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MEMORANDUM

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NCJRS

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SUBJECT: National Strategies on Drug Abuse and Drug
Trafficking

This memorandum discusses the ten national strategies/annual reports from 1973 through 1984 and includes the following:

- I. Introduction
- II. Strategy - Overview
- III. Threat Assessment - Drug Priorities
- IV. Intelligence
- V. International Drug Control
- VI. Interdiction
- VII. Investigation and Prosecution
- VIII. Diversion
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DATA CENTER AND
CLEARINGHOUSE
FOR DRUGS AND CRIME

I. Introduction

The following strategies are reviewed in this memorandum:

- 1973 - Federal Strategy For Drug Abuse and Drug Traffic Prevention 1973, Strategy Council on Drug Abuse
- 1974 - Federal Strategy for Drug Abuse and Drug Traffic Prevention 1974, Strategy Council on Drug Abuse
- 1975 - Federal Strategy for Drug Abuse and Drug Traffic Prevention 1975, Strategy Council on Drug Abuse
- 1975 - White Paper on Drug Abuse, Domestic Council Drug Abuse Task Force
- 1976 - Federal Strategy: Drug Abuse Prevention, Strategy Council on Drug Abuse
- 1978 - 1978 Annual Report, Office of Drug Abuse Policy
- 1979 - Federal Strategy for Drug Abuse and Drug Traffic Prevention 1979, Strategy Council on Drug Abuse
- 1980 - Annual Report of the Federal Drug Program, Domestic Policy Staff
- 1982 - Federal Strategy For Prevention of Drug Abuse and Drug Trafficking 1982, Drug Abuse Policy Office
- 1984 - 1984 National Strategy For Prevention of Drug Abuse and Drug Trafficking, Drug Abuse Policy Office

II. Strategy Overview

1973 - The three primary objectives of the Federal Government's drug program are: (1) to reduce drug abuse in America; (2) to reduce the adverse social consequences of drug use; and (3) to concentrate Federal resources on those forms of drug abuse that cause the greatest harm to society (p. 2). The primary goals of supply reduction activity are to restrict availability to legally approved users and to prevent illicit drug production, distribution, and use (p. 104).

No link in the chain is most vulnerable (p. 104). The primary Federal enforcement effort is targeted at traffickers at all levels, with emphasis on those dealing in large quantities, particularly of heroin (p. 105).

Budgetary priorities stem "directly from the strategy that proposes to make alternatives to compulsive drug use available and to simultaneously decrease the availability of illicit drugs" (p. 129). Federal funds for drug abuse prevention increased 1,050 percent from FY 1969 to FY 1974, reaching \$527.8 million in FY 1974. Federal funding for drug trafficking prevention totaled \$256.9 million in FY 1974, a 624 percent increase from FY 1969 (p. 130).

1974 - "This strategy continues to develop an integrated treatment, rehabilitation, education and law enforcement policy aimed at preventing drug abuse" (iii). The Federal effort against drugs is waged from three directions: (1) law enforcement agencies; (2) social service and health agencies; and (3) internationally (pp. 1-2).

"The close coordination of law enforcement efforts aimed at controlling the domestic and international supply of drugs and prevention programs aimed at reducing the demand for these substances is a major theme of Strategy 1974" (p. 11).

1975 - ". . . no drug which has ever been used for pleasure has ever been eliminated from any society; as a practical matter the severest programs must have as their objective reducing levels of drug abuse" (p. 1). Mexico is DEA's first priority (p. 47).

1975 (White Paper) - A balanced supply/demand reduction approach is the "cornerstone" of Federal policy (p. 2). Successful supply reduction can minimize the number of new users, increase the number of users who abandon use, and decrease the consumption of current users. However, there are numerous costs, including economic ones, associated with supply strategies (p. 3).

". . . supply reduction and demand reduction are not only complementary in that one compensates for the limitations of the other, they are also interdependent, in that increases in the resources devoted to one activity will be most effective only if increased resources are simultaneously devoted to the other" (p. 4).

Elimination of drug use is impossible and not all drugs pose equal risks (p. 5). Because enforcement resources are scarce, they must be focused to "produce the greatest disruptive effects in the supply of those drugs which cause the most severe social consequences" (p. 35) and we must continually re-evaluate vulnerabilities in drug trafficking systems (p. 36).

1976 - According to the lead agency concept, Justice has primary responsibility for enforcement; Health, Education, and Welfare for prevention, treatment, and rehabilitation; and State for international drug control (p. 7). In terms of resources, communities and families must be part of the fight against drug abuse (p. 7). The balanced supply/demand approach has been the "foundation" of Federal policy for several years (p. 19).

The Federal Government focuses on high-level traffickers (p. 22). Retail purity is the best single measure of heroin availability (p. 20). Mexico is a priority (p. 30).

1978 - This Strategy emphasizing attacking distribution networks as close to the source as possible (pp. 18,31).

1979 - Two realistic program objectives are to discourage all drug abuse and to reduce to a minimum the health and social consequences of drug use (p. 2). The three parts of the drug program are treatment, rehabilitation, and prevention; domestic drug law enforcement; and international drug control (p. 2). Reduced availability prevents new drug use primarily; therefore, treatment and rehabilitation are necessary for chronic drug users (p. 2).

The 1979 Strategy shows a shift in budget priorities, with funding for drug law enforcement increasing 42 percent from FY 1975 to FY 1979, while funding for drug abuse prevention remained essentially steady during the same period (pp. 60-61). Funding for drug law enforcement exceeded that for prevention in FY 1976, 1978 and 1979, with \$380.1 million for prevention in FY 1979 and \$435 million for drug law enforcement.

1980 - The three major strategy elements are treatment and rehabilitation; domestic law enforcement; and international drug control. "Prevention is emerging as a fourth major program element as we increase efforts to educate the public, particularly parents and youth, about the risks and health effects involved with drug abuse" (p. 3). Most of this Annual Report is program description, not strategy.

1982 - Both this and the 1984 Strategy are more directly tied to the President, including an opening letter by President Reagan. Both strategies also focus on the national response to the drug problem, with priorities varying by community: "Our experience over the past decade proves that, regardless of the amount of Federal resources available, the success of the national effort ultimately depends on the dedication and commitment of private industry, public organizations, and citizen volunteers -- especially in the area of education and prevention" (p. 3).

Both the 1982 and 1984 strategies list five program elements: international cooperation, drug law enforcement, education and prevention, detoxification and treatment, and research (p. 3). The goal of drug law enforcement is to reduce the availability of drugs in the United States (p. 5). "The 1982 Strategy is intended to provide a flexible framework responsive to local priorities based on the nature of drug problems and drug trafficking threats which exist in a particular geographic area" (p. 33).

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The 1982 Strategy is unique in its stating as a goal for drug abuse prevention reducing daily drug use by 30 percent as measured by the 1984 National High School Senior Survey (p. 6). This goal was neither met nor discussed in the following strategy.

1984 - This is the first time the strategy is called a national one as opposed to a Federal strategy: "The 1984 Strategy goes beyond the Federal responsibilities and establishes a comprehensive national strategy where all individuals; all business, civic and social organizations; all levels of government; and all agencies, departments and activities within each level of government are called upon to lead, direct, sponsor and support efforts to eliminate drug abuse in families, businesses and communities" (p. 5).

While the program elements are the same as in the 1982 Strategy, there are reordered in 1984: drug abuse prevention, drug law enforcement, international cooperation, medical detoxification and treatment, and research. Emphasis is placed on the financial aspects of drug trafficking (p. 51). The President's eight-point program to combat drugs is described (p. 9).

Resources for drug law enforcement are the highest in history. Federal funding of drug law enforcement has increased 73 percent between FY 1981 and 1985, totaling \$1.2 billion in FY 1985. Federal funding for drug abuse prevention and treatment has decreased 68 percent during the same period, with funding at \$252.9 million in FY 1985 (pp. 122-123).

III. /Threat Assessment -- Drug Priorities/

1973 - "There are still virtually no confirmed cocaine overdose deaths and a negligible number of users seek medical help" (p. 51). Heroin is seen as the most severe problem of all controlled substances (p. 52). The Strategy states that no link in the entire distribution chain is most vulnerable (p. 104).

1974 - Heroin trafficking is the most serious problem (p. 57). Mexican brown heroin is being smuggled into the United States increasingly, and a growing preference for cocaine is resulting in more cocaine trafficking (p. 63).

1975 - "Recent studies have shown . . . that there are virtually no cities anywhere in the United States that are free from the problem of heroin use" (p. 12).

