

THE NATIONAL DRUG CONTROL STRATEGY, 1996:

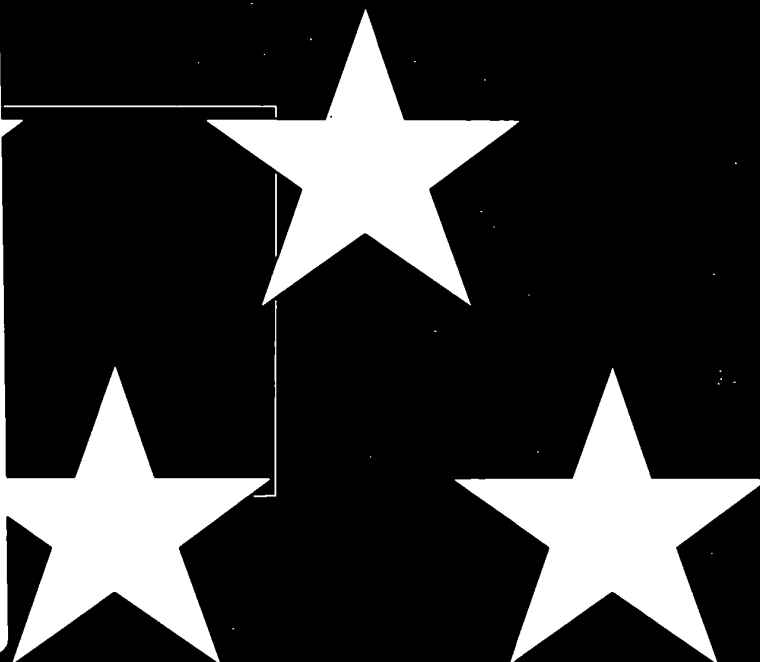
Program, Resources,
and Evaluation



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THE NATIONAL DRUG CONTROL STRATEGY, 1996:

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I. National Drug Control Strategy Goals and Objectives

The Office of National Drug Control Policy's (ONDCP's) mission is to reduce drug use and its consequences. This mission was established by the Anti-Drug Abuse Act of 1988, as amended, which requires that the annual Strategy include "comprehensive, research-based, long-range goals for reducing drug abuse . . . [and] short-term measurable objectives which the Director [of the Office of National Drug Control Policy] determines may be realistically achieved."

Past Strategies emphasized reducing the number of casual drug users, that is, the non-addicted user whose frequency of use does not result in problems or behaviors that require some type of treatment. The focus of previous strategies was appropriate in light of the millions of casual users of cocaine who had the potential of becoming addicts, but such an emphasis overlooked the overall impact, and, especially, the enormous crime and health consequences of hardcore, chronic drug use.¹

Recognizing the problems of chronic, hardcore drug use, the Clinton Administration expanded the focus of the National Drug Control Strategy to include the most difficult and problematic drug-using population — the addicted or hardcore drug user. This expanded focus recognized that drug dependence is a chronic, relapsing disorder, requiring special treatment and aftercare. The refined Strategy approach acknowledged that, more often than not, several treatment episodes

are necessary before full recovery.

After consulting with a number of drug experts from various fields, Congress, and Federal agencies, the 14 Strategy goals established early in the Clinton Administration were consolidated into five goals, with supporting objectives. These goals clearly define how the National Drug Control Strategy will reduce drug use and its consequences for the Nation.

SPECIAL ISSUES SURROUNDING STRATEGY PERFORMANCE MEASUREMENT

ONDCP's statutory mission limits it to focusing on the problems of controlled substances. This means that alcohol and tobacco use are generally beyond ONDCP's policy mandate, except in the case of youth for whom alcohol and tobacco are illegal. By including the illegal use of legal substances in its mission, ONDCP recognizes that approaches to solving illicit drug use do not occur in isolation — and that to be successful, drug policy must address the "grey area" between legal and illegal substances. Included must be the often strong relationship between underage tobacco and alcohol use and later use of illegal drugs.

Another special issue of concern to ONDCP is the adequacy of drug-related information to inform the drug policy process. Public Law 103-322, the Crime Control Act of 1994, mandated that ONDCP conduct a review of all Federal drug-

related information to determine ways to improve and better inform policy officials about the efficacy of Strategy programs in achieving national goals and objectives. This review is under way. However, it is important to mention several issues that have been raised about the scope, quality, and coverage of drug-related information:

- To identify the number of drug users and the extent of their drug use, it is necessary to rely on surveys and other self-reported data. The validity of these studies, however, has been questioned, because respondents may incorrectly recall drug use or be unwilling to provide a truthful answer. These databases are also criticized for underrepresenting the crucial number of heavy users.²

The fact that the number of hardcore users has remained flat is due to the success of drug policies to stop many users from progressing into drug addiction.

- Results from studies that seek to identify drug availability show that this information is even more difficult to gather, and is less reliable, than the indicators that estimate the extent of drug use.³ Measures that estimate the amount of drugs available for consumption in the United States have been based on combining measures of change in the price of drugs, the amount of drugs seized, and cultivation and eradication data. Despite considerable improvements in collecting and analyzing this information, none of these indicators currently provide more than imprecise estimates of availability.

Achieving the Overall Mission of Reducing Drug Use in America

Historically, the National Drug Control Strategy has distinguished casual drug users from hardcore drug users, recognizing that hardcore users, especially when they support their habits through drug dealing and other criminal activity, cause more damage to society than casual users. Clearly, drug policy must take into consideration the distinctions between types of users, independent of their total numbers.

- Although hardcore drug users represent a small

percentage of the drug-using population, they are responsible for the largest proportion of cocaine and heroin consumption. As a result, they are the ones who keep the market flourishing and are responsible for a disproportionately large number of crimes.

- Casual users comprise the bulk of all users and are at risk for progression into hardcore drug use. It is this user group that progresses to a life of addiction, if their drug use goes unchecked. Multifaceted and comprehensive community-drug prevention and school-based educational programs are critical to stemming the problem of casual drug use.

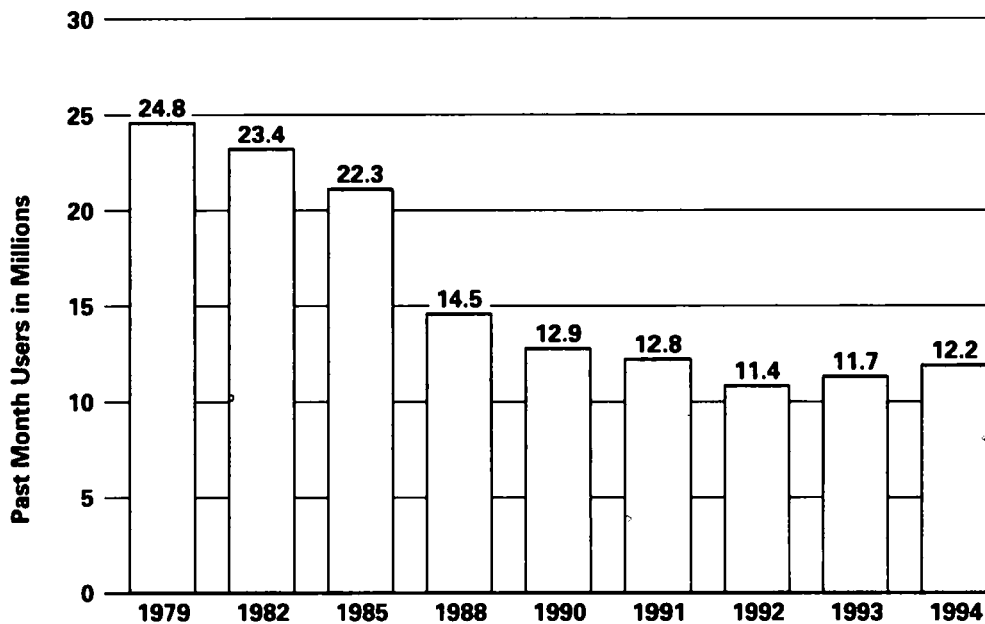
Progress has been achieved in reducing the overall number of illicit drug users (see Figure 1-1). Compared to just ten years ago, the number of drug users has fallen by half, from 22.3 million past-month users in 1985 to 12.2 million users in 1994. In terms of drug use prevalence, drug use has fallen from 11.6 percent in 1985 to 5.8 percent today. What Figure 1-1 fails to include, however, is the trend in the number of hardcore drug users. This reflects the fact that the estimates of drug use are based on a survey of households in the United States which is known to undercount hardcore drug users.⁴

ONDCP's estimate of the number of hardcore users in 1993 (see Figure 1-2) indicated that the number has remained fairly constant since 1988. These estimates are based on ONDCP's analysis of numerous sources of data that extend beyond the survey of household drug use.⁵ The fact that the number of hardcore users has remained flat is due to the success of drug policies to stop many users from progressing into drug addiction. The expansion of this Nation's treatment capacity has enabled treatment providers to treat many more users. Without this expanded capacity, the current number of hardcore drug users would have been much higher.

Progress in Motivating America's Youth to Reject Illegal Drugs and Substance Abuse

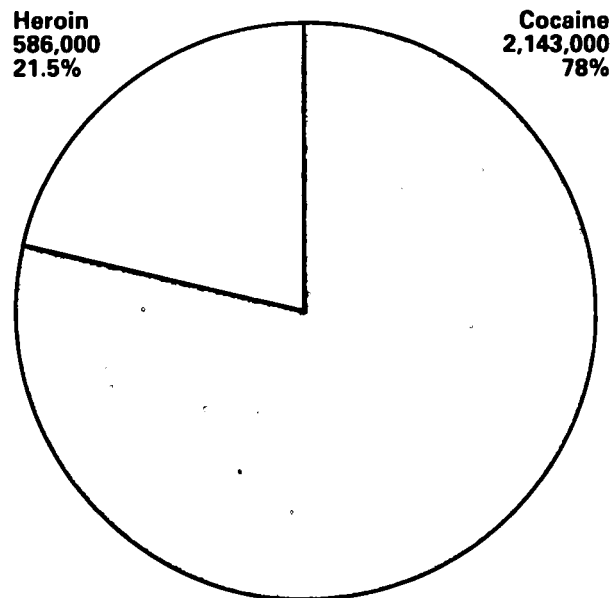
Americans are especially concerned about the

Figure 1-1
Number of Users of Any Illicit Drug



Source: National Household Survey on Drug Abuse

Figure 1-2
2.7 Million Hardcore Drug Users in 1993



Hardcore users include individuals who use illicit drugs at least weekly and exhibit behavioral problems stemming from their drug use.

Source: ONDCP Report, *What America's Users Spend on Illegal Drugs*

increased use of drugs by youth. In 1991, after several years of decline, the number of people trying marijuana for the first time showed a marked increase. The majority of these "initiates" to drug use were young people. Several recent surveys confirm that the rate of drug use among youth has continued to climb. Past-month use of all drugs among youth aged 12 to 17 increased from 6.1 percent in 1992 to 9.5 percent in 1994. However, it is marijuana that is used most often. Among youth aged 12 to 17, the use of marijuana rose from 4.0 to 7.3 percent between 1992 and 1994.

Recent evidence shows that alcohol and tobacco use by adolescents has increased slightly, reversing a long-term trend of decline. Information from the National Household Survey shows that current and heavy alcohol use among minors declined until 1992, but showed slight

increases in 1993 (for both current and heavy use) and in 1994 (for current use). The same survey also reports that tobacco use increased somewhat in 1994 compared to 1993. Among those aged 12

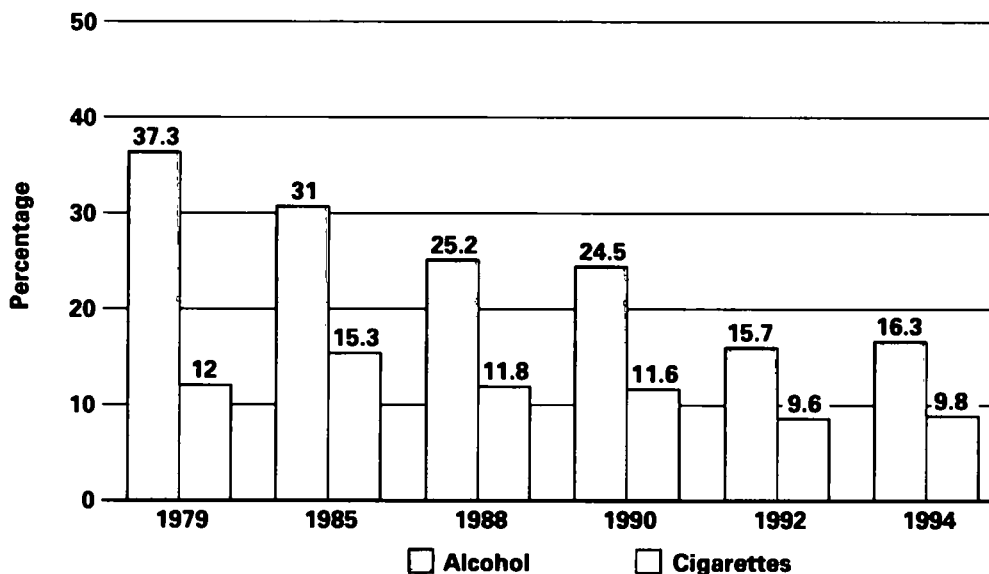
to 17, 16 percent used alcohol on a past-month basis in 1994 compared to 37 percent in 1979; 10 percent used cigarettes in 1994 compared to 12 percent in 1979, and compared to the peak in cigarette use of 15 percent in 1985 (see Figure 1-3). The Monitoring the Future Study confirms the recent increase in cigarette use among adolescents. Between 1994 and 1995, past-month cigarette use increased from 25.4 percent to 27.9 percent among 10th graders and from 31.2 percent to 33.5 percent among seniors.⁶

The importance of reducing underage use of alcohol and tobacco cannot be overstated. Research has shown that increases in illicit drug use among adolescents are linked to their use of alcohol and tobacco. According to a study conducted by the Center on Addiction and Substance Abuse at Columbia University, a consistent statistical relationship exists between adolescents' tobacco and alcohol use and their subsequent use of marijuana and other illicit drugs.⁷

Healthy families are critical in preventing juvenile drug use and delinquency. A recent National Institute of Justice study found that abused and

Research has shown that increases in illicit drug use among adolescents are linked to their use of alcohol and tobacco.

Figure 1-3
Current Use of Alcohol and Cigarettes Among Those Aged 12 to 17



Source: National Household Survey on Drug Abuse

Table 1-1
Drug-related homicides, 1989-94

	1989	1990	1991	1992	1993	1994
Number of homicides	18,954	20,273	21,676	22,540	23,271	22,076
Percentage drug-related	7.4	6.7	6.2	5.7	5.5	5.6

Source: FBI. Crime in the US, 1989-94. Compiled by ONDCP Drugs and Crime Clearinghouse, November 1995.

neglected children are more likely to become violent than those who were not abused and neglected.⁸ Also, adolescent drug use has been cited as a predictor of violent adult crime and criminal careers.⁹

A number of legislative efforts by the Clinton Administration were designed in an effort to make communities safer. The President fought for and signed the Brady Bill, which requires a background check before an individual may purchase a handgun. In addition, the President defeated the gun lobby and signed into law a ban on assault weapons and the guns of choice for drug traffickers and other violent criminals. In addition, the President also preserved funding for the only school-based Federally funded drug prevention program when Congress was prepared to eliminate the program for Fiscal Years 1995 and 1996. By saving this school-based prevention program, the Administration protected a drug education effort which serves 40 million students in 97 percent of the Nation's school districts.

The Department of the Treasury has implemented a special program called Project Outreach, to provide regular, yearly presentations to students at the elementary, middle, and high school levels concerning the problems of gangs, guns, drugs, and violence. In addition, the Bureau of Alcohol, Tobacco, and Firearms (BATF) Gang Resistance Education and Training (GREAT) program has been implemented by a number of local law enforcement agencies around the Nation. BATF and local agencies form partnerships in which police officers, with special training provided by BATF, teach the GREAT curriculum in the schools.

Finally, through the President's Crime Prevention Council, an interagency council chaired by

Vice President Gore, the Administration has worked to better coordinate Federal programs aimed at preventing youth crime and violence and to support community-based efforts that seek to prevent violence, illicit drug use, and other delinquent behaviors.

Progress in Increasing the Safety of America's Citizens by Substantially Reducing Drug-Related Crime and Violence

Research on the relationship between substance abuse and aggression has found that substance abuse may not, in all cases, be a direct cause of criminal and delinquent behavior. Rather, both occur in a parallel manner and are caused by other individual and external factors.¹⁰ These findings are important for developing successful approaches to the rehabilitation of drug offenders and the reduction of drug-related crime and violence.

A number of legislative efforts by the Clinton Administration were designed in an effort to make communities safer.

Identifying the percentage of crimes related to illicit drugs is not a simple matter. In 1994, State and local law enforcement agencies made an estimated 1.35 million arrests for drug law violations.¹¹ The largest percentage of these arrests were for drug possession (73.3%). However, no existing database provides definitive information on the prevalence of persons committing a crime either under the influence of drugs or to obtain money to support their drug habit. There are three data sources that shed some light on this matter. One reports on homicide, another on victims' perceptions of their attackers, and the third on incarcerated persons.

In 1994, the Uniform Crime Reports (UCR) reported that 5.6 percent of all homicides in which the circumstances of the crime were

known, involved drugs (see Table 1-1 on page 11). While this percentage share is up slightly from 1993, it is substantially below the percentage of drug-related homicides for 1989, when drugs were found to be involved in 7.4 percent of homicides. Indeed, there has been a steady decline in drug-related homicides between 1989 and 1993.

A significant percentage of incarcerated persons indicate that they committed their offenses in order to obtain money for drugs¹² — 17 percent of those in State prisons in a 1991 survey and 13 percent of jail inmates in a 1989 survey. But while drugs are indeed a factor in many crimes, there is a need to differentiate between the many individuals whose crime is tied to an addiction (drug possession) from the smaller percentage of persons who use violence to assert control over the drug market or who have committed more serious crimes in support of their drug use. The public must be protected from these increasingly violent groups of drug dealers and from drug users who are violent and predatory.

Intervention programs, such as Drug Courts, blend criminal justice sanctioning authority with

A significant percentage of incarcerated persons indicate that they committed their offenses in order to obtain money for drugs.

the support and behavior modification from drug treatment to effectively address the offender's drug abuse problem. Non-violent first-time drug offenders are being effectively supervised in the community in order to preserve expensive prison cells

for that smaller subpopulation of drug abusers and traffickers who are violent and predatory. However, to be effective, Drug Courts and Offender Management programs must provide integrated services and sanctions that include continuing close supervision; mandatory periodic drug testing, treatment, and aftercare services; and a system of escalating sanctions for those who fail to meet program requirements or do not make satisfactory progress. Offender Management programs, such as Treatment Alternatives to Street Crime (TASC), enable courts to divert users into treatment, to condition pretrial release or probation on participation in treatment, and to monitor treatment progress. Such comprehensive programs can

reduce drug-related recidivism and break the cycle of drugs and crime.

In another effective approach, the Bureau of Alcohol, Tobacco, and Firearms participates in more than 200 task forces with other Federal, State, and local law enforcement agencies. These task forces focus on identifying, investigating, and removing the violent or habitual criminal from the community. The highest priority of these task forces is to target those street gangs and violent criminals who are active in ongoing narcotics trafficking or maintain relationships with major narcotics trafficking organizations. Through the application of Federal firearms and explosives laws and applicable State laws, these criminals are arrested and prosecuted, and often sentenced under the special penalties attached to gun-related crimes.

Community-based prevention efforts have been significantly enhanced by Community Oriented Policing Services grants (COPS). Since the COPS program's inception in October 1994, the COPS initiative has funded 33,000 police officers and sheriffs' deputies serving almost 9,000 communities across America. In addition, millions of dollars in additional resources have been provided to local law enforcement agencies to design and implement innovative and comprehensive programs to target persistent public safety problems. COPS also has funded a nationwide program of training and technical assistance to support the implementation of community policing, and a \$14 million research and evaluation agenda to identify successful community policing approaches to drug-related and other crimes.

Operation Weed and Seed continues to play an important role in linking law enforcement and prevention efforts in communities. There are currently 36 fully funded Weed and Seed sites. Other sites have submitted applications to become "officially recognized" and were eligible in Fiscal Year 1995 to receive a one-time award to support start-up activities. The National Institute of Justice has begun the process of performing an impact evaluation of Operation Weed and Seed. This 24-month study will evaluate eight sites (using eight

comparison sites) and the National Performance Review Laboratory as it is applied to Weed and Seed.

In addition, the Bureau of Justice Assistance (BJA) sponsors the Comprehensive Communities Program (CCP), a process engaging jurisdictions in developing strategic plans to address issues of crime, violence, and drug abuse. Currently, the CCP program operates in 16 jurisdictions. The program goals are: 1) to suppress violence and restore the sense of community wellness necessary to effectively recapture security; and 2) to focus on the problems and concerns of communities by initiating comprehensive planning and improved intergovernmental and community relationships.

A total of 105 Empowerment Zones and Enterprise Communities have been designated to further enhance community revitalization

The Community Partnership Program sponsored by SAMHSA/CSAP has forged partnerships among local government, schools, the criminal justice system, the health sector, private service providers, citizens of all ages, the faith community, private business, and other relevant parts of the community. Two hundred and fifty one partnerships were originally funded, and initial results indicate that such coordinated systemwide prevention efforts can positively impact drug and alcohol consumption in the community. In fact, the program sites have shown lower and declining

rates of alcohol and drug consumption in comparison with other communities that did not develop a coordinated approach. The Federal government has continued to assist communities by awarding new Community Coalition grants to 106 sites in FY95, and 18 in FY96.

As Table 1-2 shows, there is a relationship between what coalitions do and whether they think the substance abuse situation is getting better or worse. For example, a 1995 national survey of community antidrug coalition leaders, conducted by the Join Together organization, found that groups who report the situation improving are more likely to be guided by a written plan and report better citizen mobilization, more volunteers, and an increase in substance abuse treatment, police enforcement, and prevention than those groups that say the situation is getting worse.

Progress in Reducing the Health, Welfare, and Crime Costs Resulting from Illegal Drug Use

Progress in achieving this goal has been mixed. On the one hand, there clearly has been a lack of progress in reducing the health consequences of illicit drug use. On the other hand, while drug-related arrests are up, the National Crime Victimization Survey

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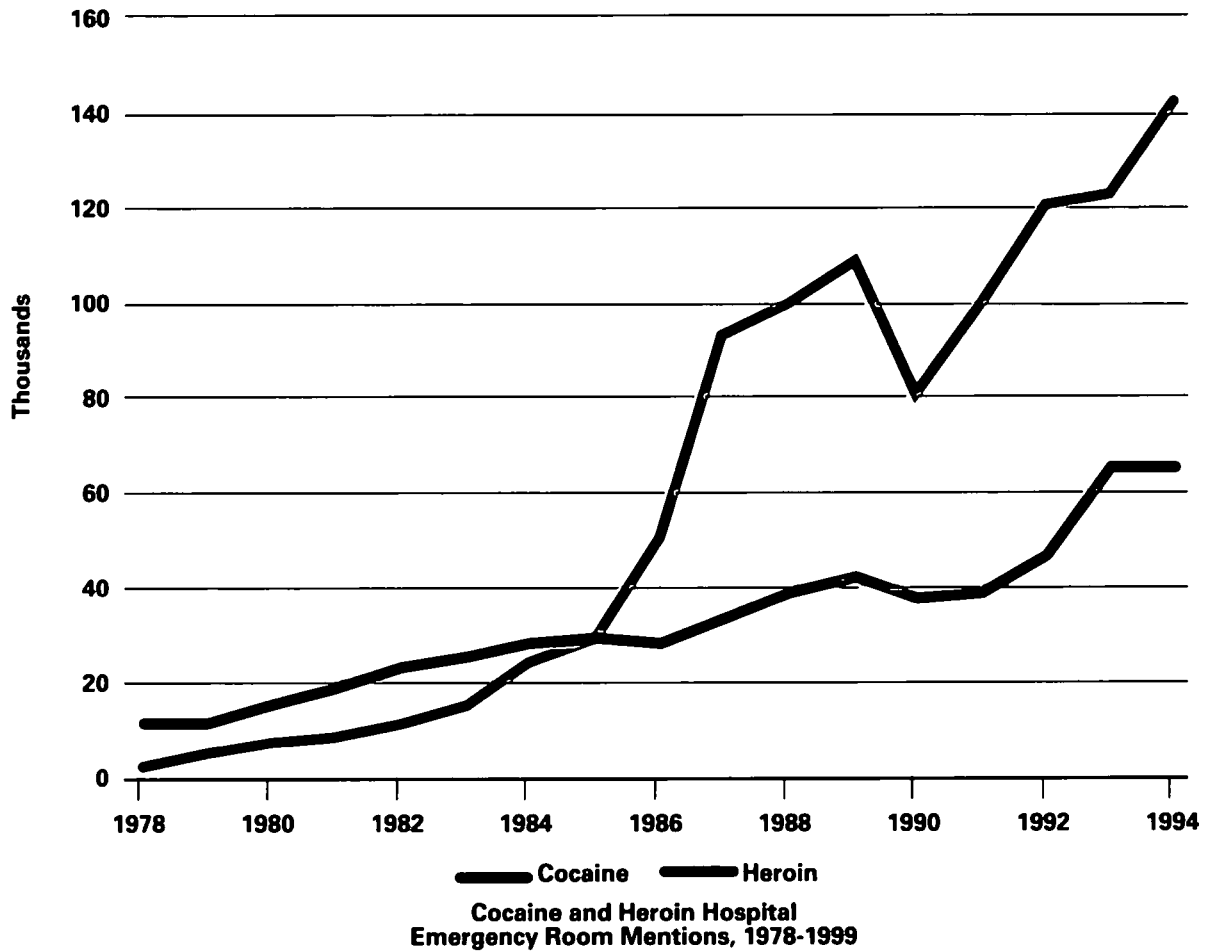
Table 1-2
Differences in Coalition Activity Based on Changes in the Substance Abuse Situation

Substance Abuse Situation Over Past Two Years*	Citizen Mobilization Getting Better	More Than 50 Volunteers	Increased Access to Substance Abuse Treatment	Increased Police Enforcement of Substance Abuse	Influential in Increasing Prevention Programs	Influential in Bringing About Interorganizational Collaboration	Has a Written Strategic Plan
Getting Better	72%	32%	45%	66%	94%	92%	81%
Getting Worse	38%	21%	22%	43%	86%	86%	70%

N=886

* As reported by respondents. Based on respondents who say the substance abuse situation is getting better or worse; excludes others.

Figure 1-4
Health Consequences



Source: HHS Drug Abuse Warning Network

(NCVS) reports a slight decrease in drug crimes. The NCVS inquires about whether the offender was perceived to be under the influence of drugs or

Lack of progress is attributable to increasing health care costs related to drug use.

alcohol at the time of the offense. While the question includes alcohol and thus inflates the percentages, it nonetheless renders some information on the presence of drugs in crime. For those persons who indicated that they were victims of violent crime in 1992, 30.2 percent perceived their attacker to be under the influence of drugs or alcohol. This percentage represents a decrease from 36 percent in 1989 and 33 percent in 1991.¹³

Thus, lack of progress is attributable to increasing health care costs related to drug use. This trend is most apparent in our Nation's hospitals, which report considerable increases in drug-related emergency department episodes (see Figure 1-4).

- Cocaine-related episodes reached an all-time high in 1994. A total of 142,000 episodes were reported in 1994, a 15 percent increase from 1993.
- There was no change in the number of heroin-related episodes in 1994 compared to 1993. Heroin episodes totaled 64,200 in 1994.

- Marijuana/hashish-related episodes rose from 28,900 in 1993 to 40,100 in 1994.

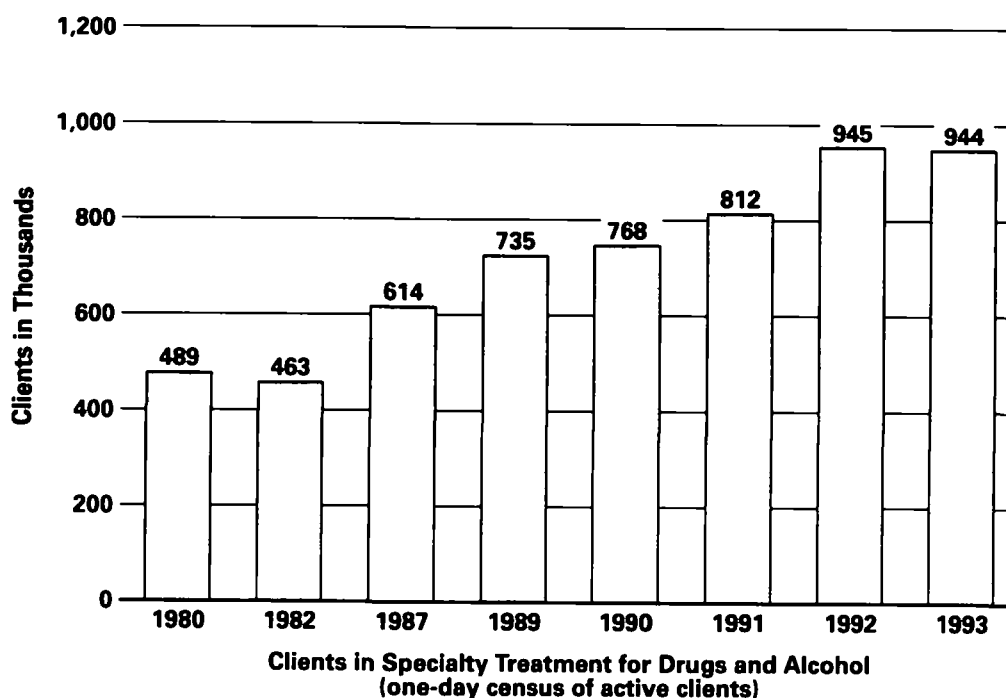
Drug epidemiology and treatment specialists believe that a possible explanation for the current large number of emergency room (ER) episodes is that many chronic, hardcore cocaine users are now experiencing the consequences of long-term addiction. As for the future, it is unlikely that drug-related ER visits and other health care costs will be reduced without first reducing the number of chronic, hardcore drug users. A number of studies have proven the effectiveness of appropriate drug treatment for drug-dependent individuals: drug use and criminal activity decreases, while employment, overall health, and social functioning increase.¹⁴ These studies also have shown the cost-benefit of drug treatment over other interventions.¹⁵ When focusing on reducing the number of chronic, hardcore drug users, drug treatment must be a major focus of interventions.

According to HHS, in 1994 approximately 3.6 million people had drug problems severe enough to be likely to need drug treatment services. Of the 3.6 million, about 1.85 million actually received treatment in 1994.¹⁶ The difference between estimates of the number needing treatment and the number receiving treatment left a difference of about 1.7 million persons needing treatment in 1994. Of the 1.7 million persons, approximately 1 million were in need of publicly supported treatment.

While the lack of treatment services continues to be significant, some progress has been achieved.

While the lack of treatment services continues to be significant, some progress has been achieved. According to HHS, the percentage of those who needed treatment and who received it increased from 31 percent in 1990 to 52 percent in 1994.

Figure 1-5
Trend in Clients Treatment¹



¹ Estimates for years 1992/93 include adjustments for non-response.

Source: National Drug and Alcohol Treatment Unit Survey (HHS, August 1995)

According to a recent survey of drug treatment facilities, the number of clients in treatment has increased steadily since 1980 (see Figure 1-5).¹⁷

According to the one-day census Report, efforts to increase drug treatment in correctional settings have also been successful. Over the years, the number of treatment slots in the Federal system rose from 2,803 in 1990 to 4,411 in 1993. In 1991, the Federal Bureau of Prisons (BOP) estimated that 30.5 percent of its population were diagnosed with drug dependency problems. BOP responded by treating more and more inmates, with higher utilization rates for the available treatment slots. In 1993, 2,771 inmates were provided drug treatment, the bulk of them diagnosed with both alcohol

and drug problems. This is up from 2,591 in 1992. For the most intensive treatment mode, 24-hour care, the number of inmates treated rose from 1,433 in 1992 to 1,793 in 1993. The BOP also used 91.4 percent of its 24-hour care treatment capacity in 1993,

compared to 65.5 percent in 1992. This 1993 utilization rate is well above the national average of 76.3 percent for this type of treatment.¹⁸

Offender management programs, such as Treatment Alternatives to Street Crime, and the establishment of Drug Courts have linked drug-addicted individuals to appropriate forms of treatment. Studies show that Drug Courts can function as an alternative to prison and effectively coerce offenders into treatment.¹⁹ Progress has been made by drug court programs in Fort Lauderdale, Florida; Miami, Florida; Oakland, California; Portland, Oregon; New York City; and the District of Columbia. These programs have demonstrated that closely supervised, court-ordered rehabilitation can be successful in reducing drug use, and freeing prison space for the more serious, more dangerous offenders.

Drug users are at high risk of contracting certain infectious diseases, such as HIV (Human Immunodeficiency Virus) and hepatitis. Hardcore drug users also engage in sexual behaviors that put them at high risk for contracting and spreading

sexually transmitted diseases (STD). A 1991 survey of State prisoners revealed a higher rate of STD infections among illicit drug users than nonusers. The survey showed that 7.1 percent of those testing positive for HIV reported sharing needles, while only 0.8 percent of those who reported no drug use tested positive for HIV.²⁰ The Centers for Disease Control and Prevention (CDC) reported that more than a third of all AIDS (Acquired Immune Deficiency Syndrome) cases (37 percent) were associated with injecting drug use. The CDC also estimated that nearly 60 percent of children with AIDS under age 13 contracted the disease from their mothers, who were either injecting drugs or were sex partners of injecting drug users.

Through June 1995, nearly half a million persons (470,288) have been reported with AIDS. In the first half of 1995, 37,142 new AIDS cases were reported. Although this number exceeds the 23,896 cases reported in the first half of 1992, when the definition of AIDS cases was less inclusive, it is fewer than the 61,887 and 40,457 cases reported between July 1994 and June 1995. As a result of increased education and prevention efforts, trends in reported AIDS cases are expected to stabilize gradually over the next several reporting periods.²¹

One positive aspect of reducing drug use is on workplace safety and productivity, and here there is much progress to report. According to the 1994 National Household Survey on Drug Abuse, eight million Americans used illicit drugs on a past-month basis and were employed full-time or part-time; these users represent 6.7 percent of the employed population.

With strong encouragement and leadership from the Federal level and through such groups as CADCA's "Drugs Don't Work Campaign" and the Institute for a Drug-Free Workplace, more and more businesses and private sector organizations are instituting drug-free workplace programs. Three out of every four companies with 250 employees or more now have formal antidrug policies and programs. According to the Household Survey, the number of drug users employed part-time declined from 15 million in 1985 (13 percent

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of employed adults) to 7 million (or 6 percent of employed adults) by 1993.

In 1995, over 20 million workers in non-Federal public and private sector workplaces participated in drug-free workplace programs. These programs used Federal standards created in response to the Drug-Free Federal Workplace established by Executive Order 12564 in 1986. These standards have remained in force for three consecutive Administrations, and have provided national leadership in the area of drug-free workplace programs. By the end of 1995, specific plans had been developed and certified to Congress for nearly 130 Federal departments, agencies, and commissions. The Technical Guidelines for forensic urine drug testing and laboratory certification, developed by the Department of Health and Human Services, had also been adopted by the Department of Transportation (DOT) and the Nuclear Regulatory Commission (NRC), for use in their regulated industries. In 1995, approximately 8 million DOT and NRC workers were subject to being tested under these Guidelines.

Progress in Shielding America's Air, Land, and Sea Frontiers from the Drug Threat

Seventy percent of the cocaine that enters the United States comes across the U.S.-Mexican border. Efforts that strengthen drug interdiction activities along this border are of vital importance. In 1995 the U.S. Customs Service, in coordination with the Immigration and Naturalization Service, implemented "Operation Hard Line" to stop drug smugglers from funneling their illicit drug cargo through U.S. ports. As a result, the number of port runners declined by 42 percent. Operation Hard Line also resulted in dismantling a major port-running organization in El Paso, Texas, which was reputed to have smuggled drugs in more than 2,000 instances. In support of Operation Hard Line, Customs has established Intelligence Collection and Analytical Teams (ICATs) to increase the collection of intelligence that will specifically result in more effective interdiction at the border. Additionally, since 1992, the U.S. Customs Service has been supplying interceptor aircraft in a cooperative effort with the Mexican

government to support Mexican aviation drug smuggling initiatives. This effort resulted in the seizure of more than ten tons of cocaine during Fiscal Year 1995.

The Immigration and Naturalization Service, primarily through the U.S. Border Patrol, has increased its efforts along the Southwest Border. Though their efforts are primarily focused on illegal immigration, their increased presence and activities at and between the ports of entry make a significant contribution to the effort to reduce the flow of drugs. Likewise, the Drug Enforcement Administration (DEA) and the FBI, along with the five U.S. Attorneys along the border, have combined resources for a coordinated investigative effort to dismantle the major Mexican and Colombian trafficking organizations operating in this region.

The United States continues to seize vast quantities of illicit drugs. The Federal-wide Drug Seizure System (FDSS) contains information about drug seizures in the United States made by the DEA, the Federal Bureau of Investigation, and the U.S. Customs Service, as well as maritime seizures made by the U.S. Coast Guard.²² This information

Seventy percent of the cocaine that enters the United States comes across the U.S.-Mexican border.

indicates that national heroin seizures have fluctuated in recent years, with an increase from roughly 1 metric tons in 1989 to 1.6 metric tons in 1993, and a slight decline in 1994 and 1995. Preliminary figures for 1995 report that more than 1.1 metric tons of heroin were seized. Cocaine seizure totals also fluctuated, with an increase from 1989 to 1992, followed by a one-year decline in 1993. In 1994 seizure totals again rose, followed by another decline in 1995. Cannabis seizures decreased from 1989 to 1990, from 509.7 metric tons to 250.2 metric tons. Since then, the amount seized has risen each year, climbing to 470 metric tons in 1995.

The multinational attack on air smuggling has had a demonstrated effect on the coca economy and the transportation pipeline. Regional efforts to disrupt drug smuggling flights between Peru and

Colombia, with U.S. assistance, have lowered the price of coca leaf in much of Peru below the cost of production.

The long-term objective of the United States is for all countries, especially major drug-producing and drug transit countries, to meet their antidrug obligations under the 1988 United Nations Convention. The President has made it clear that the United States sees international criminal narcotics organizations as a threat to our national security. Consequently, the Strategy directs support to those countries that have the political will to battle major drug trafficking organizations and seeks the destruction of those organizations and a reduction in the flow of drugs to the United States through a number of law enforcement, interdiction, crop control, and other initiatives.

Progress in Breaking Foreign and Domestic Drug Sources of Supply

Diplomatic efforts and programs established to strengthen international cooperation against illicit drugs have produced significant achievements.

In 1993, ONDCP and the National Security Council conducted a comprehensive interagency review of the international narcotics challenge and the Administration's response to it. This review, which provided the foundation

for the current international drug strategy, resulted in a Presidential Decision Directive (PDD) directing an approach that emphasized the following: (1) strengthening institutions of countries that show the political will to combat drug trafficking, (2) destroying drug trafficking organizations, (3) controlling drug crops through a combination of eradication and alternative development programs, and (4) interdiction of drug trafficking in both source and transit countries (see discussion of Goal 4 above).

A number of assistance programs have been initiated, including investigative and judicial training programs, which strengthen democratic institutions in countries that are combating drug traffickers.

For example, the United States is cooperating with the government of Mexico to supply them

with training and tools, such as helicopters, in order to better enforce the law. In addition, the Mexican Government is preparing comprehensive new legislation which is expected to assist in an aggressive assault against narcotics criminals.

Supported by U.S. diplomatic efforts, Thailand largely interdicted the flow of supplies to the Shan United Army (SUA) in Burma. As a result of this and pressure from the Burmese Army, SUA drug trafficking has been impeded and the SUA has surrendered to the Burmese. In one related operation, "Operation Tiger Trap," Thailand arrested 11 major suspected heroin traffickers, who have subsequently been indicted in the United States.

In Pakistan and Thailand, active poppy eradication campaigns continued, and the Nangahar Shura in Afghanistan conducted the first eradication campaign in that country in years, resulting in a one-third drop in poppy cultivation in Nangahar.

Diplomatic efforts and programs established to strengthen international cooperation against illicit drugs have produced significant achievements. One successful approach involves the stringent application of certification standards. Certification is a congressionally mandated, two-step process in which the President must first identify the major narcotics producing and transit countries and then certify whether they have cooperated fully with the United States in narcotics control or taken adequate steps on their own to satisfy the goals of the 1988 United Nations Convention Against the Illicit Trafficking on Narcotic Drugs and Psychotropic Substances. If the President determines that a country has not fully cooperated or taken adequate steps, the law requires that the United States cut off most types of assistance to that country and vote against multilateral development loans for it unless such actions would threaten the vital national interests of the United States. In that case, the President issues a vital national interest certification, commonly referred to as a "waiver." Countries that are denied certification or granted a "waiver" face international opprobrium, and, in the case of those denied certification without the "waiver," potential severe economic sanctions as well.

U.S. efforts to implement this policy are paying off. In recent years, the United States has issued more denials and "waivers" in an effort to hold more countries accountable for their international counternarcotics performance. Nearly every country issued a denial or "waiver" has responded with improved efforts, although not always sufficient to warrant full certification. For example, following the decisions rendered on March 1, 1995, Bolivia resumed crop eradication, Peru intensified efforts against drug flights, and Nigeria and Pakistan apprehended and extradited important traffickers to the United States. To be fully certified, however, countries must cooperate fully, not partially or temporarily. In 1996, Afghanistan, Burma, Colombia, Iran, Nigeria, and Syria were denied certification, and Lebanon, Pakistan, and Paraguay were granted vital national interest certifications.

There has been progress in achieving other aspects of this Strategy goal:

- **Assets Are Being Seized From Traffickers:** To reduce the profitability of the illicit drug market, law enforcement agencies continue to target the assets of drug dealers. Asset seizures dramatically increased after 1988, when the use of civil forfeiture for drug offenses was expanded through the 1988 Anti-Drug Abuse Act. Although the proceeds from asset forfeiture have leveled off, the Department of Justice continues to collect over \$500 million in asset forfeitures annually; the Treasury Department collects more than \$200 million annually.
- **More Drug Offenders Are Being Convicted:** At the Federal level, efforts to investigate and prosecute drug traffickers have increased over time. The number of defendants convicted for drug trafficking in U.S. District Courts increased between 1988 and 1992 from 11,561 to 17,578. At the State level, the number of convictions for drug trafficking rose between 1990 and 1992 from 168,360 to 170,806; convictions for drug possession also rose from 106,253 to 109,426.²³

In October 1995, the President signed an Executive Order invoking his authority under the

International Emergency Economic Power Act. This directive ordered assets of certain identified foreign drug traffickers to be blocked and, further, prohibited transactions by U.S. persons with identified drug traffickers. This order was announced by the President in his speech to the 50th U.N. General Assembly. To date, commercial enterprises — including a large drug store chain in Colombia — and a number of individuals have been so identified. In addition, listing a person or enterprise under this authority may serve to warn away legitimate foreign business interests who, unknowingly or not, would have dealt with the traffickers.

The Administration maintained its tough stance on strict sentences for money launderers. Since 1993, the Administration has opposed the U.S. Sentencing Commission's proposed sentencing levels for those laundering the proceeds of drug-related activities. This, and the ability to seize and forfeit the gains from drug trafficking, are important measures to disrupt drug trafficking organizations.

In addition, the President announced that international money laundering centers will be identified and notified to conform to international money laundering enforcement standards, as established by the 28-member Financial Action Task Force. Notified countries unwilling to adopt such standards may face selected economic sanctions. The President also called on all countries to negotiate an international declaration, which would lead to commitments to deny sanctuary to terrorists, drug traffickers, and other international organized criminals.

At the end of 1994, 105 countries were parties to the 1988 U.N. Convention. In 1995, at least 13 countries ratified or acceded to the Convention. This is a significant increase over the 44 countries that had signed the Convention or had the ratification pending by the end of 1988.

Other combined international law enforcement efforts in which the United States has had a role

The Administration maintained its tough stance on strict sentences for money launderers.

include combined maritime operations with Caribbean countries, enabled by maritime cooperation agreements. Combined operations also involve the British, French, and Dutch Caribbean forces. Negotiations on extradition and mutual legal assistance treaties are under way or recently concluded with most Caribbean countries, providing increased investigation and law enforcement cooperation.

As a case in point, the State Department and the U.S. Coast Guard have been successful in implementing bilateral agreements with Caribbean, Central, and South American countries. These agreements have provided the Coast Guard with a powerful counterdrug force multiplier through positive cooperation of law enforcement forces in both source and transit countries. Additionally, agreements allowing Coast Guard law enforcement detachments to deploy aboard British and Netherlands naval vessels further expands America's drug interdiction capability.

It also is the goal of the Administration to break domestic drug sources of supply, particularly marijuana.

In December, 1995, Treasury Secretary Rubin chaired a Ministerial Conference in Argentina as part of the follow-up to the Summit of the Americas held in Miami in December of 1994. The conference in Argentina produced an important statement on the need to address the problem of transnational organized crime through the prevention of money laundering activities.

The delegates recognized during the conference that the activities of transnational organized crime groups, including the laundering of their illicit profits, constituted a threat to all the nations of this hemisphere. They also agreed that domestic and international anti-money laundering strategies were critical to solving the underlying crimes and limiting their potential threat to the various nations.

Building on these important acknowledgments, the Ministerial Conference produced a communiqué that marks a vital step forward in domestic and international efforts to track the proceeds of

illicit activities. Among other things, the communiqué memorializes the nations' agreement that they should:

- Criminalize the laundering of the proceeds of drug trafficking and other serious crimes, and promote other laws that allow for the seizure and forfeiture of such proceeds.
- Take actions to promote an effective working relationship between financial regulatory authorities and the institutions that they oversee, including the submission by financial institutions of reports of suspicious financial transactions.
- Enhance the tools available to law enforcement authorities as they investigate money laundering. Included among such enhancements would be the creation of financial information units that specialize in the collection and analysis of pertinent financial records in order to help track criminals' financial activities.

It also is the goal of the Administration to break domestic drug sources of supply, particularly marijuana. According to the National Narcotic Intelligence Consumers Committee (NNICC), it is difficult to estimate the amount of marijuana produced in the United States, as there are no national surveys conducted of cannabis cultivation. The Drug Enforcement Administration (DEA) reports an increasing trend toward indoor marijuana production in the United States, spurred by successful law enforcement efforts to curtail outdoor cultivation. To date, no data are available to estimate the extent of indoor marijuana cultivation. The DEA also reports efforts by growers to enhance the potency of marijuana through selective breeding and cloning of high-potency cannabis cultivars.

