs 25
Police 30, 42, 43, 91
Polydrug use 7, 11
Possession of Drugs 29, 32, 33, 34
Possession of Stolen Property 29
Precursor chemicals 21, 22
Prescription drugs iii, v, 2, 47, 48
President Reagan 85
Prevention 17, 42, 90, 102
Price of drugs 3, 7, 20, 25, 51
Prison 64, 66, 67, 68
Prison crowding viii, 44, 66, 67, 71

Probation 42, 46, 64, 67, 80, 89
Probation and Parole Narcotic Interdiction Training Program ix, 46, 66, 74, 78
Problem Oriented Approach to Drug Enforcement Program 44
Productivity iii, 26, 27
Profiling techniques 37
Program Brief 51, 76, 87
Property crimes 29
Prosecution iv, vi, 35, 36, 39, 40, 45, 52, 53, 87, 89
Prosecutors vi, 17, 31, 42, 43, 52, 89, 91
Prostitution 29
Public Disorder 29
Puerto Rico 10, 11, 17, 19, 22, 33, 57, 70, 94
Purity of drugs 2, 3, 4, 5, 8, 25
Question and Answer documents 85, 87
Racketeer Influenced and Corrupt Organization vii, 38, 52, 54, 58, 60
Rates of conviction 62
Rates of dismissal 62
Recession 32
Regional Information Sharing System 63, 64
Regional Program Briefings 85, 87
Rehabilitation viii, 66
Research Triangle Institute 26
Revenue sharing 32
Rhode Island 3, 6, 9, 23, 24, 25, 30, 50, 53, 61, 70, 72, 94
Robbery 29, 79
Rural areas v, 1, 2, 5, 20, 21, 30, 31, 36, 49, 52, 58, 75, 80
Safety Zone 16
Schools ii, 13, 14, 16, 17, 44, 87, 88, 89, 90
Sentencing alternatives vii, 61, 62, 63, 64, 70
Shoplifting gangs 24
Sinsemilla 20, 49
Smuggling of drugs into prison facilities 70
South America iii, 18, 19, 24
South Carolina 5, 7, 10, 20, 23, 24, 25, 42, 56, 57, 59, 61, 76, 83, 94
South Dakota 2, 14, 21, 25, 31, 47, 48, 51, 52, 53, 64, 90, 94
Speedy trial requirements 56
State and Local Law Enforcement Assistance i, 84, 85, 87, 90
State office 85, 86, 87
Statewide Drug Prosecution Program vi, 52, 54
Stimulants 7, 13, 14, 19, 23, 59
Stolen Credit Cards 29
Strategy i, iv, 35, 39, 84, 85, 87, 88, 89, 90
Street gangs iii, 10, 22, 25, 26
Street Sales iv, 39, 40, 85
Street Sweep 40
Street-level enforcement 37
Suburban areas 15
Suicides 27
Surveillance equipment 31, 41, 42, 52
Surveillance vehicles 31
Synthetic drugs ii, 1, 7
Task Forces iv, vi, 1, 31, 35, 36, 39, 40, 43, 50, 51, 52, 53
Technical assistance v, ix, 41, 45, 60, 65, 74, 77, 87, 104

Tennessee 3, 16, 19, 20, 36, 40, 42, 57, 66, 70, 74, 94, 103
Nashville 40
Tetrahydrocannabinol (THC) 20
Texas 1, 3, 7, 18, 21, 23, 24, 27, 31, 35, 48, 50, 55, 63, 67, 75, 90, 94
Dallas 4, 8, 27
Houston 3, 4, 9, 10, 39
Lubbock 4, 7, 27
San Antonio 4, 8, 9, 40
Theft iii, 16, 28, 29
Therapeutic Community 68, 69, 71, 72, 76
Training v, vi, vii, ix, 30, 31, 36, 40, 41, 42, 43, 44, 45, 46, 51, 52, 56, 58, 60, 65, 74, 77, 104
Tranquilizers 4, 14, 15
Treatment iii, v, viii, 1, 2, 4, 7, 12, 26, 27, 41, 42, 45, 46, 61, 66, 67, 74, 75, 76, 80, 87, 88, 89, 90, 91
Treatment Alternatives to Street Crime viii, 63, 71, 74, 75, 76, 77
Triplicate prescription system v, 47, 48
Undercover 42
Undercover buy programs 40
Undercover investigations 30, 31, 32, 40, 41
Undercover operations 44
United States Attorney 37, 39, 85, 87, 89
United States Border Patrol 19
United States Customs 19, 27, 43
United States Forest Service 49
United States Marshal 37
University students 14
Urban areas ii, 1, 2, 8, 13, 15, 21
Urinalysis ix, 2, 7, 78
Utah 14, 19, 20, 22, 24, 40, 43, 54, 57, 70, 94
Vermont 2, 4, 14, 20, 36, 47, 53, 54, 67, 69, 94
Victims of Crime 26
Violence iii, 22, 25
Virgin Islands 2, 19, 51, 94
Virginia 3, 23, 31, 36, 41, 43, 45, 50, 55, 68, 69, 94
Washington 5, 11, 17, 29, 36, 42, 57, 63, 77, 91, 94
Seattle 40
Weapons 29
West Virginia 3, 7, 19, 23, 32, 76, 94
Western States Information Network 23, 53
Wisconsin 1, 2, 3, 7, 19, 20, 23, 25, 31, 36, 46, 57, 69, 72, 82, 94
Milwaukee 7
Work release programs 69
Wyoming 10, 31, 33, 36, 43, 94