1975 (White Paper) - The determination of drug priorities includes evaluating social costs of drug use based on three factors: likelihood of compulsive use, severity of consequences

to the individual and society, and size of the problem (pp. 29-30). Heroin is deemed the most severe problem; followed by amphetamines; then mixed barbiturates; then cocaine, hallucinogens, and inhalants; and finally marijuana (p. 33). Mexico is deemed the most significant threat for law enforcement to face because it is a source of heroin and dangerous drugs (p. 34). Mexico is also a top priority because of the difficulty of policing the border and because drug trafficking through Mexico is not declining, despite intensified U.S.-Mexican efforts (p. 56).

1976 - Mexico is the dominant source of heroin, a major source of marijuana, and an important transshipment point for cocaine (p. 30).

1978 - Heroin is the most significant drug abuse and drug trafficking problem (p. 17). Although cocaine use has been limited because of cocaine's high price, the potential for adverse consequences is noted (p. 30).

1979 - ". . . domestic supply reduction efforts rank drugs as they are used in the United States according to their potential for harm, particularly in causing deaths and injuries (p. 3). Heroin and barbiturates are the most significant problems, followed by cocaine. Large shipments of marijuana are also of concern (p. 4). PCP "may well represent the drug abuse wave of the future" and "cocaine also may well be a serious concern in the future" (p. 50). The Strategy states that, "We . . . know that cocaine is the most powerfully reinforcing of all abused drugs" (p. 55).

1980 - Heroin presents the most serious health hazards (p. 3).

1984 - The Strategy recognizes the seriousness of heroin abuse and states that, "Cocaine is potentially as destructive to health as heroin" (p. 6).

IV. Intelligence

1973 - Consistent with the 1973 Strategy's theme of the need for reorganization of the Federal effort, the report calls for expanded intelligence-sharing among Federal drug law enforcement and the provision of adequate intelligence to the State and local level (p. 108).

1974 - The Strategy calls for an international narcotics intelligence system to be developed by CIA and DEA (p. 65). DEA is designated "to maintain and provide complete drug intelligence on a national basis (p. 73). The Strategy calls for increased staff for DEA intelligence operations and involvement of the FBI in domestic drug intelligence collection (p. 74).

1975 - The Strategy calls for improvement of the data base with more agents and sources, and more comprehensive debriefings; better organization of the data base; and use of the data base for more operational intelligence.

1975 (White Paper) - The White Paper cites counterproductive competition among enforcement agencies and insufficient funding as problems regarding intelligence (pp. 47-48). Operation intelligence can be strengthened by encouraging cooperation by defendants, particularly in conspiracy cases. DEA also needs more analysts for strategic intelligence analysis (p. 48). The White Paper includes an addendum by Customs stating that the "complete exclusion" of Customs from intelligence gathering is "counterproductive" (p. 107). The situation would improve, according to Customs, if Customs agents were assigned overseas to collect intelligence and work with foreign customs officials (p. 108).

1976 - "Despite the progress made in the past year, the narcotics intelligence function remains weak" (p. 49). The Strategy cites the need for improvement in four areas: (1) agency requirements for intelligence information; (2) collection of intelligence from domestic and foreign sources; (3) analysis and dissemination of intelligence; and (4) linkage between foreign and domestic intelligence.

1978 - The Annual Report states that Federal agency roles regarding intelligence are ambiguous and that there is no formal mechanism for interagency coordination (p. 43). The report cites a need for better financial intelligence, better use of foreign intelligence, and better means to assess worldwide opium production. In an apparent policy shift (away from the 1973 Reorganization), the Report states that, "Customs should have an increased role in the narcotics intelligence process" (p. 43), with the procedures to be worked out by DEA and Customs.

1979 - Like the 1978 Annual Report, the 1979 Strategy calls for an increased Customs' role in intelligence gathering, to be coordinated with DEA (p. 49). The Strategy also states that, "Customs will collect information from foreign customs services and foreign trade communities on all smuggling activities, including narcotics" (p. 49). The 1979 Strategy echoes the 1978 Report's call for increased focus on financial investigations (p. 48). The need for interagency coordination for intelligence is repeated (p. 49).

1984 - The Strategy calls on DEA to develop objective statistical means for central reporting of Federal accomplishments in drug law enforcement and prosecutions, including a central system for maintaining and disseminating seizure statistics (p. 61).

V. International Drug Control

1973 - The Strategy states that the primary focus of international efforts is interdicting drugs, particularly opium and heroin (p. 113). (This emphasis has shifted to eradication in the 1984 Strategy.) The primary objectives of the international program are seizing illicit drugs, destroying trafficking operations and patterns, and arresting and imprisoning traffickers (p. 113). Priority is given to increasing overseas intelligence collection and analysis (p. 113).

The Strategy stresses the importance of host country political commitment before providing advisors, training equipment, and funding (p. 114). "Because of the practical problems involved with attempting complete eradication of opium worldwide," opium eradication is secondary to interdiction (p. 114). International program elements also include education, research, and treatment. The Strategy urges that the U.N. give drug control the highest priority (p. 115).

1974 - Interdiction continues to be the priority, with cocaine added to the list of priority drugs (p. 60). The Strategy's multilateral goals include supporting United Nations Fund for Drug Abuse Control (UNFDAC) and promoting increased regional cooperation on drug control (p. 66).

1975 - Priorities in international cooperation include disrupting trafficking through DEA/foreign government cooperation; equipment grants for law enforcement; intelligence and expertise exchange; training; research; crop and income substitution; and technical assistance for treatment (p. 67). Mexico is DEA's top priority (p. 68).

1975 (White Paper) - "No matter how hard we fight the problem of drug abuse at home, we cannot make really significant progress unless we succeed in gaining cooperation from foreign governments ..." (p. 50). (This attitude is really the inverse of current thought which posits that significant progress requires better efforts against abuse at home.)

"The key objectives of the international program are to gain the support of other nations for narcotics control, and to strengthen narcotics control efforts and capabilities within foreign governments. These objectives can be achieved through internationalization of the drug program, cooperative enforcement and enforcement assistance, and control of raw materials ..." (p. 50). Because opium, coca, and cannabis cultivation can take place in a large number of countries; the White Paper concludes that "crop eradication can only be a short-term measure to control drug availability in one specific area" (p. 55). Mexico continues to be a priority because, despite increased U.S.-

Mexican cooperative efforts, drug trafficking via Mexico has not decreased (p. 56).

1976 - This statement from the 1976 Strategy could have been written today:

Mexico has been the top priority country in the international narcotics control program for the past several years since it has become the dominant U.S. source of heroin. Mexico is also a major source of marihuana and an important transshipment route for cocaine (p. 30).

1978 - According to the 1978 Annual Report, the goals of the international program are to reduce the availability of drugs that provide the greatest financial incentive and support for trafficking networks, to increase the risk to traffickers; and to maintain the high price of drugs in the United States (p. 17). Control of heroin and cocaine is best achieved by interdiction as close to the cultivation point as possible (p. 18). This theme is emphasized in the Annual Report. For example, the report states, in regard to cocaine, "[I]t is more effective to attack the distribution networks near the source before it dissipates and disappears in our domestic illegal market" (p. 31). Priorities in international drug control are determined by "the value of the drug shipment" only, not by drug (p. 32).

The World Bank decided to seek to obtain assurances from countries to receive rural development assistance that they "take all reasonable actions" to prevent opium/coca cultivation (p. 19). Income substitution programs "promise a more lasting solution to suppressing the drug traffic than efforts directed solely against the trafficker" (p. 41).

1979 - The factors used to determine priorities in the international field shift to: (1) the probability that the drug will cause health and social consequences in the country where it is used, and (2) the economic political, and social damage to the source, transit, and destination countries (p. 3). International objectives include reducing the production and trafficking of heroin, eliminating drugs at their source, preventing drugs from entering the United States, and increasing the risk to traffickers" (p. 4).

The international program includes four parts: (1) reducing supplies at the source; (2) participating in international organizations; (3) cooperating with foreign drug enforcement agencies; and (4) international treatment and prevention (p. 37).

The Strategy identifies the following ten countries as top priority targets in an attempt to work with the governments for drug production control: Burma, Thailand, Laos, Mexico, Afghanistan, Pakistan, Bolivia, Peru, Ecuador, and Colombia (p. 39). This Strategy gives much greater emphasis to crop control, -- albeit though qualified endorsements: "Crop eradication has proven to be the most efficient and cost effective way to reduce the illegal cultivation in those countries which do not have an extensive history of poppy cultivation and opium use" (p. 40). Crop and income substitution are costly programs for which the United States lacks resources (p. 41).

American representatives to the World Bank and other development banks have supported loan provisions conditioning loans on the borrowers' agreement not to assist in illegal drug production (p. 42). The Strategy recommends improved procedures for extradition, greater cooperation on international enforcement, and legal advice on foreign drug legislation, particularly concerning cash flow (p. 45).