In recent years, the DEA-sponsored Domestic Cannabis Eradication and Suppression Program (DCE/SP) has progressed from the "whack and stack" method of eliminating domestically grown marijuana, to highly sophisticated investigations where arrests, prosecutions, and asset seizures are of prime importance. And the program is showing

excellent results. In total, for the four-year period from 1992 through 1995, the DCE/SP accounted for the seizure of assets worth more than \$217 million, made more than 47,000 arrests, seized more than 13,000 indoor growing operations, and eradicated almost 1.5 billion plants.²⁴

Marijuana, however, is not the only domestically produced illicit drug. Domestic clandestine laboratories that produce illegal and dangerous drugs, including LSD, PCP, and methamphetamine — are the target of Federal, State, and local law enforcement efforts. In 1995, at least 346 clandestine dangerous drug laboratories were seized by DEA, up from 306 in 1994, a 13 percent increase.

CONCLUSION

The first priority of the President's National Drug Control Strategy is to reduce illicit drug use. This goal is part of ONDCP's statutory mandate and comprises the ultimate objective of all supply reduction and demand reduction programs.

Substantial progress has been made toward achieving the Strategy goals. Drug use is down from the levels found when ONDCP was created in 1989. Effective drug prevention programs, effective treatment, enhanced international will to combat the drug problem, successes in attacking the drug trafficking leadership, and tightly focused community-based programs have all contributed to overall progress.

America is poised to achieve more progress toward the Strategy's stated goals. However, new challenges could threaten continued progress. Drug use by adolescents is increasing, and the use of heroin and other drugs is also on the rise. Federal and State officials must join forces with community programs in early intervention with young people who are beginning to use drugs, in order to preclude their advancing to hardcore use. The success of the Administration's response to these looming threats depends greatly on the full support of the Congress and the critical involvement of the American people.

ENDNOTES

- 1 When ONDCP was first created, available data from the National Household Survey on Drug Abuse (released in the summer of 1989) showed nearly six million past month users of cocaine. This estimate was revised downward to about 5.3 million to reflect the use of more recent census of population data.
- 2 Harrison, L., and Gfroerer, J. "The Intersection of Drug Use and Criminal Behavior: Results from the National Household Survey on Drug Abuse." *Crime and Delinquency* 38(4):422-43.
- 3 National Narcotics Intelligence Consumers Committee. The NNICC Report 1994. Washington, DC: NNICC, 1995; ONDCP, Marijuana Situation Assessment, 1994; Rhodes, W., Scheiman, P., and Carlson, K. *What America's Users Spend on Illegal Drugs*. Washington, DC: ONDCP, 1993.
- 4 Substance Abuse and Mental Health Services Administration, Preliminary Estimates from the 1994 National Household Survey on Drug Abuse, Advance Report Number 10, September 1995.
- 5 ONDCP Report, *What America's Users Spend on Illegal Drugs, 1988-1993*, Spring, 1995, and unpublished work relating to that project.
- 6 National Institute on Drug Abuse, *The Monitoring the Future Study*, Institute.
- 7 Califano, J. 1994. *Cigarette, Alcohol, Marijuana: Gateway to Illicit Drug Use*. New York, NY: Columbia University, Center on Addiction and Substance Abuse, Columbia University, Center on Addiction and Substance Abuse.
- 8 Widom, C. 1992. *The cycle of violence*. NIJ Research in brief.
- 9 Monahan 1981; Greenwood 1982; Wish and Johnson 1986.
- 10 Fagan, Jeffrey. 1990. "Intoxication and Aggression." M. Tonry and J.Q. Wilson (eds.) *Drugs and Crime*. Crime and Justice, A Review of Research. Chicago, IL: University of Chicago Press.
- 11 FBI, *Crime in the United States, 1994*, page 217.
- 12 Bureau of Justice Statistics, *Drugs and Crime Fact 1993*, page 8.
- 13 BJS 1992 *Criminal Victimization in the U.S., 1991*. Washington, DC: U.S. Department of Justice, 53.
- 14 Rydell, C.D., and Everingham, S.S. "Controlling

- Cocaine: Supply Versus Demand Programs," RAND Report, Santa Monica, CA: RAND Corporation. 1994.
- 15 National Opinion Research Center at the University of Chicago and Lewin, VHI, Incorporated. 1994. Evaluating Recovery Services: The California Drug and Alcohol Treatment Assessment. State of California Department of Alcohol and Drug Programs.
- 16 The methodology used to produce these estimates involved using data from three surveys: the National Household Survey on Drug Abuse (NHSDA), the National Drug and Alcohol Treatment Utilization Survey (NDATUS), and the Uniform Crime Report (UCR). Data from NDATUS and UCR were used to adjust estimates from the NHSDA, which is known to produce conservative estimates of hardcore drug users. This new methodology, because it relies on improved data surveys, has substantially increased our knowledge of the treatment.
- 17 Overview of the National Drug and Alcoholism Treatment Unit Survey (NDATUS): 1980-1994. U.S. Department of Health and Human Services, Public Health Service, Substance Abuse and Mental Health Services Administration, August 1995.
- 18 Substance Abuse and Mental Health Services Administration. Office of Applied Studies. Two yearly reports. Overview of the National Drug and Alcoholism Treatment Unit Survey (NDATUS): 1993 and 1980-1993 and Overview of the National Drug and Alcoholism Treatment Unit Survey (NDATUS): 1992 and 1980-1992. Washington, DC: U.S. Department of Health and Human Service, 1995.
- 19 National Institute of Justice. June, 1993, Miami's Drug Court. A Different Approach. Washington, DC: U.S. Department of Justice.
- Goldkamp, John S., 1994. "Justice and Treatment Innovation: The Drug Court Movement." Working paper of the First National Drug Court Conference, Washington, DC, December 1993.
- 20 BJS, 1993, p.5: HIV in U.S. Prisons and Jails.
- 21 Centers for Disease Control and Prevention. HIV/AIDS Surveillance Report. U.S. HIV and AIDS cases reported through June 1995. Mid-year Edition. Vol. 7, No. 1.
- 22 The FDSS was established to avoid double counting of seizures when two or more agencies are involved in seizing drugs and both report the amount of drugs seized. However, drug seizures made by other Federal agencies, such as the Immigration and Naturalization Service or the Secret Service, only are counted when custody of drug evidence is transferred to one of the four agencies identified above. Furthermore, only limited information is available on the amount of drugs seized by State and local agencies. This is due to the fact that this information is not centrally, or even statewide, reported but also because it is subject to double counting when State and local agencies participate in a seizure involving one or more Federal, State, or local law enforcement agencies.
- 23 BJS Sourcebook 1993, p. 536; Sourcebook 1994, p. 485.
- 24 NNICC, p.57. The success of Hawaii's Operation WIPE-OUT continues to be one of the DCE/SP's major accomplishments, evidenced by reports that the drug supply was so low that drug traffickers had to smuggle marijuana to Hawaii to meet drug demand.

II. Assessments of Program Effectiveness

Treatment Capacity Effectiveness

This appendix provides new estimates of the number of people needing and getting treatment for drug abuse. The Office of Applied Studies (OAS), the Substance Abuse and Mental Health Services Administration (SAMHSA), developed these estimates at the request of the Office of National Drug Control Policy (ONDCP). The procedures used to develop these estimates have been revised from those used previously to provide more reliable estimates. The full report describing the methodology is available from SAMHSA or ONDCP upon request.¹

DATA AND METHODS

Several data sets have been used to produce these estimates to take advantage of the strengths and adjust for the limitations in the primary data source, the National Household Survey on Drug Abuse (NHSDA). The NHSDA is a nationwide survey of the prevalence of alcohol, tobacco, and drug use. Conducted periodically since 1971 and annually since 1990, this survey of the civilian, non-institutionalized population sampled 88,000 persons during 1991-93.

Data from the National Drug and Alcohol Treatment Unit Survey (NDATUS) and the Uniform Crime Report (UCR) were used to adjust the estimates from the Household Survey. NDATUS, an annual census of 11,800 specialty drug abuse and alcoholism treatment facilities, provides additional information on the number of persons treated for drug abuse. The Crime Report provides information on arrests.

As with other illnesses, the need for treatment varies according to the severity of the problem. To reflect these differences, people have been divided into two categories, termed Level 1 and Level 2, based on intensity of drug use, symptoms, and consequences. This report concentrates on persons in the more severe category, termed Level

2, also referred to as chronic, hardcore drug users in the National Drug Control Strategy.

SUMMARY OF RESULTS

- In 1994, 7.1 million people had drug problems of sufficient severity to place them in the Level 1 or 2 category. Of this total, 3.6 million were classified as Level 2, meaning that the severity of symptoms made them prime candidates for treatment.
- About 1.85 million of the most severely ill actually received treatment in 1994. Subtracting the 1.85 million from the 3.55 million who met the more stringent definition of need leaves 1.7 million persons in Level 2 who did not get treatment. It is not possible with the current data to determine how many of the 1.7 million sought treatment.
- Based on reported symptoms, only 6% of those whose treatment ended more than 12 months before the interview and were not in treatment during the year had problems of sufficient severity to be called Level 2. An additional 3% of those previously treated had problems of sufficient severity to be classified as Level 1. About 55% of those treated previously had not used illicit drugs in more than a year.
- The number of persons with severe problems and in need of treatment (Level 2) declined between 1991 and 1994. The number of persons in treatment grew by about 12 percent.
- The demographic and economic characteristics of the population needing treatment, Level 2, can be described using pooled data from the annual surveys conducted from 1991-93.
 - 62 percent are men;
 - 38 percent are women;
 - 51 percent are full or part-time employees;

- 31 percent are unemployed;
 - 18 percent are not in the labor force; and
 - 55 percent have incomes less than twice poverty level.
- Persons at Level 2 who had problematic life circumstances (defined as criminal behavior, unemployment, receiving welfare assistance, lacking health insurance, and being under age 18 and using drugs) were probably as likely to receive treatment as the total population.

Table 2-1 shows results for the total population with estimated trends for Levels 1 and 2 and the number and percent of those in treatment (for Level 2). Many people identified as being in Level 2 and needing treatment may not take advantage of treatment opportunities that are available. Others may not be able to obtain treatment. The table shows how many more people need treatment than get it.

Findings from the table:

- From 1992-1994, approximately 7 million persons each year appeared to need treatment.
- The number in Level 2 and needing treatment declined by 1.3 million between 1989 and 1994.
- The percent of people in Level 2 needing treatment who actually receive treatment increased from 34% in 1989 to 52% in 1994.

These estimates of persons in need of treatment are larger than previous estimates. They show the extent to which the treatment needs of those with impairment due to drug abuse are being met. Although they clearly show that large numbers of people need but do not get drug abuse treatment, they also show progress in reducing the treatment gap.

CONCLUSION

These new estimates provide a more reliable indication of the extent to which treatment needs of persons with impairment due to drug abuse are being met. They clearly show that large numbers of people need but do not get drug abuse treatment. They also show progress in reducing the treatment gap. Furthermore, many of these people have problematic life circumstances, such as criminal behavior, unemployment, or welfare participation, that make treatment especially urgent. Finally, they show that the failure to receive treatment among those who need it does not appear to depend on employment status, income, or gender.

ENDNOTES

- ¹ This report was prepared at the request of the Office of National Drug Control Policy (ONDCP). ONDCP is required by the Violent Crime Control and Law Enforcement Act of 1994 to report on the number of people who can benefit from drug abuse services, the number actually receiving services, and success of drug treatment programs. The report updates previous estimates developed by the Substance Abuse and Mental Health Services Administration.

Table 2-1
Changes Over time in Treatment Need and Clients Total Population
(Thousands)

	1989	1990	1991	1992	1993	1994
Total Treatment Need	8,539	8,066	7,554	7,224	6,778	7,090
Level One						
Needs Treatment	3,938	3,733	3,304	3,329	2,864	3,537
Level Two						
Needs Treatment	4,601	4,333	4,250	3,895	3,914	3,553
Clients Treated	1,570	1,633	1,649	1,815	1,848	1,847
Percentage Treated	34%	38%	39%	47%	47%	52%
Percentage Not Treated	66%	62%	61%	53%	53%	48%

Note: Clients treated for 1989-90 are estimated from current data.

Prevention Effectiveness

After a decade of steady decline, drug use among American adolescents began to rise in the early 1990s (Johnston, O'Malley, and Bachman, 1994). Although current rates of drug use are still far below the highest levels of the late 1970s and early 1980s, this upswing in substance use calls attention to the need for continued development, testing, and replication of effective drug prevention programs.

Fueled by long-standing concerns about the incidence of alcohol and other drug (AOD) use among children and adolescents, thousands of drug prevention programs have been developed and implemented across the country. The most common programs are school based, designed for the general, in-school population. School-based programs, however, fail to reach many youth who are at highest risk of substance use, such as youth who are chronic truants or school dropouts (Norman and Turner, 1994). Moreover, many programs have been developed for majority populations of youth (primarily white, middle-class students), and their effectiveness with high-risk youth has not yet been established.

This report, conducted by CSR, Incorporated under contract to ONDCP, (1) provides an overview of the prevention field and the current state of prevention research, and (2) presents a brief review of findings from relevant prevention effectiveness studies.

OVERVIEW OF PREVENTION LITERATURE

Drug prevention programs for youth usually are multifaceted. Programs rarely use one prevention strategy exclusively. Instead, most programs contain a range of prevention activities. For example, most school-based prevention curricula include: (1) factual information about drugs and drug use; (2) life skills training, including resistance skills training and social and personal skills training; (3)

identification of alternatives to drug use; (4) exercises to increase self-esteem; (5) instruction in stress management; and (6) public pledges by youth not to use drugs (Gerstein and Green, 1993).

The complex nature of multifaceted curricula makes determining the effectiveness of specific components difficult. Although alternative activities used alone fail to produce positive effects on AOD use — and have, under certain circumstances, actually increased use — their ability to produce an added benefit when combined with effective components such as life skills training has not been determined. Outcome evaluations measure the effectiveness of the intervention as a whole; they rarely can attribute outcomes to individual components. Therefore, when program operators seek to replicate a program demonstrated as effective, it is important that they remain faithful to the program model in its entirety to maximize the likelihood of replicating desired outcomes. Moreover, there is consensus in the field that no “magic bullet” for prevention exists, but that multiagency, multicomponent programs will more likely produce the more positive effects for the greatest number of youth than strategies focused on a single approach (Dryfoos, 1992; Logan, 1991).

Traditional Approaches

Approaches to AOD prevention have been developed over the past two decades as more knowledge has accumulated about what does and does not work. Traditional approaches to AOD prevention have included one or more of the following strategies designed to target youth (Schinke, Botvin, and Orlandi, 1991): the information approach, fear arousal, affective education, and the alternatives approach.

Information Approach

The information approach is based on the

premise that if youth have accurate information about the hazards of drug use, they will develop negative attitudes toward drugs and avoid using them. This approach provides factual information on the nature, pharmacology, and adverse consequences of AODs. This approach, while capable of increasing knowledge about AODs and AOD use, has not proven effective in deterring drug use. In fact, evidence suggests that this "information-only" approach may actually increase use by arousing curiosity (Montagne and Scott, 1993; Norman and Turner, 1994).

Fear Arousal Approach

The fear arousal approach focuses on dramatizing the hazards of AOD use, portraying grave consequences for anyone who uses drugs (Schinke et al., 1991). This type of approach also suffers because the negative claims frequently are exaggerated, causing youth to disbelieve the program and ignore the messages (Norman and Turner, 1994).

Affective Education Approach

Affective education does not focus explicitly on substance use but is directed toward psychological factors that place youth at risk of substance use. Programs taking this approach try to impact drug use by bolstering self-esteem, helping youth clarify their values, and promoting self-growth (Dryfoos, 1990). Little evidence exists, however, that this strategy impacts substance use (Dryfoos, 1990; Schinke et al., 1991).

Alternatives Approach

The alternatives approach assumes that providing youth with alternative activities to drug use will cause them to be engaged and challenged, and therefore less likely to use AODs. However, little empirical support exists for this assumption and for the efficacy of this approach (Norman and Turner, 1994). In fact, research has found that alternative activities of a social nature actually can increase AOD use, because substance users often are present in the settings in which social activities take place, and associating with drug-

using peers is a powerful correlate of AOD use (Norman and Turner, 1993).

New Approaches

Traditional approaches have not proven effective in preventing AOD use. New approaches to preventing AOD use are more grounded in theory and research, although the effectiveness of newer strategies continues to be judged less on rigorous studies of long-term outcomes and more on expert opinion (Smith, Langebahn, Cole, Kaufman, and Newlyn, 1993). Approaches currently considered to be the most promising are those that focus on psychosocial factors and the importance of social influence in drug use (Dryfoos, 1990; Norman and Turner, 1993; Schinke et al., 1991), as well as those that incorporate family and community involvement. Current approaches include life skills training and community-based approaches.

Life Skills Training Approach

The life skills training approach is referred to alternatively in the literature as life skills training, the social environmental model, social influence and life skills, social learning model, and personal and social skills training. This report uses the term "life skills training." Life skills training, designed to develop youth's personal and social competencies and ability to resist peer pressure, is based on social learning theory. It emphasizes the influence of peers, parents, and the media on substance use and teaches youth the skills they need to avoid negative influences from these sources. In addition to teaching youth the skills they need to avoid AOD use, life skills training programs teach youth other, more general personal and social skills for coping successfully in a variety of situations.

The life skills training approach has demonstrated capability to reduce drug use (Dryfoos, 1990; Norman and Turner, 1993; Schinke et al., 1991), and a recent study indicated that this approach can impact an individual's life up to six years after the intervention, provided the program is properly implemented and booster sessions are administered in subsequent years (Botvin, Baker, Dusenbury,

Botvin, and Diaz, 1995). The two components of life skills training are resistance skills training and personal and social skills training.

Resistance Skills Training

The resistance skills training component of life skills training emphasizes the ability of the media, family, and peers to shape adolescent' perceptions of what is normal and acceptable behavior, and teaches youth techniques to recognize, avoid, and resist peer pressure. Students typically role play and practice the skills learned. Students also learn about the actual prevalence of drug use (typically, students find that drug use is less prevalent and hence less normative than they had assumed), as well as how to critique messages from the media.

Personal and Social Skills Training

The personal and social skills training component emphasizes teaching youth a broad range of general skills to use in coping with life, including decisionmaking and problemsolving skills, self-control, copying strategies for relieving stress and anxiety, and general interpersonal and assertiveness skills. A combination of instruction, demonstration, rehearsal, reinforcement, and practice is used to teach these skills.

Community-Based Approaches

Many contemporary drug prevention programs have moved away from purely individualistic approaches to community-based approaches. Community-based approaches focus on involving families and communities to prevent AOD use among youth.

Family Involvement

Family involvement approaches generally focus on (1) teaching parenting skills to adults so that children are more effectively socialized by the family and better able to develop stronger family bonds, or (2) involving parents in advocacy groups so that they become educated about drug use in the community and begin to promote social events for youth at which drugs are not tolerated, such as drug-free dances and proms. Although

evidence exists that teaching parenting skills has been effective in preventing substance use among young people, little research has been done on the effectiveness of parent advocacy groups.

Comprehensive Community Involvement

Comprehensive community-based efforts emphasize sending a communitywide "no use" message to youth. Various sectors of the community (e.g., community leaders, business executives, human service professionals, parents, teachers, and police) come together to devise a community drug use prevention plan that includes (1) teaching resistance skills to youth; (2) training teachers, parents, and other program implementors about AODs and AOD use prevention; and (3) providing ongoing booster sessions for youth and program implementors. Comprehensive community-based programming, such as Project STAR in Missouri and Indiana (Johnson et al., 1990), has demonstrated success in reducing tobacco and marijuana use.

SYNOPSIS OF FINDINGS FROM PREVENTION EFFECTIVENESS STUDIES

For many young people, AOD use plays a significant role in poor educational performance, low self-esteem and perception, and instability in relationships with family and peers, and generally contributes to a disturbing pattern of failure, school dropout, delinquency, illicit drug use, criminal activity, and physical harm. Effective prevention of youth AOD use requires understanding its causes (both direct and indirect). A number of theories have been proposed to explain AOD use among youth. Chief among them are Nye's Social Control (1958), Hirschi's Family Social Bonding (1969), Bandura's Social Learning (1977), Jessor and Jessor's Problem-Behavior Proneness (1977), Robin's Deviance Syndrome (1980), Kaplan et al's. Self-Rejecting Attitudes (1982), Kandel's Stages of Drug Involvement (1982), and Hawkins and Weiss' Social Development (1985). From these various theories, prevention researchers have developed ecological systems models that focus on the many risk and protective factors that are found in children's lives. The causes and effects of these

factors have been studied at five different levels: individual, family, peer group, school, and community.

Numerous prevention approaches have been found to bear some relationship to changes in AOD knowledge, attitude, and behavior. This section provides a brief overview of findings from selected prevention effectiveness studies.

- The Third Report to Congress on Alcohol and Other Drug Abuse Prevention (DHHS, 1995) reported on the findings of the National Structured Evaluation (CSAP, 1994), which identified the following seven approaches that have been used in prevention projects implemented between 1986 and 1992: (1) Positive Decision-making Approach (characterized by personal skills development and didactic drug education); (2) Safety/Health Skills Approach (characterized by personal skills development, didactic drug education, and safety education); (3) Psychosocial Skills Approach (characterized by personal skills and/or task-oriented skills training without drug education); (4) Counseling Intensive Approach (characterized by interpersonal counseling and/or family intervention, and didactic drug education); (5) Case Management Approach (characterized by case management, interpersonal counseling, and task-oriented skills training); (6) Multidirectional Approach (characterized by many activities, including, at a minimum, didactic drug education, personal and task-oriented skills training, and access to drug-free activities); and (7) Environmental Change Approach (characterized by activities that change the community environment without directly intervening with individuals at risk of AOD problems). Analysis of outcomes from over 300 individual projects indicated that some of the seven approaches had proven effectiveness among specific populations. For example, all identified examples of the Counseling Intensive Approach applied to teenagers at high risk of substance abuse produced positive outcomes in reduction of risk factors. Similarly, examples of the Case Management Approach generally documented successful results only when applied to pregnant or postpartum substance abusers. The Environmental Change Approach and Psychosocial Skills Approach appeared to have broad application to all populations.
- The National Cross-Site Evaluation of High Risk Youth Demonstration Projects (CSAP, 1995a) and other research (Tobler, 1989; Botvin et al., 1983; Flay, 1985; Hurd et al., 1980; Johnson et al., 1980; McAlister et al., 1980; Murray et al., 1984; Perry et al., 1983) has shown that knowledge-only and affective only programs have little effect on AOD use among youth. This research also showed that peer programs and multi-modal approaches (including a peer program component) and programs emphasizing life-skills and peer refusal skills are most effective in preventing AOD use among youth.
- The Congressionally mandated evaluation of the Drug-Free Schools and Communities program (U.S. Department of Education, 1995) showed that the following school-based AOD prevention strategies were effective in improving youth knowledge, attitudes, and behaviors regarding AOD use, and offering at-risk youth constructive and healthy alternatives to behaviors often associated with AOD use: (1) Prevention Related Support Services for Youth, including referral assistance, group counseling and support groups, and peer training and support (e.g., peer leadership and conflict mediation), (2) Curriculum/Classroom Instruction, including use of local DARE programs and integrating AOD prevention into established school curricula, and (3) Community Involvement, including community-wide substance-free functions, parenting classes, law enforcement interventions, and community service programs;
- Youth reporting less involvement with their families, or feel, that their parents do not understand them, are more likely to use AOD than students reporting close relationships with family (Bryam and Fly, 1984; Ensminger, Brown, and Kellam, 1982; Hamburg et al., 1975; Hundleby and Mercer, 1987);
- Parents' AOD use and attitudes toward AOD

use predicted their adolescent children's use (Andrews et al., 1993). Barrera, Li, and Chassin (1993) found that parents' alcoholism and life stress predicted their adolescent children's alcohol use and psychological distress. Weinberg, Dielman, Mandell, and Shope (1994) found a positive correlation between the amount of alcohol children reported that either parent consumed and the likelihood that children reported that either parent consumed, and the likelihood that child would misuse alcohol.

- Parents also directly influence their children's AOD use through cautionary statements and consequences (Andrews et al., 1993), affectionate and nonconflictual relationships (Brook, 1993), affecting the child's peer associations and achievement motivation (Brown et al., 1993; Dielman, Butchart, and Shope, 1993), and level of support and control (Lowe and Foxcroft, 1993; Stice, Barrera, and Chassin, 1993). For example, Lowe and Stice, Barrera, and Chassin found that low parental support and control predict higher levels of alcohol consumption among adolescents. Stice, Barera, and Chassin (1993) also found that parents who exerted either extreme control were more likely than others to have adolescent children who used illicit drugs.
- There is a growing body of evidence suggesting that poor academic achievement is associated with juvenile AOD use. Thomas and Hsiu (1993) found that low grade-point average reliably predicted alcohol and other drug use and increased risk of negative consequences among adolescents. Crum, Helzer, and Anthony (1993) found that alcohol abuse and dependence were highly correlated with dropping out of high school. Wiebusch (1994) found that school-age children and adolescents who placed less value on academic achievement exhibited higher levels of drinking.
- Adolescents' assessments of the risks associated with AOD use affect the likelihood that they will use AODs (Benthin et al., 1993; Pfeffer, 1993; Small, Silverberg, and Kerns, 1993). Per-

ceived benefits of AOD use — such as social facilitation, gratifying sensation, and effects on personal appearance — also predict the likelihood of use (Benthin et al., 1993; Pfeffer, 1993; Stacy, Newcomb, and Bentler, 1993; Towberman and McDonald, 1993; Whitaker, 1993).

- Research on juvenile attitudes toward AOD use also addresses attitude formation. While AOD use is rarely initiated before junior high school, attitudes are generally formed earlier. If prevention efforts target attitude formation, they must be implemented early to be effective. Current research indicates that AOD-related attitudes form before the eighth grade (Grube and Wallack, 1994; McGee and Stanton, 1993; Pfeffer, 1993; Towberman and McDonald, 1993; Whitaker, 1993).
- AOD use also may be affected by attitudes and cognitive styles that do not directly concern AODs. Fahey (1993) found that cognitive variables such as "generalization of alternative thinking" and "means-end thinking" predicted most recent alcohol use in adolescent subjects. Turk (1994) presents evidence that abstainers and heavy substance-using adolescents have different explanatory styles.
- Poor self-concept is a risk factor for AOD use. Page (1993) found that female adolescents who considered themselves to be unattractive were more likely to use illicit drugs than were those who considered themselves to be average or attractive and that adolescents, especially females, use drugs to "mediate" the effects of poor self-concept. In such cases, improving self-esteem may be an important component of prevention. Striegel, Moore, and Huydic (1993) found that body image concern and excessive weight control efforts were elevated among female adolescents who were problem drinkers. On the other hand, Schroeder, Laflin, and Weis (1993) point to methodological and statistical problems in much of the research on self-esteem and AOD use, weakening its utility.
- While most programs and research studies focus

on the individual and family-level predictors of juvenile AOD use, it is known that the media, community, and public policy also can influence juvenile AOD use. Advertising can affect both attitudes and use (Grube and Wallach, 1994; Van Reek, Knibble, and Van Iwaarden, 1993), antismoking campaigns can decrease smoking (Van Reek et al., 1993), and taxes and high prices can decrease alcohol consumption among adolescents (Lockhart, Beck, and Summons, 1993). Zastowony, Adams, Black, Lawson, and Wilder (1993) found that exposure to antidrug information such as advertisements predicted AOD use among children and adolescents. Nettles and Pleck (1993) discuss the relationships between neighborhood factors, school

characteristics, and racial discrimination, and a number of negative behaviors, including alcohol and drug use.

- The National Evaluation of the Community Partnership Demonstration Program (CSAP, 1995b) has shown that community partnerships involving local government, health providers, the criminal justice system, schools, local religious organizations, local business, and citizens are effective vehicles for AOD prevention and prevention systems change at the community level (CSAP, 1995).

Drug Treatment Effectiveness

Acknowledgments

The objective of this paper is to report the state of the science of measurement of drug abuse treatment services outcome and to guide future research efforts, after carefully considering relevant clinical and health services research experience. To this end, the Office of National Drug Control Policy contracted with CSR, Incorporated, to convene a panel of clinicians, researchers, and administrators to guide the review of past research and experience and to recommend appropriate, reliable measures of treatment effectiveness. A full copy of this paper may be obtained from the ONDCP Drugs and Crime Clearinghouse (1-800-666-3332).

The talent, dedication, and thoughtful participation of the panel members, the Treatment Outcome Working Group, has provided a foundation upon which clinicians, administrators, and researchers can build future research and demonstrate the benefits of effective treatment approaches. ONDCP gratefully acknowledges all those individuals who served this effort.

TREATMENT PROTOCOL EFFECTIVENESS STUDY

Drug dependence is a chronic, relapsing disorder requiring specialized treatment. Breaking the cycle of dependence is difficult at best, and hardcore drug users often suffer extreme physical, psychological, emotional, economic, and social pain. In many ways, hardcore drug users are isolated from society. Their addiction affects not only them but also their families and friends as well as the larger community (Office of National Drug Control Policy [ONDCP], 1994).

Drug abuse treatment is the process of breaking an individual's dependence on illicit drugs (e.g., heroin and cocaine) or licit drugs (e.g., alcohol and prescription medications). Although the term "drug abuse treatment" implies a single entity, in fact it is a complex and variable network of services tailored to meet the multiple needs of the individual. Drug abuse treatment can take place in hospitals; long-term residential treatment programs; walk-in clinics; and counseling centers, psychotherapists' offices, and church basements. The choice of setting and the type of treatment selected by or mandated for the individual

depends on such factors as the drug of addiction, history of drug use and previous drug treatment, social needs, criminal record, economic status, and personality characteristics.

In both the drug treatment and in the treatment research communities, there is broad consensus that drug abuse treatment works. However, identifying the most effective type of treatment and for whom it is most effective continues to be a difficult task. In this climate of managed care, it is more important than ever to determine which treatment will work best for which patient. The surest way to make this determination is through rigorous evaluation of treatment modalities, treatment programs, and patient outcomes.

EVALUATING THE EFFECTIVENESS OF DRUG ABUSE TREATMENT

Evaluating drug abuse treatment effectiveness begins with an understanding of a number of other factors related to the drug treatment modality or program itself. These include knowing the array of social, medical, and other services needed and available to the drug user; understanding the extent of drug use in a community; and understanding the nature and progression of drug addic-

tion. The following sections discuss the considerations for treatment evaluation, definitions of effective drug abuse treatment, and recommendations for improving drug abuse treatment.

Considerations for Treatment Evaluation

For most drug users, treatment includes a variety of social and medical services necessary to aid recovery. For hardcore drug users (i.e., those suffering from continuing and increasing use, those suffering from significant social and health consequences, and those with a preoccupation with obtaining drugs), drug treatment occurs within a cluster of legal, social, and medical services functioning in the community. Knowledge of the ways in which these services are integrated and delivered is important to determine what can be expected from treatment and how to evaluate the treatment provided.

Interventions required by the hardcore drug user typically involve the criminal justice system, the health care system, and the welfare and educational systems. These, together with the drug abuse treatment system, serve the drug user in the process of treatment and recovery. These services sometimes, but not always, are delivered in a coordinated, supportive, and integrated fashion. The greater the support given the drug user throughout the process of treatment and long-term recovery, the greater the likelihood of treatment success. In reality, few communities claim fully functional provision of services for all persons in need, especially drug users. It is the degree of function or dysfunction of the treatment and service environment that must be understood to formulate expectations and accurately evaluate drug treatment effectiveness.

The extent and types of drug abuse in a community also must be gauged accurately to evaluate the array of required services. Ideally, the drug use patterns, medical and social consequences, and costs of drug abuse should be understood. In addition, understanding the nature of addiction is important to structuring and evaluating appropriate treatment services.

Defining Effective Drug Abuse Treatment

Given what is known about the many social, medical, and legal consequences of drug abuse, effective drug abuse treatment should, at a minimum, be integrated with criminal justice, social, and medical services and lead to the following results or outcomes:¹

- *Reduced use of the primary drug.* Definitions of treatment effectiveness include abstinence, reduced time to relapse, reduced frequency of drug use, and the reduced amount of the drug used in total and during each episode of use.
- *Improved functioning of drug users in terms of employment.* This includes increased number of days worked and enrollment in training programs or school, if needed.
- *Improved educational status.* This includes increased school attendance and improved grades and overall performance.
- *Improved interpersonal relationships.* This includes relationships with family, friends, and employers.
- *Improved medical status and general improvement in health.* This is indicated by fewer hospitalizations, doctor visits, and emergency room visits.
- *Improved legal status.* This is indicated by improvements in current legal status (e.g., probation, parole, or incarceration); fewer arrests; fewer convictions; reductions in crimes committed against self or others; and reductions in property crimes committed.
- *Improved mental health status.* This includes improved mood and cognition, reduced psychotic states, improved personality traits, and reduced need for mental health treatment.
- *Improved noncriminal public safety factors.* This includes reduced incidence of drug-related fires, motor vehicle crashes, accidents, trauma to self and others, and emergency room visits.

Among the indicators of treatment effectiveness cited above, the following are frequently cited as particularly important when determining treatment effectiveness among hardcore drug users, regardless of treatment model or client type:

- Reduced crime;
- Reduced drug use;
- Reduced domestic violence;
- Reduced behavior at risk for HIV (human immunodeficiency virus) infection;
- Increased days of employment; and
- Positive changes in social values and networks.

Recommendations for Improving Drug Abuse Treatment

Effective drug abuse treatment requires a thorough assessment and integration of the needs of every individual entering treatment. Matching client needs to the treatments and services available is an essential component of treatment success. In the short term, tailoring and integrating treatment and related services to the needs and characteristics of the individual and the specific drug that is abused may be time-consuming and costly, but the reduction of drug use and therefore the need for further treatment will provide the biggest payoff in the long term.

The following are areas in which many programs need to improve to reach the goal of treatment success for drug-abusing clients, including hardcore drug users:

- Integration of services;
- Needs assessment;
- Efforts to engage clients in treatment;
- Client retention;
- Intensity of services;
- Cultural sensitivity in treatment programs;
- Staff training and retention;
- Data collection and management services; and
- Stable sources of funding.

In addition, the following elements of a national-level program evaluation system would allow thorough monitoring of treatment goals:

- A series of demonstration programs that closely monitor service delivery over a specified period of time;
- Selective, regionalized data collection to identify changes in drug abuse patterns, such as reductions in drug-related crimes and violence; and
- Development of nationwide policy indicators that policymakers and treatment professionals will agree represent minimum standards for treatment services.

Evaluation of drug abuse treatment must focus on the effects of treatment, not on the drug problem itself. Treatment goals must be realistic and reflect what is possible, as opposed to what is desirable, in treating a particular client.

Treatment research should focus on rates of improvement as a result of drug abuse treatment, rather than on simply documenting a "cure." The degree of change expected should be realistic and take into consideration the resources that are available to an individual client.

Treatment evaluation should assess and document (1) whether patients receive the treatment they need, (2) whether (and which) other improvements are needed in treatment, (3) whether the array of consequences of drug abuse are reduced because of the quality of treatment and other services provided, and (4) whether the benefits outweigh the costs of investing in the treatment system. Future research efforts should focus on evaluating these areas and on monitoring the ongoing needs of the drug-using population.

The remainder of this review will present and describe (1) what is known about effective treatment, (2) what research reveals about which treatments work best and for whom, and (3) how treatment effectiveness is measured and the limitations of such measurement. Although broad research literature has been reviewed to prepare this report, the emphasis is on treatment for the hardcore drug user (i.e., those with criminal histories and those with chronic, heavy use of heroin and cocaine).

EVIDENCE FOR TREATMENT EFFECTIVENESS

Determining treatment effectiveness is a complex endeavor that hinges on the interplay among many client, program, and environmental factors. After more than 25 years of evaluations of various types of treatment programs, there are surprisingly few national longitudinal or multisite studies that offer universal, definitive "truths." However, three national multiprogram studies and one statewide study represent rigorous analysis of the effectiveness of the major treatment modalities (i.e., pharmacotherapies and the therapeutic communities, inpatient treatment settings, and outpatient treatment settings.)² These studies are known as the Drug Abuse Reporting Program (DARP), the Treatment Outcome Prospective Study (TOPS), the Drug Abuse Treatment Outcome Study (DATOS), and the California Drug and Alcohol Treatment Assessment (CALDATA). Although other studies of treatment effectiveness have been conducted and reviewed in preparation for this report, to date, these four studies are the broadest in scope. They were conducted with the largest populations in treatment, representing the widest variety of treatment programs, over the longest period of time. These studies and their findings in support of treatment effectiveness are described below.

Drug Abuse Reporting Program

DARP was conducted between 1969 and 1973 with individuals admitted into publicly funded drug treatment, and for the first time provided a nationwide, comprehensive assessment of treatment effectiveness with a large client sample. It was the first national followup study to assess treatment effectiveness based on clients' outcomes 1 year after treatment. Major findings from the DARP study include the following: (1) the three major modalities — outpatient drug-free, methadone maintenance, and therapeutic communities — produced an equal level of positive outcomes, and (2) clients in detoxification (i.e., inpatient) programs or those who dropped out of treatment within 3 months did not demonstrate positive outcomes.

Treatment Outcome Prospective Study

Building on the methodology and findings of DARP, from 1979 to 1981 the TOPS examined client characteristics, treatment, and outcomes for more than 11,000 clients in 41 methadone, residential, detoxification, and outpatient drug-free programs. Clients were assessed after 1 month in treatment; at 3-month intervals during treatment; and at intervals of 3 months, 1 year, 2 years, and 3 to 5 years after leaving treatment. Researchers in this study claimed that determining treatment effectiveness requires a consideration of both behavioral and psychological factors of those in treatment and an assessment of treatment success in terms of both drug use and improvement in related behaviors and attitudes. Consequently, the TOPS study concluded that effectiveness should be measured by changes in a client's antisocial (e.g., criminal) behavior, evidence of socially productive behavior (e.g., employment or school attendance), and cessation of drug use. The TOPS study found that 95 percent of individuals in residential treatment and 80 percent of individuals in methadone programs reported more than minimal drug use before entering treatment and a substantial reduction in use after 3 months of treatment. For example, of patients in residential programs for more than 13 weeks, 22.2 percent reported more than minimal use of heroin (not narcotics) before treatment. After 13 weeks of treatment, only 7.3 percent of the same population reported more than minimal use (Hubbard et al., 1989). Of those reporting illegal activity before drug treatment, 97 percent reported cessation of that activity during treatment. Furthermore, more than one-third of clients (across all programs) reported total abstinence from their primary drug during the followup period. Finally, a 50- to 57-percent decrease in indicators of depression was found in clients across all treatment modalities.

Drug Abuse Treatment Outcome Study

DATOS was conducted with groups of patients admitted to drug treatment between 1991 and 1993, and results are not yet available. DATOS is a multiyear, longitudinal study of 12,000 adult

clients in more than 50 treatment programs (e.g., methadone maintenance, inpatient, long-term residential and therapeutic community, and outpatient drug-free programs) in 12 cities, with followup of 4,500 clients. One of the largest longitudinal prospective studies of treatment outcome ever conducted, DATOS will attempt not only to determine which treatments work but also to conduct a more in-depth analysis of why various treatments work and for which patients. Preliminary data from this important study already are beginning to provide further insight into the most critical needs of patients entering treatment, who is and who is not entering treatment, and some of the barriers to successful treatment. For example, in a recent study comparing support services needed by TOPS and DATOS clients (based on self-reports), Etheridge and colleagues (1995) found a decline in services received by clients in methadone, long-term residential, and outpatient drug-free modalities for DATOS when compared to TOPS. For long-term residential clients reporting receipt of two or more services, there was a decline from 76.5 percent in TOPS to 49.9 percent in DATOS. Similarly in outpatient drug-free modalities, there was a decline from 59.8 percent to 14.8 percent of clients who reported having received two or more of the seven services [i.e., medical, psychological, family, legal, educational, vocational, and financial services] during the first 3 months of treatment. Furthermore, this trend was also evident for the DATOS methadone clients, where there was a decline from 19.8 percent to 4.6 percent.

California Drug and Alcohol Treatment Assessment

In 1992 the California Department of Alcohol and Drug Programs launched a large-scale study of the effectiveness, benefits, and costs of alcohol and drug treatment in California. The purpose of CALDATA was to study the effects of treatment on participant behavior, the costs of treatment, and the economic value of treatment to society. CALDATA's key findings demonstrate that treatment is a good investment for taxpayers and saves money in terms of real costs attributed to drug-related crime, illness, and lost productivity. The specific findings are summarized as follows:

- The cost of treating the approximately 150,000 participants represented by the CALDATA study sample in 1992 was \$209 million, while the benefits received during treatment and in the first year and thereafter were worth approximately \$1.5 billion in savings to taxpaying citizens, due mostly to a reduction in crime.
- Treatment for problems with crack-cocaine and powdered cocaine was found to be just as effective as treatment for alcohol problems and somewhat more effective than treatment for heroin problems.
- The level of criminal activity declined by two-thirds from before treatment to after treatment. The greater the time spent in treatment, the greater the percent reduction in criminal activity.
- Alcohol and other drug use declined by approximately two-fifths from before to after treatment.
- Hospitalizations were reduced by approximately one-third from before to after treatment. There were corresponding significant improvements in other health indicators.
- For each type of treatment studied, there were slight or no differences in effectiveness between men and women; younger and older participants; or among African-Americans, Hispanics, and whites.
- Overall, treatment did not have a positive effect on the economic situation of the participants during the study period. However, the data indicate that longer lengths of stay in treatment have a positive effect on employment. This finding is greater for those in residential programs than for those in other treatment types. The largest gains in employment occur with those individuals staying in treatment beyond the first month.

These noteworthy large-scale studies of drug abuse treatment effectiveness conclude that treatment works. But which treatments are most effective, and for whom are they most effective? The answers to these questions remain elusive. Although treatment programs have been studied

for decades, many studies produce isolated, anecdotal evidence of success for individual treatment programs. However, if standardized research methodologies with comparable outcome measures had been used, the research may have provided definitive information regarding treatment effectiveness for specific types of problems or clients. What we do know, gathered from the programs that have been thoughtfully evaluated, demonstrates that most treatments are effective under particular conditions and for some people. More rigorous studies using comparable measures of success will help us to answer these questions more definitively.

A REVIEW OF WHAT IS KNOWN ABOUT TREATMENT MODELS THAT WORK

This section reviews information about the following drug abuse treatment models that have been proven effective: therapeutic communities (TCs), pharmacological treatment, outpatient drug-free treatment, and inpatient treatment.

Therapeutic Communities

Therapeutic Communities (TCs) are intensive, long-term, self-help, highly structured residential treatment modalities for chronic, hardcore drug users who have failed at other forms of drug abuse treatment. More than one-third of all admissions (including dropouts) to TCs demonstrate long-term, successful outcomes 1 to 2 years after treatment. In addition, approximately 60 percent of all admissions show significant improvement on specific outcome variables 1 to 2 years after treatment. However, clients remaining in treatment longer than 12 months have the greatest likelihood of successful outcomes.

The following is known about TC treatment:

- Length of stay in treatment is predictive of outcome;
- Treatment is effective, although relapse is the rule; and
- Treatment is effective, although dropout is the rule.

TCs view drug use as a symptom of profound problems of personality, social maladjustment, inadequate interpersonal skills, little or no education, and few (if any) marketable job skills. In other words, the problem is the person, not the drug.

The environment of the TC, in supportive and confrontational aspects, serves to make clients aware of the role that their problems play in contributing to drug use. Elements of TCs (e.g., encounter groups, rule-setting and rule enforcement, rewards, and work) allow the client to learn — often for the first time — interpersonal, educational, and vocational skills and to develop psychological, moral, and social strengths that are fundamental to living a drug-free life, which is the common goal of all TCs.

The concept-based TC, often referred to as the “traditional” TC, is a departure from traditional psychiatric care (i.e., care in which the doctors are in control of treatment, rather than a modality in which patients exert control over their own recoveries). It is a self-help modality developed by recovering addicts. This modality has become widely accepted as an effective treatment approach for drug addiction and antisocial problems. Examples of TCs are San Francisco’s Delancey Street Foundation and New York’s Phoenix House, where the length of the residential stay ranges from 9 to 24 months and where residents move through explicit stages of treatment over time.

The TC atmosphere is informal and communal. TC staff comprise primarily recovered addicts and a limited number of professionals, such as psychologists. Staff and resident roles in all TCs are hierarchical in structure, with an explicit chain of command. New residents are assigned to work teams with the lowest status and are responsible for the most menial tasks, such as washing floors. As residents demonstrate increased competency and emotional growth, they are moved up the hierarchy, earning positions with improved status and privileges. These rewards are highly reinforcing. Group meetings are central to TC operations and treatment.

TCs provide an orderly environment for many who have lived in chaotic or disruptive settings, reduce boredom and distract from negative preoccupations that in the past had been associated with drug use, and offer an opportunity to achieve satisfaction from a busy schedule and the completion of daily chores. However, because TCs are physically and psychologically demanding, the dropout rate is high, especially in the first 3 months. Only one in four voluntary clients remains longer than 3 months, while fewer than one in six complete the 1- to 2-year course of treatment. For those who do complete the program, the possibility of living a life free from drugs is greater than for those who drop out early.

Measures of TC Treatment Effectiveness

The goal of all TCs, and the way they define clinical effectiveness, is the promotion of a drug-free lifestyle through psychological habilitation and rehabilitation. Additional issues become important in TC treatment for specific populations. Drug-addicted pregnant women or women with children need to develop self-esteem, parenting skills, and ways to cope without drugs in an environment that nurtures both them and their children. Adolescent drug users need approaches to treatment that take into account their sense of denial and invulnerability. Drug-addicted incarcerated offenders need an environment in which they will be respected, so that the dual goals of reduced recidivism to both prison and drug use will be met.

Good programs can be distinguished on the basis of well-defined treatment protocols, adequate staffing patterns and experience, explicit program goals, reasonable and consistent funding, and comprehensive management information systems.

Pharmacological Treatment

As with other types of settings, several factors govern the effectiveness of programs that use pharmacotherapy primarily:

- The intake population (i.e., substantial selection occurs during the screening process);
- The length of time an individual waits for treatment;
- The dropout frequency of those on the waiting list;
- The point at which the individual is in the treatment process;
- The client's environment;
- The points at which success is monitored;
- The services integrated into the overall service package; and
- The treatment process, including dosages, pattern and duration of treatment, training of providers, funding, and program demand constraints.

In addition, as with other treatment modalities, programs that provide pharmacological treatment consider retention in treatment a measure of positive treatment outcome. Understanding who is retained and the referral history of clients can help programs prevent relapse and attrition.