1982 - This Strategy reiterates most of the themes in the 1979 Strategy. It places even greater emphasis on crop control identifying it for the first time as the top priority in the international program (p. 21). The Strategy states that drug-related development assistance should be conditioned on agreements to reduce illicit drug production (p. 25). Regional strategies for Latin America, Southeast Asia, and Southwest Asia are presented (pp. 27-28).

The Latin American strategy states as goals the reduction of coca production to levels necessary only for traditional consumption in South America; eliminating marijuana before it leaves the source country; and increased diplomatic initiatives for crop eradication (p. 27). In Southeast Asia, the strategy focuses on eradication and interdiction of opium and heroin on the Thai-Burmese border, in Thailand, and in Burma's Shan State (areas of U.S. influence). The Southwest Asia strategy focuses on Pakistan and Turkey, because of diplomatic problems with Iran and Afghanistan. Crop control in Pakistan's Northwest Frontier Province is a priority and interdiction in Turkey (p. 27).

1984 - Crop control is called "the most effective means of curbing production" (p. 67). The Strategy, in effect, prioritizes our regional efforts, stating:

Latin America and Caribbean projects receive the major share of the INM country program budget because of the large amounts of marijuana, cocaine and heroin coming from these regions (p. 77).

VI. Interdiction

1974 - The Strategy calls for a comprehensive plan to be developed to police U.S. borders that will integrate the activities of Federal agencies; increased DEA investigative resources at the border; and intensified efforts against brown heroin at the Mexican border (p. 70).

1975 (White Paper) - DEA/Customs jurisdictional disputes continue and must be resolved (p. 44).

1978 - The Annual Report cites a lack of coordination in border management and calls for a consolidation of Customs/INS at the border (p. 38).

1979 - The Strategy notes that development of a comprehensive border strategy is a long-term goal (p. 32). More emphasis should be placed on interdiction based on prior intelligence (p. 34). Better technology is needed (p. 34).

1982 - The Strategy calls for increased effectiveness of air, sea, and land interdiction; improved follow-up investigations of interdiction seizures and arrests; improved technology; and improved quality and availability of intelligence for interdiction. The Strategy also calls for the development of policies and procedures for use of military assistance, with emphasis on integrating the requirements of drug smuggling information into military operational and training activity (p. 35).

1984 - The Strategy calls for continuing cooperation and support from the military, consistent with national security readiness requirements (p. 54). The Strategy cites a need for special emphasis on detecting drugs in legitimate cargo; stronger penalties for violators using general aviation aircraft; denying entry visas to any foreign national with a drug violation; using all sources for interdiction intelligence; improving detection at the border; and an expanded role for EPIC. The Strategy also states that the Federal government should work with State and local government to detect and intercept drug transportation within the United States (p. 54).

VII. Investigation and Prosecution

1973 - The Strategy encourages the use of investigative grand juries and involvement of attorneys during the investigative stages of a case (p. 108). It cites the need for speedy trials and restrictions on bail and parole (p. 110). The Strategy states as a major problem "the lack of a tough-minded, consistent and uniform sentencing philosophy among the judiciary" (p. 110).

Improved data is needed on arrests, convictions, prison sentences (time served), and rates of recidivism (p. 111).

1974 - The Strategy states the objective of investigations as follows:

The primary objective of Federal investigations of drug crimes are to detect and apprehend persons engaged in the illegal manufacture, importation, or distribution of narcotics and dangerous drugs, and, second, to seize illicit drugs and equipment for illegally produced drugs (p. 67).

The Strategy lists five targets for investigations with an action plan for each: (1) major traffickers, (organized crime strike forces will operate in 16 cities, the number of DEA agents overseas will be expanded, increase cooperation with Mexico); (2) smuggling (integrate efforts at the border and increase enforcement at the Mexican border; (3) local and regional networks (Federal government support local agency efforts; (4) clandestine laboratories (expand the voluntary program with drug manufacturers; (5) quasi-legitimate drug handlers (expand the diversion program) (p. 70). The Strategy calls for more stringent penalties for drug trafficking (p. 79).

1975 (White Paper) - Conspiracy prosecutions are a major tool against high-level traffickers (p. 39). Drug trafficking organizations can be immobilized more effectively through minimum mandatory sentencing for high-level traffickers; consecutive, not concurrent, sentences in some cases; educating judges; revising parole guidelines; and focusing on drug profits (p. 39). State and local efforts can be strengthened through Federal grants, training, and shared intelligence (p. 44).

1976 - The Strategy repeats a theme of the 1975 White Paper that the Federal Government should focus on high-level traffickers, while States focus on lower-level violators (p. 22). DEA will focus on Class I and II violators and on heroin traffickers, moving "away from cocaine and marihuana" (p. 23). The 1975 White Paper comments about focusing more on financial investigations and conspiracy and establishing minimum mandatory sentences for drug traffickers are repeated (p. 36). The Strategy also calls for increasing the value of property that can be seized and forfeited (p. 36). There is a need for more experienced attorneys in drug prosecution units in U.S. Attorneys offices (p. 48).

1978 - The Annual Report finds insufficient judicial and prosecutorial resources and practices; inadequate legislation; inadequate clarification of priorities; and inadequate coordination and cooperation (p. 40). It states that the Federal

Government should reaffirm its policy of attacking major traffickers of all drugs, particularly those with the potential for the highest social and personal harm. It also calls for greater Federal assistance for State and local efforts (p. 40). The Strategy supports reduced sanctions for Federal criminal penalties concerning marijuana possession (p. 51).

1982 - The Strategy cites the importance of stopping the production of illegal drugs within the United States (p. 35). It calls for law enforcement to target investigative resources at the range of criminal activities; improve management of the Federal effort and broaden involvement; make more efficient use of prosecutorial and court resources (p. 37).

1984 - "The 1984 Strategy establishes a high priority for pursuing the financial aspects of drug trafficking, including use of criminal and civil forfeiture laws, currency laws, tax laws and international agreements against tax evasion and money laundering" (p. 51). The Strategy notes the effectiveness of RICO, CCE, and administrative forfeiture against high echelon criminals (p. 51). States and foreign governments are encouraged to adopt and use criminal and civil forfeiture; States should use assets obtained through forfeiture to construct and operate prisons (p. 51). The cannabis eradication program should be strengthened (p. 56) and Federal/State/local efforts against clandestine labs should be increased (p. 60).

VIII. Diversion

1973 - The Strategy states that the registration of drug manufacturers and distributors has been proposed along with quotas for the manufacture, import, and export of certain dangerous drugs (p. 108).

1974 - An expansion of DEA's program of working with manufacturers of precursors is called for (p. 70). The Strategy includes the development of stricter control on methaqualone; computerization of reports on the manufacture of certain dangerous drugs (ARCOS system); more effective audits of reports; placement of DEA personnel in Europe and Mexico to help prevent diversion; and adoption by all States of the Uniform Controlled Substances Act (p. 73).

1975 - The Strategy reaffirms the need to reduce diversion through better use of quotas on manufacture (p. 69). It cites the need to reduce the time necessary to control a drug once its abuse is identified (p. 69).

1975 (White Paper) - The White Paper states that retail diversion is a growing problem and that the Federal Government has little authority at that retail level. It calls for a systematic upgrading of State regulatory capabilities; improvements in physicians' prescribing practices; and efforts to curb pharmacy thefts (p. 60).

1978 - The Annual Report states that regulatory activity targeted at practitioners has been "minimal" (p. 48).

1982 - The Strategy calls for strengthening efforts to reduce diversion of licit drugs through quotas, scheduling, criminal investigations, and cooperative law enforcement efforts (p. 38).

1984 - Efforts to control the diversion of methaqualone are deemed a success. Legislation to strengthen diversion control has been submitted to Congress (p. 57).

IX. Drug Law Enforcement and Demand

1973 - Before the Special Action Office for Drug Abuse Prevention (SAODAP) was created in 1972, DEA (then BNDD) was involved in education/information and research concerning drug abuse. The Law Enforcement Assistance Administration (LEAA) participated in treatment and rehabilitation, education/information, training, and research. The Bureau of Prisons (BOP) was also active in treatment and rehabilitation (p. 71).

After the creation of SAODAP, Federal drug abuse responsibilities shifted somewhat, with DEA involvement in training, research, and regulation and coordination. BOP continued to be involved in treatment and rehabilitation, and LEAA drug abuse functions were to be phased out by 1975 (p. 71).

Direct funding of Federal drug abuse prevention programs by agency was as follows:

<u>Agency</u>	<u>FY 69</u>	<u>FY 70</u>	<u>FY 71</u>	<u>FY 72</u>	<u>FY 73</u>	<u>FY 74</u>
BOP	.5	1.1	1.4	1.9	3.4	4.5
LEAA	.5	1.8	7.0	7.3	6.9	1.3
BNDD	1.5	2.0	2.1	2.7	2.6	2.6

(millions of dollars) (p. 132)

The Strategy emphasizes the importance of training of law enforcement officers and others who deal continually with the drug problem (p. 65).

The Strategy describes the Treatment Alternatives to Street Crime (TASC) program. The idea behind TASC is that:

Both the crime associated with drug use and the drug use itself might be substantially reduced if the point of arrest were made the occasion for entry into an effective treatment program (p. 97).

The program also hoped to reduce both the caseload in the courts and the crowding in detention facilities by getting drug-dependent arrestees into treatment.

1974 - The 1974 Strategy notes that international efforts to restrict supply have not been accompanied by "equivalent" efforts to reduce demand, including treatment, education, and research (p. 52).

Because drug abuse is a social, medical, and criminal problem, DEA works with State and local authorities to divert drug-dependent arrestees to treatment (p. 72).

While enforcement and treatment were once considered distinct efforts, during the late 1960's, the lines between the two began to blur:

Police officers began to act as street counselors, referral agents, and other para-treatment operatives. Treatment professionals found themselves in court being asked to make recommendations concerning the advisability of pretrial release, the terms and condition of probations, the advisability of work release, and so on (p. 82).

The connection between enforcement and treatment became clearer. For example, as law enforcement controlled the supply of drugs more effectively, the number of people seeking treatment increased (p. 82).

The TASC program continues, with the Strategy stating that, "The development of an effective relationship between criminal justice and treatment activities in the drug abuse field lies at the very heart of the Federal Strategy" (p. 85). The Strategy also states that, "... there is adequate drug abuse treatment capacity in most communities today" (p. 86).

1975 - Evaluations of the TASC program find that criminal recidivism rates of participants in TASC that were studied ranged from 5.6 to 13.2 percent, compared to a national rate of 30 to 60 percent (p. 31). This leads to a call to expand the TASC program to include juveniles and to study the possibility of creating

such a pretrial program at the Federal level (pp. 50-51). The Strategy states that the goal of the link between law enforcement and health delivery systems is to prevent drug abuse (p. 52).

1975 (White Paper) - The White Paper states that:

Development of comprehensive programs for providing drug treatment to all criminal offenders who need it should be given the highest priority (p. 83).

The Strategy also states that "... development of systematic linkages between the treatment and criminal justice system is critical" (p. 80).

1976 - The 1976 Strategy reiterates the 1974 recommendation of a TASC-like program at the Federal level (p. 42). NIDA and the Department of Justice are developing a "referral training package" for judges, prosecutors, and probation and parole officers to assist in drug treatment referrals (p. 43).

The report calls for study of the effect of decriminalization of marijuana possession on marijuana use, given "the widespread recreational use of marihuana and the relatively low social cost associated with this type of use ..." (p. 54).

1978 - The Annual Report states that the Administration supports legislation to reduce Federal penalties for marijuana possession for personal use (p. 28).

1979 - "The goal of the Federal involvement in drug abuse prevention has been, and will increasingly be, to help local community groups learn how to utilize local resources; to stimulate and respond to a community's awareness of ethnic, regional, or other needs; to distribute examples of successful prevention programs and to encourage coordination between drug abuse prevention, allied prevention, and youth service programs" (p. 29).

This policy appears to represent a shift away from the relatively significant involvement of the Federal government in treatment efforts prior to 1979. In terms of funding, LEAA budget outlays for drug abuse prevention programs decreased from \$19.5 million in FY 1975 to \$12.7 million in FY 1979; DEA funding for prevention programs was reduced by one-half during the same period, with a \$.6 million outlay in FY 1979 (p. 60).

1982 - "All Federal agencies will be called upon to contribute to the overall prevention effort" (p. 45). In terms of education and prevention, "The proper role of the Federal government is to provide leadership, encouragement, and support" (p. 42).

In terms of international demand reduction,

[T]he international community has a unique capability of influencing the demand for drugs through the deterrent effect of vigorous law enforcement combined with information exchange programs, briefings, technical assistance, training, treatment demonstration projects, and conferences in producing and transitting countries (p. 26).

1984 - "The role of drug law enforcement is to reduce the availability of illicit drugs in the United States. The high visibility of law enforcement operations and the public support for strong law enforcement also deters potential law-breakers and contributes to drug abuse prevention" (p. 46).

The Strategy states that an objective of drug law enforcement is, "Full involvement by all levels of law enforcement in contributing to drug abuse awareness and prevention" (p. 46).

The law enforcement role in reducing demand is articulated as follows:

[S]upporting parents, teachers and other concerned citizens who are working to reduce the demand for drugs. Law enforcement officers have special expertise and information to help private groups deal with drug abuse and drug dealing in their communities. The Customs Service, DEA and FBI are sponsoring prevention initiatives including assistance to parent groups; the development and dissemination of special publications; and encouraging professional athletes both to eliminate drug abuse in professional sports and to participate in the prevention effort by providing healthy role modes for our Nation's youth (pp. 62-63).

According to the May 1985 prevention and treatment budget summary, prepared by the Drug Abuse Policy Office, DEA's budget outlay for such programs in FY 1986 was reduced to \$.1 million.

ATTACHMENT A

BUDGETS

Table 5
FEDERAL DRUG TRAFFIC PREVENTION PROGRAMS
DIRECT FUNDING BY AGENCY*
OBLIGATIONS IN MILLIONS: FY 1969-1972

AGENCY/FISCAL YEAR	FY69	FY70	FY71	FY72	FY73	FY74
JUSTICE:						
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION	-0-	-0-	2.2	19.6	36.3	44.1
BUREAU OF NARCOTICS AND DANGEROUS DRUGS	18.5	27.8	41.3	63.3	70.5	74.1
OTHER	-0-	-0-	3.5	-0-	2.2	6.7
STATE DEPARTMENT	-0-	-0-	-0-	1.0	1.5	1.5
AGENCY FOR INTERNATIONAL DEVELOPMENT	-0-	-0-	4.4	20.7	42.7	42.7
TREASURY:						
INTERNAL REVENUE SERVICE	-0-	-0-	-0-	10.1	18.9	19.7
BUREAU OF CUSTOMS	17.0	24.8	30.2	46.9	54.3	66.2
DEPARTMENT OF TRANSPORTATION	-0-	-0-	-0-	0.1	0.1	0.1
AGRICULTURE	-0-	-0-	-0-	2.1	1.8	1.8
TOTAL	35.5	52.6	81.6	163.8	228.3	256.9

*Excludes block grants such as LEAA

Most of the resources are still directed at the illicit distribution network within the United States. This is illustrated in Figure 11. Some of the resources allocated to the Agency for International Development within the State Department have helped in development of substitute crops in those countries that have agreed to ban the growth of opium poppies. However, most of these funds are used to support the development of effective traffic control forces in the 59 countries that are cooperating with the United States in interdicting illicit traffic in heroin, cocaine, marijuana, amphetamines and barbiturates.

The research efforts in the area of drug traffic prevention are primarily the responsibility of the Department of Justice. The funds for research are used for developing better methods to detect illicit drugs and to determine their origins. The Bureau of Narcotics and Dangerous

Table 3
 FEDERAL DRUG ABUSE PREVENTION PROGRAMS
 DIRECT FUNDING BY AGENCY*
 ESTIMATED OBLIGATIONS MILLIONS OF DOLLARS: FY 1969-1974

FISCAL YEAR AGENCY	FY69	FY70	FY71	FY72	FY73	FY74
SAODAP	-0-	-0-	-0-	1.5	51.3**	67.2**
HEW: NIMH	37.2	40.3	56.2	116.7	215.6	242.9
OE	0.2	3.4	6.4	13.0	12.4	3.0
SRS*	-0-	0.2	1.3	2.5	2.3	2.0
OEO	2.2	4.9	12.8	18.0	23.0	-0-
VA	0.6	4.8	1.7	17.0	25.6	25.5
DOD	0.1	0.1	1.1	58.7	82.1	70.1
JUSTICE: BOP	0.5	1.1	1.4	1.9	3.4	4.5
LEAA*	0.5	1.8	7.0	7.3	6.9	1.3
BNDD	1.5	2.0	2.1	2.7	2.6	2.6
TOTAL	42.8	58.6	89.0	239.3	425.2	419.1

* Excludes resources to States and Local groups available through LEAA block grants, certain titles of Social Security Act and Model Cities.