The success of pharmacotherapy programs is well documented. A variety of pharmacological treatments for drug dependence and evidence of their effectiveness are described below.

Treatment of Opioid Dependence

Pharmacological treatments for opioid dependence frequently use one of two general approaches. The first approach is long-term treatment in which the addict is maintained with a legally sanctioned narcotic such as methadone. The second approach is short-term treatment in which the addict is intended to be detoxified to a drug-free state. This review will focus on long-term pharmacological treatment.

Pharmacological maintenance programs involve the long-term administration of a medication that either replaces the illicit drug or blocks its actions. The medication is administered for at least one month and can be administered for as long as sev-

eral years. The goal of some programs is lifetime maintenance on medication. Lifetime maintenance may be warranted as patient needs and preferences dictate.

Methadone

Methadone is a narcotic analgesic that is an effective substitute for heroin, morphine, codeine, and other opiate derivatives. Opiates act quickly and wear off within a few hours of administration, producing withdrawal symptoms such as sleep disturbance, agitation, and mild depression. Long-lasting methadone doses are substituted for illicit opiates to suppress withdrawal symptoms. Methadone may be prescribed to assist in detoxification or to reduce the use of illicit drugs and the related criminal, social, and psychological problems associated with them.

Methadone is used to suppress opioid withdrawal symptoms for the entire 24-hour period between doses without producing euphoria or sedation. This treatment eliminates a major source of pressure to use illicit opioids (i.e., the discomfort of withdrawal). The use of methadone typically renders concurrent use of other opioids ineffective for purposes of producing euphoria.

Detoxification using methadone takes between 3 weeks and 6 months. The process begins with increasing the dosage of methadone and decreasing illicit opiate use without producing symptoms of withdrawal. Methadone doses eventually may be tapered down to zero. Attrition is reported to be high during the second week of 3-week programs, and patients show a rate of relapse greater than 90 percent.

Methadone maintenance programs frequently are long term, often lasting 12 months or longer. Participation in methadone maintenance programs enables recovering addicts to focus on their social and vocational rehabilitation and to become reintegrated into society, although they still are addicted to an opioid. Reducing the use of illicit drugs and reducing the commission of other crimes to finance the drug habit are the primary goals of methadone maintenance. Improved phys-

ical and psychological well-being and social productivity also are objectives.

A 1991 study sponsored by the National Institute on Drug Abuse focused on six established methadone maintenance programs in New York, New York; Philadelphia, Pennsylvania; and Baltimore, Maryland. Comprehensive data about the structure and operations of these programs were collected during a 3-year period. For example, the study found that the experience and education of counselors at these facilities varied. Each clinic had its own philosophy of treatment, which appeared to be strongly conditioned by the director's personal philosophy. Unfortunately, the criteria that constituted a successful outcome were often unclear to the counselors who were providing treatment. The only services applied consistently were case management and individual counseling sessions. Initial assessment by a counselor was consistently available at only one program. This study found that although opioid use declined markedly after admission, 82 percent of subjects who left treatment rapidly relapsed to intravenous drug use within 1 year. Crime was reduced substantially at all six programs.

Naltrexone

Naltrexone, an opioid antagonist, blocks the effects of opioids such as heroin, thereby discouraging their use. Naltrexone can be administered in small daily doses or in larger doses three times per week. To avoid intensified withdrawal symptoms, patients must be completely detoxified from opioids before Naltrexone can be used. Detoxification can be accomplished with the aid of buprenorphine or clonidine.

Naltrexone is typically an adjunct to individual, group, or family therapy. In general, naltrexone is thought to work best for highly motivated patients, especially those with social supports. Consequently, the retention rate appears to be greatest for health professionals and others with high social and economic status. Patients with appropriate external motivations, such as fear of job loss or return to prison, may also find success using naltrexone if they have family support.

In 1986 researchers reported on the success of naltrexone programs serving three general types of patients. The key findings of this study are summarized below:

- The Veterans' Administration in Philadelphia treated 327 outpatient addicts for an average of 9 years. At the 6-month followup, 32 percent of patients receiving naltrexone for more than 30 days remained opioid free.
- Middle-class suburban subjects who had been using opioids for an average of 10.5 years were studied in 13 California clinics. Included in this study were 42 former heroin addicts who had been maintained with methadone, levo-alpha-acetylmethadol (LAAM), or other medications prior to naltrexone treatment. Most of these subjects were employed. Outcomes studied were drug use and treatment retention. Retention averaged only a few weeks but was clearly helped by counseling. It was concluded that the use of naltrexone appears to promote long periods of opioid abstinence but does not prevent subsequent relapse.
- Of the 114 business executives treated at Regent Hospital in New York City and at Fair Oaks Hospital in Summit, New Jersey, all had been addicted for at least 2 years and had entered treatment under serious threat of losing their jobs. The initial phase of the programs, lasting 4 to 10 weeks, consisted of treatment with clonidine detoxification, group therapy, peer group meetings, family meetings, individual therapy, educational sessions, and physical exercise. The second phase consisted of outpatient naltrexone treatment for at least 6 months in conjunction with group and/or individual therapy, self-help groups, and urine monitoring. Outcomes reported were drug use, employment, and retention in treatment. At 12- to 18-month followup, 64 percent of subjects were still opioid free. Patients who completed at least 6 months of treatment were more likely to be opioid free, employed, and continuing therapy or participating in a self-help group than those who discontinued treatment shortly before hospital discharge.

Buprenorphine

Buprenorphine, a medication still in the experimental stage, exhibits mixed opioid-like and opioid-antagonist properties. It causes dependence in those not already taking opioids but acts as an antagonist to precipitate withdrawal in those who are opioid dependent. Maintenance buprenorphine treatment, like methadone, seems to reduce craving, enhance treatment retention, and block the effects of illicit opioids. Buprenorphine is more frequently used as an aid to detoxification.

LAAM

Long-acting opioid maintenance compounds, such as LAAM, are being developed to overcome the need for daily clinic attendance required by methadone maintenance. LAAM has been shown to suppress withdrawal symptoms in opioid-dependent subjects for 72 to 96 hours. Its delayed onset results in fewer sedative effects and less euphoria than methadone.

Clinical trials of LAAM suggest that it is comparable to methadone maintenance in clinical safety and efficacy but offers a number of advantages. First, its long duration of action allows clinic attendance to be reduced from daily attendance to attendance three times per week. The need for take-home doses that may be diverted to street use is eliminated. LAAM also increases the clinics' treatment capacity, since fewer clinic visits per patient are required. Fewer clinic visits further reduce the patient's feelings of dependence on the clinic. Second, slower onset and more sustained action reduce feelings of sedation and decrease its attractiveness to street addicts as a potential drug of abuse.

Treatment of Cocaine Dependence

Both short-term and long-term medications have been studied for their potential to treat addiction to cocaine and its derivatives. None of these medications has been accepted for widespread use. Short-term medications (e.g., amantadine and bromocriptine) have been shown to reduce symptoms of cocaine withdrawal (e.g.,

cocaine craving, lack of energy, depression, and insomnia). Long-term agents have a delayed onset of action in reducing cocaine craving. For example, desipramine's onset of action is usually delayed for 10 to 20 days.

Flupenthixol decanoate has both antidepressant and antipsychotic properties. Preliminary research on this medication has shown it to be effective in ameliorating cocaine withdrawal symptoms. In experimental research, flupenthixol has been found to decrease cocaine use markedly, resulting in a 260-percent increase in the average time a patient was retained in treatment compared with their longest previous stays.

Measures of Pharmacological Treatment Outcome

Outcome measures used for evaluating pharmacological treatments depend on the philosophy of the individual program and the goals of the researchers. Short-term pharmacological treatment generally implies detoxification. Medications for detoxification are usually evaluated in terms of immediate pharmacological effects and retention in treatment for the several days that detoxification requires. These medications are intended to subdue physical withdrawal symptoms.

Medications for long-term or maintenance treatment (e.g., methadone or Naltrexone) are usually evaluated for overall effectiveness and are measured by such factors as retention in treatment as part of specific programs. Outcome measures have included the following (separately or in various combinations):

- *Drug use.* This is measured in terms of use of heroin, total opiates, cocaine, intravenous drugs, depressants, marijuana, or alcohol.
- *Criminality.* This is expressed by number of arrests or convictions, time spent in jail, number of days involved in crime, percent of income derived from crime, or dollar amount derived from crime.

- *Productivity.* This is defined by employment, school, or homemaking.
- *Medical problems.* This includes days having medical problems, time physically disabled, and reduction of intravenous-related risk factors such as AIDS (acquired immune deficiency syndrome) and hepatitis.
- *Psychological functioning.* This is usually measured with standard instruments, such as the Beck Depression Inventory.
- *Social functioning.* This is usually measured as the number of days having family or other interpersonal problems.

Many researchers use the Addiction Severity Index (ASI) for all measurements. The ASI is a structured clinical interview that can be administered in 30 minutes. It produces 10-point problem severity ratings in each of 6 areas commonly affected by addiction: drug abuse, physical health, employment, family/social supports, the law, and psychological health. "Current functioning" combines ASI measures of employment, drug use, family, and psychological problems for the past month. In addition, the ASI has proven to be extremely useful as a set of relevant measurement outcomes in clinical trials examining addictive disorders.

Outpatient Drug-Free Treatment

Some researchers consider outpatient drug-free treatment to be the "backbone" of treatment efforts in most parts of the United States. Outpatient drug-free treatment includes a range of protocols, from highly professional psychotherapy to informal peer discussions. Counseling services vary considerably and include individual, group, or family counseling; peer group support; vocational therapy; marital therapy; and cognitive therapy. Aftercare, considered necessary to prevent relapse, typically consists of 12-step meetings, periodic group or individual counseling, recovery training or self-help and relapse prevention strategies, and/or vocational counseling.

The National Drug Abuse Treatment System Survey, conducted in 1988, indicated that outpatient drug-free programs have an average of 9 staff members, compared with 13 in methadone maintenance programs, and tend to have more staff members with advanced academic degrees and with drug abuse treatment certification or training than do methadone maintenance programs. TOPS found that outpatient drug-free programs are more likely than other modalities to employ psychologists and social workers.

Measures of Outpatient Treatment Effectiveness

While abstinence appears to be the ideal goal of outpatient drug-free treatment programs, reduced drug use is commonly viewed as a more realistic objective and also is considered a sign of treatment efficacy. The clinical measures of effectiveness are particularly difficult to discern due to the enormous diversity within the modality and the relative scarcity of available outcome studies. Like the other major modalities, outpatient drug-free programs most often focus on clients' drug use when assessing treatment effectiveness. Studies indicate that outpatient drug-free programs are more likely than outpatient methadone programs to stress abstinence as an outcome. Even so, relapse is common and is not considered a sign of treatment failure. Other common measures of effectiveness, depending on the intensity and range of services offered by particular programs, are improved employment status, reduced criminal activity, and a wide variety of psychosocial factors. Programs specifically for women consider other outcomes, such as improved perinatal outcomes and parenting skills, as significant signs of treatment effectiveness.

Outpatient drug-free treatment programs continue to grow in number and diversity. As more and more people turn to outpatient treatment as a cost-effective treatment modality, a clearer understanding will be needed regarding the effects that these treatments have on overall long-term outcomes.

Inpatient Treatment

Inpatient treatment refers to the treatment of drug dependence in a hospital and includes med-

ical supervision of detoxification. Inpatient drug treatment programs traditionally lasted for 28 days, although this duration has changed considerably since the emergence of managed care models in substance abuse services and currently range from as little as 3 days to longer, more traditional lengths of stay. Criteria for hospitalization of the cocaine abuser are as follows:

- Users whose drug compulsions are uncontrollable, especially heavy freebasers³ and intravenous drug users;
- Users with physical dependence on other drugs or alcohol;
- Users with severe medical or psychiatric complications;
- Users with severe psychosocial impairments; and
- Users who have failed in outpatient treatment.

Admission to inpatient programs to treat dependence on drugs other than cocaine is equally stringent, often using the Diagnostic and Statistical Manual of Mental Disorders, Fourth Edition criteria for drug use disorders.

The primary objective of inpatient drug-free treatment is to help the patient achieve and maintain a drug-free lifestyle. Additional objectives include the following: decreased involvement in illegal activities; increased productivity in work or school settings; improved social, family, and psychological functioning; and improved physical health. Improved psychological and family functioning facilitates improvement in other areas as well. There are different types of inpatient programs, serving different types of clientele. Those discussed below are therapy-based programs, 12-step programs, and multimodality programs.

Therapy-Based Programs

Therapy-based programs, also referred to as psychiatric inpatient programs, tend to serve older or middle-class patients, adolescents whose drug use has not yet developed the secondary characteristic

of drug addiction, and patients who have a specific psychiatric problem in addition to drug use. Psychiatric programs require a 4- to 12-week length of stay, although adolescent treatment may be longer. Programs generally begin with detoxification, followed by a variety of services, including individual, group, and family therapy; education; and training in behavioral techniques, such as relaxation and exercise. Participation in Alcoholics Anonymous (AA) or Narcotics Anonymous (NA) is required. Psychiatric inpatient programs are described as more useful for older, middle-class, or blue-collar patients. Addicted health professionals constitute a specific patient population that appears to benefit from psychiatric inpatient treatment.

12-Step Programs

Twelve-step programs, such as the Minnesota Model (patterned after the Hazelden program in Minnesota), are based on a model of total abstinence. Certified counselors (often recovering addicts) conduct most of the group and individual counseling, with program staff providing consulting and resource backup as needed. Counseling is focused on family and other interpersonal relationships. Patients work on at least the first four steps of the AA model while in the treatment program, with progression through the remaining eight steps expected through subsequent involvement with AA or NA. Detoxification and health assessment also are included in 12-step programs. Patients in 12-step programs generally are middle-class or working-class males with a high school education who do not have co-occurring psychiatric disorders. Lower rates of abstinence were reported for clients under age 25. Twelve-step treatment is reportedly more effective for middle-age participants than for those in other age groups.

Multimodality Programs

Multimodality programs, pioneered by Jaffe (1973) and Kleber (1985), offer a variety of services, including inpatient treatment, medical care, outpatient brief treatment, vocational training, educational enhancement for adolescents, family therapy, adult or adolescent TCs, methadone

maintenance, group psychotherapy, individual psychotherapy, drug education, and stress-coping techniques. Multimodality programs require coordination among noncompetitive treatment programs. These options often exist within a single community.

Treatment options differ from program to program. A case manager or client representative assists patients in selecting appropriate treatment options. Inpatient treatment generally is required at some point in the multimodal treatment process. Patients may be transferred into or out of different treatment modalities based on progress, which is assessed by evaluation staff and the case manager. Criteria for transfer include the following: level of compulsion or severity of drug use, psychiatric or psychological impairment, compliance with program requirements, and improvement in psychological functioning.

Inpatient treatment is not an option for everyone, including many drug-using women with children. Few programs provide childcare services; foster care may be the only option for women who require inpatient treatment, especially for low-income families and single women. Many women avoid treatment for fear that they will be unable to regain custody of their children after completing treatment. Pregnant women may risk criminal charges for drug use during pregnancy and may therefore refrain from seeking treatment.

Measures of Inpatient Treatment Effectiveness

Abstinence is the most common goal of inpatient treatment programs and the most widely used measure of clinical effectiveness. Abstinence, by most definitions, means refraining from use of all drugs, including the primary drug of dependence (generally cocaine or heroin), alcohol, marijuana, and all other mood-altering drugs. Measures of abstinence, however, may be divided into separate measures for abstinence from the primary drug of dependence, alcohol, marijuana, and other drugs. Alternately, abstinence may be measured by the length of time the patient remains drug free during the followup period or by the frequency of subsequent drug use.

Measures of clinical effectiveness focus on continuance of a drug-free lifestyle and evidence of improved psychological functioning and social skills for all inpatient programs reviewed. All programs measured total abstinence, although some included data on levels of use for nonabstainers and an indication as to whether data were self-reported or verified objectively. Participation in aftercare, another measure of treatment effectiveness, is an important factor in preventing relapse and continued development of coping skills.

Intake data are benchmarks against which post-treatment lifestyle measures are compared. The CATOR (the Chemical Abuse/Addiction Treatment Outcome Registry) methodology and studies using the ASI are examples of pretreatment and posttreatment measures of outcome variables.

INTEGRATING SERVICES FOR SUCCESSFUL OUTCOME

Regardless of the setting (e.g., inpatient, outpatient, or residential), a successful course of treatment will combine therapies, services, and methods that produce favorable outcomes. Since drug users, especially hardcore drug users, face many related problems (e.g., high-risk environment, unemployment, lack of education, and physical and sexual abuse), effective treatment requires several critical elements, including the following:

- Complete and ongoing assessment of the client;
- A comprehensive range of services, including pharmacological treatment, if necessary; counseling, either individual or group, in either structured or unstructured settings; and HIV-risk reduction education;
- A continuum of treatment interventions;

- Case management and monitoring to engage clients in an appropriate intensity of services; and
- Provision and integration of continuing social supports.

These elements, rather than the specific treatment models, determine whether a program will be successful in treating individual clients and affecting the broader social or community problems that exist because of drug abuse.

In conclusion, drug addiction is a complex disorder involving a range of biological, psychological, and often environmental factors. Drug addiction is often a chronic, relapsing disorder, and treatment works when those who abuse drugs can be engaged and retained in treatment and when other needed services can be integrated with drug treatment itself and delivered to help clients resolve the range of problems that accompany their drug use.

ENDNOTES

- ¹ Source: Treatment Outcome Working Group, a meeting of treatment and evaluation experts in 1993 that was sponsored by ONDCP. The meeting's goal was to provide recommendations to improve treatment outcome research. Recommendations throughout this report are based on findings of the group and on research conducted with this study.
- ² Treatment programs have evolved over time from this traditional categorization, which is the categorization used in research literature. Today, many programs combine elements from more than one modality.
- ³ "Freebase," a concentrated form of cocaine that is smoked, is prepared by extracting (freeing) the alkaloid (base) from the salt of the drug.

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The ONDCP Transit Zone Study

The National Drug Control Strategy calls for a controlled shift of interdiction program emphasis from the transit zone to the source countries, focusing programs to interrupt the flow of drugs at the source of supply, where it is more vulnerable than in the less vulnerable transit zones. This policy is intended to improve the effectiveness of the National Drug Control Strategy by concentrating drug control assistance in major producer and transit countries to attack the drug-trafficking infrastructure. The policy shift reflects an extensive analysis of interdiction program effectiveness conducted by the NSC in 1993.

Recent criticism and concern over the efficacy of the shift in emphasis from the transit zone to the source countries, both within the interdiction community and among some members of Congress, prompted the Administration to review this policy to see what impact applying more resources in the transit zone would have on the flow of cocaine.

ONDCP contracted with Evidence-Based Research (EBR) to conduct the study. ONDCP assigned EBR with three very specific tasks. Task #1 was to build a baseline for the analysis by developing an inventory of FY 94 interdiction and law enforcement operations and resources in the transit zone. The second and third tasks were similar in that EBR was to consider increases in resources above the baseline and determine the change in disruptions within the transit zone. Specifically, Task #2 was to consider a \$200 million increase in resources. Task #3 was to consider a \$500 million increase. EBR was to report its findings to ONDCP in a series of briefings.

This report summarizes EBR's analysis and recommends current policy options. Unclassified charts prepared by EBR summarizing its analysis follow this report.

THE EBR ANALYSIS

ONDCP's intent was to conduct an analysis of interdiction programs in the transit zone and project the potential benefits or costs of alternative resource levels. Interdictions at the border or in source countries (unless drugs were in transit out of the source countries) were not to be considered. The reason for this seemingly narrow focus reflects the precise questions raised by the interdiction community and Congress over the reduction of interdiction efforts in the transit zone.

EBR was asked to determine the impact of alternative resource levels on disruptions to the flow of drugs in the transit zone. The term "disruptions" is defined to include disruptions to events and disruptions to smuggling patterns. Event disruptions include seizures, jettisons, abortions, arrests, crashes, detentions, asset seizures, and changes in smuggling routes. Pattern disruption is defined to include shifts in schedule; smuggling techniques; path, origin, or destination; platform; and mode of smuggling. Some of the specific effects of disruptions include removing drugs from the pipeline, increasing trafficker costs, compromising schedules, enabling law enforcement investigations, and increasing trafficker turmoil from the increased distrust caused by successful law enforcement disruptions.

The "transit zone" is defined as the Caribbean Sea, the Gulf of Mexico, Central America, Mexico, and the Eastern Pacific from South America to the U.S. border.

EBR's ANALYTIC APPROACH

EBR collected FY 1994 data from several key Federal agencies about force laydown, the drug threat (routes, modes, volumes, trends), outcomes (disruptions, trafficker success rates), cost factors, postulated trafficker responses to changes in Fed-

eral agency programs, and the effects of changes in resource levels. Six agencies provided this information: Customs, Defense, Coast Guard, DEA, CIA, and the State Department. Using this data, a "baseline threat" was established in which "syndromes" of transit zone modes (how drugs are moved) were identified for FYs 1995, 1996, and beyond.

Discriminant analysis, correlation analysis, and other such formal approaches were used to assess performance of Federal agency resources against transit zone drug smuggling. EBR defined the baseline threat in terms of cocaine movement events and then projected this threat using agency-provided information. EBR then analyzed interdiction asset data (resources) and estimated the optimal mix of resources to respond to that projected threat under the two funding options established by the terms of the contract (plus \$200 million and \$500 million over the FY 1994 baseline).

EBR's FINDINGS

EBR's analysis illuminated two policy areas for the transit zone. The first was to identify those assets whose contribution or value in affecting transit zone smuggling was greatest. In other words, EBR was able to identify which assets and programs were most useful for responding to the transit zone drug smuggling threat. Second, EBR was able to quantify the impact on the drug smugglers' success rate in moving drugs through the transit zone of alternative transit zone interdiction options.

EBR's analysis of the baseline and the projected threat suggests the following priority order to increasing assets in the transit zone.

- The first priority should be given to intelligence because it is relatively low cost, has the greatest leverage, and is crucial for responding to the maritime threat.
- The second priority should be given to improving disruption capability. Otherwise, law enforcement will be unable to respond to the

targets identified by the increased and improved intelligence.

- The third priority is to provide additional detection and monitoring, primarily to fill geographic gaps and to ensure the ability to link intelligence with disruption capability.

EBR projects that the drug threat in the transit zone will change substantially over the study period. According to its analysis, EBR projects that there will be a long-term shift in mode from aviation to maritime. Aviation declines to half of its FY 1994 baseline level, whereas maritime increases by 35 percent. Aviation will not decline below 50 percent of the FY 1994 baseline level because there is a high likelihood that maritime trafficking will be disrupted if detected. The land threat is assumed to be unchanged over the study period.

The results of EBR's analysis are shown in Table 2-2. The row labeled "FY 1994 Baseline" shows the estimated smuggler success rate under the assumed threat and deployment of assets in FY 1994. According to EBR's analysis, drug smugglers had a success rate of 69 percent in FY 1994, i.e., 69 percent of all events through the transit zone (land, air, and maritime) occurred with no disruption to the drug trafficker.

EBR stresses that its analysis produces estimates of changes in numeric terms that may convey an artificial sense of precision. Given the uncertainty contained in the information collected from Federal agencies, and the methods used, estimates of trafficker success rate have a confidence inter-

Table 2-2
Impact of Increasing Resources
in the Transit Zone on
Drug Trafficker Success Rates

Scenario	Trafficker Success Rate *
FY 1994 Baseline	69%
+ \$200 Million	58%
+ \$500 Million	53%

* ± 10-20 percent confidence range.

val range of plus or minus 10-20 percent. EBR assumed that the underlying data from the agencies are valid and did not seek independent confirmation of the costs and outcome information. EBR's analysis also assumes a constant demand for illicit drugs in the United States, that smugglers and their assets in the transit zone are replaceable, and that source countries will not eradicate supply.

EBR's analysis suggests that more potential benefit can be derived from a systems approach that emphasizes a mobile defense and balances both geographic and functional capability. EBR identifies asset packages for each funding option and notes that each package is a system of assets, and not a priority listing of assets. As for the impact on the traffickers' success rate, the analysis suggested modest benefits:

- The addition of \$200 million in assets along the lines discussed above hinders drug smugglers only modestly. According to EBR's analysis, there is an eleven percentage point reduction in the smugglers' success rate. It declines from 69 percent under the baseline to 58 percent with the additional resources.
- The addition of another \$300 million (under the \$500 million option) reduces this success rate an additional five percentage points from the \$200 million option, for a total reduction of 16 percentage points from the baseline scenario.

It is important to be aware that success is defined in terms of movement event disruptions. The 11 or 16 percentage point change, depending on which scenario is considered, means that more illicit drugs will be seized, jettisoned, or aborted, or that the smuggler will be arrested or detained, or that there might be a crash or sinking.

It is also important to be mindful of the confidence interval associated with the estimates. The 10-20 percent confidence range means that the additional resources could result in no change in the smuggler success rate. The estimated success rates under either option are within the 10-20 percent range of the 69 percent success rate estimated

for the baseline. However, EBR cautions that it has used conservative assumptions about the efficiency of assets, which would suggest that some measurable gain in force efficiency (expressed in terms of reduced smuggler success rates) may be reasonably expected.

The tonnage of cocaine that could be potentially affected by more resources in the transit zone is not substantial. The study estimates that 812 total metric tons moved in the transit zone in 1994. This level reflects cocaine destined both for the United States and other consuming nations. About 560 tons were successfully moved (i.e., not disrupted) in 1994. This estimate is reduced to 470 tons under the \$200 million option and 430 tons under the \$500 million option. Given that U.S. cocaine consumption is less than 300 tons, the impact of the additional resources in the transit zone does not seem significant enough to affect U.S. drug use. And, under EBR's definition of a disruption, not all the tonnage affected by increased disruption in the transit zone would be lost to consumption. Some of the drugs stay in the pipeline for subsequent movement out of the source countries to one of the consuming nations.

POLICY DISCUSSION

The analysis achieved its objective by quantifying the potential benefit in terms of changes in smuggler trafficking success rates caused by the additional interdiction funding and resources. The EBR study found that an additional \$200 million in the transit zone results in a change in the smugglers' transit zone success rate from the 69 percent baseline to 58 percent; a \$500 million investment changes the success rate from 69 percent to 53 percent.

The challenge for Federal policy is to determine not only the benefits from a direct investment in the transit zone, but to also consider whether the investment of a similar level of resources elsewhere in the drug strategy might produce even more benefit. In the case of this study, the analysis was purposely quite narrow in that it only focused on transit zone interdiction — this was done in

direct response to the specificity of concerns raised by the Interdiction community and Congress. However, interdiction does not occur only in the transit zone; it also occurs along the U.S. border and in source countries. The benefits from investing resources under either funding option in each of these other areas where interdiction does occur should also be considered before decisions are made about how to expend additional interdiction resources.

Based on EBR's analysis, it appears that the current drug strategy, with its emphasis on the controlled shift from the transit zone to source countries, remains viable for the following reasons:

- The change in the trafficker success rate identified by EBR for either funding option is modest at best. Under any option, the traffickers remain highly successful in the transit zone. Roughly speaking, 7 out of every 10 smuggling events are successful in the baseline. This changes to 6 out of 10 for an additional \$200 million and 5 out of 10 for \$500 million.
- The tonnage of cocaine that could be potentially affected by more resources in the transit zone is not substantial enough to affect U.S. cocaine demand. EBR estimates that 812 total metric tons were moved in the transit zone in 1994. This level reflects cocaine destined both for the United States and other countries. About 560 tons were successfully moved (i.e., not disrupted) in 1994, according to EBR. This estimate changes to 470 tons under the \$200 million option and 430 tons under the \$500 million option.
- The relative impact on the flow of drugs to the United States that would result from adding the same level of resources to the border or in source countries is not considered. Estimates of the relative gains from a similar investment in these zones must be considered before deciding the merit of adding funds to the transit zone.
- Similarly, an analysis must be done of the relative impact of an investment of resources elsewhere in the Drug Strategy.

In conclusion, it does not appear that the potential benefit in the form of decreased trafficker smuggling success rate in the transit zone is significant enough to warrant the additional resources under either funding scenario.

Analysis of Drug Use Progression

This paper summarizes research on the relationship between adolescent alcohol and tobacco use and the subsequent use of other drugs. The notion that the use of alcohol and tobacco can lead to the use of so-called “harder drugs” is commonly referred to as the “gateway” theory. Concepts from the gateway theory were explored by CSR, Incorporated, under contract to ONDCP using data from three national databases: (1) the 1992 National Longitudinal Survey of Youth (NLSY), (2) the 1991 Youth Risk Behavior Survey (YRBS) sponsored by the Centers for Disease Control and Prevention, and (3) the 1988 National Adolescent Student Health Survey (NASHS) of the American School Health Association. Few analyses on this subject have been performed using more than one national data set.

The present study found a mild relationship in all three data sets between prior use of alcohol and subsequent use of marijuana or cocaine. The relationships were somewhat stronger in all three data sets between prior tobacco use and subsequent use of marijuana or cocaine.

Data Sets

The NLSY is a multistage, stratified sample of dwelling units in the United States. Adolescents between the ages of 14 and 21 were interviewed for each dwelling unit selected into the sample in 1979. Oversampling was performed for African-Americans, Hispanics, and economically disadvantaged white youth. In the initial cohort, 12,686 respondents were interviewed.

The YRBS is a school-based survey for which students in grades 9 through 12 are interviewed. The survey excludes school dropouts as well as other students who were absent from school on the day of the interview. Oversampling of schools with large African-American and Hispanic populations was performed. The 1991 survey had 12,272 respondents.

The 1988 NASHS also is a school-based survey for which students in grades 8 through 10 were interviewed. Approximately one-half of the sampling strata represented rural regions. The number of respondents who were asked questions about drugs was 3,789.

WHY THIS STUDY?

In 1993 the General Accounting Office (GAO) released a report examining drug use among youth and the risk factors associated with such use. Although the study used several national data sets (such as the National Institute on Drug Abuse's [NIDA's] National Household Survey on Drug Abuse, the High School Senior Survey, and the Bureau of Labor Statistics' NLSY), different analyses were performed with each data set, and only the NLSY was used to evaluate risk factors for drug use. The GAO concluded that early use of alcohol among youth was associated with early use of marijuana and cocaine, a conclusion made after examining the results of “odds ratios” obtained from logistic regression models.

It is not clear, however, whether the GAO distinguished between prior drug use, subsequent drug use, and concurrent drug use when evaluating these risk factors. Such distinctions may not have been necessary for the GAO's purposes, but these distinctions become critical when examining the gateway concept. Furthermore, the interpretation of odds ratios becomes moot in situations where the outcome event — in this case, a particular type of drug use — occurs frequently in the database. Since the GAO found that 42 and 47 percent of survey respondents used marijuana and cocaine, respectively, over time, it is clear that some outcome events under consideration by the GAO were indeed frequent. However, as noted above, different analyses were performed with each data set, and only the NLSY was used to evaluate risk factors for drug use. The present study took the GAO effort to the next

step by designing a methodology that allowed an evaluation across databases.

IMPROVING ON PREVIOUS METHODOLOGIES

One purpose of the present study was to compare results obtained from one database with those from another database. Therefore, a preliminary analysis was performed to determine which variables were common to all three databases. In addition to alcohol and tobacco use data, only cocaine and marijuana use data are included in all databases. Consequently, only these drugs were considered when determining the effect of the risk factors on drug use.

ONDCP's pursuit of the gateway theory focused on two methodologies: (1) contingency table analyses using relative risk statistics and chi-square tests, and (2) logistic regression. These are some of the most commonly used methods for analyzing categorical data. To the extent possible, the variables used in the analyses were those common to all databases, allowing an evaluation of the consistency of findings across databases.

The results of the analyses from each of the three databases were compared to determine (1) the degree to which the gateway drug concept is supported by the data, and (2) whether the associations found are consistent across databases.

SUMMARY OF PREVIOUS RESEARCH FINDINGS

The findings of the research studies discussed above suggest the following:

- *Initiation of drug use is progressive in nature.* The research demonstrates that there is a progression in drug use beginning with nonuse of any substance, followed by initial use of at least one licit substance, followed by initial use of an illicit substance (usually marijuana), finally followed by hard-drug use. The final stage of this progres-

sion appears to be the use of medically prescribed psychoactive drugs. While variations in this progression are reported (e.g., the inclusion of problem drinking or the diminished role of alcohol in the progression), the sequence of progressive drug use appears to be consistent and fairly invariate across studies.

- *Initiation of drug use is cumulative.* The research indicates that an individual's progression in drug use tends to be cumulative in that use of earlier substances does not cease but continues, often with greater intensity, as new substances are tried.
- *The relative importance of alcohol and tobacco varies for males and females.* While alcohol appears to be a significant predictor for males' future drug use, alcohol and tobacco share significance for females' future drug use.
- *The definition of "gateway drug" varies from study to study.* While some research identifies alcohol, tobacco, and marijuana as gateway substances, others identify either alcohol or tobacco or both as gateway drugs. The significance of the initiation of alcohol and tobacco cannot be understated. This is not to say that the initiation of marijuana use is not as pivotal; however, the research clearly shows that without the initiation of alcohol and tobacco use, the initiation of use of other substances is highly unlikely. Marijuana has not been proven to be a gateway drug; once an individual initiates marijuana use, the individual already has "stepped through" the gateway.
- *The age of onset of regular drug use is more important to note than simply age of onset of any drug use.* While the age of drug use initiation is important in predicting future drug use and its frequency, evidence exists that the initiation of regular gateway drug use is even more important; the earlier an individual initiates gateway drug use, the more likely it is that he or she will use illicit drugs in the future. For those who use gateway drugs regularly, the likelihood of future use also increases.

FINDINGS OF COMPARISON OF THREE NATIONAL DATA BASES

The findings of the comparison of the NLSY, YRBS, and NASHS databases are discussed in terms of the contingency table analyses and logistic regression analyses used to compare the databases.

The contingency table analyses and the logistic regression analyses in the present study suggest a weak relationship between prior use of alcohol and subsequent use of marijuana or cocaine in all three databases. The relationships are somewhat stronger between prior tobacco use and subsequent marijuana use and prior tobacco use and subsequent cocaine use, although the relationships appear weaker in the NLSY. In the case of prior tobacco use and subsequent cocaine use, the relative risks obtained from regression analyses were 1.4 for the NLSY, 1.2 for the YRBS, and 3.0 for the NASHS. For prior use of tobacco and subsequent use of marijuana, the regression relative risks were 1.3 for the NLSY, 2.5 for the YRBS, and 2.4 for the NASHS.

In the case of the NLSY, most study participants were adolescents during a time when illicit drug use was more common than it is today. Although adolescent drug use was higher in the NLSY than in the other two databases, as expected, the relative risk statistics for subsequent drug use given prior alcohol/tobacco use were lower in the NLSY. This suggests that while illicit drug use has dropped for alcohol and tobacco users, illicit drug use has dropped at a disproportionately faster rate for alcohol nonusers and tobacco nonusers.

Results of the regression analyses generally were consistent with those obtained from the contingency table analyses, although the values of the odds ratios were higher in the contingency table analyses for relative risks involving subsequent use of cocaine given prior use of alcohol. The ratios were 1.2 for the NLSY, 4.2 for the YRBS, and 4.1 for the NASHS. In the case of the regression analyses, none of these odds ratios was greater than unity. Results for the case of prior use of tobacco and subsequent use of cocaine are similar.

The regression analyses also indicate that being male, in and of itself, appears to be a mild risk factor for marijuana use and for cocaine use. On the other hand, the regression models suggest that African-American youth appear less likely to use illicit drugs (i.e., being African-American is not a risk factor). For all three databases, sample sizes were too small to obtain statistically significant results when performing separate analyses by race.

Results from the contingency table analyses suggest that the relative risk of subsequent drug use given prior alcohol/tobacco use tends to decrease with age. In the case of the regression analysis, an age variable could not be included in the models because one of the databases (i.e., NLSY) was longitudinal. As an alternative, separate analyses were performed by age group. However, the resulting standard errors of the model coefficients using this approach suggested that the models were unreliable. Results from the weighted regression models were consistent with results from the unweighted models.

III. Improving Our Knowledge Through the Research, Data, and Program Evaluation Committee

The Director of the Office of National Drug Control Policy (ONDCP) in 1994 proposed the development of an Advisory Committee on Research, Data, and Evaluation (RD&E). This RD&E Committee was to be composed of both Federal and non-Federal drug research experts. In January 1995, in accordance with applicable statutes and authorities, ONDCP received final approval from the General Services Administration (GSA) to formally establish the Committee.

With the granting of the approval necessary to allow for the establishment of the RD&E Advisory Committee, ONDCP began efforts to develop and institutionalize the organizational structure of the Committee. The Committee is comprised of an external advisory committee, an internal policy committee, and three named subcommittees. The Committee is chaired by the Director of the Office of National Drug Control Policy, with the Chief Scientist in an advisory role.

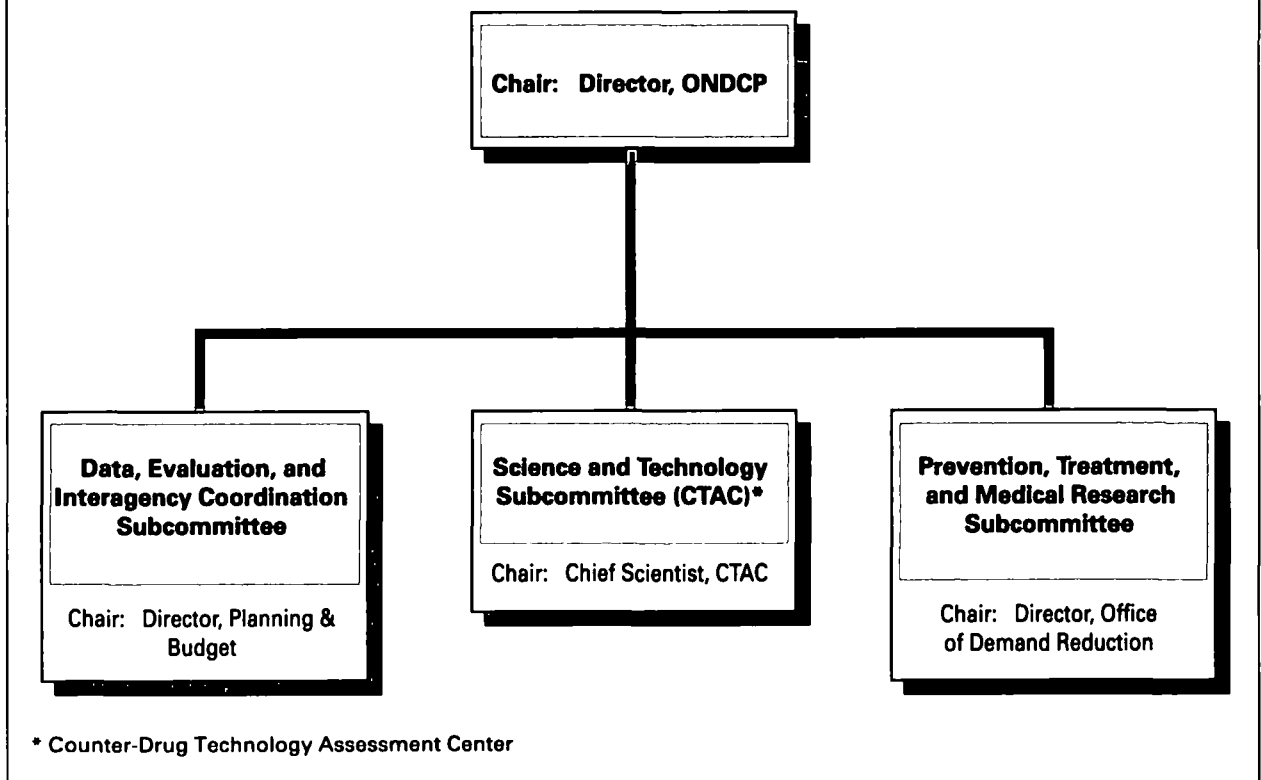
The chairpersons of the three named subcommittees comprise the RD&E Internal Policy Com-

mittee. The RD&E External Advisory Committee consists of a panel of highly prestigious professionals from academia and industry, all of whom are non-Federal, and who have made significant contributions in their fields of expertise. Fourteen individuals have been nominated to serve ONDCP in this advisory capacity.

The prime objective of the RD&E External Advisory Committee is to provide an avenue of communications by which this distinguished expert group — representing scientific, engineering, law enforcement, treatment, and associated international scientific communities — may advise the Director of ONDCP on questions relating to national drug control research.

Supporting the work of the RD&E External Advisory Committee are the three subcommittees: the Data, Evaluation, and Interagency Coordination Subcommittee; the Science and Technology Subcommittee; and the Prevention, Treatment, and Medical Research Subcommittee. The members of these subcommittees will be Federal policymakers with responsibility and expertise in the fields represented by their respective sub-

Figure 3-1
Organization of the Research and Evaluation Advisory Committee



committees (see Figure 3-1, above). The roles and responsibilities for each subcommittee are described in this Appendix.

DATA, EVALUATION, AND INTERAGENCY COORDINATION SUBCOMMITTEE

The Data, Evaluation, and Interagency Coordination Subcommittee, chaired by the Director of ONDCP's Office of Planning, Budget, and Research, includes representatives from the following Federal Departments and agencies:

Department of Agriculture
 Department of Defense
 Department of Health and Human Services
 Department of Housing and Urban Development
 Department of Justice
 Department of Labor
 Department of State

Agricultural Research Service
 Bureau of International Narcotics and Law Enforcement Affairs
 Bureau of Justice Statistics
 Bureau of Labor Statistics
 Drug Enforcement Administration
 Federal Bureau of Investigation
 Federal Bureau of Prisons
 National Center for Health Statistics
 National Drug Intelligence Center
 National Institute of Justice
 National Institute on Drug Abuse
 Substance Abuse and Mental Health Services Administration

The Subcommittee's prime tasks include the following:

- Developing an inventory of drug-related information systems and their report-generation capabilities;

- Evaluating the adequacy and ability of drug-related data systems to inform the drug policy planning process;
- Integrating Federal efforts related to drug data collection, data processing, and data sharing; and
- Developing a strategy for the Federal Government to improve the quality and efficacy of drug-related data systems.

In relation to these tasks, the Subcommittee has paid special attention to the ability of existing data sets to meet ONDCP's reporting requirements under the Violent Crime Control and Law Enforcement Act of 1994 (hereafter referred to as the Crime Control Act). The Crime Control Act requires ONDCP to complete assessments of the progress of the National Drug Control Strategy in the areas of reducing drug use, reducing the consequences of drug use and availability, determining the status of drug treatment, and reducing drug availability.

Since its inaugural meeting in June 1995, the Subcommittee has prepared an inventory of Federal drug-related data sets and a Federal drug-related data needs assessment. To assist the Subcommittee in developing a final data evaluation report, a forum of approximately 40 drug research experts was convened in November 1995. The Forum included current and former Federal policymakers; researchers from private for-profit, private non-profit, and university organizations; and State drug data collection experts. This *Forum on Integrating Information and National Drug Control Policy* asked participants to reflect and comment on four major and pivotal data and policy issues:

- How can existing data resources best be used to document the dimensions of the drug problem?
- How can existing data resources best be applied to determine the range and priority of specific drug control policy objectives?
- How can existing data resources best be used to evaluate the efficacy of specific drug control strategies?

- What new data sources are needed to meet these objectives?

Comments and recommendations from the Forum were grouped into the following categories: (1) information needed to guide policy, (2) primary recommendations for improving the collection and analysis of drug-related data, (3) recommendations for changing or adding to existing data sets, (4) recommendations for eliminating data sets, and (5) general comments on integrating data and policy. A summary of these comments and recommendations follows:

Information Needed to Guide Policy

Participants discussed the types of data that should be available for policymaking, including leading, concurrent, and lagging indicators of drug use; data on the consequences of drug use; data on subgroups of the drug-using population; outcome measures of drug intervention; and projections or estimates of future use. Comments on each type of data follow:

Leading, Concurrent, and Lagging Indicators of Drug Use

Direct measures of drug use (e.g., surveys and studies of general or special populations) are useful methods for systematically measuring and monitoring such aspects of use as prevalence, frequency, age of initiation, and mode of administration. Indirect measures of drug use (e.g., data collected from social agencies, coroners, hospitals, and the legal system) also are important, because they can be used to indicate levels of use or addiction.

One leading indicator of the extent of use is accessibility or availability of a drug or drugs. Another leading indicator is public awareness of an illicit drug, but this may not be a simple thing to measure accurately. Indicators such as peer norms and perceived benefits of drug use are often concurrent, rather than leading, indicators. Drug use consequences, such as treatment admissions and hotline calls, are lagging indicators because several years may pass between drug use initiation and the final occurrence of its consequences.

Data on the Consequences of Drug Use

The Forum also addressed the need to measure the following consequences of illicit drug use:

- *Health consequences.* These include infectious diseases such as hepatitis and tuberculosis, sexually transmitted diseases, HIV/AIDS (Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome), drug-exposed births, chronic illnesses such as cancer, mental illness, child neglect that results in medical problems, violent injuries, domestic violence, and others.
- *Social and economic costs to the user and to society.* These include trauma and emergency room costs, loss of earnings, loss of employment productivity, receipt of Supplemental Security Insurance or Aid to Families with Dependent Children, medical benefit utilization, and costs to friends and families of drug users.
- *Criminal and supply-side consequences.* These include both the supply of and demand for drugs; dealer prevalence; measures of gun crimes related to drug trafficking and use; measures of drug distribution, production, and transit activity; and measures of the flow of drug proceeds.

Data on Subgroups of the Drug-Using Population

Three subgroups of the drug-using population were identified to aid in program planning: (1) those who are at risk for using drugs, (2) those who are using drugs but not yet exhibiting problems associated with use, and (3) those who are using drugs and are exhibiting multiple problems.

Outcome Measures of Drug Intervention

Focusing on appropriate outcome measures is continuously needed, including prevention of use, changes in attitudes toward use, reductions in drug use as the user ages, and measures of treatment and prevention effectiveness.

Projections or Estimates of Future Use

Forum participants deemed it important to establish a solid baseline of data that could be used

as a point of departure when making projections and/or estimates of future drug use. Establishment of such baseline data becomes even more crucial, they suggested, when attempts are made to evaluate outcome measures in terms of the effectiveness of a particular national program or policy.

Primary Recommendations for Improving the Collection and Analysis of Drug-related Data

The Forum also addressed the critical need to improve the methodology, validity, analysis, and dissemination of data. The methods to achieve the improvement of the collection and analysis of drug-related data are highlighted below (see Table 3-1 on the following page):

Accomplishments and Plans for the Future

The Subcommittee has achieved much in 1995, including accomplishing its first-year goals to (1) develop an inventory of drug-related information systems and data sets; (2) develop the paper titled *Federal Drug-Related Data Needs Assessment*; and (3) consult with public- and private-sector drug research experts concerning drug data and policy issues. The Subcommittee's efforts for 1996 will concentrate on evaluating and implementing recommendations for improving national policy for drug control, in accordance with the suggestions made by the Forum participants. The end result of these aforementioned recommendations will be the issuance of a Final Report in the form of general recommendations to the Director of ONDCP, which will address issues of how to better link drug data resources and national drug policy.