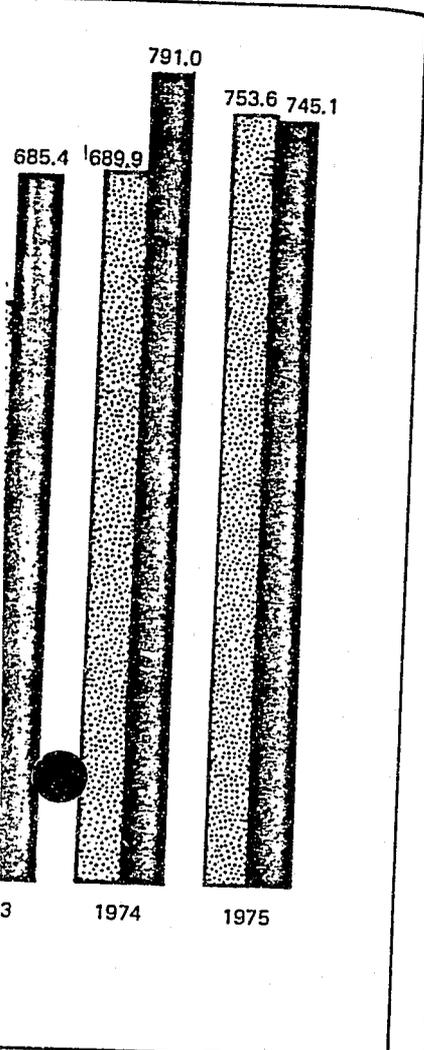
** Approximately 90% of the funds appropriated for Section 223, and 50% of the funds appropriated for Section 224 will be spent through delegate agencies.

research, etc.) among these agencies is shown in Table 4. It should be noted that by statute, the Special Action Office for Drug Abuse Prevention can spend only 10% of its resources under Section 223 of PL 92-255 directly; the other 90% must be allocated to other agencies engaging in new and effective efforts. As a matter of policy, even more than 90% of Section 223 resources are transferred to other agencies; similarly, while authorized to engage directly in pharmacological research activities, by policy, a considerable proportion of these research funds are transferred to other agencies, primarily the National Institute of Mental Health. These transfer policies are reflected in Figure 4, which shows the proportion of funds for the National Institute of Mental Health and the Special Action Office for Drug Abuse Prevention.

The major changes with respect to agency and programmatic responsibilities are the shifts of training and education from the Office

**DRUG ABUSE PREVENTION AND
LAW ENFORCEMENT PROGRAMS**

(Dollars in millions)



of a gradual phasing out of the many of the present functions at the end of Fiscal Year 1975. The reorganization are reflected in following page.

1974 Federal Strategy
CONSOLIDATED FY 1975 DRUG ABUSE PREVENTION AND DRUG LAW

ENFORCEMENT BUDGET

(Dollars in millions)

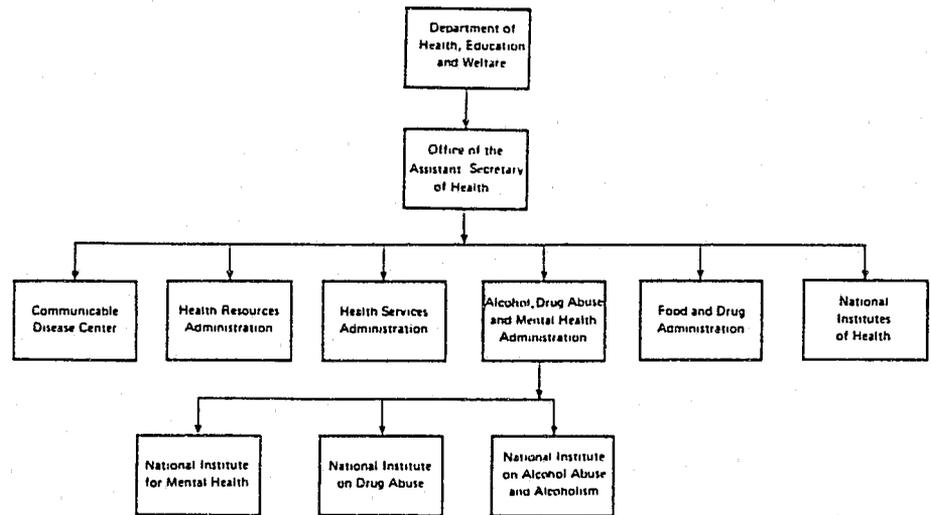
CATEGORY	FY 1973 ESTIMATE			FY 1974 ESTIMATE			FY 1975 ESTIMATE		
	B/A	OBL	OUTL	B/A	OBL	OUTL	B/A	OBL	OUTL
DRUG ABUSE PREVENTION	523.9	463.7	364.7	505.3	536.3	445.2	450.6	450.6	460.2
• DIRECTED PROGRAMS	400.2	340.0	238.3	409.0	440.0	345.5	344.1	344.1	353.8
• OTHER*	123.7	123.7	126.4	96.3	96.3	99.7	106.5	106.5	106.4
DRUG LAW ENFORCEMENT	200.0	221.7	194.5	254.7	254.7	244.7	294.5	294.5	293.4
GRAND TOTAL	723.9	685.4	559.2	760.0	791.0	689.9	745.1	745.1	753.6

*Drug abuse effort within larger Federal programs, including block and formula grants.

In addition to the increased program effectiveness and efficiency expected as a result of this reorganization, the proximity of NIDA to the National Institute on Alcohol Abuse and Alcoholism and the National Institute of Mental Health will allow for closer policy coordination among these related agencies.

NIDA will manage the great majority of Federal drug abuse prevention activities.

The chart on page 18 best summarizes the overall coordinative effect of this policy.



1975 Federal Strategy
 DRUG LAW ENFORCEMENT PROGRAM FUNDING FY 1969-76
 - EXCLUDES DRUG ABUSE PREVENTION ACTIVITIES -
 (DOLLARS IN MILLIONS)

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AGENCY	FY69	FY70	FY71	FY72	FY73	FY 1974			FY 1975			FY 1976		
						BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL
DEA	18.5	27.8	41.2	63.3	69.7	109.8	112.1	95.1	132.8	139.4	133.6	147.9	152.0	150.1
LEAA** & OTHER JUSTICE	0.4	4.5	12.4	23.0	30.2	67.3	67.3	44.8	62.2	62.2	54.3	64.7	64.7	53.2
STATE	0	0	4.4	20.7	42.7	42.5	27.1	5.2	42.5	42.5	26.8	42.5	42.5	37.8
IRS	0	0	0	10.1	16.9	21.8	21.8	21.3	20.0	20.0	20.0	20.0	20.0	19.8
CUSTOMS	17.0	24.8	30.2	46.9	52.5	34.6	34.6	31.4	40.5	40.5	44.3	42.6	42.6	42.3
USDA	0	0	0	2.1	1.5	1.6	1.6	1.6	1.5	1.5	1.5	1.5	1.5	1.5
DOT	0	0	0	0.4	0.4	.	.	.	.	.	.	.	.	.
DOD-CIVIL	0	0	0	0	0.2	0.3	0.3	0.3	0.4	0.4	0.4	0.4	0.4	0.4
TOTAL***	35.9	57.1	88.2	166.5	214.1	277.9	264.8	199.5	299.9	306.5	280.9	319.6	323.7	305.1

* LESS THAN \$100,000

** DOES NOT INCLUDE TREATMENT ALTERNATIVES TO STREET CRIME (TASC) FUNDING; SEE LEAA PREVENTION PROGRAMS.

*** DOES NOT INCLUDE DOD-MILITARY OR U. S. POSTAL SERVICE

1975 Federal Strategy

DRUG ABUSE PREVENTION PROGRAMS FY 1969-76
(DOLLARS IN MILLIONS)

AGENCY	FY69	FY70	FY71	FY72	FY73	FY 1974			FY 1975			FY 1976		
						BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL
SAODAP	0	0	0	15	399	510	27.3	215	130	130	455	0	0	86
HEW														
NIDA	372	405	562	1167	2045	2441	2730	1581	2110	2110	231.7	2218	2218	2285
NIMH	N/A	N/A	N/A	N/A	N/A	45	45	32	52	52	4.7	42	42	44
NIH	N/A	N/A	N/A	N/A	N/A	33	33	31	30	30	30	32	32	32
OE	02	34	54	130	118	57	57	77	0	0	65	0	0	20
SRS	N/A	N/A	36	580	530	540	540	540	590	590	590	630	630	630
OHD	12	25	45	54	88	90	90	94	93	93	97	74	74	72
OEO	22	49	128	180	(230)**	0	0	0	0	0	0	0	0	0
VA	06	08	11	162	277	303	303	303	323	323	323	332	332	332
JUSTICE														
BOP	05	11	14	19	34	102	102	88	116	116	118	118	118	122
LEAA***	11	128	358	319	275	217	217	199	273	273	244	225	225	238
DEA	15	20	21	27	26	27	26	25	29	29	28	29	29	28
DOD	01	01	11	58.7	730	688	688	686	675	675	675	679	679	679
STATE	0	0	0	10	1.0	09	09	06	07	07	07	08	08	06
CSC	*	*	*	*	*	02	02	02	05	05	05	05	05	05
DOL	0	0	02	06	05	15	15	15	10	10	10	17	17	17
DOC	0	0	0	0	15	*	*	05	*	*	02	0	0	0
HUD	14	41	87	130	63	0	18	103	0	44	82	0	0	51
DOT	0	0	0	08	09	06	06	06	07	07	07	09	09	08
USDA	0	0	0	25	19	16	18	18	16	16	16	16	16	16
ACTION	N/A	N/A	N/A	N/A	N/A	05	05	04	05	05	06	04	04	04
TOTAL	460	724	1352	3444	4658	5104	5173	4030	4471	4515	5104	4438	4438	4655

* LESS THAN \$100,000

** INCLUDED IN NIDA

***INCLUDES TASC FUNDING OF \$4.9M/1972; \$2.3M/1973; \$1.9M/1974; \$5.8M/1975; AND \$3.7M/1976. DOES NOT INCLUDE LAW ENFORCEMENT FUNDING.