SCIENCE AND TECHNOLOGY SUBCOMMITTEE

The work of the ONDCP Science and Technology Subcommittee (S&T) is done through the auspices of the Congressionally-mandated and previously established ONDCP Counterdrug Technology Assessment Center (CTAC). This section of Appendix A provides information on the total program impact of both the S&T and the CTAC. The prime directive of both is to assist in the timely identification and prioritization of research and engineering opportunities that can

Table 3-1**Improving the Collection and Analysis of Drug-Related Data**

- Obtain a general understanding of the scope of the problem.
- Conduct secondary analysis of existing data sets.
- Study drug abuse in a broader social context.
- Use biological markers as validity checks.
- Disseminate data in a more timely fashion.
- Assess data sets and other indicators in combination.
- Develop data sets with greater integration and interface.
- Aggregate or disseminate data to States and communities.
- Conduct research into the effectiveness of treatment modalities.
- Use multiple methods and sources for gathering data.

lead to improved supply reduction capabilities and more effective demand reduction strategies in both treatment and prevention.

Two technical symposia, held in August and October of 1995, addressed demand reduction and supply reduction technologies, respectively, and served two principal functions for the S&T Subcommittee/CTAC. First, they provided a vehicle for appropriate peer review by the respective technology and user communities of the CTAC-sponsored core research and development program, and, second, they provided recommendations concerning the future directions for technology development. While the S&T Subcommittee uses this information to support drug control policy decisionmaking activities, CTAC uses it, in combination with the products of considerable study and analysis, to structure the National Counterdrug Research and Development Program — complementary but separate initiatives.

Substance Abuse Treatment

On August 15th and 16th, 1995, CTAC convened a technical workshop on drug abuse treatment technology in Baltimore, Maryland. Experts in the treatment field gathered to discuss the latest in innovative treatment approaches and drug testing technology.

The central theme for the technical agenda and presentations at the workshop was provided by a

discussion led by the Director of NIDA, concerning NIDA's goal to replace *ideology* in the treatment of drug addiction with *science* by the year 2000. In support of the discussions, participants were provided with a review of the accomplishments to date of the CTAC-sponsored demand reduction research program.

Accomplishments in the Area of Substance Abuse Treatment

In spite of the overwhelming problems facing the treatment community, there were examples of progress in the areas of most concern among the researchers in attendance. For example, a joint CTAC project with NIDA's Intramural Research Program at the Addiction Research Center will provide a state-of-the-art brain-scanning facility and radiochemistry laboratory dedicated to measuring the interaction of cocaine and other drugs of abuse with neuroreceptors in the brain.

To further aid in the interchange of information, CTAC also sponsors a project called the Drug Evaluation Network System (DENS). Under this project, treatment centers and research facilities will be linked to a common computer network. Both these projects will increase the availability of and expand access to relevant clinical data for both drug researchers and treatment providers. Over the next year, CTAC will establish a node on the DENS network to serve as a model treatment center.

In the area of innovative treatment approaches, dramatic progress has been made toward development of artificial enzymes as a therapeutic drug to immunize addicts against cocaine. This project investigates the use of highly specific catalytic antibodies introduced into the bloodstream to bind with and deactivate cocaine before it reaches the brain. By the year 2000, treatment providers would have an immunization drug with the potential to render cocaine in the bloodstream harmless for up to six months.

CTAC is also exploring new ideas for agonists to *replace* abused drugs in the brain or antagonists to *block* the effect of drugs on the brain. During the coming year, CTAC expects to begin actual development of both cocaine agonists and antagonists.

The presentations on the second day addressed the entire spectrum of factors known to contribute to drug dependence and abuse: social, environmental, employment, family, and physiological. It was shown that the highest success was achieved by comprehensive in-patient treatment programs in which all aspects of the patient's environment were controlled. Since not everyone can and does enroll in such an in-patient regime, the importance of having non-invasive means to remotely monitor and test patients for relapse was stressed.

In an effort to improve our capabilities in the area of non-invasive drug testing and monitoring, CTAC is sponsoring the development of a sensor to remotely monitor the sweat and hair of parolees and inmates for signs of drug abuse. The New Orleans District Attorney's Office, in its Diversionary Program for first-time offenders, is cooperating with CTAC as a testbed for evaluating new techniques for drug monitoring and testing as they are developed. The results of the work with the District Attorney's office will also help to better focus the resources of our corrections officers, research scientists, and treatment professionals as they attempt to monitor drug use by the individuals.

Supply Reduction Technologies

In the area of supply reduction technologies, CTAC hosted an International Symposium in Nashua, New Hampshire, from October 24th

through the 27th, 1995. The purpose of this symposium was to assess the state of the art in supply reduction technologies. Technical proceedings from this Symposium were published separately in February 1996.

This four-day conference, attended by more than 400 experts from law enforcement, industry, and the government, focused on reviewing research and engineering efforts being performed throughout the law enforcement community. Representatives from Revenue Canada, the Royal Canadian Mounted Police, the Federal Bureau of Investigation, the Federal Aviation Administration, the U.S. Marshals Service, the U.S. Customs Service, the Drug Enforcement Administration, and the Financial Crimes Enforcement Network presented overviews on problems they typically encounter in their daily counterdrug operations. During this four-day period, 97 technical papers and presentations provided highlights of what is being developed today to respond to the needs of law enforcement.

Counterdrug Technology Assessment Center (CTAC)

In FY 1995, the CTAC received \$8 million to support the development and operation of its national program. This funding has enabled the continuation and completion of many of the research and development (R&D) activities begun in prior years. During the year, some 34 R&D projects were completed, with the findings and results transitioned to appropriate user agencies for continued development and/or use. An additional 23 R&D projects were continued into FY 1996. Under the FY 1996 funding of \$16 million, CTAC was able to begin eight new initiatives and to continue 17 ongoing projects. Some general project descriptions follow.

Tactical Technologies

Command and Control Technology

ONDCP/CTAC has been developing and testing a new generation navigation, surveillance, and command system for use by law enforcement officers to detect and track illegal drug trafficking. Using a radio link, this system allows surveillance

teams, employing laptop computers installed in their squad cars, to conduct operations while they exchange information with the main command center at headquarters. Without leaving their cars, law enforcement agents can track the location of drug traffickers' vehicles via covertly emplaced homing devices that display both city street and building information, receive information about the suspects, and use the information to coordinate activities of mobile surveillance teams. This concept blends satellite communications, advanced homing devices, and computer-generated maps to better identify remote locations.

This initiative has already led to success. Recently, in Rochester, New York, a search warrant was issued for a rural location on the basis of Global Positioning System (GPS) coordinates relayed via radio from the location rather than conventional plat information obtained physically from the courthouse. The early morning raid that resulted from this operation resulted in the seizure of two large truckloads of marijuana.

Audio and Video Surveillance Technology

Improvements for acoustic monitoring are also under development. ONDCP/CTAC successfully tested an operational prototype system capable of detecting conversations in an urban environment at a much greater distance than is possible with existing technology. A prototype system, being evaluated in Los Angeles and San Diego, California, should be able to enhance the capability to rapidly set up and execute covert surveillance operations. A micro-miniaturized recorder capable of forensic quality audio recording is being developed for use in undercover operations.

Communications Technology

In addition to miniaturized electronics, defense-related transmitters are being developed for concealed or disguised communications systems. These systems will be immune to detection by commercial scanners and will improve upon system limitations, such as loss of signal from fading in urban environments.

State and Local Agency Participation

Arizona Alliance Planning Committee

The Arizona Alliance Planning Committee has been established to test technology prototypes along the Arizona portion of the Southwest border. Two counties, Cochise and Pima, have agreed to evaluate a pilot "border interagency communication" system being installed by the Army Electronic Proving Grounds in Fort Huachuca.

Border Research and Technology Center

A Border Research and Technology Center has been established to serve as a focal point for evaluating specialized law enforcement technologies to increase our drug-related mission effectiveness along the Southwest border. This Center was established jointly by the Department of Justice, the Office of National Drug Control Policy, and the Department of the Treasury.

Information Management and Exploitation

A survey of automated information management and data analysis systems used by State and local drug task forces has been completed recently. Portions of that effort were used to formulate the initial technology thrust for a State and local support program in information management and sharing. Pilot projects for one organized crime task force and several local law enforcement agencies have assisted them in applying advanced technology to analyze the patterns of traffickers' cellular phone calls. Additional support in this technology is planned on a pilot basis at several sites across the nation from New York City to Miami, in New Orleans and Chicago, and along the Northern and Southwest borders.

Jurisdictional Information Exchange Networks

A high-bandwidth, digital network is being developed to assist State and local law enforcement organizations to better access and share criminal information. Pinellas County, Florida, has agreed to run the initial prototype system with the assistance of the Tennessee Valley Authority and the University of Tennessee. Initial testing of

the pilot system by a Florida law enforcement consortium centered in the Pinellas County Sheriff's Office began in August 1995. Approximately eight Federal, State, and local law enforcement agencies will be involved in this initial testing. Once completed, the system can be exported to any law enforcement agency with basic computer network capability, at a low cost.

Infrastructure Support

Near-term fielding of technology requires the assessment and evaluation of prototype technology in a realistic operational environment. Those evaluations must consider acquisition strategies as well as considerations for logistics, reliability, and training before committing to the purchase of new equipment.

Technology Testbeds

The technology infrastructure of testbeds and engineering expertise provided by CTAC continues to fill the R&D gap in individual agency programs. The number of Federal agencies participating in CTAC-sponsored initiatives continues to increase with the recent addition of our neighbors to the north. In the area of narcotics detection technology assessment for example, the U.S. Customs Service and U.S. Coast Guard have been joined by a growing contingent from Revenue Canada and Australia. This team, funded by CTAC but headed by the U.S. Customs Service, conducts performance assessments of commercially available and field prototype cocaine and heroin particle and vapor detection systems in laboratory and field simulation scenarios. Special-purpose test facilities were designed and built for the assessment program, where manufacturer's claimed performance specifications can be verified under controlled, laboratory conditions. Results from these assessments have been provided to appropriate law enforcement agencies to assist them in making better-informed procurement decisions, and respective portions have been provided back to the manufacturers to assist in developing and producing better detection systems.

Technology for Inspecting Cargo at our Ports of Entry

Engineering and analytical support to the U.S. Customs Service for cataloging drug emissions, evaluating off-the-shelf technology, and using expert systems for evaluating cargo manifests has continued. In fact, a special Congressionally directed study has begun to assess tradeoffs among cost, performance, and operational parameters for advanced nonintrusive inspection systems. To be completed in FY 1996, the study will define a first-generation nonintrusive inspection system and will provide top-level specifications for an engineering system design for installing advanced inspection systems at selected sites along our borders and at ports of entry.

Cocaine Yield Estimation

Project Breakthrough is an ongoing cooperative effort between ONDCP/CTAC, the Department of State, and the Drug Enforcement Administration to quantify cocaine production by determining the yield and alkaloid content of coca crops in Bolivia, Peru, and Colombia. It also attempts to determine the efficiency of clandestine laboratory operations in processing coca leaf to cocaine. Key findings from last year's efforts have significantly improved the reliability of the estimate of cocaine production in Bolivia.

PREVENTION, TREATMENT, AND MEDICAL RESEARCH SUBCOMMITTEE

The tasks of the Subcommittee on Prevention, Treatment, and Medical Research will be to assist the Deputy Director for Demand Reduction in:

- defining the nature of the current national drug abuse problem;
- assessing the capacity of the existing Federal infrastructure to respond to the national drug abuse problem; and

- articulating the requisite policy direction priority actions in support of that direction.

Given this purpose, the Subcommittee's primary objective is to bring medical expertise and practical community experience to bear in conducting a review of existing prevention and treatment systems. Based on this review, the Subcommittee will recommend the necessary policies and action steps to support needed research, systems enhancements, and program initiatives. Specific areas to be addressed by the Subcommittee are:

1) the reasons for the upturn in drug use and the erosion of antidrug attitudes among adolescents since 1991; and

2) interventions to effectively reduce the number of chronic hardcore drug users.

Immediate tasks of the Subcommittee over the course of the year will be to address the above two issues in the form of recommendations for action steps to reverse this ominous trend. The Subcommittee will also provide recommendations on how best to draw upon and demonstrate the scientific evidence supporting drug treatment as a frugal public investment.

IV. Consultation: The White House Leadership Conference

Recent national surveys have documented an alarming increase in drug use, particularly marijuana, among America's youth. Violence has often accompanied this increased involvement with drugs. In response to these serious problems, the President convened on March 7 of this year the *White House Leadership Conference on Youth, Drug Use, and Violence*. Over 300 youths, researchers, parents, clergy, community and business leaders, entertainers, media executives, treatment and prevention specialists, judges, prosecutors, and police from around the country met with the President, Vice President, and top Administration officials to discuss these issues and seek solutions. The suggestions of the conference attendees were included as consultation during the final development of this National Drug Control Strategy. A conference summary is included in Chapter VI of *The National Drug Control Strategy, 1996: Program, Resources, and Evaluation*.

The conference featured an address by the President to the assembled student body of Eleanor Roosevelt High School in Greenbelt, Maryland, where the conference was held. This was followed by a round table discussion between the President and selected participants. The afternoon was devoted to 9 concurrent workshop sessions with the conference participants that were moderated by a member of the Cabinet or other top Administration official and covered the following topics:

- Strengthening the justice system response to juvenile crime — Associate Attorney General John R. Schmidt;
- Strengthening the law enforcement response to juvenile crime — The Honorable Janet Reno, Attorney General;
- Making schools safe, orderly, and drug free — The Honorable Richard W. Riley, Secretary of Education;
- Strengthening families and creating safe passages for youth — The Honorable Donna Shalala, Secretary of Health and Human Services;
- Mobilizing communities — The Honorable Henry Cisneros, Secretary of Housing and Urban Development;
- The media's role in preventing youth drug use and violence — Carol Rasco, Assistant to the President for Domestic Policy;
- Curbing underage drinking — The Honorable Federico Pena, Secretary of Transportation;
- Reducing drug use through treatment and prevention — General Barry McCaffrey (Ret.), Director, Office of National Drug Control Policy; and

- Strategies to eliminate gangs and gun violence — The Honorable Robert Rubin, Secretary of the Treasury.

Participants were pre-assigned to workshops, so that each would contain a balanced mix of expertise and viewpoints. This ensured, for example, that the workshop focusing on law enforcement issues was not composed entirely of police officers, but included youths, prevention and treatment specialists, and others who could bring a different perspective to the discussion. The same approach applied to the workshop focusing on treatment and prevention issues. Several police officers, prosecutors, and judges were members of this workshop and were able to provide the law enforcement and justice system perspective to the discussion.

Several recurring themes were raised across all of the workshops, including the following:

- The need for communication between youth and adults;
- Involving families in solutions; and
- Providing youth with goals and hope for the future.

Specific recommendations from each workshop for effective strategies to address youth drug use and violence included:

Strengthening the Justice Response to Juvenile Crime

- Highlight demonstration efforts to show that early intervention is effective in preventing juvenile crime.
- Encourage collaboration between public safety efforts and programs to prevent juvenile crime.
- Support studies that will improve assessment of violence-prone individuals.
- Support evaluation studies for juvenile crime prevention programs; utilize an outcome, perfor-

mance base evaluation model such as in Head Start evaluations.

- Support community-based juvenile crime prevention programs.
- Recognize the need for the juvenile justice system to deal with the entire family, providing counseling for all the members, not just the troubled juvenile.
- Explore the concept of an Empowerment Zone for Juveniles.
- Provide more support to alternative schools for troubled youth, including residential alternative schools.

Strengthening the Law Enforcement Response to Juvenile Crime

- Create special task forces between Federal and local authorities to target and prosecute youth who are involved in large-scale and organized criminal activity.
- Develop a more coordinated approach among the law enforcement, juvenile justice, treatment, and prevention communities to address the needs and problems of drug- and violence-involved youth.
- Share knowledge from across all Federal agencies with communities.
- The law enforcement community needs to become more involved in community prevention efforts.
- Develop alternatives to placing juvenile offenders into the adult court and corrections systems, particularly through effective prevention and deterrence.
- Develop drug courts that partner with treatment that includes the family, schools, and peers to treat the juvenile offender.
- Make changes to Federal guidelines for handling

juvenile and youthful offenders to provide for alternatives to incarceration.

- Limit youth access to handguns and remove guns from schools.
- Develop a two-tiered juvenile justice system with one tier for violent offenders and the other for non-violent offenders.
- Develop police/community initiatives with a strong prevention focus.
- Involve youth in developing and implementing community policing initiatives, such as educating the community about home security, monitoring drug houses, and providing prevention education to absentee landlords.
- Form partnerships between the police and schools.
- Police need to respect youth and develop lines of communication with them in order to learn about the issues that trouble youth and get them involved with drugs and violence.
- Implement drug and violence interventions, during and after school, at an early age before peer group attitudes harden.
- Provide funding for developing baseline data on and conducting rigorous evaluations of promising prevention programs.
- Develop prevention programs to reduce gun violence.
- Address the fear of crime as well as the actual crime.
- Develop strategies that focus on hard-to-reach populations (e.g., drug addicts, third-generation welfare families) who are not reached by traditional prevention programs.
- Develop prevention strategies that involve all the sectors that affect youth: families, schools, community, police.

- Train parents, particularly teen parents, how to be good parents.

Making Schools Safe, Orderly, and Drug Free

- Create partnerships between schools and parents and the community in all aspects of the school.
- Accept the Rainbow Coalition's challenge to get 20,000 parents in 50 cities to sign a contract to become involved in their children's education.
- Reach out to community members to get involved with their schools, particularly those not normally involved.
- Target a few schools as pilot programs for testing new initiatives, such as after-school street corner patrols, antidrug marches past known drug-selling locations, and respite nights (i.e., students spend the night at school to give their parents a "break").
- Reconfigure schools as multi-service community centers that involve the community in schools through after-hours activities, such as classes, health clinics, or self-help programs.
- Create (1) caring relationships between adults and youth through mentoring so that they have positive role models; (2) safe havens for youths; and (3) a service mentality among youth so that they give back to the community.
- Develop nurturing relationships between schools and youth to foster self-esteem and health adult/youth relationships.
- Find the balance between the school's academic role and its involvement with students, parents, and the community.
- Ensure that appropriate counseling is available when students lose a classmate through violence.
- Promote smaller schools that more effectively

monitor the socio-emotional development of students and that can tailor academic programs to the interests of the students.

- Involve students in reporting on and patrolling for guns brought to school.
- Provide alternative programming for students who are expelled that teaches responsibility and accountability so that they will not simply disappear from the system.
- Address the problem that busing creates in harming the sense of community.
- Be sensitive to individual learning styles and create an environment where each child can be successful.

Strengthening Families and Creating Safe Passages for Youth

- Develop mechanisms to continue positive momentum generated during a youth conference.
- Encourage youth programs to adopt a code of conduct and creed which supports the moral development of participants.
- Support the formation of coalitions of care providers as a mechanism to maximize availability and continuity of services for children and youth.
- Revitalize the volunteer spirit among adults and youth as a mechanism of reform.
- Address the “denial” among many middle class parents who fail to see their children as vulnerable to involvement in drug use and violence.
- Acknowledge that all youth are at “high-risk” and instead, adopt the term “high-need” for those youngsters who need extra support across all socioeconomic levels.
- Require parental involvement in anti-runaway programming for youngsters.

- Provide support to those youngsters who have lost their connection to a biological family, but who nevertheless need the support of “family” building programs that encourage a sense of personal worth and belonging.

Mobilizing Communities

- Prevention programs must empower youth by giving a large share of the responsibility for developing and running the programs to the youths themselves.
- Involve parents and other positive role models in prevention efforts.
- Adults must listen, honor, and support youth.
- Provide youth with positive dreams and goals for their future.
- Strengthen the connection between the law enforcement community and teens.
- Maintain current levels of Federal funding for prevention programs — do not accept budget cutbacks.
- Engage the professional, mental health, and criminal justice communities to keep youth focused on achieving academic and social successes.
- Explore alternative (i.e., nontraditional) funding sources, such as service organizations, community sports and arts institutions, and police departments.
- Motivate community organizations to support day care with the assistance of Federal grants.
- Use technology to promote prevention programs to youth.

The Media’s Role in Preventing Youth Drug Use and Violence

- Act upon the results of the National Study of Television Violence, including the industry

changing programming, developing media literacy programs, and partnering with the PTA and local television stations to develop training materials and workshops.

- Support parents who want to become involved in youth issues.
- Reduce the number of hours that children watch television.
- Give youth the ability to make the right decisions through education that challenges and provides them with opportunities for choices.
- Obtain input from youth and incorporate it into prevention programs.
- Involve youth with artists in the development of positive messages that show that resisting drugs and violence is the right decision.
- The radio industry and educators should work together to create positive messages to communicate to youth.
- Using music videos to provide a positive message and give back to the community.
- The industry must address the image that many of its performers use drugs with little harmful consequences, which tends to dilute their prevention message.
- The media need to portray the positive images of youth resisting drugs and violence rather than the negative images of using drugs and engaging in violence.

Curbing Underage Drinking

- Recognize that underage drinking programs must begin prior to the teenage years.
- Explore the concept of teen courts and their possible expansion.
- Encourage communities to conduct realistic evaluations of their problem of underage drinking.

- Enhance enforcement of minimum-age drinking laws and enforcement against adults who supply alcohol to minors.

- Support efforts that involve young people in conducting a community evaluation regarding underage drinking.

- Promote “safe homes directories” and other “contracts” among parents to reduce underage drinking.

Reducing Drug Use Through Treatment and Prevention

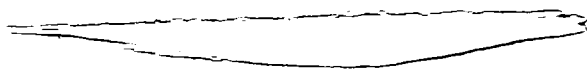
- Support the creation of community antidrug partnerships.
- Expand education efforts that emphasize the relationship between violence and the use of alcohol and other drugs.
- Include parents in drug treatment involving their children.
- Empower youth and listen to and understand their ideas.
- Expand the use of coerced drug treatment such as drug courts.
- Provide treatment for drug offenders at every point in the criminal justice system, from arrest through release from parole, to aftercare services in the community.
- Facilitate the integration of drug prevention and drug treatment efforts through collaboration and communication.

Strategies to Eliminate Gangs and Gun Violence

- Support comprehensive gang prevention efforts which begin early and utilize an integrated approach to child development, education, family involvement, and nonviolent conflict resolution.

- Encourage and reward collaborative efforts between the public and private sector entities to reduce youth gang and gun violence.
- Provide support, including provision of safety, for those persons who attempt to leave a gang.
- Encourage schools and other institutions to adopt zero tolerance policy of bullying behavior.

Participants were energized and committed to return to their communities and begin to implement the solutions and strategies to reduce drug use and violence among America's youth that were generated at the conference.



V. Agency Budget Summaries

FEDERAL RESOURCE OVERVIEW

The goal of reducing illicit drug use in America is achievable only if the necessary resources are brought to bear in critical demand reduction and supply reduction program areas. For FY 1996, the President has requested \$15.1 billion to fund drug control efforts. This request represents an increase of \$1.3 billion over the estimated FY 1996 enacted level of \$13.8 billion, or a 9.3 percent increase. If supported by the Congress, this budget will enable the Administration to achieve the goals, priorities, and objectives of the National Drug Control Strategy.

The Federal drug control budget may be subdivided into four major categories: Demand reduction, domestic law enforcement, international, and interdiction. Resources for each of these general program areas increase in FY 1997 as follows:

Demand Reduction. Resources increase by 8.7 percent, from \$4.6 billion in FY 1996 to \$5.0 billion in FY 1997.

Domestic Law Enforcement. Resources increase by 9.3 percent in FY 1997, from \$7.6 billion in FY 1996 to \$8.3 billion in FY 1997.

Drug Interdiction. Resources increase by 7.3 percent in FY 1997, from the FY 1996 estimated enacted level of \$1.3 billion to \$1.4 billion in FY 1997.

International Programs. Resources increase by 25.4 percent, from \$320 million in FY 1996 to \$401 million in FY 1997.

A historical perspective of Federal drug control spending by the four major functions discussed above shows the ten-fold increase in Federal resources for drug control since FY 1981, when total drug control resources totaled \$1.5 billion. This increase illustrates the priority and importance that the Administration places on reducing the overall production, trafficking, and use of illicit drugs across the United States.

AGRICULTURAL RESEARCH SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate ¹	1997 Request
Research and Development	\$6.5	\$4.7	\$4.7
Total	\$6.5	\$4.7	\$4.7
Drug Resources by Decision Unit			
Research and Development	\$6.5	\$4.7	\$4.7
Total	\$6.5	\$4.7	\$4.7
Drug Resources Personnel Summary			
Total FTEs	16	14	14
Information			
Total Agency Budget ²	\$713.6	\$710.0	\$726.4
Drug Percentage ³	0.9%	0.7%	0.6%
(Detail may not add to totals due to rounding.)			

¹ The total resource estimate for FY 1996 is \$4.712 million, rather than the \$4.172 million reported in the total agency budget tables, elsewhere in this report.

² Agency total budget includes Human Nutrition Information Service and National Agriculture Library.

³ Drug percentage decreased due to elimination of planned construction of a containment research greenhouse at Beltsville, Maryland, and other adjustments in funding extramural programs.

- The drug percentage is based on the number of workyears dedicated to drug-related research.

II. PROGRAM SUMMARY

- The Agriculture Research Service's (ARS's) involvement in the illicit drug problem dates from 1972, when it was directed by Congress to develop substitute crops for opium poppy.
- Presently, the ARS, through the Weed Science and Biocontrol of Plant Diseases Laboratories at Beltsville, Maryland, is working to develop control agents for illicit drug crops, with emphasis on coca. This includes identifying means of reducing growth, inhibiting production, or completely eradicating the illicit drug crop.
- Scientists at the Weed Science Laboratory conduct research on how to control illicit drug plants, and provide technical support on various aspects of the control of drug plants with herbicides.
- Scientists at the Biocontrol of Plant Diseases Laboratory conduct research on controlling illicit drugs with biological controls.
- The Systems Research Laboratory continues research on remote sensing estimation biomass/yield and crop substitution for illicit drug crops.

- ARS supports the Federal drug control priority by reducing domestic drug production and availability. In particular, ARS activities meet the objective of aggressively supporting crop control programs for poppy and coca in countries where there is a strong prospect for a record of success, and continuing the development of specific eradication techniques for marijuana, poppy, and coca.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 budget includes \$4.7 million and 14 full-time equivalent (FTE) employees focused on the areas of research and development of methods to control illicit drug crops.
- The Weed Science Laboratory will perform environmental testing and evaluation of control agents to assure host countries that they are safe.

1997 Summary of Request

- The FY 1997 request totals \$4.7 million and 14 FTEs, the same level as FY 1996. This request allows ARS to maintain its current level of drug control program operations.

1997 Highlights

- ARS will continue to research methods of controlling illicit narcotics plants, with an emphasis on coca.
- ARS will continue to research remote sensing, estimating biomass/yield, and crop substitution.

IV. PROGRAM STATISTICS

- Not available.

V. PROGRAM ACCOMPLISHMENTS

- **Herbicide Eradication of Coca.** In response to the 1994 establishment of illicit coca plantations in the border areas between Colombia, Panama, and Venezuela, the Department of State requested technical assistance from ARS regarding chemical eradication of coca in Panama and Venezuela. With the assistance of the Panamanian National Guard, field trials were conducted in Panama, using U.S. Department of State aircraft for aerial application of the herbicide glyphosate. Glyphosate, which is an aerially applied water-based solution, is an ideal herbicide for narcotic crop eradication because it is not harmful to humans and wildlife and has a minimal long-term environmental impact. Follow-up evaluations of the herbicide application determined that more than 80 percent of the coca crop was effectively destroyed. Subsequently a full-scale eradication effort was implemented in Venezuela, resulting in the eradication of approximately 5,000 acres of coca.
- **Coca Crop Estimates in Peru.** ARS supports both the intelligence community and the Department of State by providing research support and field assistance in developing worldwide narcotic crop estimates. For example, opium production estimates were developed for Thailand, Laos, and Bolivia. In

1994 an agreement was negotiated with Peru which allowed a 2-year coca crop yield/production survey there. Data developed in cooperation with Peruvian researchers suggests leaf yields of 2.2 metric tons per hectare, with coca alkaloid yields similar to those in Bolivia. A coca disease study evaluated the epidemiology of fusarium oxysporum, a fungus, which is causing crop losses of more than 50 percent in some areas of Peru. Research to date suggests at least two strains of fusaria oxysporum are specific to coca.

- **Biological Control of Narcotic Plants.** Biological control technology has provided environmentally safe, selective control for insect and weed pests in commercial agriculture for years. The same techniques can be employed to control and contain illicit narcotic crops. The ARS has engaged in collecting, screening, and evaluating plant diseases that could potentially act as biocontrol agents for narcotics. To date, several coca-specific fungi have been identified in South America and Madagascar. Also, eight pathogens with good control potential have been discovered in Central and Southeast Asia. Research on cannabis biocontrol also was initiated, and several useful organisms have been isolated in Central Asia.
- **Remote Sensing of Cannabis.** Optically based sensing technology is, in most cases, ineffective in detecting cannabis concealed in mixed vegetation, including forests and camouflaged cover. To address this problem, ARS, in cooperation with the U.S. Forest Service and the Department of Energy, has developed sensors based on the vapor and molecular emissions of cannabis. Field trials to date have been highly successful. The sensors can detect minute traces of cannabis emission in the ambient environment and can be mounted on mobile equipment or installed as semipermanent sentinel units. A prototype sensor, available for loan to other agencies, will be available within the year.
- Screened and evaluated eight herbicides useful for narcotic crop eradication;
- Participated in Panama eradication program in FY 95; ARS also supported Colombian coca eradication efforts in FY 95;
- Developed a research program for herbicides and biocontrol in Colombia in cooperation with the Colombian government and U.S. Embassy;
- Five coca control pathogens and six opium poppy control pathogens have been discovered to date;
- In cooperation with the Forest Service, ARS has developed a sensor for small scale marijuana fields;
- Through a cooperative agreement with the University of Maryland, a prototype biosensor has been developed for cocaine; this technology may be applied to cannabis.

U.S. FOREST SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	\$6.5	\$6.5	\$6.5
Intelligence	0.3	0.3	0.3
State and Local Assistance	1.9	2.0	2.0
Research and Development	0.1	0.1	0.1
Prevention	<u>0.1</u>	<u>0.1</u>	<u>0.1</u>
Total	\$8.9	\$8.9	\$8.9
Drug Resources by Decision Unit			
State and Local Assistance	\$1.9	\$2.0	\$2.0
Drug Control Operations	<u>7.0</u>	<u>7.0</u>	<u>7.0</u>
Total	\$8.9	\$8.9	\$8.9
Drug Resources Personnel Summary			
Total FTEs	87	87	87
Information			
Total Agency Budget	\$3,230.7	\$3,009.3	\$2,988.3
Drug Percentage	0.3%	0.3%	0.3%
(Detail may not add to totals due to rounding.)			

- The U.S. Forest Service's drug control program is a proportionate share of its law enforcement activities, comprising 0.3 percent of the agency's total budget. Principal antidrug efforts focus on marijuana eradication.

II. PROGRAM SUMMARY

- The U.S. Forest Service manages 156 national forests, 20 national grasslands, and 9 land utilization projects on 191 million acres of land in 44 States, the Virgin Islands, and Puerto Rico. Most of this land is generally located in extremely rural areas of the United States.
- State and local law enforcement agencies have jurisdiction over violations of State and local laws and ordinances on U.S. Forest Service lands; however, the numbers of law enforcement personnel in these areas are often quite small. Most local jurisdictions are willing to assist in drug control activities in national forests, but they do not have the personnel or time necessary to handle these vast areas on their own.
- There are 170 criminal investigators and approximately 485 uniformed law enforcement officers employed by the U.S. Forest Service. These agents are highly skilled in enforcement operations unique to remote wild land areas. Since 1986 when the U.S. Forest Service was authorized to enforce Federal drug control laws, the amount of cannabis eradicated and the number of arrests in the National Forest System has increased significantly.

- The U.S. Forest Service supports the Federal drug control priority by reducing domestic drug production and availability and enhancing prevention and education programs that target youth, to reduce their use of illicit drugs, alcohol, and tobacco products.

III. BUDGET SUMMARY

1996 Base Program

- U.S. Forest Service drug program resources in FY 1996 include \$8.9 million and 87 FTEs. Activities will focus on investigations involving large quantities of cannabis, multiple suspects, weapons and booby trap violations, and clandestine drug labs.
- Special Federal, State, and local task forces sponsored by the U.S. Forest Service continue to focus efforts on National Forests experiencing serious drug problems. The southwestern U.S. border, Kentucky, and other southern States where a dramatic increase in illicit drug production and trafficking activities are occurring are particularly in need of these services. Increased use of the National Guard Bureau and other military support resources are vital.
- As part of its investigations, the U.S. Forest Service also identifies drug-related assets for seizure and initiates appropriate forfeiture actions. Arrests in these cases are prosecuted in both State and Federal courts. Most drug investigations involving the U.S. Forest Service are conducted in conjunction with State and local authorities, the DEA, and the Department of Interior.
- The U.S. Forest Service also participates in the utilization of alternative eradication and detection techniques with ARS.

1997 Summary of Request

- The U.S. Forest Service's FY 1997 drug program request totals \$8.9 million and 87 FTEs, which represents level funding from FY 1996. Activities will continue to focus on investigations involving large quantities of cannabis, multiple suspects, weapons and booby trap violations, clandestine drug labs, and drug trafficking.

1997 Highlights

- In FY 1997, the U.S. Forest Service will take an active role in drug reduction programs by participating in school prevention programs. The focus of its education efforts will be in rural communities that are in close proximity to the National Forest System.

IV. PROGRAM STATISTICS

Output Measures	1995 Actual	1996-97 Projection
Cannabis Sites Eradicated	5,742	7,500
"Sinsemilla" Sites Eradicated	2,642	4,000
Cannabis Plants Eradicated	264,299	300,000
Number of Sites w/ Booby Traps	19	25
Number of Booby Traps	23	75
Clandestine Lab Sites	28	50
Number of Arrests	2,095	2,500
Number of Weapons Seized	141	200
Assets Seized (Value)	\$2,069,435	\$4,700,000
Physical Assaults (Drug)	11	18
Injuries From Assaults	4	0
Injuries From Booby Traps	1	0
Constrained Acreage	3,502,670	300,000

V. PROGRAM ACCOMPLISHMENTS

- Numerous explosive booby traps, set by cannabis growers to protect their plants, have been found and disarmed on U.S. Forest Service lands.
- An estimated 7,500 cannabis sites and 300,000 cannabis plants will be eradicated in FY 1996.
- Surveillance and detection activities have helped find chemical drug labs and dump sites on U.S. Forest Service lands. Once these sites are detected, the U.S. Forest Service works with other government agencies to clean up these extremely hazardous sites.
- Continued arrests and prosecutions of individuals engaging in illicit drug activity on U.S. Forest Service lands send these individuals the message that the Federal Government will not tolerate illegal activity on public land.
- Collaboration among the U.S. Forest Service and State and local law enforcement officials has deterred many drug activities on Federal and surrounding private lands.

SPECIAL SUPPLEMENTAL FOOD PROGRAM FOR WOMEN, INFANTS, AND CHILDREN (WIC)

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention	<u>\$13.9</u>	<u>\$15.0</u>	<u>\$15.3</u>
Total	\$13.9	\$15.0	\$15.3
Drug Resources by Decision Unit			
Drugs Assessment and Referral Activities	<u>\$13.9</u>	<u>\$15.0</u>	<u>\$15.3</u>
Total	\$13.9	\$15.0	\$15.3
Drug Resources Personnel Summary			
Total FTEs	0	0	0
Information			
Total Agency Budget	\$3,470.0	\$3,730.0	\$3,780.0
Drug Percentage	0.5%	0.4%	0.4%
(Detail may not add to totals due to rounding.)			

- The Anti-Drug Abuse Act of 1988 (P.L. 100-690), enacted November 18, 1988, and the Child Nutrition and WIC Reauthorization Act of 1989 (P.L. 101-147), enacted November 10, 1989, defined the Special Supplemental Food Program for Women, Infants, and Children's (WIC's) role in providing drug abuse prevention information and referral activities.
- WIC regulations require referrals to alcohol and drug abuse counseling when appropriate. For many local agencies, it is routine to warn pregnant women about the dangers of drinking alcohol, smoking cigarettes, and using illegal drugs. Also, many States consider alcohol, tobacco, and other drug use as nutritionally related risk criteria.

II. PROGRAM SUMMARY

- Drug abuse education for WIC activities is defined as providing information to participants concerning the dangers of drug abuse; referring participants who are known or suspected drug abusers to drug abuse clinics, treatment programs, counselors, or other drug abuse professionals where such services are locally available; and distributing drug abuse prevention materials developed by the U.S. Department of Agriculture (USDA).
- USDA develops and produces drug abuse prevention materials for WIC participants and distributes them to State agencies. USDA also appoints drug/alcohol abuse education and prevention experts to the National Advisory Council on Maternal, Infant, and Fetal Nutrition.
- WIC local agencies are required to coordinate with local alcohol and drug abuse counseling and treatment services, and to maintain and make available for distribution a list of local resources for drug abuse

counseling and treatment. This regulation, published on February 28, 1993, is the only regulation WIC has issued since it was established in 1978.

- WIC supports the Federal drug control priority by enhancing drug prevention and education programs.

III. BUDGET SUMMARY

1996 Base Program

- USDA estimates that a total of \$15.0 million will be used in FY 1996 for drug prevention and education, counseling and referral, and training services, an increase of \$1.1 million over FY 1995.

1997 Summary of Request

- The FY 1997 request for WIC will total \$15.3 million, an increase of \$0.3 million over FY 1996. This increase will fund the delivery of alcohol and drug abuse prevention activities for an expected increase of 100,000 participants in FY 1997.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Number of Participants Served	1,500,000	1,600,000	1,700,000

V. PROGRAM ACCOMPLISHMENTS

- USDA continues to recommend that WIC State agencies encourage local agencies to screen women for drug and alcohol abuse and refer them, when appropriate, to alcohol and drug abuse treatment programs. WIC local agencies refer, on average, 10 percent of its women participants for counseling to drug treatment centers.
- One example of a WIC agency facilitating the drug abuse treatment needs of its clients is in the District of Columbia, where WIC participants with substance abuse problems are referred to treatment centers for in-depth counseling and follow-up. Their children also are evaluated and monitored for problems related to their mother's drug use. An evaluation of appropriate conditions is made before returning the children to former substance-abusing mothers.

CORPORATION FOR NATIONAL AND COMMUNITY SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Domestic Volunteer Service Act Activities			
– Prevention	\$10.8	\$9.5	\$11.3
National and Community Service Act Activities			
– Prevention	<u>14.8</u>	<u>23.4</u>	<u>27.2</u>
Total	\$25.6	\$32.9	\$38.5
Drug Resources by Decision Unit			
Domestic Volunteer Service Act Activities			
– VISTA	\$6.5	\$5.9	\$6.9
– Other Programs	4.3	3.6	4.4
National and Community Service Act Activities			
– Drug Prevention Programs	<u>14.8</u>	<u>23.4</u>	<u>27.2</u>
Total	\$25.6	\$32.9	\$38.5
Drug Resources Personnel Summary			
Total FTEs	20	20	20
Information			
Domestic Volunteer Service Act Activities			
Total Agency Budget	\$217.3	\$191.9	\$226.1
Drug Percentage	5.0%	4.9%	5.0%
National and Community Service Act Activities			
Total Agency Budget	\$295.8 ¹	\$468.1 ¹	\$543.5
Drug Percentage	5.0%	5.0%	5.0%

(Detail may not add to totals due to rounding.)

¹ Does not include the Inspector General, which has a separate appropriation.

II. PROGRAM SUMMARY

- The Corporation for National and Community Service (CNCS) administers the programs authorized by the National and Community Service Act of 1990, as amended. These programs engage Americans of all ages and backgrounds in community-based service which addresses the Nation's educational, humane, public safety, and environmental needs to achieve meaningful results. In doing so, the Corporation fosters civic responsibility, strengthens the ties that bind us together as a people, and provides educational opportunity for those who make a substantial commitment to service.
- CNCS also administers the programs authorized under the Domestic Volunteer Service Act of 1973, as amended. The efforts of Volunteers in Service to America (VISTA) members are directed at alleviating the most basic needs of America's poor. One of the fundamental problems identified in low-income communities requiring the assistance as VISTA members is to reduce the level of illegal drug use.

- The CNCS's drug-related programs support the Federal drug control priorities by enhancing prevention and education programs that target youth in order to reduce their use of illicit drugs, alcohol, and tobacco products.

III. BUDGET SUMMARY

1996 Base Program

- The 1996 base program consists of a total of \$32.9 million for prevention activities as follows: \$5.9 million for VISTA, \$1.5 million for the Foster Grandparent Program (FGP), \$0.7 million for the Retired Senior Volunteer Program (RSVP), \$1.4 million for the administration of programs authorized under the Domestic Volunteer Service Act of 1973, as amended, and \$23.4 million for the programs authorized under the National and Community Service Act of 1990, as amended. These amounts are in keeping with the amounts authorized by Congress and are an important part of CNCS's national service initiative.

1997 Summary of Request

- The Administration requests a total of \$38.5 million, an increase of \$5.6 million over FY 1996. The FY 1997 funding request includes \$6.9 million for VISTA, \$2.0 million FGP, \$0.9 million for RSVP, \$1.5 million for administration of the programs authorized under the Domestic Volunteer Service Act of 1973, as amended, and \$27.2 million in the programs authorized by the National and Community Service Act of 1990, as amended, and their administration. These funds will expand all elements of the President's national service initiative and will greatly enhance the opportunities of Americans to solve the problems of their communities.

IV. PROGRAM STATISTICS

- Not available.

V. PROGRAM ACCOMPLISHMENTS

- In total, about 1 million Americans of all ages and backgrounds will be working on real problems in their communities under programs supported by CNCS's proposed FY 1997 budget. While only a percentage of these efforts are directly drug-related, they all serve to strengthen local communities and, thereby, lessen the environment that will support drug use and the associated ramifications to its citizens.

DEPARTMENT OF DEFENSE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Interdiction	\$396.8	\$396.9	\$432.2
State and Local Assistance	300.2	280.9	269.3
Prevention	83.0	79.2	77.4
Treatment	6.2	6.0	5.8
Research and Development	<u>54.0</u>	<u>51.4</u>	<u>29.4</u>
Total	\$840.2	\$814.3	\$814.1
Drug Resources by Decision Unit			
Dismantling Cartels	\$57.4	\$68.9	\$57.1
Source Nation Support	148.7	149.4	159.9
Detection and Monitoring	214.7	209.5	226.1
Law Enforcement Agency Sup	329.5	300.8	255.0
Demand Reduction	<u>89.9</u>	<u>85.7</u>	<u>83.9</u>
Subtotal	\$840.2	\$814.3	\$782.0
Classified CD Activities ¹	<u>—</u>	<u>—</u>	<u>32.1</u>
Total	\$840.2	\$814.3	\$814.1
Drug Resources Personnel Summary			
Total FTEs	1,242	1,343	1,327
Information			
Funding Sources			
– Central Transfer Account	\$721.3	\$679.4	\$642.7
– Military Departments ²	118.9	134.9	139.3
– NFIP ¹	<u>—</u>	<u>—</u>	<u>32.1</u>
Total	\$840.2	\$814.3	\$814.1
Total Agency Budget(Billions)	\$253.5	\$246.7	\$243.4
Drug Percentage	0.3%	0.3%	0.3%

(Detail may not add to totals due to rounding.)

¹ CD funds which have been transferred to, and will be executed by, the National Foreign Intelligence Program (NFIP). Similar amounts for these activities in FY 1995 and FY 1996 are \$31.9 million and \$45.5 million, respectively.

² Funding for aircraft, ship, and ground operations (OPTEMPO).

II. PROGRAM SUMMARY

- The Department of Defense (DoD) counterdrug strategy is predicated upon one key element: support to the law enforcement agencies that have counterdrug responsibilities.
- During a period of continued turmoil in the world's strategic environment, and during which the Nation's armed forces have been engaged around the world in various humanitarian missions, DoD has nonetheless continued to pursue a wide range of activities in support of the counterdrug objective of the President's International Action Plan — to "reduce the flow of illegal drugs into the United States by encouraging reduction in foreign production, combating international traffickers and reducing demand at home."

- To achieve this broad objective, DoD will continue to seek to (1) increase the effectiveness of source nations in reducing the supply and export of illicit drugs; (2) assist in countering the flow of illegal drugs in transit to the United States — both outside the United States and at the Nation's borders and ports of entry; (3) conduct countertrafficking in the United States by emphasizing support for Federal, State, and local law enforcement agencies; (4) enhance the effectiveness of foreign governments, agencies, and forces in reducing the effectiveness and influence of the drug cartels; and (5) reduce the demand for illegal drugs within DoD and its surrounding communities. To accomplish these efforts, DoD will continue to use the resources at its command, including significant elements of each of the military departments, involving both active and reserve component military personnel and most of the defense agencies.
- The Counterdrug Program (CD) is funded through a central transfer account with a single budget line that accounts for all associated counterdrug resources, with the exception of active component military personnel costs, military OPTEMPO, and certain National Security Agency and Defense Intelligence Agency program funds. The central transfer account provides inherent flexibility for DoD's Counterdrug Program, and this flexibility is essential to effectively respond to the dynamic nature of the drug threat. The objectives of the DoD CD Program are (1) disrupting narcotrafficker operations by forcing the drug cartels to seek alternate means and routes for the delivery of illegal drugs, at increased risk and expense, and (2) assisting drug law enforcement agency (DLEA) and host nation interdiction operations. Such disruptions and the resulting changes to cartel operations cause a shift in the threat, which in turn requires DoD to adjust its support and activities rapidly.
- Even as DoD continues to implement significant reductions in force structure, weapons systems, and many other programs, the CD Program and the Future Years Defense Program will provide the framework for comprehensive support for this high-priority national security mission.
- The DoD's counterdrug operations support the Federal drug control priorities by reducing drug-related crime and violence; reducing domestic drug production and availability; supporting programs that strengthen international cooperation and actions against narcotics production, trafficking, and use; and supporting prevention programs that target youth to reduce their use of illicit drug, alcohol, and tobacco products.

III. BUDGET SUMMARY

1996 Base Program

- For FY 1996, the total drug-related funding is \$814.3 million for the CD Program, which allocates \$68.9 million for dismantling cartels, \$149.4 million for source nation support, \$209.5 million for detection and monitoring within the transit zone, \$300.8 million for DLEA support, and \$85.7 million for demand reduction. Of the funds available for DLEA support and demand reduction, \$133.8 million will be allocated to the National Guard Bureau.
- CD OPTEMPO funding for FY 1996 is \$134.9 million, an increase of \$16.0 million over the FY 1995 level executed.

- The following represents DoD's FY 1996 drug control activities by major category:
 - **Dismantling Cartels.** These funds are allocated for programs designed to expedite the dismantling of drug cartels. Funding is used to provide intelligence and related support to DoD and law enforcement forces engaged in identifying major drug cartels and in planning for their disruption and elimination.
 - **Source Nation Support.** Resources in this area are allocated to support DoD and host nation activities within source countries, \$15.5 million of which was CD OPTEMPO. This includes \$63.3 million for detection, monitoring, and interdiction programs; \$42.6 million for C4I support to host nation law enforcement initiatives; and approximately \$3.7 million for the Riverine program to help improve the host nations' control over their territories. DoD support to source nations works to foster the ideals of democracy and human rights.
 - **Detection and Monitoring.** Of the total \$209.5 million that was allocated for detection and monitoring activities, \$94.6 million was allocated to CD OPTEMPO.
 - **DLEA Support.** Of the total \$300.8 million that was allocated for support to DLEAs, \$24.8 million was CD OPTEMPO, and \$124.6 million, or 40 percent, was earmarked for the National Guard Bureau State Plans. Other funds within this category supported the Gulf States Initiative (\$8.3 million) and a Multi-Jurisdictional Task Force (\$1.0 million).
 - **Demand Reduction.** The Demand Reduction program was funded at \$85.7 million, of which \$76.6 million was allocated to support early identification through testing and treatment of drug abusers and \$9.1 was to support National Guard State Plans demand reduction efforts. The demand reduction program focuses on random drug testing of active duty military, selected civilian employees, and National Guard/Reserves, and drug education, prevention, and selected treatment programs directed at employees, the family members of service members, and their local communities.

1997 Summary of Request

- The request for DoD's overall CD Program for FY 1997 totals \$814.1 million and 1,327 FTE. This amount includes \$32.1 million for classified CD activities which has been transferred to, and will be executed by, the National Foreign Intelligence Program.
- CD OPTEMPO funding for FY 1997 will be approximately \$139.3 million. This portion of the CD Program will continue to be managed by the DoD Drug Coordinator as an integral part of DoD's CD Program effort.
- For FY 1997, funds for DoD's CD Program managed by the DoD Drug Coordinator — \$642.7 million in the central transfer account and \$139.3 million in the Operation and Maintenance appropriations for OPTEMPO — will be allocated as follows:
 - **Dismantling Cartels.** \$57.1 million is designated for programs to expedite dismantling of drug cartels. Funding will be used to provide intelligence and related support to DoD and law enforcement forces engaged in identifying major drug cartels and in planning for their disruption and elimination.

- **Source Nation Support.** \$159.9 million is designated for support of DoD and host nation activities within source countries, \$145.6 million from the Central Transfer Account and \$14.3 million in CD OPTEMPO. The Source Nation Support component includes \$74.6 million for detection, monitoring, and interdiction programs; \$44.9 million for C41 support to host nations' law enforcement initiatives; and \$3.6 million for the Riverine program to improve the host nations' control of their territory. DoD support to source nations works to foster the ideals of democracy and human rights.
- **Detection and Monitoring.** A total of \$226.1 million is designated for continuation of this effort: \$128.2 million from the Central Transfer Account and \$97.9 million for CD OPTEMPO.
- **DLEA Support.** \$255.0 million is designated for support to DLEAs, \$228.0 million from the central transfer account, and \$27.0 million in CD OPTEMPO. Of the total, \$120.3 million, or 47 percent, is designated for the National Guard Bureau State Plans. Other funds within this category support the Gulf States Initiative (\$3.2 million) and the Multi-Jurisdictional Task Force (\$2.0 million).
- **Demand Reduction.** \$83.9 million is designated for demand reduction. These funds will support the following efforts: early identification through testing and treatment of drug abusers (\$74.0 million) and National Guard State Plans demand reduction efforts (\$9.9 million). The demand reduction program focuses on random drug testing of active duty military, selected civilian employees, and National Guard/Reserves, and drug education, prevention, and selected treatment programs directed at employees, the family members of service members, and their local communities.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
DoD Flight Hours	45,426	48,505	48,046
CD Flight Hours (NGB State Plans)	37,273	39,680	43,995
National Guard Workdays (Container Searches)	225,300	193,000	188,000
Other National Guard Workdays	926,000	908,000	895,000
Ship Days	1,873	1,523	1,529

V. PROGRAM ACCOMPLISHMENTS

Supporting Source Nation Efforts

- During FY 1995, DoD ground and airborne radars, communications, intelligence support, and training to Colombian and Peruvian counterdrug forces enhanced their aggressive interdiction efforts.
 - To date, nearly two dozen aircraft have been seized/destroyed by source nation forces in cooperation with DoD intelligence and detection and monitoring assets.
 - As a result, the number of suspected narco-trafficking flights has dropped to levels 50% below that seen in 1994.

- With the traffickers facing increasing difficulties moving their product, the price of coca paste per kilo has dropped in many areas of Peru, and the drugs continue to be stockpiled in several areas there, instead of proceeding on to the United States.
 - DoD began initial comprehensive planning with U.S. country teams, the regional Commander in Chief (CINC) and host nation personnel to enhance Peruvian counterdrug force forward presence, mobility, planning proficiency, field operations, secure communications, etc., in the conduct of ground based end game operations.
- In FY 1995, DoD funded the upgrade of 31 Army UH-1H helicopters for transfer to the State Department's INL Air Wing for counterdrug support to host nations end game operations.
 - DoD continued working with DEA to support country teams and host nations in Southeast and Southwest Asia. Training of host nation law enforcement entities in these regions continued. DoD provided intelligence analysts to DEA, USCS, FBI, and other Federal agencies both overseas and domestically to assist with analysis and training.
 - In March 1995, the Northern Task Force Fusion Center was opened in Chiang Mai, Thailand. DoD provided operational planning training and communications equipment for this facility, which will serve as a model for other counterdrug command centers throughout the Southeast Asian region. Late in the fiscal year, work began on a second facility, the Central Task Force Fusion Center.
 - Initial planning to establish permanent connectivity between Ecuador's Napo Galeras radar and SOUTHCOM's counterdrug operations center began.
 - DoD funded the acquisition of a secure HF radio suite to enhance the command and control capability of the Peruvian Air Force 6th Territorial Air Region. This system will provide secure voice connectivity between operating bases, with Peruvian interceptor aircraft employed in a counterdrug role.

Dismantling Drug Cartels

- DoD provided direct strategic, operational and tactical intelligence production support to U.S. and host nation law enforcement agencies. This support was integral in the arrest of the leadership of the Cali Mafia kingpins and a major Peruvian trafficker, and the arrest/extradition of key heroin smugglers, the seizure/destruction of numerous narcotrafficking aircraft and significant drug laboratories, and numerous successful interdiction cocaine smuggling operations in the Transit Zone.

Detection and Monitoring Efforts

- DoD has maintained an effective, robust detection and monitoring capability in the Transit Zone with flexible, agile assets such as the second relocatable over-the-horizon radar in Texas, which became operational during FY 1995. DoD's current counterdrug force laydown in the Transit Zone costs about half as much as that in FY 1993, and is more effective.
- In July 1995, the ocean going fishing vessel Nataly I was seized near the Galapagos Islands by the U.S. Coast Guard after an exhaustive maritime tracking effort by U.S. Navy forces. Twelve metric tons of cocaine were recovered from hidden compartments on board. This successful effort demonstrated the integrated use of intelligence, multiple Navy platforms, and aircraft.

Supporting Domestic Law Enforcement

- Provided \$149.5 million in military (Active Duty/Guard/Reserve) support to the Southwest Border in response to DLEA requests. This included engineering support (e.g., fencing, lighting, and road improvements), linguist and intelligence analysts, reconnaissance, and law enforcement training.
- Transferred more than \$335.0 million of excess equipment to DLEAs, including 1,507 vehicles and 189 helicopters.
- Provided \$4.25 million worth of fixed wing air transportation support to DLEAs.
- National Guard assisted DLEAs in the seizure of 67 metric tons of cocaine, 370 metric tons of processed marijuana, the eradication of 1,766,000 cultivated marijuana plants and 88,744,000 non-cultivated marijuana plants, resulting in 99,225 arrests. In addition, the National Guard assisted the U.S. Customs Service with the inspection of approximately 225,000 cargo containers.

Supporting Demand Reduction Efforts

- During FY 1995, continued efforts to consolidate military testing at six laboratories and the introduction of automated laboratory testing equipment and information processing systems have resulted in the realization of significant drug testing cost efficiencies.

DEPARTMENT OF EDUCATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention	\$468.5	\$502.4	\$542.5
Treatment	113.5	113.8	115.6
Treatment Research	<u>1.9</u>	<u>1.9</u>	<u>0.8</u>
Total	\$584.0	\$618.1	\$658.8
Drug Resources by Decision Unit			
Safe and Drug-Free Schools and Communities			
– SDFSC State Grants	\$441.0	\$465.0	\$515.0
– SDFSC National Programs	<u>25.0</u>	<u>35.0</u>	<u>25.0</u>
Subtotal, OESE	\$466.0	\$500.0	\$540.0
Office of Special Education and Rehabilitative Services (OSERS)			
Rehabilitative Services Administration (RSA)			
– Vocational Rehabilitation State Grants	\$79.1	\$81.1	\$83.8
– Special Demonstrations	1.3	0.0	0.0
– Training	0.1	0.1	0.0
Office of Special Education Programs (OSEP)			
– Grants for Infants & Families	\$31.6	\$31.6	\$31.6
– Special Purpose Funds	2.8	2.4	0.0
– Program Support and Improvement	0.0	0.0	0.4
National Institute on Disability and Rehabilitation Research (NIDRR)			
– RRTCs	<u>\$0.4</u>	<u>\$0.3</u>	<u>\$0.4</u>
Subtotal, OSERS	\$115.3	\$115.5	\$116.2
Program Administration	\$2.7	\$2.6	\$2.6
Total	\$584.0	\$618.1	\$658.8
Drug Resources Personnel Summary			
Total FTEs	35	39	39
Information			
Total Agency Budget	\$32,438.1	\$30,371.4	\$30,241.9
Drug Percentage	1.8%	2.0%	2.2%
(Detail may not add to totals due to rounding.)			

- The Safe and Drug-Free Schools and Communities (SDFSC) program authorizes activities to prevent drug use and violence by youth. For purposes of scoring the Department's drug control funds, the Department estimates that all funds used under this program for violence prevention also have a direct impact on drug prevention. Therefore, this drug control budget includes 100 percent of the resources for the SDFSC program.

- Although this request identifies specific dollar amounts for treatment resources, these amounts reflect only approximations of the cost of activities that assist individuals whose drug-related disabling conditions result in an impediment to employment. The Department estimates that approximately \$83.8 million (3.85 percent of the Vocational Rehabilitative [VR] State grant funds) will be used by State VR agencies to provide services to drug dependent clients in 1997. The National Institute on Disability and Rehabilitation Research (NIDRR) plans to recompute its Research and Training Center on the vocational rehabilitation of persons whose disability is drug dependency in FY 1997. The Department's drug control budget includes 100 percent of funding for this Center. An estimated \$31.6 million (10 percent of total program funds) will be spent in the Grants for Infants and Families program and \$0.5 million will be spent on drug-related activities under Special Education Program Support and Improvement.

II. PROGRAM SUMMARY

- The Department of Education administers programs to improve and expand elementary and secondary education, special education and early intervention programs for children with disabilities, bilingual education, vocational and adult education, higher education, and vocational rehabilitation activities.
- The Safe and Drug-Free Schools and Communities (SDFSC) program authorizes activities to prevent drug use and violence by youth. Funds are appropriated directly for State grants and for National programs. State grant funds are allocated to States and Territories, half on the basis of school-aged population and half on the basis of State shares of Federal "Education for the Disadvantaged" funding for the previous year under Title I of the Elementary and Secondary Education Act. Governors receive 20 percent, and State educational agencies (SEAs) 80 percent, of each State's allocation. SEAs are required to subgrant at least 91 percent of their allocations to local educational agencies (LEAs); these subgrants are based on enrollment (70 percent) and high need (30 percent). SEAs determine the criteria for selecting high-need LEAs and are required to target their high-need funds on no more than 10 percent or 5 of their LEAs, whichever is greater. SDFSC State Grants serve more than 40 million students in 97 percent of the Nation's LEAs.

SDFSC National Programs is a broad discretionary authority that permits the Secretary to carry out, in accordance with his priorities, programs to prevent the illegal use of drugs and violence among, and promote safety and discipline for, students at all educational levels. Such programs may include training, demonstrations, direct services to school districts with severe drug problems, data collection and program evaluation, development and dissemination of information and materials, financial and technical assistance to institutions of higher education for campus-based projects that serve college and university students, and other Federal initiatives that meet unmet National needs, including the priorities in the National Drug Control Strategy. These programs are often carried out jointly with other Federal agencies.

- The VR State grant program provides a wide range of services designed to help individuals with disabilities prepare for and engage in gainful employment to the extent of their capabilities. Funds are allocated to States and territories on the basis of their population and per capita income. Persons with disabilities that result in a substantial impediment to employment and who can benefit in terms of an employment outcome, including those individuals whose disabling condition is due to drug abuse, are eligible for assistance.

- Special demonstration programs develop innovative methods and comprehensive service programs to help persons with disabilities achieve satisfactory vocational outcomes. The program awards discretionary grants on a competitive basis to States and to public or nonprofit agencies and organizations to pay all or part of the costs of demonstrations, direct services, and related activities.
- The rehabilitation training program supports training and other related activities designed to increase the number of skilled rehabilitation personnel available to work with individuals with disabilities.
- The Grants for Infants and Families program provides financial assistance to States to help them develop and implement statewide systems of early intervention programs for children with disabilities, aged birth through 2 years. Funds are allocated based on the number of children from birth through age 2 in the general population.
- The Special Education Special Purpose Funds support grants, contracts, and cooperative agreements to public agencies and private nonprofit organizations, as well as, in some cases, profit-making organizations. Activities include research, demonstrations, training, and technical assistance. Awards are usually made on a competitive basis in the first year and are renewed on a noncompetitive basis for 2 to 4 succeeding fiscal years.
- The NIDRR supports research, demonstrations, and dissemination activities, through various discretionary programs, on issues relating to persons of all ages with disabilities.
- The Department of Education supports the Federal drug control priorities through its programs that reduce the use of illicit drugs, alcohol, and tobacco products among our youth; create safe and healthy environments in which children and adolescents can live, grow, learn, and develop; and reduce drug-related crime and violence.

III. BUDGET SUMMARY

1996 Base Program

- The 1996 base includes \$502.4 million for prevention activities. This amount consists of \$465.0 million for Safe and Drug-Free Schools and Communities State grants, \$35.0 million for Safe and Drug-Free Schools and Communities National Programs, and \$2.4 million for program administration.
- The FY 1996 base contains an estimated \$115.5 million for drug-related treatment and treatment research activities. This includes \$81.1 million, or 3.85 percent, of the \$2.1 billion appropriation for the VR State grants program and approximates the cost of providing services to clients whose drug dependency is considered a primary or secondary disability. It also includes an estimated \$0.1 million for rehabilitation personnel training, \$31.6 million for Grants for Infants and Families, \$2.4 million for Special Purpose Funds, \$0.3 million for NIDRR, and \$0.2 million for program administration.

1997 Summary of Request

- The total drug control FY 1997 budget request is \$658.8 million, an increase of \$40.7 million over FY 1996. No Full Time Equivalent (FTE) increases are requested.

Prevention

- The total drug control request for prevention activities for FY 1997 is \$542.5 million, a net increase of \$40.0 million over FY 1996. The 1997 request includes (1) a \$50 million increase for Safe and Drug-Free Schools and Communities State grants; (2) a \$10 million decrease for Safe and Drug-Free Schools and Communities National Programs, and (3) level funding for program administration.

Treatment

- The drug control request for treatment activities for FY 1997 is \$116.2 million, a net increase of \$0.6 million over FY 1996. The 1997 request includes an increase of \$2.6 million for the VR State grants program, a decrease of \$0.1 million for Rehabilitation Training, an increase of \$0.1 million for NIDRR, and a decrease of \$2.0 million for Special Purpose Funds programs. (Under proposed legislation, Program Support and Improvement Programs would replace the Special Purpose Funds program; the request includes funds under Program Support and Improvement for continuation awards of Special Purpose Funds projects. The Department does not plan to conduct any new competitions under this program specifically targeted toward drug research or treatment and cannot project whether field-initiated projects might include awards in this area.)

Program Administration

- The drug control request of \$2.6 million for program administration maintains FTE staff of 39 to administer these programs.

1997 Highlights

• Office of Elementary and Secondary Education:

- *Safe and Drug-Free Schools and Communities State Grants.* This request is \$515.0 million, an increase of \$50.0 million over the Safe and Drug-Free Schools and Communities 1996 estimate. These funds would support grants to Governors and State educational agencies (SEAs) for drug prevention and violence prevention programs in communities and school districts throughout the country.

The Administration proposes increasing the amount requested for the SDFSC program in support of the National Education Goal of safe, disciplined, and drug-free schools — a Goal that is essential to the attainment of high academic achievement and to the realization of the President's National Drug Control Strategy. The SDFSC program promotes the development and implementation of comprehensive prevention strategies; targets resources to high-need schools and communities; links State and local prevention efforts to measurable goals and objectives; and supports State efforts for systematic education reform.

- *Safe and Drug Free Schools and Communities National Programs.* The request is \$25.0 million, a decrease of \$10.0 million from the Safe and Drug-Free Schools and Communities 1996 estimated level. The funds would support a myriad of drug and violence prevention activities, including training, demonstrations, direct services to school systems with special needs, program evaluation, and the development and dissemination of information and materials.

• Office of Special Education and Rehabilitative Research Services:

- Estimated drug-related treatment and treatment research costs for 1997 are \$116.2 million, an increase of \$0.6 million over the 1996 estimated level. This includes a 3.2 percent increase in the VR State grants program for the cost of services to drug-dependent individuals whose disabilities result in a substantial impediment to employment.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Request
Safe and Drug-Free Schools and Communities:			
- Number of State grants	114	114	114
Per-pupil funding (SEAs/LEAs)	\$6.79	\$7.02	\$7.67
Per-pupil funding (LEAs only)	\$6.17	\$6.39	\$6.98
- Indian youth grants	1	1	1
- Native Hawaiians grants	1	1	1
National Programs:			
Grants for elementary and secondary education prevention projects			
- Number of new awards	12	59	10
- Number of continuation awards	67	12	37
Grants for postsecondary education prevention projects			
- Number of new awards	50	54	30
- Number of continuation awards	6	0	4
VR Drug-Dependent Clients			
- Case closures ¹	34,000	35,600	36,400
- Employment outcomes ²	60%	60%	60%
- VR Special Demo Projects	8	0	0
- VR Training Projects	1	1	0
NIDRR Research and Training Centers	1	1	1
Grants for Infants and Families			
- Number served ³	15,078	16,410	17,231
Special Purpose Funds			
- Number of awards	17	14	—
Program Support and Improvement			
- Number of awards	—	—	5

¹ Estimated number of cases closed during the year where drug dependency is reported as the primary or secondary disability.

² Number of cases achieving an employment outcome during the year where the drug dependency was reported as the primary or secondary disability divided by the total number of cases closed during the year where drug dependency was reported as the primary or secondary disability.

³ Estimated at 10 percent of total children served.

V. PROGRAM ACCOMPLISHMENTS

- The SDFSC State Grants program provides sustained support for drug and violence prevention activities serving more than 40 million students in over 97 percent of the nation's school districts. Although nationally representative data about outcomes associated with the program are not yet available, the Department does have evidence that prevention programs supported with these funds can be effective. Descriptions of 20 successful school-based and community-based prevention programs for youth funded under the Drug-Free Schools and Communities (DFSC) Act (the predecessor to the SDFSC Act) were recently compiled in a Department of Education study of promising prevention programs. Each of these programs conducted evaluation activities that identified positive program outcomes. Importantly, the programs included in the study are typical of effective prevention strategies being implemented in schools and communities across the Nation with SDFSC State Grant funds. Positive outcomes resulting from the programs included the following:
 - Students were less likely (in some cases, compared to their own behavior prior to the program, and in others, compared to nonparticipants) to use drugs and alcohol, less likely to resort to violence to solve problems, less likely to be arrested, and less likely to ride with a drunk driver.
 - Students were more likely to report having a positive self-image, and more likely to seek help and support for substance abuse and other problems when they needed it.
 - Students were less likely to think it is acceptable for them or their peers to use drugs, drink alcohol, or smoke cigarettes.
 - Overall, students reported decreased drug usage in relation to pre-program years.
 - Some of the schools achieved success by focusing efforts on “at-risk” students and offered these youths constructive alternatives to behaviors often associated with drug use.
- Similarly, a new report by the Department's Inspector General found that local activities carried out under the antecedent DFSC Act clearly discouraged drug use and worked with communities on comprehensive approaches to drug problems.
- The Department also has accomplished a great deal with its SDFSC National Programs funds. Through the expenditure of these limited discretionary funds at the national level, the Department continues to lead the way in the development, testing, and dissemination of new approaches to combat drug use by children and youth. Activities undertaken through these efforts can have a “multiplier” effect when the results are shared with States and localities nationwide. Recent examples of such program accomplishments include the following:
 - Developing performance indicators and a data collection system to measure the impact of the SDFSC State grants program.
 - Establishing a training and technical assistance center to strengthen drug prevention programs at institutions of higher education.
 - Disseminating information about exemplary prevention strategies employed by some of the schools honored in the Drug-Free School Recognition program.

- Supporting a project to develop education interventions for children prenatally exposed to drugs.
 - Disseminating material to support classroom teaching about drug and violence prevention, including: a package of materials for early childhood drug prevention; a video designed to create awareness, and change attitudes, among middle and high school students about the dangers of using tobacco, alcohol, and other drugs during pregnancy; and an initiative designed to enhance student resiliency to drug use based on themes from the Olympic Games.
 - Providing support for the evaluation of substance use education and prevention programs funded under the Drug-Free Schools and Communities Act.
 - In collaboration with the Office of Juvenile Justice and Delinquency Prevention (Department of Justice), implementing an initiative to provide training and technical assistance to educators and others to address the needs of youth who are out of the education mainstream by reason of suspension or expulsion, truancy, dropping out, involvement in the juvenile justice system, or fear of attending school due to an atmosphere of violence.
 - Supporting a project to collect information on model programs, exemplary practices, and state laws relating to programs that provide alternative education for students who are expelled from their regular education program for bringing a gun to school or engaging in other disruptive behavior.
 - Developing and disseminating a package of information for educators on creating safe schools.
- In the area of drug treatment, Department of Education accomplishments include:
 - Evaluating the effectiveness of several intervention models for serving infants and toddlers prenatally exposed to cocaine to help educators determine the best methods for serving these high-risk children.
 - Assisting States in planning, developing, and implementing statewide systems of coordinated early intervention programs for infants and toddlers with disabilities, including those who were drug-exposed. Federal action has been helpful in assisting States in their efforts to ensure that young children with disabilities receive the interventions they need to prepare them to enter school.
 - Preparing graduate-level early intervention personnel to work with substance-exposed infants and children at risk of developing disabilities.
 - Annually assisting more than 16,000 individuals with a primary or secondary disabling condition of drug abuse to achieve an employment outcome under the Vocational Rehabilitation State Grant program.
 - Funding several long-term rehabilitation training projects to increase the numbers of skilled rehabilitation personnel available to work with individuals with dual disabilities such as mental illness and substance abuse or deafness and substance abuse.
 - Conducting a longitudinal study of early elementary school experiences and developmental outcomes of children with documented exposure to illicit drugs during pregnancy.

ADMINISTRATION FOR CHILDREN AND FAMILIES

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention	\$59.2	\$33.8	\$50.3
Treatment	<u>32.1</u>	<u>11.1</u>	<u>32.2</u>
Total	\$91.3	\$44.9	\$82.6
Drug Resources by Decision Unit			
Comprehensive Runaway and Homeless Youth	\$14.5	\$0.0	\$14.5
Youth Gang/Youth Initiative ¹	10.5	0.0	0.0
Abandoned Infants Assistance	14.4	12.4	14.4
Community-Based Resource Centers	19.0	0.0	25.0
Head Start	25.0	26.0	26.0
Temporary Child Care/Crisis Nurseries ²	5.9	4.9	0.0
Crime Control Act: Community Schools Youth Services and Supervision Grant Program (Title III)	<u>2.0</u>	<u>1.6</u>	<u>2.7</u>
Total	\$91.3	\$44.9	\$82.6
Drug Resources Personnel Summary			
Total FTEs	11	11	11
Information			
Total Agency Budget	\$32,170.0	\$32,325.0	\$33,823.0
Drug Percentage	0.3%	0.2%	0.2%
(Detail may not add to totals due to rounding.)			

¹ This program will be proposed for consolidation with the Community Schools Youth Services and Supervision Program.

² This program will be proposed for consolidation with the Community-Based Resource Centers Program.

Prevention

- Funds under the Consolidated Runaway and Homeless Youth program, the Youth Gang/Youth Initiative program, the Head Start program, the Community Schools Youth Services program, and one-half of the funds under the Abandoned Infants Program are used for drug-related prevention activities.

Treatment

- Funds under the Community-Based Resource Centers program, the Temporary Child Care/Crisis Nurseries program, and one-half of the funds under the Abandoned Infants Assistance program support treatment approaches for drug-exposed infants, with special focus on problems of abandoned babies, babies born to crack-cocaine-using mothers, and children who have been abused or neglected by drug-using and abusing parents.

II. PROGRAM SUMMARY

- The Administration for Children and Families (ACF) administers several programs that are considered drug-related. These programs target hard-to-reach and at-risk populations, including runaway and homeless youth, youth gang members or potential members, Head Start parents, and other children and families exposed to drugs, such as infants and children who test positive for drugs at birth or who are abandoned by drug-using parents, or children and youth who are abused or at risk of abuse and neglect as a result of parental drug use and abuse.
- The ACF supports the Federal drug control priorities through their prevention and education programs that target youths to reduce their use of illicit drugs, alcohol, and tobacco products, and through prevention and treatment services for families and children-at-risk or in crisis due to substance abuse, e.g., abandoned infants, substance-related child abuse and neglect. These programs assist local level efforts to create safe and healthy environments in which children and adolescents can live, grow, learn, and develop. Finally, resources dedicated to ACF assist in the reduction of domestic drug-related crime and violence

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 base contains a total of \$44.9 million, which is used for a variety of prevention and treatment activities directed at infants, children, youth, and families with drug or drug-related problems.
- ACF estimates a total of \$33.8 million will be used for drug-related prevention activities, including projects that will prevent and reduce drug use among Head Start families; prevent the abandonment of infants because of problems with parental drug use or abuse; and establish school-based, after-school prevention programs in areas of significant poverty and juvenile delinquency.
- ACF estimates that a total of \$11.1 million will be used for drug-related treatment activities that including child abuse prevention, protective and treatment services for children and families, and services and treatment for abandoned infants or drug exposed infants, including those who test positive for drugs and/or HIV (Human Immunodeficiency Virus) infection at birth.

1997 Summary of Request

- The President requests a total of \$82.6 million and 11 FTEs for FY 1997, a \$37.7 million increase over FY 1996. This increase, which is nearly double the amount of the estimated FY 1996 level, reflects the President's strong commitment to prevention programs for both youth and families. The Comprehensive Runaway and Homeless Youth Program and the Community Schools Program represent important efforts to intervene in the lives of at-risk youths. The Community Based Resource Centers Program reflects the President's commitment to strengthen and promote family unity and parental responsibility and foster the healthy development of children and youths. This request reflects a continuing emphasis on consolidation of programs and community-based strategies to strengthen and simplify the provision of services at the State and community level. The overall ACF strategy in implementing all drug-related programs will be to continue to support community-based prevention programs that target hard-to-reach populations.

1997 Highlights

- ACF's overall strategy is to focus efforts on at-risk populations and on assisting local and community-based programs to develop comprehensive, integrated plans for prevention and service delivery. In addition, ACF is working with other HHS offices and the Department of Education in the dissemination of a variety of technical assistance resources for Head Start classroom teachers and families.
- **Comprehensive Runaway and Homeless Youth (RHY) Program:** The FY 1997 drug-related amount of \$14.5 continues support for services under a consolidated program serving runaway and homeless youth who are using or are at risk of using alcohol and illicit drugs. Funding will support focused efforts to intervene in the lives of these adolescents to reduce and prevent drug use and support positive outcomes in their development.
- **Youth Gang/Youth Initiatives Program:** This program is proposed for consolidation with the Crime Bill program, the Community Schools Youth Services and Supervision Program. This consolidation will provide a single source of funding to support comprehensive, community-based approaches to youth development, including innovative planning and service delivery and system-wide collaboration, to reduce administrative burden and provide flexibility to meet local needs. Twenty percent of the total funds available for the Community Schools program will be counted as drug-related.
- **Abandoned Infants:** The FY 1997 request of \$14.4 will be counted as drug-related. These funds continue support for community-based projects to prevent the abandonment of infants and young children exposed to drugs (and who may also be HIV-infected or have AIDS) and reunify and strengthen families with substance abuse and other drug related problems.
- **Community-Based Resource Centers Program:** This program continues agency efforts towards consolidation of programs for more effective operation at the State and local level. The Emergency Child Abuse Program was consolidated with other programs into a new statutory authority, effective in FY 1995. Further consolidation to include the Temporary Child Care/Crisis Nurseries Program is proposed for FY 1997. Funds may continue to be used for a range of child abuse and neglect prevention and treatment activities, including the provision of services to children of substance abusing families. A total of \$25.0 million will be counted as drug-related.
- **Head Start:** A total of \$26.0 million will be counted as drug-related in support of the Family Service Center effort providing substance abuse prevention and other community-based services to parents and other family members of children enrolled in Head Start, as well as literacy and unemployment services. Funds will also support grants to certain Head Start centers to address substance abuse issues in collaboration with the PHS/SAMHSA/CSAT Target Cities grantees. A series of policy development, training, and technical assistance resources developed earlier with the Department of Education will continue to be implemented and disseminated.
- **Temporary Child Care/Crisis Nurseries:** This program is proposed to be consolidated with the Community-Based Resource Center Program.
- **Crime Bill: Community Schools Youth Services and Supervision Grant Program:** A total of \$2.7 million will continue to be counted as drug-related in this prevention program, which supports school-based after school educational and other programs for youth in areas of significant poverty and juvenile delinquency. Based on the consolidation of this program and the Youth Gangs Program, grantees may continue to use funds to control the spread of gangs and gang drug-related activities.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
RHY Drug Program¹ / Comprehensive RHY			
Number of Grantees	145	0	425
– New	62	0	50
– Continuation	83	0	373
Abandoned Infants Assistance			
Number of Grantees	32	29	33
– New	0	24	28
– Continuation	32	5	5
Community-Based Resource Centers			
Number of Grants	61	0	56
– New	58	0	56
– Continuation	3	0	0
Emergency Child Abuse Prevention²			
Youth Gang/Youth Initiative Program			
Number of Grants	24	0	0
– New	15	0	0
– Continuations	9	0	0
Head Start			
Number of Grantees	77	78	78
– New	11	0	0
– Continuation	66	78	78
Temporary Child Care/Crisis Nurseries			
Number of Grants	56	50	0
– New	0	22	0
– Continuation	56	28	0
Community Schools and Youth Services Program			
Number of Grants	48	48	55
– New	48	0	7
– Continuation	0	48	48

¹ This program will be folded into the Comprehensive Runaway and Homeless Youth Program.

² This program was folded into the Community-Based Resource Centers Program in FY 1995.

V. PROGRAM ACCOMPLISHMENTS

- ACF's overall strategy has focused on at-risk populations and on assisting local and community-based programs to participate in interagency planning and coordination of service efforts to make better use of resources and bring about more comprehensive, integrated prevention efforts and service delivery systems at the local level.
- In administering these programs, ACF has helped State- and community-level grantees expand and improve the quality of services by providing supplemental technical assistance and training. Targeted coordination activities, both within the Department and with other Federal agencies, help expand the capacity of Head Start grantees to address issues of underage alcohol and other substance abuse.

CENTERS FOR DISEASE CONTROL AND PREVENTION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention	<u>\$44.5</u>	<u>\$44.1</u>	<u>\$61.1</u>
Total	\$44.5	\$44.1	\$61.1
Drug Resources by Decision Unit			
AIDS Drug Counseling	<u>\$44.5</u>	<u>\$44.1</u>	<u>\$61.1</u>
Total	\$44.5	\$44.1	\$61.1
Drug Resources Personnel Summary			
Total FTEs	6	6	6
Information			
Total Agency HIV Budget	\$589.8	\$584.5	\$618.1
Drug Percentage	8.0%	8.0%	10%
(Detail may not add to totals due to rounding.)			

- These funds are exclusively allocated for preventing HIV among injecting drug users and represent 10 percent of the Center for Disease Control and Prevention's (CDC's) total FY 1997 HIV budget. The amount of funding for these activities is discretionary and reflects the priorities of the CDC.

II. PROGRAM SUMMARY

- The National Center for HIV/AIDS, STD, and TB Prevention, within the CDC, administers several drug-related HIV prevention activities. Funds exclusively directed to injecting drug users support HIV counseling, testing, referral and partner notification services for injecting drug users in drug treatment centers, and other facilities and health education/risk reduction efforts directed to injecting drug users not in treatment.
- The CDC's programs are in support of Federal drug control priorities through their work to reduce and prevent illicit drug use and its associated medical consequences.

III. BUDGET SUMMARY

1996 Base Program

- The Department estimates that a total of \$44.1 million and 6 FTEs will be used for drug-related activities in FY 1996.

1997 Summary of Request

- The CDC's FY 1997 request is 6 FTEs and \$61.1 million, a \$17.0 million increase from FY 1996. The increase will allow State and local Health Departments to expand activities for the prevention of HIV in drug users.
- The Department estimates that a total of \$52.1 million will be used for drug-related activities, including HIV testing, counseling, and partner notification. In addition, CDC will allocate \$9.0 million for IDU-related HE/RR activities, including \$3.4 million to evaluate its current street outreach efforts to prevent HIV infection among IDUs not in treatment.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Number of HIV Tests			
Drug Users	208,000	208,000	208,000
Percent Positive	7.0%	7.0%	7.0%
Sex Partners of Drug Users	100,000	100,000	100,000
Percent Positive	2.0%	2.0%	2.0%

V. PROGRAM ACCOMPLISHMENTS

- Conducted joint program reviews and site visits with the Center for Substance Abuse Treatment (CSAT), which provided a better coordinated effort related to substance abuse.
- Initiated cross-training of addiction counselors on issues related to drug treatment, HIV, and sexually transmitted diseases (STDs), which made referrals more effective.
- Initiated an interagency agreement with NIDA that facilitated collaborative research.

FOOD AND DRUG ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Regulation and Compliance	<u>\$6.8</u>	<u>\$6.8</u>	<u>\$6.8</u>
Total	\$6.8	\$6.8	\$6.8
Drug Resources by Decision Unit			
Regulation of Methadone/Steroids	<u>\$6.8</u>	<u>\$6.8</u>	<u>\$6.8</u>
Total	\$6.8	\$6.8	\$6.8
Drug Resources Personnel Summary			
Total FTEs	68	68	68
Information			
Total Agency Budget	\$948.3	\$981.3	\$1,024.2
Drug Percentage	0.01%	0.01%	0.01%
(Detail may not add to totals due to rounding.)			

- The Food and Drug Administration's (FDA's) drug control budget represents less than 1 percent of its total budget and approximately 3 percent of its Human Drugs Program.
- Legislation enacted in 1990 assigned the investigation of the illegal use of anabolic steroids to DEA as a controlled substance, resulting in an approximately 12 percent decrease in resources for FDA from previous years.

II. PROGRAM SUMMARY

- The FDA is a scientific regulatory agency responsible for the safety of the Nation's foods, cosmetics, drugs, medical devices, and radiological products.
- FDA places a high priority on the review of new drug applications for drugs which alleviate narcotic dependency. In particular, the Agency works closely with the National Institute of Health (NIH), especially the National Institute for Drug Abuse (NIDA), to expedite the development of such drugs that are under study by NIH Institutes. The treatment of drug addicts with dependency-reducing drugs may lead not only to a reduction in illicit drug usage, but to a reduction in the spread of AIDS, which is prevalent among I.V. drug abusers.
- FDA reviews applications from hospitals (for in-patient treatment) and narcotic treatment programs centers (for out-patient treatment) for use of methadone and levo-alpha-acetyl-methadol (LAAM — a second treatment drug) in the treatment of narcotic addiction. Only those treatment programs that comply with the narcotic treatment standards published jointly by FDA and NIDA are approved. Over 1,000 narcotic treatment centers and hospital programs have been approved in the United States. In

addition, FDA evaluates and processes over 3,000 requests for exemption from the regulations received from individual narcotic treatment programs each year. Our goal is to conduct inspections at a treatment program site every three and one-half years. We evaluate the results to determine the level of conformance to the regulations and if any follow-up administration actions are warranted to achieve compliance.

- The FDA reviews new drug applications for drugs which claim to alleviate narcotic dependency. The FDA works closely with National Institutes of Health (NIH) and NIDA to expedite the development of opiate and cocaine anticraving and blocking agents under study by these agencies.
- In conjunction with the State Methadone Authorities and Drug Enforcement Administration, FDA provides sufficient resources to ensure that all narcotic treatment programs operate under acceptable conditions for the use of narcotic drugs in a treatment program, which are set forth in 21 C.F.R. 291-505.
- Our drug abuse program is maintained in close harmony with the programs of SAMHSA, DEA, and other Federal agencies. FDA chairs the Interagency Methadone Policy Review Board (with NIDA, VA, DEA, ONDCP, and SAMHSA), which meets on a bimonthly basis to evaluate overlapping issues and concerns to the agencies with oversight responsibilities. We are continuing our traditional role of consulting with the DEA on issues such as the proper medical uses and the level of drugs needed for such uses of controlled substances.
- FDA is charged with the following objectives:
 - Ensure the expeditious review of applications for new drugs intended to alleviate narcotic addiction, and
 - Ensure that practices of narcotic treatment programs comply with Federal regulations which establish the standards for registration and treatment of narcotic addiction.
- FDA's programs support Federal drug control priorities by reducing illicit drug use, in particular by expanding access to treatment and increasing treatment effectiveness so that those who need treatment may receive it.

III. BUDGET SUMMARY

1996 Base Program

- A total of \$6.8 million and 68 FTEs will be used primarily to monitor methadone maintenance programs. This is the same level of funding for FY 1995.

1997 Summary of Request

- For FY 1997, the FDA requests a total of \$6.8 million and 68 FTEs. The resources requested will ensure that the FDA can continue ongoing operations.

IV. PROGRAM STATISTICS

Inspection Program	1995 Actual	1996 Estimate	1997 Projection
Narcotic Treatment Centers	297	240	240

The FY 1995 and FY 1996 numbers reported last year (1,071 for narcotic treatment programs) are different from what FDA is reporting this year. The data provided last year report the total number of narcotic treatment programs approved in the United States. The data above reflect the number of FDA inspections that are estimated for narcotic treatment centers. FDA's goal is to inspect these Centers once every three and a half years. The data reflected above is more consistent with data provided to ONDCP in past years.

V. PROGRAM ACCOMPLISHMENTS

- The FDA continues to evaluate inspection results to determine the appropriate follow-up to achieve compliance with regulatory standards.
- The FDA continues to chair the Interagency Methadone Policy Review Board with NIDA, the Veterans Administration, DEA, and SAMHSA, which meets bimonthly to evaluate overlapping issues and concerns.
- The FDA continues its traditional role of consulting with DEA on such controlled substance issues as proper medical uses and the level of drugs needed for these applications.

HEALTH CARE FINANCING ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Treatment	\$252.2	\$290.0	\$320.0
Total	\$252.2	\$290.0	\$320.0
Drug Resources by Decision Unit			
Medicaid	\$202.2	\$230.0	\$260.0
Medicare	50.0	60.0	60.0
Total	\$252.2	\$290.0	\$320.0
Drug Resources Personnel Summary			
Total FTEs	0	0	0
Information			
Total Agency Budget	\$262,272.0	\$285,566.5	\$320,106.7
Drug Percentage	0.09%	0.10%	0.10%
(Detail may not add to totals due to rounding.)			

- Treatment costs reflect estimates of only the hospital insurance (Part A) treatment costs for Medicare.
- Treatment costs reflect estimates of both the hospital and nonhospital treatment costs for Medicaid. These drug-related expenditures have been estimated using the results of various surveys. Only direct treatment costs have been estimated, to the exclusion of costs associated with the treatment of drug-associated conditions.

II. PROGRAM SUMMARY

- The Health Care Financing Administration is responsible for the oversight of the Medicare and Medicaid programs and related Federal medical care quality control activities. Medicaid-eligible individuals requiring drug abuse treatment can receive all covered hospital and non-hospital services required to treat their condition. Medicaid drug treatment expenditures are primarily for care received in hospitals and in specialized (free-standing) drug treatment facilities.
- Under current law, States must pay under Medicaid for the inpatient, outpatient, and physician services for eligible persons, and, at the option of the States, clinic and rehabilitative services. The primary limitation on using Medicaid drug treatment is that it cannot pay for any recipients aged 22 to 64 in large, inpatient psychiatric facilities defined as Institutions for Mental Diseases (IMDs).
- Medicare-eligible individuals requiring drug abuse treatment can receive all covered hospital and some nonhospital services required to treat their condition.
- Medicare primarily covers inpatient hospital treatment of episodes of alcohol or drug abuse, as well as

some medically reasonable and necessary services in outpatient settings for the continued care of these patients. Treatments for alcoholism covered by Medicare include diagnostic and therapeutic services in both inpatient and outpatient settings. Medicare-covered treatments for drug abuse include detoxification and rehabilitation services in an inpatient setting.

- Medicare will generally not cover exclusively preventive care, such as education and counseling, but will pay for such services only as they relate to a specific treatment episode for alcohol or drug abuse.
- HCFA's Medicare and Medicaid programs support the Federal drug control priorities by providing access to effective treatment for all those who need it to break their addiction to illicit drug use.

III. BUDGET SUMMARY

1996 Base Program

- The Department estimates that \$290.0 million will be spent by both programs on direct drug treatment costs, consisting of \$60.0 million for Medicare and \$230.0 million for Medicaid. This represents a \$37.8 million increase over the FY 1995 level.

1997 Summary of Request

- The Department requests \$320.0 million for both programs in FY 1997 for direct drug treatment program costs, consisting of \$60.0 million for Medicare and \$260.0 for Medicaid.
- Increases for funding for drug-related treatment costs reflect overall projected increases in the cost of providing substance abuse services to recipients.

IV. PROGRAM STATISTICS

- Not available.

V. PROGRAM ACCOMPLISHMENTS

- Not available.

HEALTH RESOURCES AND SERVICES ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Treatment	<u>\$36.4</u>	<u>\$41.5</u>	<u>\$43.3</u>
Total	\$36.4	\$41.5	\$43.3
Drug Resources by Decision Unit			
Ryan White C.A.R.E. Act (Drug Component)	<u>\$36.4</u>	<u>\$41.5</u>	<u>\$43.3</u>
Total	\$36.4	\$41.5	\$43.3
Drug Resources Personnel Summary			
Total FTEs	0	0	0
Information			
Total Ryan White Budget	\$606.9	\$691.5	721.5
Drug Percentage	6.0%	6.0%	6.0%
(Detail may not add to totals due to rounding.)			

- Approximately 6 percent of the amounts appropriated for Titles I, II, and III of the Ryan White Comprehensive AIDS Resources Emergency (C.A.R.E.) Act (Title XXVI of the Public Health Service [PHS] Act), is estimated to be used to support the provision of health care services (treatment and counseling) for drug-addicted persons with AIDS in substance abuse treatment settings. Funding estimates for antidrug abuse activities reflect this assumption.

II. PROGRAM SUMMARY

- The Health Resources and Services Administration's (HRSA's) Ryan White funds support State and locally administered programs that provide a network of health care and support services in cities and States for persons living with HIV infection and AIDS, especially the uninsured who would otherwise be without care.
- Specifically, funds are used as follows:
 - Title I (Title XXVI, Part A) authorizes grants for outpatient and ambulatory health and support services to metropolitan areas with a cumulative total of more than 2,000 cases of AIDS or a per capita incidence of 0.0025 (as of March 31, 1996, for FY 1997) under current law. These support services are intended for low-income and underinsured people living with HIV/AIDS, but are available for people of all means. The resources provide access to community-based outpatient medical care for people with HIV/AIDS who do not currently receive adequate care in the estimated 54 to 58 metropolitan areas eligible for FY 1994 funds under current law.
 - Title II (Title XXVI, Part B) authorizes formula grants to States and territories for the operation of HIV service delivery consortia in the localities most affected by the epidemic, provision of

home and community-based care services for individuals with HIV/AIDS, continuation of health insurance coverage for low-income persons with HIV/AIDS, and treatments that have been determined to prolong life or prevent serious deterioration of health for low-income individuals with AIDS.

- Title III(b) (Title XXVI, Part C) provides grant support to local and community-based organizations (principally community and migrant health centers), which provide outreach, counseling, testing, prevention, and early intervention services in a primary care setting for populations with or at-risk of HIV/AIDS.
- HRSA's drug-related resources support Federal drug control priorities by providing substance abuse treatment to persons with HIV/AIDS who are in treatment. Their goal is both to reduce illicit drug use, but also to stop the spread of diseases such as HIV/AIDS among this high-risk population.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 drug-related resources for HRSA of \$41.5 million represent an estimated 6 percent of the total funds under the Ryan White Program, Titles I, II, and III. This amount is expected to be used for direct health care of persons with HIV/AIDS in substance abuse treatment settings. This is an increase of \$5.1 million over the FY 1995 level.

1997 Summary of Request

- The FY 1997 drug-related resources for HRSA of \$43.3 million represent an estimated 6 percent of the total requested for Titles I, II, and III of the Ryan White program. This amount is expected to be used for direct health care of persons with HIV/AIDS in substance abuse treatment settings. This is an increase of \$1.8 million over the FY 1996 level.

IV. PROGRAM STATISTICS

- As of June 30, 1995, 31% (23,758) of the total adult and adolescent AIDS cases reported to the CDC between July 1994 and June 1995 (75,825) were in the exposure category of injecting drug users. The cumulative total reported in this category (149,718) is 31.8 % of the total reported AIDS cases (470,288).