N/A - ESTIMATE NOT AVAILABLE

DRUG ABUSE PREVENTION DISCRETIONARY AND NON-DISCRETIONARY PROGRAMS 1979 Federal Strategy

Total
(Dollars in Millions)

AGENCY	FY 1975			FY 1976			FY 1977			FY 1978			FY 1979		
	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL
SAODAP/ODAP	10.1	10.1	10.1	-	-	-	1.1	1.1	1.1	1.2	1.2	1.2	.65	.65	.65
H HCFA, (Medicaid/Medicare)	(79.0)	(79.0)	(79.0)	(88.0)	(88.0)	(88.0)	(94.0)	(94.0)	(94.0)	(-)	-	-	(-)	-	-
NIDA	220.2	219.8	246.9	232.2	232.1	211.1	259.8	259.8	249.0	262.1	262.1	259.5	275.3	275.3	267.0
NIMH	2.1	2.1	2.1	2.5	2.5	2.5	2.8	2.8	2.8	3.4	3.4	3.4	3.8	3.8	3.8
NIH															
OE	4.0	4.0	0	2.0	2.0	2.6	2.0	2.0	2.6	2.0	2.0	2.6	2.0	2.0	2.1
SSA	1.34	.2	.06	6.83	.17	.11	.9	.64	.64	.38	.38	.38	.4	.4	.4
OHD	9.8	9.8	9.8	10.9	10.9	10.9	10.4	10.4	10.4	10.6	10.6	10.6	11.0	11.0	11.0
OEO/CSA															
VA	34.8	34.8	34.8	36.7	36.7	36.7	37.8	37.8	37.8	38.6	38.6	38.6	39.3	39.3	39.3
JUSTICE															
BOP	6.0	6.0	6.4	5.3	5.3	6.1	5.8	5.8	5.8	6.1	6.1	6.1	4.2	4.2	4.8
LEAA	24.1	24.1	19.5	12.8	12.8	16.9	9.6	9.6	19.4	12.1	12.1	16.0	16.1	10.1	12.7
DEA	2.9	1.2	1.2	2.9	1.2	1.1	1.7	1.4	1.3	1.0	1.0	1.1	.6	.6	.6
DOD	45.5	45.5	45.5	45.9	45.9	45.9	31.8	31.8	31.8	33.9	33.9	33.9	34.6	34.6	34.6
STATE	-	-	-	.1	.1	0	.3	.3	.2	.8	.8	.7	.5	.5	.4
CSC															
DOL	.1	.1	.1	-	-	-	.02	.02	.02	.03	.03	.03	.04	.04	.04
DOT FAA	.2	.2	.2	.1	.1	.1	.2	.2	.2	.3	.3	.3	.3	.3	.3
DOT NHTSA	0.5	0.5	0.5	0.7	0.7	0.7	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6	0.6
DOT Coast Guard	.6	.6	.6	.7	.7	.7	.8	.8	.8	.8	.8	.8	.9	.9	.9
USDA	.2	.2	.2	.2	.2	.2	.6	.6	.6	.6	.6	.6	.6	.6	.6
ACTION	1.4	1.4	1.0	1.7	1.7	1.7	1.9	1.9	1.8	2.0	2.0	2.0	0.3	0.3	0.3
TOTAL	361.9	360.6	378.9	361.5	353.1	337.3	368.1	367.6	366.9	376.5	376.5	378.4	385.8	385.8	380.1

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DRUG LAW ENFORCEMENT PROGRAM FUNDING

Total

Excludes Drug Abuse Prevention Activities

(Dollars in Millions)

AGENCY	FY 1975			FY 1976			FY 1977			FY 1978			FY 1979		
	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL
Dept. of Justice:															
FBI	.4	.4	.4	.4	.4	.4	.3	.3	.3	2.5	2.5	2.5	3.4	3.4	3.4
INS	2.3	2.3	2.3	2.7	2.6	2.6	3.1	3.1	3.1	3.2	3.2	3.2	3.8	3.8	3.8
DEA	132.8	134.6	131.0	152.1	149.8	131.6	166.5	166.7	165.5	187.5	190.0	189.0	192.4	192.4	192.9
LEAA	35.0	35.0	43.5	32.1	32.1	30.4	24.6	24.6	25.1	18.1	18.1	19.3	18.3	18.3	16.9
Justice (Criminal Division)	1.1	1.0	.99	.98	.90	.90	1.12	.95	.94	1.0	1.0	1.0	1.3	1.3	1.3
U. S. Attorneys	8.21	8.21	8.04	10.25	10.25	10.05	10.17	10.17	10.17	11.3	11.3	11.3	12.0	12.0	12.0
Dept. of State and AID	32.1	31.7	14.8	46.4	43.6	44.2	35.2	35.2	27.8	41.9*	41.9	33.9	40.0	40.0	38.7
Dept. of Transportation:															
FAA	.7	.7	.7	.8	.8	.8	.9	.9	.9	1.0	1.0	1.0	1.1	1.1	1.1
Coast Guard	N/A	N/A	N/A	8.6	8.6	8.6	9.0	9.0	9.0	13.6	13.6	13.6	13.9	13.9	13.9
Dept. of Treasury:															
IRS	13.0	13.0	13.2	8.3	8.3	8.4	6.7	6.7	6.6	13.4	13.4	13.4	13.4	13.4	13.3
Customs	40	40	39	57	57	55	62	62	58	66	66	65	73.0	73	73
USDA	1.4	1.6	1.4	1.4	1.3	1.1	1.4	1.9	1.6	1.7	1.7	1.4	1.7	1.7	1.4
DOD-Civil (Unavailable)															
CIA/NSA (Unavailable)															
	1.8	1.8	1.8	1.8	1.7	1.8	2.2	2.2	2.2	2.4	2.4	2.4	2.4	2.4	2.4
Bureau of Prisons:															
Incarceration of drug** law offenders	48.2	48.2	48.2	43.5	43.5	43.5	45.9	45.9	45.9	53.4	53.4	53.4	60.94	60.94	60.94
TOTAL:	317.0	318.5	305.5	366.6	360.9	339.4	369.1	369.6	357.1	417	419.5	410.4	437.6	437.6	435.0

*Includes 4.8 carry-over

**About 6,000 offenders @ FY '77, S21; FY '78, S24; FY '79, S27 a day per offender.

***Drop due to early release provisions

**DRUG ABUSE PREVENTION DISCRETIONARY AND
NON-DISCRETIONARY PROGRAMS:
TREATMENT AND PREVENTION SUMMARY
(Dollars in Millions)**