V. PROGRAM ACCOMPLISHMENTS

- For the period covering July 1 to December 31, 1994, primary medical care providers in Title I funded eligible metropolitan areas reported that approximately 33,500 (25%) of 135,800 clients were in the primary HIV exposure categories related to injecting drug use. The range of office-based health care services would include: medical care, dental care, mental health care, substance abuse treatment (including alcohol), or counseling and rehabilitation services.
- For the same period, primary medical care providers in Title II funded State programs reported approximately 22,500 (25%) of 91,400 clients.

INDIAN HEALTH SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention	\$3.5	\$3.5	\$3.5
Treatment	<u>39.3</u>	<u>39.3</u>	<u>39.3</u>
Total	\$42.8	\$42.8	\$42.8
Drug Resources by Decision Unit			
Antidrug Program	<u>\$42.8</u>	<u>\$42.8</u>	<u>\$42.8</u>
Total	\$42.8	\$42.8	\$42.8
Drug Resources Personnel Summary			
Total FTEs	110	110	110
Information			
Total Agency Budget	\$1,963.1	\$1,986.8	\$2,174.2
Drug Percentage	2.2%	2.1%	2.0%
(Detail may not add to totals due to rounding.)			

II. PROGRAM SUMMARY

- The Indian Health Service (IHS) provides health care services for American Indians and Alaska Natives while also providing the opportunity for maximum tribal involvement in developing and managing these programs.
- As part of its broad mandate to provide health care services, the IHS supports substance abuse treatment and prevention services. Antidrug abuse activities are administered by the Alcoholism and Substance Abuse Programs Branch within IHS. In addition to the development of curative preventative, and rehabilitative services, these activities include the following:
 - Data development and coordination for measuring the substance abuse and underage alcohol problems among American Indians and Alaska Natives;
 - Programmatic evaluation and research toward developing effective prevention and treatment services;
 - National leadership that focuses on youth treatment, community education, and prevention services for high-risk youth;
 - Development of curative, preventive, and rehabilitative services for women, children, families, and the chronically ill patient populations; and
 - Services for developmentally disabled.

- IHS supports the Federal strategy to reduce the demand for illicit drugs within the American Indian/Alaska Native population by requesting resources to maintain efforts within American Indian/Alaska Native community programs. The IHS is mandated to develop one youth regional treatment program (RTC) in each IHS Area. Of the \$42.8 million total resources in FY 1995, nearly \$14.0 million was for youth residential treatment; the balance of funds supported a variety of prevention-education, counselor training, community-based treatment services for child sexual abuse, and family treatment.
- IHS's operations support the Federal drug control priorities by working to ensure continued access to effective treatment programs for those who are in need of treatment services. In addition, IHS supports prevention and education programs that target youth, to reduce their use of illicit drugs, alcohol, and tobacco products. For instance, the Indian Health Care Improvement Act Amendments have identified funds for use by urban Indian health clinics to provide treatment, rehabilitation, and education services for Indian youth with substance abuse problems. A Memorandum of Agreement has been established between SAMHSA and IHS to coordinate activities in this regard. Urban Indians will continue to be addressed in the course of present drug control activity within IHS.
- IHS goals and objectives are also consistent with the Federal drug control priorities by focusing on community awareness, primary and secondary prevention strategies, collaboration, and services for special population groups. The Public Health Service Plan to Reduce the Demand for Illicit Drugs (June 1989) requires that IHS expand its efforts in treating IV drug abusers in specialty clinics and treating other drug-abusing youth in federally funded health centers and programs for the homeless. New initiatives will continue to focus on the needs of alcohol and substance abusers who have a history of sexual abuse and on a redesigned community mobilization effort that will provide innovative treatment and prevention modules targeting communities that have high rates of alcoholism and drug abuse. This is done in collaboration with other HHS agencies as part of a Department-wide secretarial initiative.

III. BUDGET SUMMARY

1996 Base Program

- The Department estimates that a total of \$42.8 million will be used for drug-related activities for FY 1996, the same resource level as FY 1995. These resources are sufficient to allow IHS to continue its antidrug program at its current level of operations.

1997 Summary of Request

- For FY 1997, the IHS requests a total of \$42.8 million. This is the same level of funding as FY 1996. The resources requested will ensure that the IHS can continue on going operations.

1997 Highlights

- The Department plans to expand its treatment services for the chronic, hardcore population, as well as continue to provide a full array of drug-related activities.
- Substance abuse is probably the single greatest health problem faced by American Indian and Alaska Native youth and adults. Substance abuse is a contributing factor for many of the leading causes of death for these populations, such as motor vehicle and other injuries, homicide, and suicide. This budget effort seeks to stem addiction in the American Indian and Alaska Native communities.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projected
P.L. 99-570 Services Provided:			
- Regional Treatment Centers/Youth	9	10	10
- Community Education	340,000	367,567	370,000
P.L. 100-690 Services Provided			
- Aftercare Referrals	20,100	47,000	47,350
- Emergency Placements	560	600	650

V. PROGRAM ACCOMPLISHMENTS

- Utilizing three Center for Substance Abuse Prevention (OSAP) curriculum: Gathering of Native Americans, Violence Prevention, and Facilitation Skills' Development focus. Area trainings have been conducted for both Albuquerque and Aberdeen. Local community-based replication have been conducted in 6 communities, with additional replications being planned. A revitalization of community planning ability on alcohol and substance abuse has occurred.
- An amendment to the Memorandum of Agreement with the Bureau of Indian Affairs (BIA) guiding interagency coordination at the Headquarters, Area, and local levels was signed in August 1994. The IHS is closely coordinating activities with the BIA, including planned meetings to review and implement items in the agreement. IHS service unit directors and BIA superintendents have met to determine priorities for joint activities on the local level.
- Purchase of child sexual abuse exam equipment for hospital and clinics.
- Initiated community prevention efforts in collaboration with Center for Substance Abuse Prevention in Aberdeen and Albuquerque Areas.
- Continued primary care provider (professional) training workshops. The curriculum is listed with the National Clearinghouse for Alcohol and Drug Information. This 3-day didactic and experiential training session was updated in FY 1994 to include co-dependency, tobacco, prescription drug abuse, impaired professionals, and family issues. A special module was developed for public health nurses. Activities include the development of a lending library (video and slide materials) designed to improve provider inservice capability and community presentations. Training for nurses has been conducted at the Black Hills Training Center; training for physicians was conducted in Portland, Oregon; Phoenix, Arizona; and Sawyer, MN. Prevention training for Mental Health Specialist and Nurses was offered in collaboration with CSAP.
- The Chemical Dependence Management Information System (CDMIS) will be fully on line by the end of FY 1996. All Areas using CDMIS and those areas that will be reporting CDMIS from other data systems have received training. A user-friendly version of CDMIS was released during FY 1995, with plans for an integrated version to be released in FY 1997 which will capture data conclusive to a behavioral health model of treatment.
- In FY 1995, \$1,000,000 was distributed to continue support of the Fetal Alcohol Syndrome staff at area offices in collaboration with the Maternal and Child Health Program. A National Conference was sponsored in the Spring; a Presentation document will be printed and distributed.

- In FY 1995, nearly \$2,000,000 was distributed to continue support of the specific needs of women and their children. Each Area was required to establish its own plan for use of the funds.
- In FY 1995, counselor certification rates continued to improve since 1990 to reach 65 percent. In FY 1994, \$1,000,000 was distributed to support this effort. Each Area has established its own spending plan for the additional funds. Some Areas purchase training episodes from community colleges and others provide support for Area-based boards.
- The IHS began a collaborative effort with the office of the Assistant Secretary for Health to evaluate treatment for women. This collaborative effort has completed the first two phases of the four phases of evaluation. Formal presentation of the final report of the first two phases was presented January 19, 1996, in Rockville, Maryland. Based on this report, American Indian and Alaskan Native women sought IHS-funded treatment because of the following: (1) the high rate of abuse as children and adults; (2) motivation to become better parents; (3) the need for treatment programs or a treatment which includes cultural, spiritual, and child care activities; and (4) completion of individual and group therapy and support group approach. Phases III and IV have begun and will conclude in 1998.
- The IHS began an evaluation of the adolescent regional treatment centers. This evaluation project has completed several important milestones, including the completion of data collection instruments and formation of the data collection team. The Project is currently involved in the approval process, which include securing approvals by OMB, the national IHS IRB, Area IHS IRB's, Tribes, and programs. The project projected completion for 1997.

NATIONAL INSTITUTES OF HEALTH

I. RESOURCE SUMMARY

(Budget Authority in Millions)

Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention Research	\$179.6	\$188.5	\$191.7
Treatment Research	<u>257.3</u>	<u>269.9</u>	<u>274.6</u>
Total	\$436.9	\$458.4	\$466.3
Drug Resources by Decision Unit			
Extramural Research	\$382.1	\$405.0	\$412.6
Intramural Research	24.6	25.5	25.5
Research Management and Support	<u>30.2</u>	<u>28.0</u>	<u>28.2</u>
Total	\$436.9	\$458.4	\$466.3
Funding Sources			
NIDA	\$289.6	\$305.1	\$312.0
Drug Percentage	66.3%	66.6%	66.9%
Office of AIDS Research	\$147.3	\$153.4	\$154.3
Drug Percentage	33.7%	33.4%	33.1%
Total	\$436.9	\$458.4	\$466.3

(Detail may not add to totals due to rounding.)

II. PROGRAM SUMMARY

- The National Institute on Drug Abuse (NIDA) conducts research on the causes, consequences, prevention and treatment of drug abuse and addiction, as well as its behavioral biological, and social bases. NIDA seeks to bring the full power of science to bear on one of our Nation's most pressing public health and social problems.
- Drug abuse is a preventable behavior and drug addiction is a treatable disease of the brain. Building upon the past decade of research, we now have the scientific base to understand the neurobiology of addiction and to develop effective treatments based on scientific discovery. Drug abuse researchers are making significant discoveries at an unprecedented rate, while spectacular advances in technology are opening even more avenues of research. Among the most exciting and significant discoveries of the past decade was the molecular cloning of the receptor genes for virtually all drugs of abuse. In the past year, NIDA researchers have used this information to move beyond cloning to begin to understand the molecular and genetic basis of addiction and to develop gene-based therapies. These studies, coupled with the exciting new technological advances of brain imaging, are presenting us with unprecedented opportunities to determine the molecular and cellular mechanisms of such complex, clinically important phenomena and behaviors as tolerance, dependence, sensitization, craving and withdrawal. In particular, these discoveries have propelled us dramatically forward in cocaine research, and we are now ready to use this information to develop effective pharmacological treatments for treating cocaine addiction. As we approach the twenty-first century, it is critical that we take advantage of the research opportunities now available and that we rapidly transfer to the public, health professionals, and policy-makers the scientific knowledge that is generated through this research to improve policy and practice.

- NIDA continues to be the lead Federal agency and predominant source of funding in support of research on drug abuse, dependence, and addiction. It funds nearly 85 percent of all research on these problems in this country. NIDA has a goal for the turn of this century to have science replace ideology as the foundation of drug abuse and addiction prevention, treatment, and policy strategies.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 base contains a total of \$458.4 million and 365 FTEs. Prevention research will increase to \$188.5 million and treatment research will increase to \$269.9 million. In FY 1996, NIDA plans to focus on the following important research areas, which provide both continuity and commitment of purpose in a continuing pursuit of basic and essential objectives.
 - **Drugs and the Brain:** All drugs of abuse act in the brain by altering normal biological processes, which in turn causes changes in behavior and thinking patterns. Advances in molecular biology and neuroimaging allow us to visualize the effects of drugs on the brain and to use drug probes to specify where drugs go in the brain, how long they remain there, and how long brain dysfunction remains after drug use ceases. These techniques are not only of great value as basic research tools, but they will be invaluable in developing medications, studying the neurobiology of drugs and cognitive processes, and assessing treatment progress. These techniques will ultimately be translated into tremendous improvements in prevention and treatment.
 - **Medications Development:** Our top priority is development of an effective anti-cocaine medication or “cocaine blocker.” We have identified the major receptor sites where cocaine works on the brain, and many of the mechanisms of action both at the receptor and molecular levels. These discoveries have uncovered at least four biological targets at which NIDA is aiming its medication development strategies, with more than a dozen compounds now in the pipeline. In addition, a number of potential new therapeutic compounds have been identified and NIDA will continue research on development of additional medications for opiate addiction.
 - **Behavioral and Psychosocial Treatment:** NIDA continues to build upon knowledge gained from basic behavioral and clinical studies to further define, develop, and refine behavioral therapies, including behavioral interventions, psychotherapies, counseling approaches, and other rehabilitative strategies. In the past year, the Institute continued to identify the most effective treatment modalities and to match patients with treatment modalities to improve treatment outcomes. Other findings from multidisciplinary teams are providing an informed basis for the strategic, rational development of behavioral therapies. The program includes community-based replication studies to test the transferability of effective therapies, and dissemination of information about effective strategies to clinicians in the field.
 - **Epidemiology: Risk and Protective Factors:** Over the past two decades, NIDA investigators have developed sophisticated sampling, data collection, and analysis techniques that have improved our understanding of illicit drug abuse in the United States. NIDA will continue to maintain all resources for data collection analysis and reporting. The early identification of children and adolescents at high risk for drug abuse continues as a high priority for the Institute, as will the identification of protective factors that enable youth with multiple risk factors to avoid drug use. During the past several years, NIDA researchers have shown that a variety of

specific interventions have both short- and long-term positive outcomes in preventing drug use, interrupting the progression to drug abuse, and reducing the likelihood of relapse.

- **Health Services Research:** Research on the organization of the services delivery system and on the effects of financing and reimbursement on service access, quality and outcome is of ever-increasing importance as the Nation moves toward managed care. NIDA research has identified factors that may lead to better outreach, improved treatment retention, and better treatment outcome. The research in this area continues to help delineate the most cost-effective delivery settings for particular subgroups of drug abusers, and to help develop strategies for linking drug abuse treatment and primary medical care.
- **HIV Infection and AIDS:** The goal of NIDA's research program on HIV/AIDS is to reduce HIV transmission that is related to drug abuse. To achieve this goal, the Institute has developed a comprehensive research program, which includes basic and clinical studies of seroincidence, seroprevalence, and disease progression among drug users (in and out of drug abuse treatment), their sexual partners, and their children; and studies to assess prevention and treatment strategies to reduce drug-related behaviors that are linked to the transmission of HIV and progression to AIDS. NIDA research has demonstrated that drug abuse outreach and intervention programs are highly effective in reducing behaviors associated with HIV/AIDS. The research has now determined specific factors that should be present in intervention programs aimed at reducing the spread of HIV among youth and has begun to identify the most effective types of interventions appropriate for different groups and communities.
- **Minority Populations:** Racial and ethnic minority groups are disproportionately affected by drug abuse and its sequelae, including AIDS. NIDA continues to support research to better understand the bases of cultural differences in drug-seeking and use; to develop new and enhance existing outreach/intervention approaches focused on racial and ethnic minorities; and to develop new, and adapt existing, drug abuse treatments shown to be effective with the general population to meet the special cultural needs of racial and ethnic minority groups. NIDA continues its efforts to recruit investigators from Historically Black Colleges and Universities and from the Hispanic community into the drug abuse research field.

1997 Summary of Request

- The FY 1997 request for NIDA is \$466.3 million, a \$7.9 million increase over FY 1996. Prevention research will increase to \$191.7 million and treatment research to \$274.6 million.

1997 Highlights

- **Neurobiology of Addiction.** Cocaine is thought to produce its primary reinforcing effects by blocking the normal deactivation of dopamine. NIDA researchers continue to investigate the fundamental mechanisms of cocaine binding at the dopamine transporter and to specify the distribution and location of the transporter, with the goal of identification of medications for treating cocaine abuse. They also continue to investigate the structure, organization, and functional significance of the multiplicity of receptors in the endogenous opiate system and have developed a cell model for studying specifically how opiates such as heroin act in the brain. Results of this research have also shown that more effective analgesia with fewer side-effects can be obtained. These discoveries, along with many others, are providing us with the scientific underpinnings from which to better understand and treat opiate addiction. NIDA researchers are also investigating the mechanisms of action of amphetamines. Other research opportunities follow:

- *Cognitive factors and the motivation to use drugs:* Through the efforts of our clinical investigators, the role of craving and withdrawal has gained new prominence for basic behavioral scientists seeking to understand the stages of the addictive process.
 - *Development of genetically enhanced pharmacotherapies for drug abuse:* This initiative encourages interdisciplinary research to develop implanted devices that will make pharmacotherapies for heroin and cocaine addiction more biocompatible by acting as “organoids,” hybrid organs consisting of a biomaterial structure overlaid with genetically engineered secretory cells. The intent is to improve the delivery of pharmacotherapeutic agents, with the objective of reversing chronic imbalances in brain chemicals and processes in active or recovering drug abusers. This effort is in the preclinical stage of a long-term R&D effort.
 - *Establishment of a Drug Abuse Gene Database:* NIDA proposes to establish a national database that will provide an on-line service to record and document the genes whose expression is changed by abused substances, and the changes in their patterns of expression. Providing on-line features currently enjoyed by other gene databases will allow information about genes regulated by drugs to be accessible to the substance abuse and the broader molecular biology research communities.
- **Treatment Improvement.** During the past several years, NIDA has established major programs to identify, evaluate, and develop pharmacological and behavioral therapies for drug addiction. As the breadth of NIDA-supported research is expanded, we anticipate that novel approaches from such areas as molecular biology, developmental and cognitive psychology, and social learning theory will present unprecedented opportunities to improve treatment efficacy. One of NIDA's major initiatives is to ensure the appropriate integration of behavioral and pharmacological therapies to optimize treatment effectiveness.

Medications Development

- *The Cocaine Treatment Discovery Program:* NIDA maintains an ongoing high-priority program for discovering new medications to treat crack/cocaine abuse. Several small studies of potential cocaine treatment agents have been completed and are in various stages of data analysis. NIDA intramural researchers have discovered possible compounds that can block the effects of cocaine without interfering with the normal mood-modulating effects of dopamine. This finding removes a major obstacle to previous efforts in the development of cocaine antagonists.
- In addition to the dopamine transporter, attention will be focused on other neurotransmitter systems, on the vasoconstrictive effects of cocaine, and on the development of vaccines or membrane-permeability-altering compounds to prevent cocaine from reaching the brain or passing through the placenta. Reversal of cocaine-induced neurotoxicity as well as a treatment for cocaine will be the focuses of this research.
- *Treatment of Opiate Addiction.* Effective therapies have been, and are being, developed for opiate addiction. Some examples of opportunities include: increasing the effectiveness while reducing the side effects of methadone through development of a controlled-release dosage form of oral methadone; development of medications and formulations to treat withdrawal symptoms in babies born to opiate-dependent mothers (currently there are no FDA-approved medications for the treatment of these neonates, although paregoric has been used); development of a naturally occurring opioid peptide as a medication for the treatment of opiate addiction (i.e., replacement of a naturally occurring substance that may be deficient in certain individuals with opiate addiction).

Behavioral and Psychosocial Treatment

- Reliability and validity testing of diagnostic tests, and research into the effectiveness of differing forms of treatment, have been ongoing components of NIDA research. In the past year NIDA researchers have continued to identify the most effective treatment modalities and to match patients with treatment modalities to improve outcomes. A variety of behavioral interventions has been documented as being more effective than “standard” care. Highly structured, multi-component, outpatient “relapse prevention” regimens have been developed and documented to be effective by researchers, as have comprehensive interventions to help addicts make the initial transition to abstinence. Other findings from multidisciplinary teams are providing an informed basis for the strategic, rational development of behavioral therapies. For example, NIDA researchers have begun to separate the behavioral phenomena of craving from drug seeking.
 - Some further opportunities include Phase III studies of cocaine behavioral therapy; integration of behavioral and pharmacological therapies; behavioral therapy for drug-affected children, youth, and families; and treatment for comorbid and homeless clients.
- **HIV Infection and AIDS.** The prevalence of HIV infection in IDUs and their sexual partners and children is high in the United States and is on the rise in many other parts of the world. In the United States, approximately 30 percent of the AIDS cases are IDUs. Half of all females with AIDS have a history of injecting drug use, and still others are the non-injecting sexual partners of IDUs. Approximately 56 percent of reported pediatric AIDS cases are among children born to mothers with a history of injection drug use or who have had sexual contact with an IDU (the remaining 44 percent of pediatric cases are spread across a myriad of categories). And, by mid-1993, over 12,000 cases of AIDS had been reported among people 13 through 24 years of age, many of whom used drugs and participated in drug-related high-risk sexual activities. Another facet of the AIDS epidemic is the reemergence of TB in the United States. Drug users who are dually infected with HIV and TB and who frequent crack houses are suspected to be the source of TB infection for non-HIV-infected crack smokers.
 - NIDA’s continuing efforts in this area present the opportunity for the enhancement and further development of behavioral therapies focusing on AIDS risk reduction. NIDA research has now determined specific factors that should be present in intervention programs aimed at reducing the spread of HIV among youth. It has begun to identify the most effective types of interventions appropriate for different groups and communities. Other opportunities include examining how the health and other services delivery systems affect the prevention and management of HIV/AIDS in drug-abusing populations; studying factors affecting HIV disease progression in both in- and out-of-treatment drug users (NIDA researchers have begun identifying the effect of abused drugs on the progression of AIDS); and the effect of the linkage of drug abuse treatment and medical care.
 - **Fetal and Child Development.** Specifying the exact nature of birth abnormalities attributable to drug abuse has been made difficult by the incredible number of confounding variables. Nevertheless, the preponderance of evidence from both animal and human studies indicates that maternal drug use during pregnancy may represent a lifelong risk factor for the developing child.
 - One of NIDA’s major goals in this area is to conduct longitudinal studies of prenatally drug-exposed children. Information on the developmental sequelae of prenatal drug exposure beyond 3 years of age is extremely limited for cocaine and polydrug exposure. Such studies should also yield important data about risk reduction in these vulnerable populations and

should allow for the evaluation of community-based interventions for children 3 to 12 years of age.

- In addition, given recent data showing the significant benefits of zidovudine in preventing HIV transmission from mother to child, NIDA has assigned priority status to research designed to determine how to engage HIV-positive drug abusers in treatment. Because the majority of pediatric AIDS cases are associated with drug abuse, the diagnosis of drug dependence by health care workers caring for pregnant women is of paramount importance.
- **Epidemiology, Risk, and Protective Factors.** The number of cases of drug abuse and addiction is highly variable. In addition, new drugs, more potent forms of old drugs, new delivery systems, and new combinations of drugs are constantly appearing and changing the requirements for surveillance, research, prevention, and treatment programs.
 - The purpose of NIDA's epidemiological research program is to apply existing, and develop new, methodologies to monitor the ever-changing landscape of abuse and addiction; to pinpoint outbreaks of new forms of abuse; to understand the factors that lead to these outbreaks and how to contain them; and to identify those variables that make people vulnerable or invulnerable to various forms of drug abuse and addiction.
 - Opportunities exist for state and local area community-based, epidemiological research which will support a variety of investigations into methods of improving the collection and analysis of epidemiological data on drug abuse at the community level. The goal of this effort is to provide the analytical tools needed to provide more accurate and timely information to policymakers on appropriate substance abuse prevention methods for specific communities. There are also opportunities to further study resistance and vulnerability to drug abuse, with the results of this effort aimed at increasing the effectiveness of prevention and treatment interventions.
- **Prevention.** During the past several years NIDA researchers have shown that a variety of specific interventions have both short- and long-term positive outcomes in preventing drug use, interrupting the progression to drug abuse, and reducing the likelihood of relapse. The opportunity exists to develop new, and evaluate existing, prevention programs so that policymakers and educators across the country will know what works, for whom, and under what conditions. This will entail research on the neurobiological and behavioral etiology of drug abuse and addiction, family-focused drug abuse prevention research, drug abuse prevention diffusion research, and community-based drug abuse prevention research.
 - NIDA will expand its prevention intervention research to focus upon testing the efficacy and effectiveness of innovative theory-based drug abuse prevention strategies targeted to at-risk subgroups, families, communities, peer groups, and the workplace. Special attention will be given to testing prevention strategies that are fully consistent with the norms and needs of diverse cultural groups.
 - Because of the recent increase in the use of marijuana and the decrease in negative attitudes toward this drug in school-age children, NIDA has assigned marijuana research a high priority. The results of these studies as well as the ongoing research on marijuana is integral to, and critical for, NIDA's prevention and treatment programs.
- **Health Services Research.** Perhaps the biggest challenge facing NIDA's health services research program results from the advances in the prevention and treatment of drug abuse and addiction. It is

imperative that NIDA conduct research to assess the cost-effectiveness of existing services and to compare existing programs to new programs; to ensure that changes in program structure and staff keep up with changes in the science base; and to facilitate reimbursements for those prevention and treatment services that NIDA research shows to be safe and effective. Attention must also be paid to the service needs of addicted patients with other medical and psychiatric diseases. Other needs and opportunities include the following:

- *Research on State Initiatives in Health Care Reform and Managed Care.* Health care reform and managed care initiatives are proceeding at the state level, with new systematic efforts being implemented to manage resource utilization and to contain costs. Future Federal initiatives can be informed by the experiences of the states. Research is needed on how state reimbursement and financing policies and practices influence the structure, operation, accessibility, and effectiveness of health services for drug abusers, particularly for those states implementing health care reforms to manage the cost and utilization of services, including managed care systems and health maintenance organizations.
- *Health Services Research Centers.* NIDA's Health Services Research Centers will support interdisciplinary research to study the impact of the organization, financing, and management of health services on the quality, cost, access to, and outcomes of treatment. As part of this initiative, the research will look at coordination between drug abuse treatment and other systems.
- **Women's Health.** As the role of women in our society has changed during the past two decades, so have the problems of drug abuse and addiction in women and our awareness of these problems. NIDA continues to expand its long-established research program on women's health in relation to drug abuse and addiction, and to develop gender-specific interventions. The program focuses not only on addiction, but on a variety of problems related to drug abuse. Research has shown that it is imperative that we consider the prevention and treatment of drug abuse and addiction in women within the added context of cultural and ethnic differences specific to the male-female relationship.
- **Minority Populations.** Drug abuse continues to be a major health concern for minority populations in the United States. The consequences of drug abuse are often more severe for minorities than for non-minorities. One of NIDA's major training initiatives is the development of a cadre of minority researchers dedicated to studying issues specific to the prevention and treatment of drug abuse and addiction in minority populations. This training program is essential for progress, because many areas of research cannot be successfully initiated without the input and direction of scientists who are sensitive to the needs of and have access to a variety of target populations. Opportunities exist to implement and/or expand the Historically Black Colleges and Universities (HBCU) Initiative, the Hispanic Initiative, and the Native American Initiative. In addition, cooperative agreements on minority drug abuse prevention and treatment, community-based research evaluation and training centers, and minority research infrastructure support and education program are being proposed.

IV. PROGRAM STATISTICS

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Projection
Research Project Grants	\$271.4	\$291.2	\$298.6
Number Competing	276	248	288
Success Rate	29.8%	23.2%	23.2%
Research Centers	41.1	43.9	44.1
Number of Centers	36	36	36
Other Research Grants	17.6	18.7	19.0
Research Contracts	42.7	40.4	39.4
Research Training	9.3	10.7	11.5
Intramural Research	24.6	25.5	25.5
Research Management	30.2	28.0	28.2
Total NIDA	\$436.9	\$458.4	\$466.3

V. PROGRAM ACCOMPLISHMENTS

- **Prenatal cocaine adversely alters brain structure.** NIDA researchers have demonstrated that daily cocaine administration to pregnant non-human primates in doses comparable to those found in human abusers led to severe abnormalities in the migration of neurons (a critical process in brain development), the number of neurons present after birth, and the structure of supporting cells in the cerebral cortex.
- **New opiate-like brain substance discovered.** NIDA researchers have discovered a new neuropeptide (orphanin FQ) in the brain which may represent a whole new class of neurotransmitters.
- **Long-term negative consequences of prenatal exposure to phenobarbital.** NIDA researchers have found that those suffering from prenatal exposure to phenobarbital had significantly lower intelligence scores than those not exposed to the drug.
- **Rats have been successfully immunized against the psychostimulant effects of cocaine.** NIDA researchers have successfully immunized rats against the psychostimulant effects of cocaine and opened up the possibility of developing a vaccination against cocaine addiction.
- **School-based prevention program reduces teen's drug use through the end of high school.** NIDA Life Skill Training Program showed that drug abuse prevention programs, when conducted with seventh-grade students and reinforced with subsequent "booster" sessions, can produce lower levels of tobacco, alcohol, and marijuana use by teenagers over a sustained period of time.

SUBSTANCE ABUSE AND MENTAL HEALTH SERVICES ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention	\$430.2	\$292.2	\$371.4
Treatment	<u>942.1</u>	<u>805.2</u>	<u>913.2</u>
Total	\$1,372.3	\$1,097.5	\$1,284.6
Drug Resources by Decision Unit			
<u>1. Knowledge Development and Application Program:</u>	—	211.6	352.1
Substance Abuse Prevention			
– High-Risk Youth	65.2	—	—
– Pregnant Women and Infants	22.5	—	—
– Other Demonstrations	6.3	—	—
– Community Prevention	114.7	—	—
– Public Education and Dissemination	13.5	—	—
– Training	16.0	—	—
Subtotal, Prevention	238.2	—	—
Substance Abuse Treatment			
– Target Cities (Crisis Areas) Demonstrations	35.5	—	—
– Treatment Improvement Demonstrations:			
Women/Children Demonstrations	64.2	—	—
Forfeiture Fund Transfer	(10.0)	—	—
– Criminal Justice Program	37.5	—	—
– Critical Populations	23.6	—	—
– Comprehensive Community Treatment Program	31.1	—	—
Forfeiture Fund Transfer	(4.0)	—	—
– Addiction Treatment Training	5.6	—	—
– AIDS Training	2.8	—	—
– AIDS Linkage	7.7	—	—
– AIDS Outreach	7.5	—	—
Subtotal, Treatment	215.5	—	—
<u>2. Substance Abuse Performance Partnerships:¹</u>	—	856.4	904.0
– Treatment Capacity Expansion Program	6.7	—	—
– Performance Partnerships	877.1	—	—
Program Management	<u>34.7</u>	<u>29.5</u>	<u>28.5</u>
Total, SAMHSA	\$1,372.3	\$1,097.5	\$1,284.6
<i>Forfeiture Fund</i>	<i>(\$14.0)</i>	<i>(\$0)</i>	<i>(\$0)</i>
– Drug Only Funding	1,143.1	873.7	1,048.4
– Alcohol Primary/Drug Secondary	175.9	171.7	181.3
– Alcohol Under Age 21	53.3	52.1	55.0
Total, Substance Abuse	\$1,372.3	\$1,097.5	\$1,284.6
Drug Resources Personnel Summary			
Total FTEs	365	353	329
Information			
Total Agency Budget	\$2,194.7	\$1,854.4	\$2,098.0
Drug Percentage	62.5%	59.2%	61.2%
(Detail may not add to totals due to rounding.)			

¹ The Substance Abuse Performance Partnerships reflected in this table do not include Alcohol-only data.

Methodology Change in Drug Treatment Estimation

Background

- The FY 1997 President's request proposes a significant change in the methodology used to estimate national drug treatment need, and the degree to which the SAMHSA budget addresses that need. Previous budgets and supporting backup information included drug treatment "slot" numbers as a quantitative output measure of national drug treatment capacity. The slot concept derived from the Federal government's pre-1981 practice of purchasing a certain number of drug abuse treatment slots from States each year through Statewide service contracts. Each slot or "bed" represented the static capacity to treat one drug abuser at one time; depending upon the length of an individual's treatment regimen, one slot would support services for 2-3 individuals each year.
- The treatment slot concept continued as the Federal government's principal measure of determining national drug treatment capacity with the development of the National Drug Treatment Requirements Table in the late 1980s. This analysis served two purposes, to relate Federal resources to treatment services, and to provide the Office of National Drug Control Policy (ONDCP) with an indicator of the national drug treatment need, as required by authorizing legislation. As such, the Treatment Requirements Table became a valuable tool for translating future year budget requests into objective measures of treatment utilization. In providing a comprehensive view of the Nation's drug capacity projected into future budget years, however, the analysis used several assumptions that were called into question by SAMHSA and others, leading to an internal review of the slot concept and projection methodology.

Previous Drug Treatment Estimation

- The previous model provided an estimate of total drug abusers in the Nation, as well as those with serious problems; national treatment capacity or slots, including those supported by the Federal government (and in particular, SAMHSA); the number of individuals who could be treated given the available capacity; and the gap between national treatment need and available capacity. The Table provided a reasonably complete picture of treatment need and capacity. It had value in linking future Federal drug investment to anticipated progress in fighting the drug problem. However, it was recognized from the start that the projection methodology needed continued future refinement. This was because:
 - Data on individuals needing and receiving treatment were not highly refined. The number of estimated drug users was derived from the National Household Survey of Drug Abuse, which is conducted annually. While some adjustments were made for prison and homeless populations not subject to survey, the data were considered understated because of individuals' reluctance to volunteer information to the Federal government about their drug problems.
 - The model relied upon treatment slots as the primary indicator of treatment availability. The slot concept had historical value as a readily understood measure of static treatment capacity. However, treatment providers did not organize or quantify their capabilities by slots once Block Grants superseded the previous State contracts. Moreover, Federal data on available slots was based on one National Drug and Alcoholism Treatment Unit Survey (NDATUS) of providers, then projected based on assumptions. Similarly, the number of individuals treated within an average slot, or throughput, was estimated using techniques which were not as methodologically sound as other SAMHSA estimates.
 - People served through Federal programs were estimated based on numbers of slots. Once numbers of treatment slots and their average costs were developed, those individuals treated through

Federal programs were determined on a proportional basis. Essentially, this compounded the inaccuracies inherent in both the treatment slot numbers and the estimated throughput data.

- In order to provide a national picture for the future, numerous assumptions had to be made. These included estimating future numbers of those abusing drugs; the success rate of future treatment regimens; the length of stay in treatment, as measured by changes in throughput; future inflation; and projected future investment of the public and private sectors in drug treatment, exclusive of Federal support.
- The methodological difficulties posed in developing a comprehensive view of national drug status based on limited epidemiologic data were recognized as an inherent problem of the drug model. Because of its utility and the continuing need for some measure of national treatment need, it was maintained in limited fashion while a complete review of the underlying methodology was undertaken by SAMHSA. The National Drug Treatment Requirements table was last made public in the 1995 President's Budget Request published in January, 1994. Since then, only data on SAMHSA treatment slots and persons served through SAMHSA-supported programs have been published while this review was undertaken.

New Drug Treatment Analysis

- Over the past year SAMHSA has conducted a thorough analysis of the statistical validity of the data collected through the Household Survey and NDATUS, as well as that available from other sources. This includes information on the total population as well as key subpopulations. Various techniques for cross-checking reporting accuracy have also been reviewed. The results of these and other analysis were considered in developing new methods of estimating national treatment need, those currently being treated, and the national treatment gap. The result is a substantial revision in the National Drug Requirements Table, which follows this discussion.
- The data now reported differ considerably from previous estimates. There are also policy considerations inherent in these data, including their implications for Federal drug programs. The most significant change is that the estimates are no longer based on treatment slots, but instead rely upon more years of better-adjusted data reported through SAMHSA surveys. Taken as a whole, the change in methodology results in the following:
 - Data on total treatment need are more accurate. In order to correct under reporting problems and other inconsistencies in the prior information, three important changes have been made:
 1. Crime report data and NDATUS information from treatment facilities on persons actually in treatment are used to cross-check Household Survey data self-reported by individuals. Ratio estimation techniques are employed to adjust the Household Survey data, increasing both the numbers of individuals with a drug problem and those undergoing treatment for it.
 2. Criteria employed to determine those with a drug problem have been updated. The new criteria are more expansive in their coverage; for example, all injecting drug users and all individuals receiving treatment are automatically considered to have a drug problem, which was not the case before.
 3. The updated NDATUS information now used to estimate those in treatment is more complete and more accurate, further increasing our reported numbers.

- Far fewer data assumptions need to be made.

Data on people requiring drug treatment and clients in treatment are no longer projected beyond the last year of actual survey information, in this case 1994. No assumptions are made about future drug trends or changes in State, local, or private treatment resources which would impact on nationwide treatment capacity.

- SAMHSA-supported treatment data are also more accurate.

In lieu of translating treatment slot data into numbers of individuals treated with SAMHSA funding, an estimate of SAMHSA support is made by applying a national average cost per individual receiving services to the total SAMHSA treatment budget. Only two assumptions are made, that our treatment services are provided at the same cost as the national average, and that future treatment costs will increase at the same rate as the Gross Domestic Product. These assumptions will undergo refinement.

- The reported data are much simpler to understand.

Besides being more accurate, the reported information is limited to only that essential for core policy purposes. The gap between the more serious need for treatment and clients actually treated is specifically identified.

Policy Considerations

- Revisions to the Drug Requirements Table were considered in order to address serious concerns about the accuracy, reliability, and relevance of the model previously used. The changes in reported data which result, however, also have implications for Federal policy which need to be considered. Perhaps foremost among these is the fact that data refinements, primarily to adjust for prior underreporting, now indicate an average 68 percent greater number of persons in need of treatment in the country; an average 49 percent increase in those with more serious need for treatment; and an average 17 percent larger number of people in treatment than previously assumed.
- Significantly, the new data show that all reporting measures were previously understated. The simultaneous data readjustments thus maintain the same relationships among them. While more people are estimated to need treatment than was previously thought, more people are also estimated to receive treatment. The treatment gap, or difference between those who need treatment and those actually treated is now 48 percent, very close to the 43 percent reported under the previous methodology. In both the previous and the new methodologies, the numbers of persons with need for treatment, and the treatment gap continued to decline over the 1989-1994 period.
- The trends change direction in only one area under the new methodology, the number of clients treated nationwide between 1989 and 1994. We had previously projected a declining national treatment capacity over this period, and the newer data show that there is an actual increase. There are three primary reasons for this. As noted above, SAMHSA previously used only one year of data to estimate those in treatment. By using several years of NDATUS, the new data are much more accurate. Secondly, in order to use slot information, throughput rates had to be used to estimate the number of people treated per year in each slot. Assumptions were made that future treatment regimens would be longer and throughput would be lower, since demonstration results showed that more lengthy treatment results

in better outcomes. Since those in treatment are now measured directly, such assumptions no longer need to be made. And finally, assumptions made about future changes in treatment slot cost due to inflation could not be verified through our data systems. Compounding higher rates of inflation over the years resulted in fewer individuals shown as being treated. The new data are based on more recent data, and inflated at a lower GDP rate.

- A number of questions and concerns about the Nation's drug treatment policies and capacity still remain. They include the continued presence of a large treatment gap; the fact that many of those without access to treatment neither want nor seek out treatment; concerns about how to address the needs of persons with less serious problems who may require less intensive treatment, or prevention interventions; and the large number of individuals who will not benefit from treatment, and may recycle through such programs. SAMHSA intends to continue to examine these issues, particularly through the Knowledge Development and Application program and selected demonstration efforts. Data in the drug requirements table will be updated and refined as improvements are made in data collection instruments and secondary analyses. In short, we expect the new requirements methodology to form the basis for the systematic application of new knowledge, combined with sustained Federal treatment resources through Performance Partnerships, to reduce the Nation's drug problems.

II. PROGRAM SUMMARY

- All programs administered by the Center for Substance Abuse Treatment (CSAT) and the Center for Substance Abuse Prevention (CSAP) are considered drug-related activities. The 1996 Policy Level and the 1997 President's Budget fund a consolidated Knowledge Development and Application program (KDA) where 85 percent of the funding is for drug-related activities, including 42.5 percent for prevention and 42.5 percent for treatment. Approximately 71.1 percent of the current Substance Abuse Block Grant (SABG) and the new Performance Partnership Grant (PPG) is considered drug-related. This is based on current statute which requires a minimum expenditure for alcohol-only activities. This budget assumes historical spending patterns for drug-related prevention and treatment activities, pending data on actual State experience under the proposed legislation.
- SAMHSA supports the Federal drug control priorities by expanding access to treatment and increasing treatment effectiveness; enhancing prevention and education programs targeted to youth and other at-risk populations; and strengthening multi-agency linkages at the community level among prevention, treatment, and criminal justice programs, as well as other supportive social services to address the problems of drug abuse.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 base for SAMHSA's drug-related activities totals \$1,097.5 million, a decrease of \$274.8 million from the FY 1995 level.
- The FY 1996 budget estimate reflects the average level derived from the Congressional appropriation process, plus an additional \$25.0 million for the Substance Abuse Block Grant/Performance Partnership Grant. Funding for the Knowledge Development and Application Program is not sufficient to fully fund continuations; however, no final decisions have been made on termination of projects. The

agency is committed to funding \$31.0 million in new projects at this level, of which \$23.5 million will support drug abuse prevention and treatment. A total of \$11.0 million for prevention and \$12.5 million for treatment will be distributed across the following programs: Managed Care; Prevention Initiative; Children's Initiative; Homeless Initiative; Marijuana Initiative; and Wrap Around Services.

1997 Summary of Request

- The FY 1997 SAMHSA total request for drug-related activities is \$1,284.6 million, an increase of \$187.2 million over FY 1996.

1997 Highlights

- The FY 1997 request provides a total of \$352.1 million for substance abuse prevention and treatment Knowledge Development and Applications programs, an increase of \$140.5 million over the FY 1996 level. The FY 1997 request includes \$176.0 million for prevention activities and \$176.0 million for treatment activities. This new start funding will support prevention and treatment initiatives in the following programs: Managed Care; Early Childhood Problems; Co-Occurring Disorders; Changing Systems and Practice; Criminal Justice; Emerging Issues; and Standards and Guidelines.
- The total FY 1997 request for the Substance Abuse Performance Partnerships is \$1,272.0 million, an estimated \$904.0 million of which is drug-related resources. SAMHSA will continue working with the States to establish objectives to carry out the goals of the program, which are to reduce the incidence and prevalence of substance abuse and dependence, improve access to appropriate prevention and treatment programs, enhance the effectiveness of such programs, and reduce the community and personal health risks of substance abuse. Negotiated performance objectives and indicators will provide States greater latitude in directing resources to meet local needs as well as ensuring that State and Federal needs are met with regard to substance abuse treatment and prevention.

IV. PROGRAM STATISTICS

A. People Needing Treatment

- The primary source of information on substance abuse in the country is the National Household Survey on Drug Abuse (NHSDA) conducted annually by SAMHSA. The survey has been used to provide estimates of the number who need but do not receive treatment for drug abuse. Previous estimates had a tendency to understate treatment need because not all respondents admit that they have a problem. New estimates have been developed that correct this underreporting. Data are improved by using other information available in the Household Survey that points to the existence of a serious abuse problem such as frequency of drug use, injection of drugs, and treatment status. The result is a more precise but still conservative estimate because only the most serious problems are included in the need group. To deal with the underreporting problem, external sources of information such as the Uniform Crime Report and the NDATUS are used to adjust the NHSDA estimates. One consequence of the change is a 42 percent increase over previous estimates of the number of people needing treatment in 1994.
- These adjustments increase the estimate of the number of persons in treatment as well as the number in need of treatment. For 1994 the estimate of those in treatment increases by 31 percent. An analysis of

the trends for the period 1989 to 1994 based on these changes shows that the number of persons most in need of treatment declined from 4.6 to 3.6 million. The number of persons in treatment also increases from 1.6 to 1.8 million, suggesting a decline in the gap between the number in need and the number in treatment.

Changes in Treatment Need and Clients Treated (Thousands)						
Year	1989	1990	1991	1992	1993	1994
Total Treatment Need	8,539	8,066	7,554	7,224	6,778	7,090
Level One						
– Persons With Less Severe Problems Needing Treatment	3,938	3,733	3,304	3,329	2,864	3,537
Level Two						
– Persons With Severe Problems Needing Treatment	4,601	4,333	4,250	3,895	3,914	3,553
– Clients Treated	1,570	1,633	1,649	1,815	1,848	1,847
Percent Level Two Treated	34%	38%	39%	47%	47%	52%
Percent Level Two Not Treated	66%	62%	61%	53%	53%	48%
Treatment Gap	3,031	2,700	2,601	2,080	2,066	1,706

Note: Clients treated for 1989-90 and 1994 are estimated from current data.

B. People Treated with SAMHSA Funding

- A change has also been made in the method for estimating the amount of treatment that can be supported with the SAMHSA budget. Prior estimates were based on calculations using data based on numerous assumptions and projections of these data into the future. The new approach uses the average annual cost of treating a person with substance abuse to estimate the number of persons who can be treated for a given SAMHSA budget, inflated by the Gross Domestic Product (GDP) through 1997.
- The present estimate shows that the SAMHSA budget request would support the treatment of 321,346 persons with a serious substance abuse problem, or roughly 10 percent of all those identified as needing treatment. This represents an increase of over 22,500 persons treated with SAMHSA funds over the FY 1996 level.

Number of Persons Receiving Treatment with SAMHSA Funding									
Year	1989	1990	1991	1992	1993	1994	1995	1996	1997
SAMHSA Drug Treatment Funding (Dollars in 000's)	\$327,222	\$517,955	\$566,186	\$640,454	\$694,901	\$714,861	\$735,631	\$662,834	\$731,706
Cost Per Person Per Year	\$1,801	\$1,879	\$1,950	\$2,005	\$2,050	\$2,093	\$2,153	\$2,218	\$2,277
Clients Treated/ SAMHSA Funding	181,689	275,650	290,292	319,399	338,976	341,523	341,691	298,843	321,346

Note: Cost per person estimates are based on a cost estimate using NDATUS 1993 data, adjusted to current dollars by using a GDP price deflator set to 1993=1. SAMHSA funding is in current dollars. Cost per person estimates represent averages of all types of specialty treatment.