1980 Annual Report

AGENCY	FY 1977			FY 1978			FY 1979			FY 1980			FY 1981		
	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL
ODAP/Drug Policy, DPS.....	1.10	1.00	.30	1.20	.70	1.40	.33	.33	.33	.45	.45	.45	.46	.46	.46
HHS:															
NIDA.....	259.90	259.80	249.00	262.10	262.00	272.40	272.10	272.10	245.50	270.70	270.70	252.00	234.40	234.40	217.30
NIMH.....	2.80	2.80	2.80	3.40	3.40	3.40	3.90	3.90	3.90	4.00	4.00	4.00	3.90	3.90	3.90
SSA.....	.90	.64	.64	.22	.22	1.06	.51	.51	.55	.51	.51	.51	.60	.60	.60
OHD.....	11.50	11.50	11.50	13.40	13.40	13.40	13.50	13.50	13.50	15.30	15.30	15.30	4.70	4.70	4.70
Department of Education.....	2.00	2.00	2.60	2.00	2.00	2.30	2.00	1.90	2.10	3.00	3.00	2.10	14.00	14.10	14.00
Veterans Administration.....	37.60	37.60	37.60	40.50	40.50	40.50	48.10	48.10	48.10	52.80	52.80	52.80	58.10	58.10	58.10
Department of Justice:															
BOP.....	5.80	5.80	5.80	6.00	6.00	6.00	5.90	5.90	5.90	2.80	2.80	2.80	3.00	3.00	3.00
LEAA.....	9.60	9.60	19.40	16.00	16.00	16.02	12.70	12.70	14.30	9.20	9.20	10.10	—	—	6.90
DEA.....	1.70	1.40	1.30	1.00	.40	.40	.60	.40	.40	—	—	—	—	—	—
FBI.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
INS.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Criminal Division.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
U.S. Attorneys Office.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Department of State and Aid.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Department of Defense.....	31.80	31.80	31.80	26.80	26.80	27.00	32.70	32.70	33.70	38.00	38.00	38.00	38.00	38.00	38.00
Department of Transportation:															
FAA.....	.17	.17	.16	.20	.20	.19	.15	.15	.14	.27	.27	.25	.28	.28	.27
Coast Guard.....	.70	.70	.70	.70	.70	.70	.90	.90	.90	1.00	1.00	1.00	1.00	1.00	1.00
NHTSA.....	.47	.23	.26	.49	.27	.27	.82	.82	.32	.40	.40	.27	.81	.81	.78
Department of Treasury:															
IRS.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Customs.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Department of Labor.....	.01	.01	.01	.03	.03	.03	.04	.04	.04	.20	.20	.20	.20	.20	.20
U.S. Dept. of Agriculture.....	.60	.60	.60	.60	.60	.60	.60	.60	.60	.60	.60	.60	.60	.60	.60
Food and Drug Administration.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Action.....	.20	.20	.20	1.80	1.80	1.80	3.80	3.80	3.80	3.80	3.80	3.80	4.30	4.30	4.30
TOTAL.....	366.75	365.85	364.67	376.44	375.02	387.65	398.65	398.35	374.08	403.03	403.03	384.18	364.45	364.45	354.11

**DRUG LAW ENFORCEMENT FUNDING:
LAW ENFORCEMENT SUMMARY
(Dollars in Millions)**

AGENCY	FY 1977			FY 1978			FY 1979			FY 1980			FY 1981		
	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL
ODAP/Drug Policy, DPS.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
HHS:															
NIDA.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
NIMH.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
SSA.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
OHD.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Department of Education.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Veterans Administration.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Department of Justice:															
BOP.....	45.90	45.90	45.90	50.80	50.80	50.80	68.90	68.90	68.90	77.10	77.10	77.10	80.60	80.60	80.60
LEAA.....	24.60	24.60	25.10	16.70	16.70	17.90	18.40	18.40	16.80	17.10	17.10	14.20	—	—	11.10
DEA.....	166.50	166.70	165.50	187.30	183.20	177.70	193.10	193.00	184.40	201.70	204.40	200.50	205.20	205.20	202.90
FBI.....	.30	.30	.30	3.30	3.30	3.30	3.40	3.40	3.40	4.70	4.70	4.70	5.00	5.00	5.00
INS.....	3.10	3.10	3.10	3.20	3.20	3.20	3.20	3.20	3.20	2.80	2.80	2.80	2.50	2.50	2.50
Criminal Division.....	1.10	1.10	1.00	1.10	1.10	1.00	1.30	1.30	1.20	2.10	2.10	2.00	2.20	2.20	2.10
U.S. Attorneys Office.....	10.17	10.17	10.17	11.40	11.40	11.30	11.70	11.70	11.40	12.90	12.90	12.60	14.40	14.40	14.10
Department of State and Aid.....	36.80	35.10	31.40	41.90	40.90	35.00	38.50	36.70	46.70	48.80	48.80	40.50	38.20	38.20	42.04
Department of Defense.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Department of Transportation:															
FAA.....	.88	.88	.86	.26	.26	.25	.40	.40	.38	.40	.40	.38	.41	.41	.39
Coast Guard.....	9.00	9.00	9.00	25.70	25.70	25.70	41.50	41.50	41.50	59.50	59.50	59.50	100.30	100.30	100.30
Department of Treasury:															
IRS.....	6.70	6.70	6.60	13.40	13.40	13.40	13.40	13.40	13.40	13.40	13.40	13.40	13.40	13.40	13.40
Customs.....	62.00	62.00	58.00	66.00	66.00	65.00	71.00	71.00	70.00	72.00	72.00	72.00	73.00	73.00	74.00
Department of Labor.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
U.S. Dept. of Agriculture.....	1.40	1.90	1.60	1.50	1.50	1.30	1.40	1.40	1.20	1.40	1.40	1.20	1.40	1.40	1.20
Food and Drug Administration.....	2.20	2.20	2.20	2.40	2.40	2.40	2.10	2.10	2.10	1.50	1.50	1.50	1.10	1.10	1.10
Action.....	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
TOTAL.....	370.65	369.65	360.73	424.96	419.86	408.25	468.30	466.40	464.58	515.40	517.90	502.38	537.71	537.71	550.73

DRUG LAW ENFORCEMENT FUNDING:
LAW ENFORCEMENT SUMMARY

\$ in Millions

March 15, 1982

AGENCY	FY 1979			FY 1980			FY 1981			FY 1982			FY 1983		
	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL
ODAP/Drug Policy, DPS/OPD															
Dept. of HHS:															
*NIDA															
*NIMH															
SSA															
OHD															
Dept. of Education															
Veterans Administration															
Dept. of Justice:															
BOP	68.9	68.9	68.9	70.9	70.9	72.1	82.3	82.3	81.9	79.7	79.7	79.3	85.7	85.7	85.2
LEAA/OJARS	18.4	18.4	16.8	17.8	17.8	15.0	-	-	11.1	-	-	3.6	-	-	-
DEA	193.1	193.0	184.4	201.7	200.7	200.7	212.7	214.3	215.0	228.6	230.2	224.9	244.6	244.6	239.8
FBI	3.4	3.4	3.4	4.7	4.7	4.7	8.3	8.3	8.3	12.4	12.4	12.4	17.8	17.8	17.8
INS	3.05	3.05	3.05	2.65	2.65	2.65	.05	.05	.05	.06	.06	.06	.06	.06	.06
Justice (Criminal Div.)	1.3	1.3	1.2	1.57	1.57	1.57	1.81	1.81	1.81	2.03	2.03	2.03	2.17	2.17	2.17
U.S. Attorneys	11.7	11.7	11.4	15.7	15.4	15.4	18.8	18.4	18.4	19.8	19.8	19.5	22.4	22.4	21.9
Dept. of State (INM)	38.5	36.7	46.7	38.5	38.4	26.9	36.0	34.7	28.0	36.7	36.7	41.0	40.0	40.0	39.0
Dept. of Defense															
Dept. of Transportation:															
FAA	.4	.4	.38	.4	.4	.38	.41	.41	.39	.44	.44	.44	.47	.47	.46
Coast Guard	45.9	45.9	45.9	101.4	101.4	101.4	159.1	159.1	159.1	152.2	152.2	152.2	159.8	159.8	159.8
NHTSA															
Dept. of Treasury:															
IRS	9.5	9.5	9.5	14.2	14.2	14.2	34.7	34.7	34.7	36.4	36.4	36.4	36.4	36.4	36.4
Customs	73.0	73.0	73.0	81.0	81.0	79.0	88.0	88.0	81.0	94.0	94.0	99.0	91.0	91.0	90.0
Dept. of Labor															
USDA	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4
FDA	2.1	2.1	2.1	1.5	1.5	1.5	1.4	1.4	1.4	1.1	1.1	1.1	1.0	1.0	1.0
ACTION															
TOTAL	470.7	468.9	468.1	553.4	552.0	536.9	645.0	644.9	642.6	664.8	666.4	673.3	702.8	702.8	695.0