V. PROGRAM ACCOMPLISHMENTS

SAMHSA has implemented numerous initiatives and programs designed to support the National Drug Control Strategy goals. Highlights of SAMHSA's FY 1995 accomplishments include:

- Technical reviews and focused technical assistance were conducted in 60 States and territories, covering: effectiveness of treatment and prevention services, efficient use of Substance Abuse Prevention and Treatment Block Grants resources, establishing linkages between public health and justice programs, and planning/implementation of managed care initiatives.
- Fifty-three states now have the resources and technology to conduct needs assessments at the sub-state level; most of the States are, for the first time, empowered to conform to statutory requirements dictating that Block Grant funds be distributed at the local level based on need.
- New practice guidelines were completed and broadly disseminated, covering such topics as: combating TB, better patient-treatment matching, improved detoxification protocols, substance abuse treatment in managed care settings, combining treatment with diversion for juveniles in the justice system, and family-based approaches to prevention.
- To serve the most difficult substance-abusing offender populations, SAMHSA jointly funded a national Resource Center for the Dually Diagnosed in coordination with the National Institute of Corrections.
- In 1995, over 1,000 women and 1,125 children were served by SAMHSA's programs for Pregnant and Post-partum Women with Infants. Preliminary surveys show that a large percentage — approximately 95 percent — of children in these programs are born drug-free and without complication. Follow-up data indicate that over 75 percent of women who succeed in treatment remain drug-free post treatment, and 81 percent of women referred to programs by the criminal justice system had no new charges post-treatment.
- SAMHSA has downloaded current research, evaluation, and survey findings through Prevention On Line (PREVline) to State and local prevention agencies, educational institutions, community groups and organizations, and other users connected to the Internet. By the end of FY 1995, there were 67 gopher sites allowing direct access to PREVline through the Internet.
- The Community Partnership Program involves over 30,000 nonprofit organizations and businesses in local prevention projects and annually, with each project annually averaging more than 3,845 hours of volunteer labor. Findings to-date include: 1) the number and diversity of prevention activities has strong predictive value for success, as does the degree of sustained participation and cooperation among multiple institutions (businesses, schools, social services, churches, etc.); 2) the length of time prevention efforts are under way has a marked impact on substance abuse; and 3) community-based prevention efforts quickly erode without stable, dedicated financial support. Communities that maintain a stable array of prevention activities through partnership with multiple institutions can be notably successful, as in the case of the Community Partnership in Portland, Oregon, which reports: 1) a drop in births of drug-affected babies; 2) a drop in alcohol use by 11th graders; and 3) a drop in alcohol-related deaths of teen drivers.
- The High Risk Youth Program served 35,000 youth and family members in FY 1995. SAMHSA estimates that approximately 12,000 practitioners in the health care, social services, and education systems receive training on an annual basis through the HRY Program. Preliminary data appear very promising,

indicating that program participants, when compared to non-participating youth, experience one or more of the following outcomes: 1) higher rates of school attendance, 2) better grades, 3) better homework performance, 4) improved school readiness, 5) increased attachment to school, 6) stronger belief in conventional social rules, and 7) a higher level of commitment to education.

- The Critical Populations Program, which serves a variety of highly vulnerable, often multiply diagnosed individuals, has experienced positive evaluation results that include: improved rates of employment, reduced rates of HIV/AIDS, reduced criminal activity, and improved overall health, well-being and social functioning for program participants.
- The Target Cities program, established to assist major metropolitan areas with establishing improved, integrated systems of patient intake, assessment, referral, and case management, has reported preliminary findings indicating that SAMHSA assistance: 1) contributed substantially to the treatment technology base through the creation and implementation of needed automated technology for patient intake, assessment, and referral which are now in the public domain, 2) demonstrated that system integration can be accomplished with limited resources, and 3) demonstrated that clients who are case managed and receive benefit of transportation and other ancillary facilitation services stay in treatment longer and are more likely to complete treatment.
- Through its network of 11 geographically dispersed Addiction Training Centers SAMHSA provided 450,000 contact hours of academic and continuing education training to 13,000 trainees for an average cost of \$11.00 per training hour. Approximately 40 percent of the trainees are minorities.
- SAMHSA's partnership with the National Institute of Justice and the D.C. Pretrial Services Agency in support of a prototype drug court came to fruition in 1995. This effort, involving expedited judicial case processing of felony drug cases and holistic approaches to adjudication, assessment, and treatment has rendered findings of substantial import to the Nation: initial evaluation findings indicate that drug use declined from 100 percent to 40 percent for justice clients who participate in the Drug Court program, as compared to use rates that ranged from 100 percent to 70 percent for clients who matriculated through the regular Pretrial case processing system.
- SAMHSA's demonstration programs that focus on Community-Based Outreach and Intervention for HIV/AIDS and Related Diseases Among Substance Abusers, one of SAMHSA's newest programs, has rendered preliminary program data indicating: 1) the use of mobile vans for outreach more than doubles the percentage of clients tested for HIV, although the use of mobile vans does not significantly increase the cost of a project, 2) outreach combined with substance abuse treatment results in far greater rates of abstinence than does outreach alone: 86 percent of the clients who receive both types of services report reducing or stopping their drug use.
- SAMHSA's program for Linking Community-Based Primary Care, Substance Abuse, HIV/AIDS and Mental Health Treatment Services has rendered preliminary outcomes indicating that the program has successfully reduced alcohol and drug use; reduced morbidity and mortality associated with HIV, TB, and sexually transmitted diseases; decreased criminal involvement; improved mental health; enhanced socio-economic and living conditions; and maintained client retention in substance abuse treatment.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

I. RESOURCE SUMMARY

	(Budget Authority in Millions)		
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention	\$295.4	\$290.0	\$290.0
Treatment	<u>5.4</u>	<u>0.0</u>	<u>0.0</u>
Total	\$300.8	\$290.0	\$290.0
Drug Resources by Decision Unit			
Drug Elimination Grants/COMPAC	\$290.0	\$290.0	\$290.0
Empowerment Zones	<u>10.8</u>	<u>0.0</u>	<u>0.0</u>
Total	\$300.8	\$290.0	\$290.0
Drug Resources Personnel Summary			
Total FTEs	9	9	9
Information			
Total Agency Budget	\$19,800.0	\$17,874.0	\$21,657.0
Drug Percentage	1.5%	1.6%	1.3%
(Detail may not add to totals due to rounding.)			

II. PROGRAM SUMMARY

- Drug Elimination grants provide funds for drug prevention, control, and elimination activities at public and Indian housing developments to help mobilize communities against drugs by increasing security and ridding such projects of drug dealers and drug use. These funds can be used to develop and implement various activities, including project security and innovative drug education and treatment, counseling, referral, and outreach efforts to reduce the use of drugs in and around public housing projects.
- The Crime Prevention and Security Division within the Office of Public and Indian Housing administers the Drug Elimination Grant program, develops regulations and funding notices, and provides training and technical assistance.

III. BUDGET SUMMARY

1996 Base Program

- The 1996 base contains a total of \$290 million for the Drug Elimination Grant Program. Within this amount, 5 percent will be set aside for grants for youth sports and additional amounts for technical assistance and the drug information clearinghouse.

1997 Summary of Request

- The FY 1997 budget request contains a total of \$290.0 million for the Drug Elimination Grant program. These resources will allow for continued drug-related program activities at the FY 1996 levels.

1997 Highlights

Drug Elimination Grants

- Office of Public and Indian Housing/Crime Prevention and Security Division. \$290.0 million is requested to award competitive grants and to provide technical assistance and training to Public Housing Authorities and Indian Housing Authorities. Of this amount, \$10.0 million would fund Operation Safe Home, a Federal program to deal with drug-related criminal activity in public housing. Operation Safe Home brings together a coalition of forces to combat criminal and gang activity in public housing. Residents, managers, and various Federal and local law enforcement agencies work together to find, fight, and rid public housing of crime.
- Funding will be provided for enforcement support, including the reimbursement of local law enforcement agencies and additional security and protective services, and crime prevention activities, including making residents the focal point of services as participants in crime solutions. Activities also may include resident patrols, neighborhood watches, or other crime prevention efforts; youth initiatives, such as providing coaches in recreational programs, peer mentors, and training, education, and substance abuse education and prevention activities; and resident services programs, including job training, educational programs, and treatment or other social services which address the contributing factors of crime.

Empowerment Zones and Enterprise Communities

- The Empowerment Zones and Enterprise Communities initiative is designed to empower people and communities all across the Nation by inspiring Americans to work together to create jobs and opportunity. Six urban and three rural Empowerment Zones have been designated. As required by statute, one of the six urban zones is a bi-State zone, and one is in a community of fewer than 500,000 people. Sixty-five urban and thirty rural Enterprise Communities have been designated.
- The Department of Housing and Urban Development (HUD) applies four key principles in making the Empowerment Zone and Enterprise Community designations: (1) economic opportunity; (2) sustainable community development; (3) community-based partnerships; and (4) strategic vision for change. In addition, because the primary goal of this initiative is to renew the commitment for cooperation among Federal, State, and local governments, the Community Enterprise Board will work with all communities that have submitted a strategic plan for change — even if they are not designated as an Empowerment Zone or Enterprise Community — to overcome programmatic, regulatory, and statutory impediments and encourage more effective economic, human, physical, environmental, and community development strategies.
- The Federal incentives offered for Empowerment Zones and Enterprise Communities are (1) tax incentives, (2) flexible block grants, (3) waivers and flexibility with existing Federal resources, and (4) priority consideration for discretionary Federal programs.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Public Housing Authority/ Indian Housing Authority Grants	526	530	530

V. PROGRAM ACCOMPLISHMENTS

- In FY 1995, HUD received 838 applications and made 526 awards. The average grant award in FY 1995 was \$475,922, compared with \$440,162 in FY 1994, an 8 percent increase.
- The largest grant was awarded to the New York City Housing Authority for more than \$40.6 million.
- The smallest grant was awarded to the Williams Housing Authority in Arizona for \$15,000.

BUREAU OF INDIAN AFFAIRS

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Interdiction	\$0.1	\$0.1	\$0.1
Corrections	3.6	4.4	4.4
State and Local Assistance	0.7	0.7	0.7
Investigations	11.3	11.6	11.5
Prevention	3.2	3.2	3.2
Research and Development	<u>0.9</u>	<u>0.5</u>	<u>0.5</u>
Total	\$19.9	\$20.5	\$20.4
Drug Resources by Decision Unit			
Substance Abuse Coordination Office ¹	\$0.0	\$0.0	\$0.0
Tribal Services (Judicial & Social)	1.5	1.2	1.2
Law Enforcement	15.8	16.0	16.0
General Administration	0.2	0.2	0.2
Construction	<u>2.3</u>	<u>2.9</u>	<u>2.9</u>
Total	\$19.9	\$20.5	\$20.4
Drug Resources Personnel Summary			
Total FTEs	106	99	89
Information			
Total Agency Budget	\$1,747.1	\$1,571.4	\$1,782.5
Drug Percentage	1.1%	1.1%	1.1%
(Detail may not add to totals due to rounding.)			

¹ FY 1995 and FY 1996 amounts are less than \$50,000. No resources are requested for FY 1997.

- The Bureau of Indian Affairs' (BIA's) antidrug efforts are a proportionate share of the Bureau's major activities and services. Activities included in its drug control program are law enforcement activities, judicial services, social services, construction, and general administration.

II. PROGRAM SUMMARY

- The principal program objectives of the BIA are to assist American Indian and Alaska Native people to manage their own affairs under the trust relationship with the Federal Government and to assist American Indian and Alaska Native people in developing their human and natural resource potential.
- BIA supports the Federal drug control priorities by reducing domestic drug production and availability, as well as enhancing prevention and education programs that target youth to reduce their use of illicit drugs, alcohol, and tobacco products.

III. BUDGET SUMMARY

1996 Base Program

- BIA's antidrug resources total \$20.5 million and 99 FTEs in FY 1996.
- **Law Enforcement.** BIA's primary drug-related law enforcement efforts include the following:
 - **Marijuana Eradication.** BIA will continue its Drug Enforcement Section at Artesia, New Mexico, in FY 1996.
 - **Investigations.** BIA, in cooperation with other Federal, State, and local law enforcement agencies, will continue the investigation, interdiction, and prosecution of the illegal distribution and the sale of narcotics on Indian reservations, including those near the U.S. border with Mexico.
- **Construction.** With the funds appropriated, the Bureau will complete construction of the Sac and Fox juvenile detention facility.

1997 Summary of Request

- The FY 1997 budget request is \$20.4 million and 89 FTEs for antidrug program activities. These resources will allow BIA to continue its antidrug program activities at the current level.

1997 Highlights

- **Tribal Services.** A total of \$1.2 million and 1 FTE for antidrug program activities.
 - **Judicial Services.** The request includes \$0.1 million and 1 FTE in FY 1997.
 - **Social Services.** A total of \$1.1 million is requested for emergency shelters that serve substance abusers seeking assistance.
- **Law Enforcement.** A total of \$16.0 million and 88 FTEs is requested for antidrug program activities.
 - **Tribal Law Enforcement Operations.** The FY 1997 request is \$14.2 million and 80 FTEs for tribal drug-related activities. These estimates exclude the law enforcement programs of the over 100 tribes participating in the Self-Governance program. BIA has no basis for projecting the drug-related activities of these tribes, since they are authorized to redirect fiscal resources to meet local program needs and priorities.
 - **BIA Law Enforcement Programs.** A total of \$1.9 million and 8 FTEs is requested for special investigations, training, equipment, and operations in support of antidrug efforts.
- **General Administration.** The FY 1997 request includes \$0.2 million for BIA's share of the Department of the Interior's drug-free workplace programs.
- **Construction.** The funds requested in FY 1997 totaling \$2.9 million will allow for the construction of the Ute Mountain adult and juvenile detention facility.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Alcohol Arrests ¹	43,294	45,000	50,000
Marijuana Plants Destroyed	199,300	219,000	225,000
Drug Related Arrests	571	625	650
Drug Seizures	219,230	240,000	250,000
Prevention Quarterly Newsletters Distributed	8,000	8,000	8,000
Prevention Materials Distributed	8,000	8,000	8,000

¹ Includes felony and misdemeanor arrests; does not include traffic arrests.

V. PROGRAM ACCOMPLISHMENTS

- Fort Peck and Eagle Butte juvenile detention facilities have been constructed. Both facilities are fully operational.
- The Bureau is establishing the Office of Tribal Justice support with a staff of six professionals. This office will enhance and coordinate all aspects of Tribal Courts and will highlight antidrug abuse activities.
- Since the inception of nationwide antidrug activities, BIA has destroyed in excess of 1.0 million marijuana plants and has made more than 2,000 drug-related arrests.

BUREAU OF LAND MANAGEMENT

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Intelligence	\$0.8	\$0.8	\$0.8
Investigations	3.8	3.8	3.8
State and Local Assistance	0.1	0.1	0.1
Prevention	<u>0.4</u>	<u>0.4</u>	<u>0.4</u>
Total	\$5.1	\$5.1	\$5.1
Drug Resources by Decision Unit			
Resource Protection and Law Enforcement	\$5.0	\$5.0	\$5.0
General Administration	<u>0.1</u>	<u>0.1</u>	<u>0.1</u>
Total	\$5.1	\$5.1	\$5.1
Drug Resources Personnel Summary			
Total FTEs	33	33	33
Information			
Total Agency Budget	\$1,114.3	\$1,003.0	\$1,003.0
Drug Percentage	0.5%	0.5%	0.5%
(Detail may not add to totals due to rounding.)			

- The Bureau of Land Management's (BLM) drug control program is a proportionate share of its law enforcement activities, comprising less than 1 percent of the agency's total budget. The BLM's principal efforts focus on specific public land drug problems, such as marijuana cultivation and drug manufacturing sites. These marijuana cultivation and drug manufacturing activities directly endanger the public land resources, public land users, and BLM employees. These activities can also effect BLM's legitimate abilities to effectively manage the public lands.

II. PROGRAM SUMMARY

- BLM is responsible for the management of approximately 270 million acres of public land located primarily in the western United States and Alaska. Most of BLM's lands are remote and relatively uninhabited, which creates continuing problems with drug activities. Drug activity adversely impacts resources (e.g., diversion and pollution of waters, contamination of soil with hazardous waste, and destruction of timber) and is a safety hazard to visitors and BLM employees.
- The BLM's antidrug program priorities are:
 - To detect and eradicate drugs cultivated or produced on public lands;
 - To protect threatened public land resources, the general public, and BLM employees from the direct threats emanating from illicit drug activities;

- To detect, investigate, apprehend, and vigorously seek prosecution of persons engaged in drug activities on public lands;
 - To coordinate drug law enforcement detection and suppression activities on public lands with other Federal, State, and local law enforcement agencies to maximize available resources to protect the public lands; and
 - To enforce all applicable laws and regulations relating to the possession, distribution, sale, cultivation, and manufacturing of controlled substances on public lands, including the protection of persons and property on public lands from harm resulting from illicit drug activity.
- To support the President's Drug Control Strategy, BLM law enforcement activities address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of drugs on the public lands that impact the resources and the lawful land users.

III. BUDGET SUMMARY

1996 Base Program

- BLM's FY 1996 drug program provides \$5.1 million in funding and 33 FTEs. This includes \$5.0 million in the Resource Protection and Law Enforcement subactivity and \$0.1 million in the General Administration activity.
- In FY 1994, in response to the President's budget levels, BLM severely reduced its direct participation in drug interdiction efforts on public lands adjacent to the U.S.-Mexico and U.S.-Canada borders. As a result, information indicating drug smuggling activities on public lands is now referred by BLM law enforcement officers to Federal agencies having primary interdiction responsibilities. However, when such activities threaten public lands resources or their users, BLM law enforcement officers will initiate action to protect those resources or users.
- The reduction in border interdiction funding in FY 1994 specifically resulted in the scaling back of equipment purchases, fewer aircraft overflights for marijuana detection, reduction of drug-related contracts, elimination of cooperative agreements associated with drug investigations and enforcement, a reduction in travel and supply purchases, and the loss of 20 FTE law enforcement positions.
- BLM is concentrating its drug enforcement funds on specific drug problems occurring on public lands, such as marijuana cultivation and drug manufacturing, which directly endanger natural resources, public land users, and BLM employees.

1997 Summary of Request

- The FY 1997 drug program will remain constant at 33 FTEs and \$5.1 million. These resources will allow BLM to continue its drug control activities at their current level.

1997 Highlights

- The requested FY 1997 BLM drug control budget will be utilized for funding the following activities:
 - **Investigations, Prevention, Detection, and Eradication:** In FY 1997, the Drug Control Coordinators located in the 12 BLM State Offices, along with special agents, law enforcement rangers, and support personnel, will continue detection, investigation, and eradication of drug activity on public lands. Additional emphasis will also be placed upon public education efforts using brochures, videotapes, and public presentations which are aimed at informing visitors and users of the public lands about the dangers where drug activity is high and also enlist their support in the reporting of suspicious activities observed on public lands. Efforts will also include increasing media coverage and participation in the coverage of the activities and results of drug enforcement efforts. Also, interagency cooperation will be encouraged to the greatest extent possible to maximize the best use of existing resources from all agencies, including participation in multi-agency rural crime and drug enforcement task forces.
 - **Intelligence:** The BLM law enforcement and support personnel will provide intelligence information, support the intelligence communications center and incident tracking network, and expand data sharing among all law enforcement agencies. A Memorandum of Understanding with U.S. Customs to access their Treasury Enforcement Computer System (TECS/IBIS) has been completed and allows BLM access to criminal investigative information.
 - **State/Local Assistance:** In FY 1997, the BLM will continue only non-funded law enforcement agreements with State and local law enforcement agencies. These cooperative agreements are designed to assist the BLM in identifying, investigating, and prosecuting drug law violations occurring on or affecting public lands. Specific agreements may also provide assistance and backup to the field law enforcement officers. Coordination activities will be focused on reducing drug production on the public lands through continued participation in cooperative efforts. Liaison efforts with county sheriffs, the National Guard, and state enforcement agencies will continue to ensure coordination of special operations.
 - **Administrative Support:** A portion of the FY 1997 budget request includes a share of general administrative program costs (procurement, personnel services, and maintenance agreements for radio hardware) for drug enforcement efforts. This funding will also cover rental of office space, FTS 2000 phone charges, mail service, etc.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Drug Investigations ¹	450	400	375

¹ The proposed funding will result in an estimated 375 drug-related investigations. The number of coordinated investigations is projected on the basis of expected results of on-the-ground law enforcement personnel through patrol, detection, surveillance, and eradication operations.

V. PROGRAM ACCOMPLISHMENTS

- As part of the Federal Drug-Free Workplace Program, BLM continues to participate in the Department of Interior's (DOI) random drug testing program and provide yearly employee awareness programs centering on drug abuse identification in the workplace. These presentations are consistent with DOI and national guidelines of reducing and eliminating drugs in the workplace. In addition, all Federal contracts to individuals and all Federal contracts over \$25,000 to companies contain provisions regarding drug-free workplace requirements.
- The BLM also continues its public outreach efforts in primary and secondary schools by describing the adverse effects of drug activities on public land management and recreational use, as well as the danger of personnel use.

U.S. FISH AND WILDLIFE SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
State and Local Assistance	\$1.0 ¹	\$1.0	\$1.0
Prevention ²	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Total	\$1.0	\$1.0	\$1.0
Drug Resources by Decision Unit			
Refuges and Wildlife	\$1.0 ¹	\$1.0	\$1.0
General Administration ²	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Total	\$1.0	\$1.0	\$1.0
Drug Resources Personnel Summary			
Total FTEs	0	0	0
Information			
Total Agency Budget	\$657.3	\$702.8	\$659.2
Drug Percentage	0.1%	0.1%	0.1%
(Detail may not add to totals due to rounding.)			

¹ Includes one-time transfer of \$8,100 from ONDCP.

² FY 1995-97 amounts are less than \$50,000.

- The Fish and Wildlife Service's drug control program represents a proportionate share of its law enforcement efforts and is less than 1 percent of its total budget. Antidrug activities are directed principally at the detection and eradication of drug supplies on Fish and Wildlife Service lands.

II. PROGRAM SUMMARY

- The mission of the Service is to conserve, protect, and enhance fish and wildlife and their habitats. The Service manages a National Wildlife Refuge System which in FY 1997 will contain over 92 million acres and will consist of 508 refuges, waterfowl production areas located in 198 counties, and 50 other protected areas.
- The Fish and Wildlife law enforcement program provides protection for a broad spectrum of fish, wildlife, and plants through enforcement of numerous statutes and treaties throughout the United States and Trust Territories.
- The Fish and Wildlife Service supports the Federal drug control priorities by reducing domestic drug production and availability.

III. BUDGET SUMMARY

1996 Base Program

- The Fish and Wildlife Service drug program totals \$1.0 million in FY 1996. Funding will address drug supply detection and eradication efforts on Federal lands under the management of the Service (\$974,000), and the Department's Drug-Free Workplace Program (\$26,000).

1997 Summary of Request

- The 1997 request remains constant at \$1.0 million for FY 1997. Drug program activities will continue at a level consistent with prior years.

1997 Highlights

- **Priority Activities.** Funding will be used for refresher and specialized training courses for refuge officers, wildlife inspectors, and special agents; equipment such as surveillance and remote sensing devices (motion detectors, infrared and night vision, video cameras, etc.), improved communication equipment, field test kits, off-road vehicles, and x-ray type machines at ports of entry; approximately 300 hours of fixed wing aircraft support for surveillance and detection of cannabis on Service lands across the United States; travel and transportation; supplies and materials; and other services.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Drug-related Incidents	267	300	300
Marijuana seized (lbs)	16,898	20,000	20,000
Cultivated Plants Destroyed	2,028	2,500	2,500
Wild Plants eradicated (millions)	0.35	0.4	0.4
Value of Drugs Seized (\$millions) ¹	\$107.7	\$115	\$115

¹ Includes cocaine, barbiturates, and paraphernalia as well as cannabis.

V. PROGRAM ACCOMPLISHMENTS

- In 1996 and 1997, a new task force of Refuge Officers and Special Agents will increase emphasis on Southwest border marijuana smuggling.
- Drug use, cultivation, and smuggling on Fish and Wildlife Service lands is continuing to increase. Violations range from relatively minor marijuana possession cases to major seizures of marijuana and cocaine on refuges along the Mexican border.
- The Service expects to seize 20,000 pounds of marijuana and destroy 2,500 cultivated plants and 400,000 wild plants. These, combined with seized cocaine, barbiturates and paraphernalia, have a street value of \$115 million.
- Several disturbing trends are increasing, most of which involve the safety of Service officers as well as

the general public. Drug violations in conjunction with other violations continue to increase. A violator is often apprehended for a relatively minor violation and the officer finds that drugs are also involved. Particularly disturbing are the numbers of weapons involved and the number of drug violations involving the hunting and fishing public. Also, the number of large drug shipments being interdicted is on the increase. Some of these involve tens of millions of dollars in a single shipment.

NATIONAL PARK SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	\$2.1	\$2.1	\$2.1
Interdiction	6.1	6.1	6.1
Prosecution	0.1	0.1	0.1
Prevention	<u>0.3</u>	<u>0.3</u>	<u>0.4</u>
Total	\$8.7	\$8.7	\$8.8
Drug Resources by Decision Unit			
Park Management	\$8.3	\$8.3	\$8.4
External Administrative Costs	<u>0.3</u>	<u>0.3</u>	<u>0.3</u>
Total	\$8.7	\$8.7	\$8.8
Drug Resources Personnel Summary			
Total FTEs	108	108	108
Information			
Total Agency Budget	\$1,479.1	\$1,389.2	\$1,605.0
Drug Percentage	0.6%	0.6%	0.5%

(Detail may not add to totals due to rounding.)

- The National Park Service's (NPS's) antidrug program represents a small portion of its law enforcement activities, composing less than 1 percent of the agency's budget. NPS drug cases involve the use, possession, sale, distribution, smuggling, manufacture, and cultivation of various controlled substances in park areas.

II. PROGRAM SUMMARY

- The National Park System contains 369 diverse and unique areas, including parks, monuments, historic sites, trails, and recreational areas. NPS administers more than 80 million acres in 49 States, the District of Columbia, Guam, the Northern Mariana Islands, Puerto Rico, and the Virgin Islands. NPS programs are oriented toward the fundamental mission of natural and cultural resource protection and interpretation, while also promoting outdoor recreation, historic preservation, and environmental awareness. NPS works closely with States, local governments, and community groups to accomplish these goals.
- Many park areas are located in or near known drug smuggling or trafficking routes. Cases involving the use/possession, sale/distribution, smuggling, manufacturing, and cultivation of controlled substances occur routinely in park areas. Roughly 365 miles of the 1,700 miles of this country's border with Mexico are in units of the National Park System, and significant percentages of the coastlines of a number of states in which smuggling occurs also lie within park areas (22 percent of the coast of Florida, 31 percent of Georgia, 42 percent of North Carolina, 50 percent of Maryland, 35 percent of Virginia, and 20 percent of California).

- The specific purposes of NPS's law enforcement program (NPS Park Rangers) as it relates to drug enforcement are to combat drug use, distribution, and smuggling in National Park areas, to locate and eradicate marijuana plants being cultivated on park lands, to work cooperatively with other Federal, State, and local agencies in mutual drug enforcement operations in areas contiguous to park boundaries, and to provide opportunities for drug awareness education in elementary schools located within or adjacent to units of the National Park System.
- The U.S. Park Police consists of uniformed and nonuniformed police officers who perform the same level of work and diverse duties as any urban police department. The primary presence of the U.S. Park Police is in the District of Columbia; however, officers are also routinely assigned to Maryland and Virginia, to the New York Field Office, to the San Francisco Field Office, and to several other areas of the country. The U.S. Park Police have undertaken an intensive enforcement, eradication, and drug education program.
- The National Park Service supports the Federal drug control priorities by reducing domestic drug production and availability through their antidrug smuggling, trafficking, and eradication efforts.

III. BUDGET SUMMARY

1996 Base Program

- NPS's drug program resources in FY 1996 total \$8.7 million and 108 FTEs. These funds provide for the continuing efforts of NPS Park Rangers and the U.S. Park Police, as well as money for the Drug-Free Workplace program.

1997 Summary of Request

- The 1997 request contains \$8.8 million and 108 FTEs, an increase of \$0.1 million over the FY 1996 level.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Marijuana Plants Destroyed	200,000	200,000	200,000
Drug-Related Arrests	2,800	2,800	2,800

V. PROGRAM ACCOMPLISHMENTS

- NPS Park Rangers have been successful in the interdiction of cocaine and marijuana on the Southwest Border, with seizures of 110 to 120 pounds of cocaine, and of numerous vehicles and weapons.
- The value of property seized by NPS Park Rangers in 1995 is over \$54,000, and cash seized was approximately \$10,000. From October 1995 to January 1996, the Service reported the eradication of 170,000 marijuana plants. NPS Park Rangers and investigators arrested approximately 700 persons and confiscated 40 weapons during this period. The estimated value of drugs destroyed is \$150,000,000.

- In 1995, approximately 110 NPS Park Rangers participated in drug prevention efforts through the project D.A.R.E. (Drug Abuse Resistance Education) program with elementary and junior high school students in and around national parks.
- During 1995, U.S. Park Police arrested 1,298 persons for drug violations, including 246 drug dealers. Narcotics valued in excess of \$4,296,127 were seized, as well as cash in excess of \$727,487, and 276 machine guns, automatic pistols, shotguns, and rifles.
- The U.S. Park Police were also active in the Project D.A.R.E. program, providing drug awareness education to 37 schools, encompassing 103 classes with over 2,489 students. Forty-two officers serve as active instructors.

OFFICE OF INSULAR AFFAIRS¹

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Interdiction	\$0.5	\$0.1	\$0.1
Prevention	<u>0.8</u>	<u>0.1</u>	<u>0.1</u>
Total	\$1.3	\$0.2	\$0.2
Drug Resources by Decision Unit			
Assistance to Territories	<u>\$1.3</u>	<u>\$0.2</u>	<u>\$0.2</u>
Total	\$1.3	\$0.2	\$0.2
Drug Resources Personnel Summary			
Total FTEs	0.5	0.3	0.1
Information			
Total Agency Budget	\$516.4	\$340.2	\$314.8
Drug Percentage	0.1%	0.1%	0.1%
(Detail may not add to totals due to rounding.)			

¹ Formerly the Office of Territorial and International Affairs.

- On August 4, 1995, the Secretary of the Interior issued Order No. 3191 abolishing the Office of Territorial and International Affairs and the Office of the Assistant Secretary - Territorial and International Affairs. A new office of Insular Affairs was created under the Assistant Secretary - Policy, Management and Budget.
- The Office of Insular Affairs' (OIA's) antidrug program consists of providing drug control funds to insular areas identified in statute to receive such money. Overall, OIA's drug efforts represent less than 1 percent of the office's budget.

II. PROGRAM SUMMARY

- The functions and responsibilities of the Secretary of the Interior with regard to territories of the United States and the freely associated States have been assigned to the Office of Insular Affairs. Although Congress has placed with the Secretary of the Interior certain authority and responsibilities concerning territorial governments, those governments are not entities of the Department of Interior, nor are they agencies or instrumentalities of the Federal Government.
- The broad goals of the Department are to promote the economic, social, and political development of the territories, leading each toward greater self-government, and to further international peace and security by conducting territorial affairs in coordination with the defense and foreign policy of the United States. Specific strategies are to promote economic development in the territories; improve territorial government efficiency; and promote greater fiscal responsibility, efficiency, and accountability in the local governments.

- OIA promotes the economic, social, and political development of territories, with the goal of increasing self-government in U.S. territories and insular areas.
- The degree to which OIA conducts the following activities to further these objectives in a specific territory depends on the status of the territorial government and the extent of development already achieved within the territory:
 - Studies the economic, social, and political problems of the territories and proposes policies, programs, legislation, and other actions for their solution; and
 - Provides financial and technical assistance to the governments of the territories.
- The Office of Insular Affairs supports the Federal drug control priorities by providing technical assistance in the areas of drug interdiction and drug use prevention education programs based on technical assistance needs identified by U.S.-affiliated insular orders.

III. BUDGET SUMMARY

1996 Base Program

- OIA's drug-related resources for FY 1996 consist of 0.3 FTEs and \$0.2 million, a decrease of \$1.1 million from the FY 1995 level. This decrease results from shifting the funding source for many of the drug control activities in the insular areas to Byrne grant program and Crime Control Act funds.
- These drug-related funds provide technical assistance to U.S. territories and freely associated States for drug interdiction. Funding in 1996 was specifically used for reimbursements to the Drug Enforcement Agency and U.S. Customs Service to participate in a Federal law enforcement initiative in the Northern Mariana Islands.

1997 Summary of Request

- The drug-related request remains at \$0.2 million for FY 1997. This funding level allows OIA to continue its capability to fund antidrug programs at their current levels.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Officers Trained ¹	60	—	—

¹ Funds for major law enforcement training programs were terminated in FY 1995.

V. PROGRAM ACCOMPLISHMENTS

- As a part of a Federal law enforcement initiative funded by the Office of Insular Affairs, reimbursements were provided to DEA and U.S.C.S. to perform investigations and support the U.S. Attorney in the Northern Mariana Islands.

THE FEDERAL JUDICIARY

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prosecution	\$274.4	\$296.5	\$342.9
Corrections	129.2	137.8	153.7
Treatment	<u>67.8</u>	<u>72.3</u>	<u>80.7</u>
Total	\$471.4	\$506.6	\$577.3
Drug Resources by Decision Unit			
Salaries and Expenses	\$374.4	\$392.3	\$445.6
Defender Services	64.9	72.1	83.1
Fees of Jurors	17.4	18.9	21.8
Court Security	4.9	5.9	6.7
Administrative Office	3.8	3.8	4.3
Federal Judicial Center	1.1	1.1	1.2
Sentencing Commission ¹	4.8	4.7	5.6
Crime Bill			
- Mandatory Drug-Testing for Federal Prisoners	0.0	2.0	3.2
- Management and Administration	<u>0.0</u>	<u>5.8</u>	<u>5.9</u>
Total	\$471.4	\$506.6	\$577.3
Drug Resources Personnel Summary			
Total FTEs	4,609	4,754	4,986
Information			
Total Agency Budget	\$2,807.1	\$2,981.9	\$3,412.9
Drug Percentage	16.8%	16.9%	16.9%
(Detail may not add to totals due to rounding.)			

¹ Prior to 1996, statistics for the United States Sentencing Commission had not been included in the Federal Judiciary's drug control budget.

- The drug percentage is based on review of prior years' expenditures for drug-related activities and information from analysis of statistics submitted by Federal Courts, including probation and pretrial services offices and Federal Public Defenders, that affects the number of drug-related defendants entering the system.

II. PROGRAM SUMMARY

- The Federal Judiciary is organized geographically into 12 Judicial Circuits and 94 Districts, each with supporting offices such as the Office of the Clerk of the Court, Central Legal Staff, and Probation and Pretrial Services, as well as Bankruptcy Courts. The courts receive administrative support from the Administrative Office of the U.S. Courts and research and training services from the Federal Judicial Center. In addition to personnel and overhead, Federal judiciary costs include payments to jurors, payments to defense attorneys for indigent defendants, court reporting and interpreting, and facility security (e.g., court security officers, screening equipment at entrances, alarm systems, and closed circuit television monitoring systems).

Drug-Related Activities

- Drug-related activities of the Federal Judiciary include filing, hearing, and deciding drug-related cases, providing defender services, processing defendants, and supervising drug testing and treatment for both defendants in drug cases and as ordered by judges for defendants and offenders with problems relating to drug abuse.

Drug Cases and Drug-Related Defendants

- The Federal Judiciary's primary function is to support the services needed for hearing and deciding civil and criminal cases. An increasing number of cases involve drug-related activities. In 1994, approximately 17 percent of all cases filed in the U.S. District Courts were criminal; approximately 25 percent of these were drug-related. However, because of the Speedy Trial Act of 1974 (which sets time limits for criminal cases) and other factors, approximately 42 percent of all cases brought to trial (versus filed) in 1993 were criminal. Civil cases, which are the majority of cases filed in the U.S. Courts, are being pushed further back on the court dockets because of the resources and time required for the drug-related criminal cases, which can include several defendants per case (1.9 average) and complex legal issues.
- In addition to hearing drug-related cases, judges in U.S. District Courts frequently order drug testing and treatment for defendants and offenders based on evidence of drug abuse.

Persons Receiving Drug Treatment Under U.S. Courts Supervision

- Through the oversight of the Administrative Office of the U.S. Courts, U.S. probation officers provide substance abuse testing and administer a treatment program for convicted offenders on probation, parole, or supervised release in the community. Pretrial services officers provide testing and treatment to persons on pretrial release pending trial when ordered by the court as a condition of release. Violation of conditional release are reported to the court and may initiate revocation proceedings.
- The basic goal of the program is to identify and treat substance abusers under the supervision of the U.S. Probation Office and U.S. Pretrial Services with the intent of protecting the community by assisting offenders in eliminating their substance abuse. The size and scope of the program have increased dramatically as a result of increased prosecution of drug-related offenses and increased identification of substance abusers.
- The Federal Judiciary's programs support the Federal drug control priorities through:
 - Hearing and deciding drug cases
 - Representing indigent defendants in drug-related cases
 - Providing drug testing for criminal defendants and offenders under supervised release
 - Treatment counseling, halfway houses, and other care facilities to assist defendants and offenders to become more productive members of the community.

III. BUDGET SUMMARY

1996 Base Program

- The 1996 level provides \$506.6 million for a drug-related total of 4,754 FTEs for the Courts of Appeals, District Courts, and other judicial activities to handle the drug-related workload. This represents an increase of \$35.2 million and 145 FTEs over 1995. Drug-related cases, at the District-Court level, are estimated to be 12,300, or 26 percent of all criminal cases. There is an anticipated average of 1.9 defendants per case.

1997 Summary of Request

- The 1997 request of \$577.3 million and 4,986 FTEs represents an increase of \$70.7 million and 232 FTEs over 1996.

1997 Highlights

- By fiscal year 1997, the number of convicted offenders under the supervision of U.S. probation officers is projected to have doubled since passage of the Anti-Drug Abuse Act of 1988. In the year following enactment, there were 13,322 offenders in treatment. By Fiscal Year 1997, more than 26,000 are expected to be in treatment.
- In FY 1997, \$9.1 million is required by the Federal Judiciary for the Crime Control and Law Enforcement Act of 1994 related to drug activities. The Act contained the following provisions, which increase the drug-related workload in the Judiciary:
 - The Safety Valve provision of the statute allows for exceptions to mandatory minimum prison sentences for certain drug offenses where, subject to specified exclusions, the offender does not have a criminal history, or has not more than one criminal history point. The impact on the probation service in FY 1997 will be to increase the number of offenders under supervision in the community by approximately 1,000 cases above the number projected for purposes of the FY 1997 Salaries and Expenses request. These 1,000 offenders would otherwise have remained in prison until subsequent Fiscal Years.
 - Mandating life imprisonment for Federal defendants convicted of a serious violent felony who had prior convictions for one or more serious violent felonies and one or more serious drug offenses. This will require further resources for defender services.
 - Reimposing a term of supervision to follow a term of imprisonment imposed as a result of revocation.
 - Mandating drug testing as a condition of probation, parole, and supervised release for all offenders.
 - Requiring probation officers to notify State and local law enforcement officers of any change of address for offenders under supervised release who have been convicted of certain drug-related crimes.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Drug Defendants and Persons Receiving Drug Treatment Under U.S. Court Supervision			
Total Persons in Pretrial Services and Probation	144,233	151,000	155,100
- In Pretrial Services (drug defendants filed)	20,957	22,527	23,062
- In Probation (persons under U.S. Court Supervision for drug offense and/or receiving treatment)	41,957	43,159	44,436
Cases Filed and Defendants: Number and Percentage That Are Drug-Related			
Total Cases (Civil and Criminal)	283,937	288,000	292,000
Criminal Cases	44,924	46,600	47,600
- Number of Criminal Drug Cases	11,461	12,300	12,500
- Drug Cases as a Percentage of Criminal Cases	26%	26%	26%
Criminal Defendants	63,310	66,600	68,000
- Drug Defendants	22,499	24,000	24,500
- Drug Defendants as a Percentage of Criminal Defendants	36%	36%	36%
- Number of Drug Defendants Per Case	2	2	2

V. PROGRAM ACCOMPLISHMENTS

- At the end of 1995, probation officers were supervising 21,963 convicted offenders with drug and alcohol problems. The number of convicted offenders under supervised release is projected to exceed 26,000 by 1997, a 100 percent increase in the substance abuse caseload since the Anti-Drug Abuse Act of 1988 went into effect.
- The program deters substance abuse through regular testing, requiring treatment when appropriate. In 1995, nearly 800,000 urine tests were administered by Probation and Pretrial officers: 738,000 through the use of a laboratory under national contract with the Administrative Office and nearly 62,000 at on-site labs managed locally by Probation and Pretrial officers. Drug treatment was provided by more than 1,000 local contractors, nationwide.

ASSETS FORFEITURE FUND

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
International	\$10.0	\$5.0	\$5.0
State and Local Assistance	215.0	200.0	200.0
Other Law Enforcement	<u>281.7</u>	<u>239.4</u>	<u>228.0</u>
Total	\$506.7	\$444.4	\$433.0
Drug Resources by Decision Unit			
Definite Budget Authority	\$50.0	\$30.0	\$30.0
Permanent Indefinite Budget Authority	<u>456.7</u>	<u>414.4</u>	<u>403.0</u>
Total	\$506.7	\$444.4	\$433.0
Drug Resources Personnel Summary			
Total FTEs	—	—	—
Information			
Total Agency Budget	\$506.7	\$444.4	\$433.0
Drug Percentage	100%	100%	100%
	1995 Actual	1996 Estimate	1997 Projected
Balance, Start-of-Year	\$120.2	\$160.0	120.6
Transfers Back to Fund	0.0	0.0	0.0
Total Deposits	487.5	405.0	430.0
Less:			
Asset Management Expenses	34.0	32.0	34.0
Other Asset Specific Expenses	49.3	49.0	45.0
Program Management Expenses	<u>79.8</u>	<u>84.0</u>	<u>86.0</u>
Equals: Excess of Revenues Over Expenses	\$324.4	\$240.0	\$265.0
Distribution of Excess of Revenues Over Expenses:			
Equitable Sharing Payments	\$223.9	\$205.0	205.0
Investigative Expenses	33.5	30.0	30.0
Transfer to ONDCP's Special Forfeiture Fund	0.0	0.0	0.0
State and Local Overtime: Joint Federal and State Task Forces	<u>28.9</u>	<u>33.0</u>	<u>33.0</u>
Total Distribution	\$286.3	\$268.0	\$268.0
Transfers From Balances ("The Super Surplus"):			
From 1991 Super Surplus (P.L. 102-27,102-140)	\$0.0	\$0.0	\$0.0
From Appropriated Authority AG's Transfer Authority	0.0	0.0	0.0
Obligations From Balances:			
From 1991 Capital Surplus (P.L. 102-27)	\$0.0	\$0.0	\$0.0
From 1992 Super Surplus (P.L. 102-140)	-0.6	0.6	0.0
From 1993 Super Surplus (P.L. 102-393)	-1.0	10.7	0.0
(Detail may not add to totals due to rounding.)			

- All Department of Justice Asset Forfeiture Funds are scored as drug-related. However, uses of these funds are not limited by statute or policy to drug cases or matters.

II. PROGRAM SUMMARY

- The Comprehensive Crime Control Act of 1984 established the Justice Department's Assets Forfeiture Fund (AFF), into which forfeited cash and the proceeds of the sale of forfeited properties are deposited. Most assets are forfeited because they were used in, or acquired as a result of, violations of racketeering, money laundering, or drug trafficking statutes.
- Until December 1994, the fund was administered by the Executive Office for Asset Forfeiture, Office of the Deputy Attorney General. Since that time, that fund has been administered by the Asset Forfeiture Management Staff, Justice Management Division.
- Forfeited funds may be used for several purposes:
 - **Asset Management Expenses.** These include expenses incurred in connection with the seizure, inventory, appraisal, packaging, movement, storage, maintenance, security, and disposition (including destruction) of the asset(s).
 - **Other Asset Specific Expenses.** These include case-specific expenses incurred in connection with normal proceedings undertaken to protect the United States' interest in seized property through forfeiture. Such expenses include fees and other costs of advertising, translation, court reporting, expert witness fees, courtroom exhibit services, travel, and subsistence related to a specific proceeding, and other related items. Also included are payments of qualified third party interests, such as expenses incurred in the payment of valid liens, mortgages, and ownership interests pursuant to court order or a favorable ruling on a petition for remission or mitigation of the forfeiture.
 - **Equitable Sharing Payments.** These include payments paid directly to State and local law enforcement agencies (and foreign governments) in proportion to the degree of their participation in the law enforcement effort that resulted in the forfeiture.
 - **Program Management Expenses.** These include expenses incurred in carrying out forfeiture program responsibilities that are not related to any one specific asset or to any one specific seizure or forfeiture. Also included are expenses related to automated data processing; contracting for services directly related to the processing of and accounting for assets and forfeiture cases; forfeiture-related printing and graphic services; asset seizure and forfeiture training; the storage, protection, and destruction of controlled substances; and contracting for services directly related to the identification of forfeited assets.
 - **Investigative Expenses.** These include certain specific expenses incurred in support of, or in furtherance of, criminal investigations. Current authorities provide (1) awards for information or assistance directly related to violations of the criminal drug laws of the United States or of Sections 1956 and 1957 of Title 18, Sections 5313 and 5324 of Title 31, and Section 60501 of the Internal Revenue Code of 1986, or leading to a civil or criminal forfeiture by any Federal agency participating in the Fund; (2) purchases of evidence of any violation of the Controlled Substances Act, the Controlled Substances Import and Export Act, RICO, or 18 U.S.C. 1956 and 1957; and (3) equipping of conveyances for law enforcement functions.

- **Other Uses.** These include authority under the permanent indefinite portion of the fund for payment of overtime salaries, travel, fuel, training, equipment, and other similar costs incurred by State or local law enforcement officers in a joint law enforcement operation with a Federal law enforcement agency participating in the fund.
- **Transfers to Other Accounts.** These reflect the transfer of proceeds in excess of the amounts required for the above activities to other programs. Congress authorized excess funds to be transferred to the Bureau of Prisons (transfers occurred in 1988 and 1989), the U.S. Attorneys (transfer occurred in 1989), and the Special Forfeiture Fund of ONDCP (annually, beginning in 1990).
- 28 U.S.C. 524 (c)(8)(E) provides for the use of any unobligated excess surplus declared to be available to the Attorney General for any law enforcement, litigative/ prosecutive, and correctional activities, or any other authorized purpose of the Department of Justice.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 level totals \$444.4 million, which includes \$30.0 million in definite authority and \$414.4 in permanent indefinite authority. Of prior year Super Surplus Authority, \$2.5 million is unallocated, but is expected to be allocated and obligated in 1996.
- Deposits to the fund are expected to reach \$405.0 million in FY 1996, down from the record level of receipts in FY 1991 of \$644.3 million. This record level was largely due to forfeitures related to the Michael Milken case in the amount of \$198.5 million. FY 1992 deposits totaled \$531.0 million, FY 1993 deposits totaled \$555.7 million, FY 1994 deposits totaled \$549.9 million, and FY 1995 deposits totaled \$487.5 million. The program is in decline currently for several reasons, including adverse court decisions, and increased emphasis on law enforcement activities that do not produce forfeitures.
- Equitable sharing with foreign, State, and local governments is expected to be \$205 million in FY 1996, approximately 44.7 percent of the total deposits to the fund.
- Currently, no excess revenues from new deposits to the AFF are expected to be transferred to the Special Forfeiture Fund in FY 1996 or FY 1997, which is administered by ONDCP. If excess balances permit, one-half of such excess balances may be transferred to the Special Forfeiture Fund, to the extent that the sum of the transfers in a fiscal year and one-half of the unobligated balance at the beginning of that fiscal year for the Special Forfeiture Fund do not exceed \$100.0 million.