APPENDIX C/2

DRUG ABUSE PREVENTION DISCRETIONARY AND NON-DISCRETIONARY PROGRAMS:
TREATMENT AND PREVENTION SUMMARY

\$ in Millions

March 15, 1982

AGENCY	FY 1979			FY 1980			FY 1981			FY 1982			FY 1983		
	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL	BA	OBL	OUTL
ODAP/Drug Policy, DPS/OPD	.3	.3	.3	.3	.3	.3	.2	.2	.2	.2	.2	.2	.2	.2	.2
Dept. of HHS:															
*NIDA	272.1	272.1	260.9	272.2	272.2	321.2	243.9	243.9	274.6	57.1	57.1	165.9	60.3	60.3	73.0
*NIMH	10.2	10.2	10.2	8.9	8.9	8.9	8.4	8.4	8.4	*	*	*	*	*	*
SSA	.51	.51	.55	.51	.51	.51	.47	.47	.47	.57	.57	.57	.57	.57	.57
*OHD	13.5	13.5	13.5	15.3	15.3	15.3	4.7	4.7	4.7	*	*	*	*	*	*
* Dept. of Education	12.6	12.5	12.7	13.6	13.6	12.5	13.9	13.9	14.0	12.8	12.8	12.9	2.8	2.8	3.0
Veterans Administration	48.1	48.1	48.1	52.8	52.8	52.8	55.2	55.2	55.2	58.7	58.7	58.7	61.0	61.0	61.0
Dept. of Justice:															
BOP	5.9	5.9	5.9	2.9	2.9	2.7	3.0	3.0	2.9	3.1	3.1	3.0	3.2	3.2	3.1
LEAA/OJARS	12.7	12.7	14.3	9.2	9.2	10.1	-	-	1.8	4.1	4.1	1.6	.3	.3	3.1
DEA	.6	.4	.4	-	-	-	-	-	-	-	-	-	-	-	-
FBI															
INS															
Justice (Criminal Div.)															
U.S. Attorneys															
Dept. of State (INM)															
Dept. of Defense	33.0	33.0	33.0	29.3	29.3	29.3	32.9	32.9	32.9	37.1	37.1	37.1	56.0	56.0	56.0
Dept. of Transportation:															
FAA	.15	.15	.13	.27	.27	.26	.28	.28	.30	.57	.57	.53	.38	.38	.36
Coast Guard	.9	.9	.9	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.0	1.1	1.1	1.1
NHTSA	.82	.82	.32	.40	.40	.27	.05	.05	.05	.02	.02	.02	-	-	-
Dept. of Treasury:															
IRS															
Customs															
Dept. of Labor	1.54	1.54	1.54	1.41	1.41	1.41	3.35	3.35	3.35	1.28	1.28	1.28	-	-	-
USDA	.6	.6	.6	.6	.6	.6	.3	.3	.3	.3	.3	.3	.3	.3	.3
FDA															
ACTION	1.5	1.5	1.5	1.7	1.7	1.7	2.5	2.5	2.5	4.6	4.6	4.6	4.7	4.7	4.7
TOTAL	415.0	414.4	404.8	410.4	410.4	458.9	370.2	370.2	402.7	181.4	181.4	287.7	190.9	190.9	206.4

* Additional funding included in FY 82 & FY 83 block grant funds; minimum additional for FY 82, + \$78 million, for FY 83, + \$75 million.

FEDERAL DRUG LAW ENFORCEMENT — SUMMARY										
May 7, 1984										
(Millions of Dollars)										
AGENCY	FY 1981		FY 1982		FY 1983		FY 1984		FY 1985	
	BA	Outlay	BA	Outlay	BA	Outlay	BA	Outlay	BA	Outlay
Department of Justice										
DEA	215.3	216.8	242.7	224.6	283.0	275.9	329.1	320.6	334.7	327.7
FBI	8.3	8.3	40.0	40.0	107.6	107.6	94.5	94.5	93.2	93.2
Criminal Division	1.8	1.8	2.0	2.0	2.2	2.2	1.9	1.9	3.2	3.1
Tax Div	0.0	0.0	0.0	0.0	1.0	1.0	1.0	1.0	1.8	1.8
US Attorneys	18.8	18.4	19.9	19.5	31.6	31.0	42.5	42.3	48.9	48.7
US Marshals Service	0.0	0.0	0.0	0.0	0.7	0.6	0.6	0.6	0.7	0.7
OCDETF (Direct)	0.0	0.0	0.0	0.0	0.7	0.2	2.7	2.6	2.8	2.7
INS	2.2	2.2	2.4	2.4	2.4	2.4	2.4	2.4	2.5	2.5
Bureau of Prisons	82.3	81.9	86.2	85.3	99.1	91.2	115.3	106.1	129.8	120.4
Prisons (CAP)	0.0	0.0	0.0	0.0	12.6	1.7	0.0	10.9	0.0	0.0
OJARS	0.0	11.1	0.0	3.6	0.0	0.0	0.0	0.0	0.0	0.0
Treasury Department										
Customs	144.0	142.0	196.0	193.0	245.1	241.5	278.5	278.0	257.3	251.9
IRS	34.7	34.7	43.5	43.5	49.4	49.4	55.0	55.0	58.3	58.3
BATF	0.0	0.0	1.5	1.5	4.6	2.9	6.0	6.0	5.2	5.2
Department of State										
INM	35.9	28.4	36.7	42.3	36.7	36.6	41.2	37.7	50.2	42.8
AID (Direct)	0.0	0.0	15.7	0.2	9.2	10.6	11.7	12.5	9.2	14.2
Dept. of Transportation										
US Coast Guard	159.1	159.1	194.1	194.1	218.1	218.1	234.7	234.7	245.1	245.1
FAA	0.0	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1
USDA (Research)	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4	1.4
US Forest Service	0.0	0.0	0.0	0.0	1.0	1.0	1.3	1.3	1.2	1.2
FDA	1.4	1.4	0.8	0.8	0.7	0.7	0.7	0.7	0.7	0.7
TOTAL (See Footnotes)	705.3	707.6	883.0	854.3	1107.2	1076.1	1220.6	1210.3	1246.3	1221.7

* Does not include law enforcement support furnished by DOD for border interaction, estimated at \$15.8M in FY84, no estimate available for FY85.
 † Does not include AID projects which provide indirect support in producing countries, estimated in FY82—\$7.4M, FY83—\$10.0M, FY84—\$7.4M, FY85—\$5.0M.
 ‡ Does not include an FY85 Budget Amendment which restores \$15M to the Customs air interdiction program.

APPENDIX B-2

FEDERAL DRUG ABUSE PREVENTION AND TREATMENT PROGRAMS — SUMMARY										
May 7, 1984										
(Millions of Dollars)										
AGENCY	FY 1981		FY 1982		FY 1983		FY 1984		FY 1985	
	BA	Outlay	BA	Outlay	BA	Outlay	BA	Outlay	BA	Outlay
Department of Health and Human Services										
NIDA	243.9	274.6	56.4	176.6	61.9	67.2	70.3	59.6	79.3	73.7
NIAAA	1.3	1.2	1.3	1.1	2.1	1.9	3.7	3.3	3.9	3.8
NIMH	8.4	8.4	.	.	.	.	.	.	.	.
OHD	4.7	4.7	.	.	.	.	.	.	.	.
SSA	0.5	0.5	0.6	0.4	0.6	0.6	0.7	0.7	0.7	0.7
Dept. of Defense	33.6	33.6	57.6	57.6	69.7	69.7	78.8	78.8	82.8	82.8
Dept. of Justice										
OJARS	0.0	1.8	4.1	1.6	0.6	3.2	4.6	1.2	4.4	3.9
BOP	3.0	2.9	2.9	2.8	2.8	2.6	3.0	2.7	3.1	2.9
Dept. of Education	13.9	14.0	12.8	12.7	2.8	2.1	2.8	3.0	3.0	2.9
USDA	0.3	0.3	0.3	0.3	0.3	0.3	0.2	0.2	0.2	0.2
Dept. of Transportation										
USCG	1.0	1.0	1.0	1.0	1.1	1.1	1.7	1.7	1.6	1.6
FAA	0.1	0.1	0.1	0.4	0.4	0.4	0.6	0.6	0.5	0.5
NHTSA	0.1	0.1	0.0	0.0	2.3	0.9	2.5	2.0	3.2	2.7
FRA	0.0	0.0	0.1	0.1	0.1	0.1	0.3	0.3	0.2	0.2
ETA, Dept. of Labor	3.4	3.4	1.2	1.2	0.4	0.4	0.8	0.8	0.3	0.3
ACTION	2.5	2.5	6.8	6.8	6.9	6.9	6.8	6.8	6.9	6.9
VA	55.2	55.2	55.8	55.8	65.1	65.1	67.7	67.7	69.7	69.7
OPD, DAPO	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2
TOTAL (See Footnotes)	372.0	404.4	201.2	318.5	217.2	222.6	244.6	229.5	259.9	252.9

* Portions of or all funding included in State Block Grants (Not included in this chart). Amounts included in Alcohol, Drug Abuse & Mental Health Block Grants are as follows:
 FY-82 Minimum \$78M Maximum \$146M FY83-Minimum \$79M Maximum \$170M FY84-Minimum \$70M Maximum \$199M FY85-Minimum \$85M Maximum—State's Discretion
 † Amounts included in Social Services Block Grants—\$11M each year for FY83, FY84, FY85

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ATTACHMENT B

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