1997 Summary of Request

- The President's drug budget request totals \$433.0 million, a decrease of \$11.4 million. In 1996, \$11.4 million was available from prior year Super Surplus. Since that amount will not be available in 1997, the 1997 estimate reflects a decrease of \$11.4 million.
- Based on current projections, receipts to the Fund in FY 1997 will be \$410.0 million, excluding interest earned on BCCI balances (\$20 million) which is not available for general operations of the Fund. Included in the FY 1997 budget request is an estimate of \$403.0 million for mandatory Program Opera-

tions Expenses of the Fund, the same level projected for FY 1996. Also included in this request is \$30.0 million for Investigative Expenses of the Fund, in order to adequately support investigative bureaus participating in the Department's AFF.

1997 Highlights

- **Permanent Indefinite Authority.** The request for this decision unit is \$403.0 million, down \$11.4 million from the FY 1996 level of \$414.4 million.
- **Definite Budget Authority.** This decision unit covers the costs associated with program management and investigative expenses. The FY 1997 request of \$30.0 million is the same as the FY 1996 level.
 - Estimated funding available for the awards for Information and the purchase of evidence is estimated to be \$28.0 million, the same as the FY 1996 level, and equipping of conveyances will also remain constant at \$2 million.

IV. PROGRAM STATISTICS

Dollars in Millions	1995 Actual	1996 Enacted	1997 Projection
Deposits From Forfeited Assets	\$487.5	\$405.0	\$430.0
Equitable Sharing Payments	\$223.9	\$205.0	\$205.0

V. PROGRAM ACCOMPLISHMENTS

- During 1995, exclusive of cash seizures, a total of 23,573 assets were seized at an estimated value of \$272.5 million. These figures include 676 real properties at an estimated value of \$123.2 million, and 318 financial instruments at an estimated value of \$33.4 million. At the end of 1995, a total of \$618.2 million was on deposit in the Seized Asset Deposit Fund, and other assets totaling 15,879 in number at an estimated value of \$737.3 million were on hand.

U.S. ATTORNEYS

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual¹	1996 Estimate	1997 Request
Prosecution	\$213.3	\$236.7	\$256.1
Total	\$213.3	\$236.7	\$256.1
Drug Resources by Decision Unit			
Criminal Litigation	\$202.5	\$219.7	\$233.0
Legal Education	1.8	0.1	0.1
Management/Administration	9.0	8.8	9.3
Crime Control Act:			
- Additional Appropriation for U.S. Attorneys	0.0	8.1	13.7
Total	\$213.3	\$236.7	\$256.1
Drug Resources Personnel Summary			
Total Positions (w/o ICDE)	2,189	2,282	2,360
Total Positions (w/ ICDE)	3,101	3,169	3,247
Attorney Positions (w/o ICDE)	1,210	1,108	1,158
Attorney Positions (w/ ICDE)	1,707	1,592	1,642
Total FTE (w/o ICDE)	2,079	2,290	2,328
Total FTE (w/ ICDE)	2,974	3,135	3,173
Attorney FTE (w/o ICDE)	1,104	1,064	1,083
Attorney FTE (w/ ICDE)	1,593	1,526	1,545
Information			
Total Agency Budget (w/o ICDE)	\$863.6	\$925.5	\$993.6
Drug Percentage (w/o ICDE)	25%	25%	25%
Total Agency Budget (w/ ICDE)	\$938.9	\$1,000.7	\$1,072.0
Drug Percentage (w/ ICDE)	31%	33.6%	31.2%
(Detail may not add to totals due to rounding.)			

¹ The FY 1995 drug resources and total Agency Budget excludes \$6.5 million in HIDTA funds.

- The methodology for calculating this account's drug-related resources is based on the percentage of time spent on drug-related cases by U.S. Attorneys. Fifty percent of positions authorized for violent crime are included in the drug program.

II. PROGRAM SUMMARY

- U.S. Attorneys are the principal litigators for the U.S. Government, operating from 94 district offices. They have four major decision units: Civil Litigation, Criminal Litigation, Legal Education, and Management and Administration. The first decision unit contains no drug-related resources.
- U.S. Attorneys investigate, prepare, and prosecute all Federal violations of controlled substances, money laundering, drug trafficking, tax evasion, and violent and organized crime.

- Each judicial district office maintains a Law Enforcement Coordinating Committee, which assesses local crime problems and solutions with other Federal and local officials.
- U.S. Attorneys frequently cross-designate State and local attorneys during investigations and prosecutions, as well as provide ongoing legal education.
- The U.S. Attorneys support the Federal drug control priorities by supporting programs that reduce drug-related crime and violence, as well as programs that investigate and prosecute illegal drug manufacturers and traffickers. In particular, the Southwest Border initiative focuses resources to destroy the top layers of the trafficking and financial organizations of Kingpin targets, as well as increasing coordination of efforts among Federal law enforcement agencies.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 level includes \$236.7 million, 2,290 FTEs, and 2,282 positions in drug-related resources for U.S. Attorneys. This represents an increase of \$23.4 million over the FY 1995 level.
- The U.S. Attorneys also received \$75.3 million for 845 FTEs and 887 positions for its ICDE activities from the ICDE appropriation.

1997 Summary of Request

- The 1997 total request is \$256.1 million, 2,328 FTEs and 2,360 positions. This represents an increase of \$19.4 million, 38 FTEs and 78 positions over FY 1996.
- For its 1997 ICDE activities, the U.S. Attorneys are requesting \$78.2 million, 845 FTEs, and 887 positions from the ICDE appropriation.

1997 Highlights

- **Narcotics and Dangerous Drugs Initiative.** This new initiative request is for \$10.6 million, 78 positions (50 attorneys, 28 support), and 38 FTEs. These positions are requested primarily to address the growth that is expected in the narcotics area, as indicated by several sources. Additionally, these resources will be used to address current Federal anti-smuggling efforts along the Southwest Border of the United States by identifying and dismantling cross-border transportation networks.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Drug-Related cases:			
- Cases Filed	10,182	11,500	12,000
- Cases Terminated	8,457	9,000	9,500
- Convictions and Guilty Pleas	14,469	15,500	16,000

V. PROGRAM ACCOMPLISHMENTS

- In the Midwest, ICDE cases resulted in the conviction and/or cooperation of over 70 individuals connected with gangs trafficking crack cocaine and victimizing the public housing projects of Peoria, Illinois. "Operation Crackshot," joined the investigative expertise and resources of the FBI, IRS, Marshals Service, Illinois State Police, Peoria County Sheriff, and City of Peoria Police, to focus on two large Chicago-based drug trafficking organizations, the "Gangster Disciples" and the "Vice Lords." Crackshot has coordinated with similar ICDE task force cases in Chicago and elsewhere. A recent study by the Peoria Police Department indicates a significant decrease in the amount of gang-related violent crime in the Peoria housing projects; violent crime in the Peoria housing projects was down approximately 70% this past winter.
- In South Florida, following a 2-year ICDE/HIDTA investigation — "Operation Cornerstone" — by the U.S. Attorney's Office, Customs and the DEA, 58 individuals were charged with RICO (18 U.S.C. 1961-68), and federal narcotics and money laundering offenses. The indictment charges the leadership of the Cali Cartel, Miguel Rodriguez-Orejuela, his brother Gilberto Rodriguez-Orejuela, Helmer Herrera-Buitrago and Jose Santacruz-Londono, and their lieutenants, advisers and underlings, with importing and distributing in the United States more than 20 tons of cocaine; obstructing justice; murder of a cooperating witness; and the laundering of narcotics trafficking proceeds. The indictment charges several attorneys with arranging for representation and subsistence payments for arrested cartel workers in exchange for their agreeing not to cooperate and instead, falsely to exonerate the cartel leadership; relaying threats from the leadership to the arrested workers; falsifying documentary evidence for use in a civil forfeiture trial, among other criminal acts. Operation Cornerstone has severely impaired the operations of the cartel and has removed many of its critical players in the United States.

BUREAU OF PRISONS

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Corrections	\$1,674.4	\$1,796.3	\$2,012.2
State and Local Assistance	6.9	0.0	0.0
Treatment	<u>22.2</u>	<u>23.9</u>	<u>25.2</u>
Total	\$1,703.5	\$1,820.2	\$2,037.4
Drug Resources by Decision Unit			
Salaries and Expenses	\$1,416.7	\$1,591.9	\$1,819.6
Buildings and Facilities	279.9	214.8	192.6
National Institute of Corrections	6.9	0.0	0.0
Crime Control Act:			
– Substance Abuse Treatment in Federal Prisons	<u>0.0</u>	<u>13.5</u>	<u>25.2</u>
Total	\$1,703.5	\$1,820.2	\$2,037.4
Drug Resources Personnel Summary			
Total Positions	17,880	19,182	20,688
Total FTEs	15,368	17,046	18,763
Information			
Total Agency Budget	\$2,596.0	\$2,915.8	\$3,209.2
Drug Percentage	61%	62%	63%
(Detail may not add to totals due to rounding.)			

- The drug percentages for the Salaries and Expenses (including the National Institute of Corrections) are based on the number of inmates projected to be convicted of drug-related offenses during the year. The Buildings and Facilities' drug percentage reflects the projected drug-related inmate population at the time current-year initiatives are scheduled to become operational (on average, 3 years after appropriation).

II. PROGRAM SUMMARY

- Bureau of Prisons (BOP) provides custodial care for over 91,500 Federal inmates in 86 BOP facilities. Additionally, BOP contracts with State and local correctional institutions to house approximately 4,400 Federal inmates, houses more than 4,800 inmates in contract Community Correction Centers, and manages approximately 1,300 inmates in home confinement.
- BOP has four accounts: Salaries and Expenses (including the Violent Crime Reduction Trust Fund and the National Institute of Corrections [NIC]), Buildings and Facilities, the Federal Prison Industries, Inc. (FPI), and the Commissary Trust Revolving Fund. Only the first two contain drug-related resources. These drug-related accounts are described below:

— Salaries and Expenses (S&E) covers the necessary expenditures for the administration, operation, and maintenance of Federal penal and correctional institutions and contract care. NIC, within

S&E, provides technical assistance, training, evaluation, and research activities primarily to State and local organizations to improve their correctional programs and practices.

— Buildings and Facilities includes new construction and modernization and repair costs.

- BOP also incarcerates State and local offenders in Federal facilities under certain circumstances. BOP is reimbursed by States and localities for this service, except for the District of Columbia, where reimbursement is made to the U.S. Treasury general fund.
- BOP supports the Federal drug control priorities by reducing drug-related violence and crime, as well as expanding drug treatment capacity and services to its inmates.

III. BUDGET SUMMARY

1996 Base Program

- The request for FY 1996 includes drug-related resources of \$1,820.2 million, 19,182 positions, and 17,046 FTEs. This represents an increase of \$116.7 million, 1,302 positions, and 1,678 FTEs over 1995 levels. Drug-related funding for Salaries and Expenses is \$175.2 million above the FY 1995 level.
- The 1996 rated capacity of the Federal Prison System will be 77,567; however, it is expected that operations will be at least 22 percent over this rated capacity. Funding requested and approved through FY 1996 for the construction of new prisons; the acquisition of surplus Federal, State, local, and private facilities for conversion to prison use; and the expansion of existing institutions will add more than 33,000 new beds, once completed.
- Drug treatment resources of \$23.9 million in FY 1996 represent a \$1.7 million increase over FY 1995. In response to the rapid growth in the Federal inmate population having drug abuse histories, BOP has developed a comprehensive drug abuse treatment strategy consisting of four components: drug abuse education; nonresidential drug abuse counseling services; residential drug abuse program; and community-transitional services programming. It is estimated that 30.5 percent of the sentenced inmate population is drug dependent and requires some type of drug abuse treatment program.
 - The drug abuse education component provides inmates with specific instruction on the risks involved in drug using and abusing behaviors; presents strategies toward living a drug-free lifestyle, while introducing inmates to the concepts of drug treatment; and motivates the inmates to volunteer for participation in the BOP's residential treatment program.
 - Nonresidential drug abuse counseling services offer flexibility for those who do not meet the requirements for the residential treatment program. This program is also available for aftercare treatment, as needed, once an inmate has completed the residential treatment program.
 - The residential treatment program is voluntary, with a length of stay of 6 to 12 months (varies by facility/program). It provides unit-based living with extensive assessment, treatment planning, and individual and group counseling.
 - Community transition programs are available to inmates who have completed the residential treatment program and are released to the community under Bureau custody and to inmates still

in BOP custody — as part of their community program plan — to assist in the adjustment back into society.

1997 Summary of Request

- The request for FY 1997 includes drug-related resources of \$2,037.4 million, 20,688 positions, and 18,763 FTEs. This represents an increase of \$217.2 million, 1,506 positions, and 1,717 FTEs over FY 1996 levels.

1997 Highlights

- Funding increases in operations reflect increased costs associated with prison activations and an increase in Drug Treatment Programs which will be funded by the Violent Crime Reduction Trust Fund.
- The drug-related request for new prison construction is \$138.4 million.
- If approved, the FY 1997 construction request will add 2,420 prison beds (1,920 sentenced plus 500 detention).
- BOP will receive \$25.2 million from the Violent Crime Reduction Trust Fund for drug treatment, education, and counseling services in FY 1997.
- The Crime Control Act further requires BOP to treat 50 percent of all eligible inmates by the end of FY 1995, 75 percent by the end of FY 1996, and 100 percent by the end of FY 1997.

IV. PROGRAM STATISTICS

TABLE 1. Prison Capacity			
	1995 Actual	1996 Estimate	1997 Projection
Additional Beds (New Construction)	—	—	2,420
Additional Beds to Come On-Line	7,288	5,528	12,416
Total Rated Capacity	72,039	77,567	89,983
Overcrowding Rate	25%	22%	11%

- Expanded Residential Programs to include Ft. Dix, FPC Sheridan, and FPC Dublin.
- By the end of FY 1996, BOP will complete a drug treatment curriculum for female inmates.
- In FY 1996, BOP will expand the residential drug treatment programs by four.

V. PROGRAM ACCOMPLISHMENTS

- FY 1995 provided intensive policy and clinical training to all drug abuse program staff.
- BOP is finalizing the implementation of a program for inmates who are dually diagnosed with drug and alcohol addictions.

- BOP refined the standardized drug abuse treatment program curriculum.
- At the end of FY 1995, BOP had 11,681 inmates in its drug education program, 2,136 inmates in non-residential programs, 3,176 inmates in the aftercare program daily, and 4,839 inmates in the residential treatment program (see Table 2).

TABLE 2. Drug Abuse Treatment Participants in Federal Prisons

	1991	1992	1993	1994	1995
Inmates Needing Treatment	22,000	24,000	25,000	26,000	26,000
Drug Education	7,644	12,500	12,646	11,592 ¹	11,681
Non-Residential	—	654	1,320	1,974	2,136
Residential	1,236	1,135	3,650	3,755 ²	4,839
Community Transition	—	123	480	800	3,176

¹ The criteria for drug education programming changed in FY 1994. If an inmate immediately applies for and enters a residential treatment program, he or she is no longer required to take drug education.

² The numbers reported for the community transition program through FY 1994 are the average daily population in community treatment programs, but subsequent numbers are the total number of participants in the year.

COMMUNITY POLICING

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
State and Local Assistance	<u>\$428.9</u>	<u>\$595.0</u>	<u>\$652.1</u>
Total	\$428.9	\$595.0	\$652.1
Drug Resources by Decision Unit			
Crime Control Act:			
– Public Safety and Policing	\$428.9	\$595.0	\$643.5
– Police Recruitment	0.0	0.0	0.4
– Police Corps	0.0	0.0	6.0
– Law Enforcement Scholarship Program	<u>0.0</u>	<u>0.0</u>	<u>3.3</u>
Total	\$428.9	\$595.0	\$652.1
Drug Resources Personnel Summary			
Total FTEs	18	88	95
Information			
Total Agency Budget	\$1,300.0	\$1,803.0	\$1,976.2
Drug Percentage	33%	33%	33%
(Detail may not add to totals due to rounding.)			

- The Drug Resources by Function have been determined to be 100 percent State and Local Assistance rather than, as previously reported, 50 percent State and Local Assistance and 50 Prevention.

II. PROGRAM SUMMARY

- The Violent Crime Control and Law Enforcement Act of 1994 (VCCA) established a six-year program to place 100,000 new police officers and sheriffs' deputies on the street to work with citizens to fight crime. The Department of Justice's Community Oriented Policing Services (COPS) program serves as a critical component of the Administration's strategy to fight violent crime by assisting in the promotion of community policing in areas burdened with problems of drug use and crime, and supporting local efforts to reduce domestic drug-related crime and violence.
- The COPS Program provides resources to State, local, and Indian tribal governments to put additional cops on the beat to make our streets safe from drugs and crime. The COPS program also provides resources to local law enforcement agencies to design and implement innovative and comprehensive programs to target persistent public safety problems. COPS also funds a nationwide program of training and technical assistance to support the implementation of community policing, and a research and evaluation agenda to identify successful community policing approaches to drug-related and other crimes.
- The COPS programs meet the Federal Drug Control priorities of creating safe and healthy environments in which children and adolescents can live, learn, and develop into productive members of society; strengthening multi-agency linkages at the community level among prevention, treatment, and

criminal justice programs; reducing drug-related crime and violence; and reducing domestic drug production and availability.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 drug-related funding of \$595.0 million provides an additional \$166.1 million over the FY 1995 level. These additional resources would ultimately place 100,000 new police officers in communities throughout the United States.

1997 Summary of Request

- For FY 1997, COPS is requesting a total of \$652.1 million in drug control resources, 102 positions, and 95 FTEs. The FY 1997 resource level requested would fund continued police hiring toward the goal of 100,000 new police officers by the year 2000, increase the number of police with advanced education and training, and enhance State and local law enforcement recruitment, retention, and education.
- The FY 1997 request represents a major step in attaining the Administration's long-term goals of placing 100,000 new police officers, dedicated to community policing and reducing the incidence of drug-related crime and violence, into the neighborhoods and communities throughout our Nation by the year 2000.

1997 Highlights

- The FY 1997 drug control request includes \$643.5 million for Public Safety and Community Policing Grants. This funding would support the COPS Hiring Programs, Innovative Community Policing Programs (ICOP), and Training, Technical Assistance, and Evaluation.
- In FY 1997, \$5.0 million is requested to support the Police Corps Grants program to meet the goal of increasing the number of police with advanced education and training. These resources would be used to fund the Office of the Police Corps and Law Enforcement Education, and to award scholarship grants to qualifying Police Corps participants.
- The FY 1997 request includes \$3.3 million to support the Law Enforcement Scholarship program to enhance State and local law enforcement recruitment, retention, and education. These resources would be used to further fund the Office of the Police Corps and Law Enforcement Education, to award scholarship grants to individuals who are employed as police officers.
- A total of approximately \$0.4 million is requested in FY 1997 for the Police Recruitment Grants program. These resources would be used to provide recruiting, counseling, and retention services to police applicants. These services would assist applicants to meet police force academic requirements, pass entrance examinations, and stay in the application process of a police department.

IV. PROGRAM STATISTICS

- Not available.

V. PROGRAM ACCOMPLISHMENTS

- In FY 1995, COPS designed and implemented four new grant hiring programs: COPS AHEAD (Accelerated Hiring, Education, and Deployment); COPS FAST (Funding Accelerated for Smaller Towns); COPS MORE (Making Officer Redeployment Effective); and Universal Hiring Program.
- Based on the success of these hiring programs, COPS funded approximately 24,000 additional police officers in FY 1995, exceeding the initial goal of attaining at least one-fifth of the target of 100,000.
- The impact during FY 1995 has been widespread, with approximately 82 percent of the population of the United States reached by COPS hiring programs. In FY 1995, more than 7,000 grants were awarded, and \$1.1 billion was provided to State, local, and Indian tribal governments across the country.
- Efficiencies gained through COPS' grant support of a community's redeployment efforts has led to the equivalent of more than 9,000 officers being added to street patrol.
- Under ICOP, COPS is developing a series of innovative community policing programs, including two major grant initiatives established during the Fall of 1995: The Youth Firearms Violence Initiative, and Community Policing to Combat Domestic Violence.
- COPS has streamlined the Federal grant-making process and provided a focus on customer service. Applications have been streamlined and expedited, and all possible red tape has been eliminated. Thousands of State and local law enforcement agencies have been provided with information about grant programs, training opportunities, and community policing strategies.

CRIMINAL DIVISION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prosecution	\$21.4	\$21.8	\$23.8
Total	\$21.4	\$21.8	\$23.8
Drug Resources by Decision Unit			
Organized Crime and Narcotics	\$7.5	\$7.5	\$8.2
International	2.6	2.7	3.1
Litigation Support	8.2	8.4	9.2
Management and Administration	3.1	3.1	3.3
Total	\$21.4	\$21.8	\$23.8
Drug Resources Personnel Summary			
Total Positions (w/o ICDE)	203	197	199
Total Positions (w/ICDE)	209	203	205
Attorney Positions (w/o ICDE)	112	109	110
Attorney Positions (w/ ICDE)	116	111	114
Total FTEs (w/o ICDE)	208	202	203
Total FTEs (w/ ICDE)	227	221	222
Attorney FTEs (w/o ICDE)	115	111	112
Attorney FTEs (w/ICDE)	123	117	118
Information			
Total Agency Budget (w/o ICDE)	\$77.3	\$79.6	\$86.9
Drug Percentage (w/o ICDE)	28%	27%	27%
Total Agency Budget (w/ ICDE)	\$79.5	\$81.8	\$89.1
Drug Percentage (w/ICDE)	27%	27%	27%
(Detail may not add to totals due to rounding.)			

- ICDE figures include:

- \$0.7 million and 6 FTEs in ICDE funding for program activity.
- \$1.5 million and 13 FTEs for the Executive Office of the Interagency Crime and Drug Enforcement.

- The drug percentage is based on the drug-related workload of the various elements of the Criminal Division.

II. PROGRAM SUMMARY

- The mission of the Criminal Division is to develop, enforce, and exercise general oversight for Federal criminal laws, except those that are specifically assigned to other Divisions. The Division oversees criminal matters under more than 900 statutes; supervises certain civil litigation; advises the Attorney General on matters concerning criminal law; monitors sensitive areas of criminal law requiring coordi-

nation, such as attorney subpoenas, attorney fee forfeitures, and international law enforcement; establishes and facilitates the implementation of criminal law enforcement policies; provides leadership for coordination of Federal-State-Local law enforcement relationships; and coordinates law enforcement issues relating to national security.

- Criminal Division resources are organized into five decision units to provide more flexibility in responding to unanticipated and changing exigencies in law enforcement. The drug-related resources are incorporated into the following four decision units:
 - Organized Crime and Narcotics
 - Litigation Support
 - International
 - Management and Administration
- Program summaries of drug-related Sections/Offices in the Organized Crime and Narcotics decision unit are listed below:
 - Organized Crime and Racketeering Section resources are used to ensure that indictments are properly secured, that organized crime cases are prosecuted, and that overall organized crime prosecution policies are developed and implemented.
 - The Narcotic and Dangerous Drug Section assists with policy formulation relative to Federal drug prosecution policies, including the development of innovative investigative and prosecutorial methods and the enhancement or modification of existing statutory authorities. The Narcotic and Dangerous Drug Section has also been involved with the coordination of efforts in the Department's Southwest Border Initiative.
- The Office of International Affairs is the only drug-related portion of the International decision unit. A program summary of this Office is listed below:
 - The Office of International Affairs (OIA) coordinates international activities, and, along with the Departments of State and Treasury, negotiates extradition and mutual legal assistance treaties (MLATs). OIA assists in efforts to extradite major narcotics traffickers and money launderers to the United States for successful prosecution. These MLATs allow access to financial records for use in prosecution of major narcotics trafficking organizations.
- The Litigation Support decision unit includes the following drug-related Sections/Offices:
 - The Asset Forfeiture and Money Laundering Section provides legal advice and assistance in the conduct of civil and criminal forfeiture litigation and the development of policies which incorporate asset forfeiture into an overall law enforcement program. The Section will also prosecute narcotics and money laundering cases and furnish instruction in the areas of money laundering, Continuing Criminal Enterprise prosecution, electronic surveillance, grand jury practice, and forfeiture-related matters.
 - The Office of Enforcement Operations reviews and approves all Title III applications for electronic surveillance. The Office receives and processes all requests from the U.S. Attorneys and their Organized Crime Strike Force Units for witness immunities and the use of prisoners in covert activities.

- Management and Administration resources are used to supervise and implement Department policy and establish priorities and operating procedures.
- The Office of Administration has also recently established a Geographic Information Staff (GIS) which has the capability to generate high-tech maps that can geographically display high drug-trafficking areas. GIS is currently working with various state and local law enforcement agencies, as well as its Federal counterparts.
- The Criminal Division supports the Federal drug control priorities by reducing drug use and its associated crime and violence, primarily through the successful prosecution of numerous large-scale drug trafficking and money laundering cases across the country.

III. BUDGET SUMMARY

1996 Base Program

- In FY 1996, the Criminal Division's drug-related request totals \$21.8 million, 197 positions, and 202 FTEs. For FY 1996, the Division expects to receive \$2.2 million and 19 FTEs for ICDE (the same funding and FTE level as FY 1995).

1997 Summary of Request

- In FY 1997, drug-related resources in the Criminal Division total \$23.8 million, 199 positions, and 203 FTEs. This represents an increase of \$2.0 million over the FY 1996 level. In addition, the Division expects to receive \$2.2 million and 19 FTEs for ICDE in FY 1997.

IV. PROGRAM STATISTICS

- Listed below is the workload for the Division's Narcotic and Dangerous Drug Section:

Item	1995 Actual	1996 Estimate	1997 Projection
Narcotic and Dangerous Drug Section Investigations:			
Pending, beginning of year	44	34	24
Opened	44	49	54
Closed	54	59	64
Pending, end of year	34	24	14
Narcotic and Dangerous Drug Section Cases (sole and shared prosecutions):			
Pending, beginning of year	52	66	80
Opened	49	54	59
Closed	35	40	45
Pending, end of year	66	80	94

IV. PROGRAM STATISTICS (continued)

Item	1995 Actual	1996 Estimate	1997 Projection
Narcotic and Dangerous Drug Section			
Miscellaneous Items			
Appellate Matters	30	50	60
Legal Advisory Matters	1,396	1,896	2,396
Review/Approval (Statutory, Regulatory, U.S. Attorneys' Manual)	580	680	780
Matters Monitored	2	7	12

V. PROGRAM ACCOMPLISHMENTS

- One of the Criminal Division's most aggressive prosecutions involved Harry Falk, a principal money launderer from the Polar Cap V multi-district investigation. The Division co-chaired the six week trial against Falk, along with a HIDTA AUSA from the Southern District of Florida. Falk was convicted on 90 money laundering counts, and the jury also returned a criminal forfeiture verdict forfeiting approximately \$15.0 million in laundered funds to the United States. The Falk case, known as *United States v. Jose Duvan Arboleda-Gonzalez, et al.*, concluded the active cases that were charged as part of Operation Polar Cap V, a joint investigation with DEA, FBI, IRS, and U.S. Customs Services in Miami, New York, Los Angeles, Chicago, and Rhode Island, involving the laundering of more than \$250.0 million in drug proceeds through precious metal companies throughout the United States.
- CRM has been involved in Operation Green Ice II, an ICDE investigation in the Southern District of California, which targeted drug traffickers laundering drug money from the United States into Mexico. On June 22, 1995, a CRM attorney prosecuted the first Green Ice II case that went to trial. The two-day trial resulted in the conviction of the defendant for conspiracy to launder \$87,000 in drug trafficking proceeds. Since January 1995, ten defendants have pleaded guilty to charges stemming from Green Ice II investigations. Law enforcement agents have seized \$13.0 million in drug proceeds as well as approximately 14,000 pounds of cocaine and 16 pounds of heroin.
- The Division maintains an active satellite office in the District of Puerto Rico. Among the more significant cases prosecuted by CRM in Puerto Rico, five defendants pled guilty to trafficking over 530 kilograms of cocaine in *United States v. Rivera-Baerga, et al.*. In the case of *United States v. Sardinias-Albo, et al.*, two members of the Sardinias organization were convicted at a trial of conspiracy to import approximately 5,000 kilograms of cocaine into the United States and Puerto Rico using airdrops, ships with hidden compartments, and commercial airlines.
- CRM also has a contingent of trial attorneys assigned to the Southern District of California to assist in border related drug prosecutions as well as other drug investigations and prosecutions. In *United States v. Hernandez*, two defendants pled guilty to distributing 1/2 pound of methamphetamine. In *United States v. Espinoza-Hernandez, et al.*, the lead defendant pled guilty to manufacturing 7 pounds of methamphetamine. In *United States v. Orozco-Ortega*, one defendant pled guilty to manufacturing approximately 10 kilograms of methamphetamine. In *United States v. Osuna-Enriquez*, the defendant pled guilty to importing approximately 22 kilograms of methamphetamine into the United States from Mexico. In *United States v. Escobedo-Sida*, two defendants pled guilty to a conspiracy to distribute approximately 21 kilograms of cocaine.

- In *United States v. Jinete-Vargas, et al.*, 17 of 34 defendants have pled guilty to a conspiracy to launder drug trafficking proceeds. The lead defendant operated a drug trafficking and money laundering organization based in Barranquilla, Colombia, and Puerto Rico. Bulk quantities of U.S. currency were turned over to the money launderers for payment to drug suppliers in South America. This organization laundered approximately \$40.0 million. CRM personnel in Puerto Rico also have been solely responsible for "Operation Big Ticket," which targeted car and boat dealerships that accepted illegal cash proceeds from drug traffickers for the purchase of luxury vehicles and boats. This Operation has resulted in the conviction of 12 defendants, three of the defendants in two separate trials, for numerous money laundering and currency transaction reporting violations.
- To help stem the proliferation within the United States of a new drug, methcathinone (Cat), CRM was called upon to handle the prosecution in *U.S. v. Mainville*, the last in a series of such cases prosecuted by CRM in the Western District of Michigan. On May 18, 1995, Mainville — the largest non-corporate supplier of ephedrine within the State of Michigan, with distribution exceeding 400,000 tablets — was found guilty at trial of conspiracy to manufacture methcathinone and of possession of ephedrine, a scheduled I controlled substance used to manufacture methcathinone.
- The Narcotic and Dangerous Drug Section (NDDS) of the Criminal Division provides the first-level review of narcotics cases in which the United States Attorney intends to charge a defendant with an offense subject to the death penalty and provides a comprehensive analysis and appropriate recommendation to the Attorney General. In the last five years, NDDS has reviewed more than 35 such requests from 29 districts requesting the Attorney General's recommendation as to whether to seek the death penalty against more than 70 defendants. Section attorneys have also provided advice and assistance to federal prosecutors in more than 20 additional non-controlled substances cases; provided analysis of constitutional, substantive, and procedural issues of federal criminal law to senior Department officials on policy regarding the death penalty; participated in the Working Group that drafted the Attorney General's Protocol for evaluating federal prosecutions in which the death penalty may be sought; and participated in Department working groups on death penalty policy, procedures, and training. A Section attorney was a major contributor to the monograph "Capital Litigation in the Federal Courts" that was published by the Office of Legal Education in May 1995.
- In response to the request from governments in this hemisphere, NDDS drafted for the Organization of American States Inter-American Drug Abuse Control Commission (OAS/CICAD) "Model Law Enforcement Enabling Legislation with Commentaries" that includes chapters covering undercover investigations and the use of informants, controlled deliveries, electronic surveillance, conspiracy, aiding and abetting, attempt, and plea bargaining. Commentaries interpret each model text and explain the utility and application of the various investigative techniques and prosecutive tools. We have also sent these to United Nations member states, in response to their requests for same.

DRUG ENFORCEMENT ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	\$570.1	\$591.5	\$712.6
International	127.5	158.0	175.4
Intelligence	64.5	70.8	82.9
State and Local Assistance	8.0	8.2	9.3
Research and Development	2.3	2.7	3.2
Regulation and Compliance	16.3	19.1	22.1
Prevention	3.1	2.7	3.4
Total	\$791.9	\$852.9	\$1,008.9
Drug Resources by Decision Unit			
Domestic Enforcement	\$260.3	\$216.3	\$279.9
Foreign Cooperative Investigations	91.9	114.2	120.6
Drug and Chemical Diversion Control	20.7	21.5	24.1 ²
State and Local Task Forces	86.8	88.0	0.0 ³
Intelligence	57.7	60.8	68.8
Laboratory Services	27.0	30.5	34.5
Training	19.1	14.6	15.1
Research, Engineering and Technical Operations	76.9	86.1	109.3
ADP	35.6	46.4	81.2
Management and Administration	77.7 ¹	67.3	84.7
Drug Diversion Control Fee Account	38.3	47.2	52.8
Crime Control Act:			
- Violent Crime Reduction Program	0.0	60.0	138.0
Total	\$791.9	\$852.9	\$1,008.9
Drug Resources Personnel Summary			
Total FTEs (direct only)	4,928	5,343	4,916
Total FTEs (w/reimbursable)	5,955	6,471	5,944
Total FTEs (DDCFA only)	508	591	594
Total FTEs (VCRTF only)	—	188	890
Information			
Total Agency Budget	\$791.9	\$852.9	\$1,009.9
Drug Percentage	100.0%	100.0%	100.0%

(Detail may not add to totals due to rounding.)

¹ Does not include FY 1995 transfer of \$1.8 million for EPIC construction.

² Does not reflect a transfer of \$15.0 million from S&E to DDCFA in FY 1997.

³ This decision unit is funded in the Violent Crime Reduction Program in FY 1997.

- All DEA activities are drug-related.

II. PROGRAM SUMMARY

- DEA is the lead Federal agency for the enforcement of narcotics and controlled substance laws and regulations. The agency's priority mission is the long-term immobilization of major drug trafficking organizations through the removal of their leaders, termination of their trafficking networks, and seizure of their assets. DEA's primary responsibilities include the following:
 - Investigate and prepare cases for the prosecution of high-level members of major drug trafficking organizations who violate the controlled substance laws and operate at inter-State and international levels of trafficking;
 - Enforce the Controlled Substances and Chemical Diversion and Trafficking Acts as they pertain to the production, distribution, and dispensing of legally produced controlled substances and chemicals;
 - Seize and conduct forfeiture of organizational profit and operating capital derived from, traceable to, or intended to be used for drug trafficking;
 - Coordinate drug investigations and drug intelligence collection with foreign governments and participate in bilateral and multilateral supply reduction programs and mutual efforts;
 - Train Federal, State, local, and foreign officials in drug law enforcement;
 - Coordinate and cooperate with Federal, State, and local drug law enforcement agencies in joint investigations, supply reduction programs, and other mutual efforts;
 - Cooperate with international organizations on matters related to global supply and demand reduction; and
 - Participate in the development and support of the national supply reduction strategy.
- DEA supports the Federal drug control priorities through its programs that reduce domestic drug-related crime and violence, reduce domestic drug production and availability, and continue to target for investigation and prosecution those who illegally manufacture, traffic in, and distribute illicit drugs in the United States.

III. BUDGET SUMMARY

1996 Base Program

- In support of DEA's investigative, coordination, and intelligence responsibilities in FY 1996, directly appropriated funding resources include \$852.9 million, 6,122 FTEs, and 6,369 positions. This represents an increase of \$61.0 million over FY 1995 actuals. For FY 1996, ICDE will provide an additional \$94.0 million, 987 FTEs, and 1,000 positions.
- DEA's FY 1996 funds are allocated to meet agency operational and support needs in the following program areas:
 - **Domestic Enforcement.** The Domestic Enforcement Program includes the investigative operations of DEA's 20 field divisions and the operational coordination functions located at DEA

Headquarters. The program employs the bulk of DEA's Special Agent work force and uses a variety of sophisticated investigative tools, including electronic surveillance, informants, and undercover operations. This program also includes DEA's Special Enforcement Programs (SEPs), Title III intercept operations, and the Domestic Cannabis Eradication/Suppression Program.

- **Foreign Cooperative Investigations.** In supporting a worldwide drug reduction effort, DEA's Foreign Cooperative Investigations program encompasses 70 offices located in 49 countries throughout the world. Special Agents and support personnel assigned to foreign offices establish diplomatic liaison, collect intelligence, and provide investigative assistance and training to host country officials.
- **Intelligence Program.** DEA's Intelligence Program provides analytical support for cocaine, heroin, cannabis, dangerous drugs, and financial investigations. The Intelligence Program also provides a strategic overview of drug trafficking patterns and trends. DEA's intelligence operations include support for the El Paso Intelligence Center, a multi-agency, all source, tactical intelligence center, which tracks the movement of drugs, weapons, and illegal aliens. The Intelligence Program also provides support, on a reimbursable basis, to the National Drug Intelligence Center in Johnstown, Pennsylvania.
- **State and Local Task Force Program.** State and local task forces are key elements in the Federal drug enforcement effort as the jurisdictional expertise of State and local law enforcement agencies is combined with the drug investigative expertise of the Federal drug enforcement agencies. The success of DEA's State and Local Task Force Program was exemplified in 1994, when a 20-percent investment of the agency's Special Agent Resources yielded 26 percent of DEA's total arrests and 17 percent of its total asset seizures. DEA currently supports 89 funded and 36 provisional State and local task forces.

In addition, in FY 1995, DEA initiated the Mobile Enforcement Team (MET) program. Mobile Enforcement Teams consist of DEA Special Agents who, upon the invitation of State and local law enforcement authorities, are deployed to various communities across the United States. These teams work with State and local law enforcement personnel to target drug trafficking organizations responsible for violent crime.

- **Research, Engineering, and Technical Operations.** DEA's efforts are enhanced through high-quality technical/investigative support, radio communications, and polygraph support. DEA also maintains and operates a fleet of approximately 87 aircraft, including sophisticated turbo-prop aircraft, which provide domestic investigative support as well as foreign intelligence gathering and operational support.
- **Diversion Control.** DEA's Diversion Control program reduces the diversion of legitimately produced controlled substances and chemicals into illicit channels at all levels of distribution. This program also provides the leadership and support necessary to ensure that State and local agencies and pharmaceutical and chemical industries establish and maintain programs and policies to control drug use and chemical distribution.
- **Management and Administration.** This program is responsible for maintaining, developing, and providing effective and efficient management, executive direction and control, and administrative support functions to ensure maximum achievement of DEA's mission. This program ensures the effective development and utilization of agency resources so that DEA's strategic goals and objectives continue to be met.

- **Laboratory Services.** Through its eight forensic laboratories, the Laboratory Services program provides critical support services for the enforcement, intelligence, and diversion control activities of DEA. Enforcement activities are supported through the timely analysis of drug evidence and presentation of expert testimony in court; intelligence activities through drug signature analyses; and diversion control activities through the ballistic examination of tablets, capsules, and papers. This program also provides assistance to other Federal, State, local, and foreign law enforcement agencies through the analysis of exhibits and training.
- **Training.** DEA's Office of Training provides agency personnel with the skills and knowledge necessary to fulfill the agency's mission-related requirements. Specialized training courses include entry-level training, advanced and inservice specialty training, management and supervisory training, international training for foreign officials, and foreign language training. DEA also provides training in basic, advanced, and specialized drug law investigation methods and techniques to State and local agencies, the military, and Federal agencies.
- **ADP.** ADP systems are the backbone of DEA's infrastructure and support all ongoing drug investigations. DEA continues to enhance its Narcotics and Dangerous Drugs Information Systems, Multi-Source Query, TOLLS and Events systems, among others.
- **Interagency Crime and Drug Enforcement Task Force Program.** The Interagency Crime and Drug Enforcement Task Force (ICDE) Program is a cornerstone of the National Drug Control Strategy. The program provides the additional personnel and resources necessary to expand multi-agency investigations such as money laundering initiatives. DEA has been a major participant in the ICDE Program. In fact, DEA has been integrally involved in 80 percent of the program's investigations since the inception of the program in 1982. In 1996, DEA received 1,000 positions (779 Special Agents) and \$94.0 million for the ICDE Program.

1997 Summary of Request

- The FY 1997 President's budget requests a total of \$1,008.9 million and 6,400 FTEs, an increase of \$156.0 million and 278 FTEs over FY 1996.
- The FY 1997 request of ICDE is \$97.0 million, 987 FTEs, and 1,000 positions (779 Special Agents).

1997 Highlights

- DEA enhancements for FY 1997 are contained in eight strategic funding initiatives, including five in DEA's Salaries and Expenses budgets request and three in DEA's Violent Crime Reduction Program (VCRTF) budget request. A brief description of each of the major initiatives is provided below:
 - **Southwest Border:** DEA requests 121 positions (54 Special Agents, 15 diversion investigators, 7 intelligence analysts, and 45 support positions) and \$24.9 million for a focused interagency enforcement effort along the Southwest Border of the United States. This top priority effort seeks to stop the flow of multi-ton quantities of illegal narcotics moving freely across our 2,000-mile border with Mexico, counter the insidious corruption erupting in communities on both sides of the border, and dismantle and destroy those organizations that would preempt our nation's rule of law, destroy the lives of our youth, and import crime and violence to our neighborhoods.

- **Replacement Bases:** DEA requests \$25.7 million for this initiative to restore and/or replace base program funding available to programs which support DEA enforcement operations, including \$3.9 million for technical investigative equipment, \$2.0 million for aircraft, \$4.7 million ADP equipment, and \$15.1 million to meet permanent change of station requirements.
- **Heroin Strategy:** DEA requests 3 positions (2 Special Agents) and \$0.6 million (including \$0.2 million in special program funding) to open a country office in Pretoria, South Africa. A DEA presence there is a critical part of DEA's overall foreign-based operations, and a vital link in the chain of the agency's overseas intelligence gathering capability targeted at Nigerian heroin traffickers.
- **Communications Programs:** DEA requests a total of \$9.0 million to purchase wireless radio equipment for DEA's domestic offices. This interagency initiative responds to a Federal mandate to convert existing systems to narrowband systems. DEA also requests \$3.0 million for equipment to implement new digital intercept technology in two field divisions.
- **ADP Systems:** DEA requests \$15 million for Phase II of the FIREBIRD project, which will provide DEA Special Agents with the automated tools needed to effectively communicate with other law enforcement agencies, streamline burdensome report writing, and provide access to multi-agency law enforcement data bases. DEA also requests \$4.4 million for Project MERLIN, which will provide critical intelligence information in support of investigations in a manner that is faster, more current, and more complete than is currently possible.

Violent Crime Reduction Program (VCRTF)

- The FY 1997 VCRTF was created from resources justified in DEA's FY 1996 S&E appropriation request and from residual funds appropriated to the VCRTF in FY 1996. To create a cohesive VCRTF consistent with the provisions of the Violent Crime Control Law Enforcement Act of 1994, in FY 1997 DEA is requesting to redirect its entire State and Local Task Force Program decision unit into the VCRTF, move nonviolent crime-related initiatives funded in the FY 1996 VCRTF appropriation back to the S&E appropriation, and fund a small number of urgently needed law enforcement support initiatives from the VCRTF.
- Program enhancements within DEA's 1997 VCRTF request are summarized below:
 - **Mobile Enforcement Teams (METs):** DEA requests 93 positions (60 Special Agents) and \$5.9 million to continue the attack of drug-related violent crime on our Nation's urban streets and rural neighborhoods. This initiative builds on the existing MET teams established last year to address the growing threat of gang-related drug violence.
 - **Motor Vehicle Replacement:** DEA is requesting \$6.7 million to replace aging vehicles and restore funds to maintain a cost-effective vehicle replacement cycle.
 - **Laboratory Facilities:** DEA requests a total of \$7.0 million in 1997 for the first year of a three-year project to reconstruct five of the agency's deteriorating laboratory facilities.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
DEA Initiated Arrests	4,125	4,614	4,722
Other Federal Arrests	1,149	1,258	1,288
DEA Cooperative Arrests	6,858	7,508	7,683
State and Local Task Force Arrests	6,983	6,983	7,527
Foreign Cooperative Arrests	1,475	1,549	1,626
Clandestine Labs Seized	319	300	300
Value of Assets Seized (\$000):			
– DEA	\$229,300	\$240,675	\$252,803
– DEA/CDE	307,400	322,770	358,909
– State and Local Task Force	107,900	113,295	118,960
Federal Lab Exhibits Analyzed	40,750	41,107	42,487

V. PROGRAM ACCOMPLISHMENTS

- **Cali Mafia.** The most significant accomplishment achieved during Fiscal Year 1995 was the systematic dismantling of the Cali cocaine mafia in Colombia. Throughout the year, the Colombian government (with the encouragement and support of the United States), disrupted Cali mafia operations by arresting and incarcerating all but one of its leaders.
- **Operation "Tiger Trap."** DEA agents and Thai police scored a major success against the Shan United Army (SUA) and its notorious leader, fugitive drug king Chang Chi Fu (aka Khun Sa). In December of 1994 and continuing into 1995, in an unprecedented operation called "Tiger Trap," DEA agents and Thai military and police elements arrested eleven key associates of Khun Sa from the Thai/Burma border area and jailed them in Bangkok. All eleven remain incarcerated while extradition proceedings are pending. Those arrested represented the leadership infrastructure of the SUA and dealt a crippling blow to them.
- **Houston MET.** The Houston Mobile Enforcement Team (MET) has arrested 104 defendants--64 for drugs and 37 for other violent activities, including six for attempted murder, nine for deadly conduct, and six for aggravated assault with firearms.
- **Methamphetamine Trafficking/Production.** Through diplomatic initiatives with foreign counterparts, DEA took action to cut off the international diversion of ephedrine and pseudoephedrine--precursor chemicals for producing methamphetamine--to traffickers and enhanced coordination with the International Narcotics Control Board. When traffickers responded and turned to domestic sources of ephedrine and pseudoephedrine tablets, DEA placed added controls on these products and targeted rogue chemical companies. During FY 95, DEA used regulations to stop 20 imports totaling 30.68 metric tons of ephedrine/pseudoephedrine, destined for rogue tablet manufacturers, mail-order distributors and clandestine methamphetamine laboratories. As a result, the street price for a bottle of 1,000 pseudoephedrine tablets selling for less than \$20 at the start of FY 95, brought \$385 by August.
- **DRUGX.** To enhance information sharing between the DEA and the FBI, DRUGX, a joint DEA/FBI data sharing system was created. DRUGX is a fully integrated drug intelligence data base that is available to both DEA and FBI users via their existing computer systems. DRUGX provides DEA and FBI users access to drug-related information from both DEA and FBI investigations. DRUGX includes information related to active and closed cases and serves as a mechanism to electronically share drug-related information. The U. S. Customs Service and the U.S. Marshals Service are expected to contribute their drug-related information to the DRUGX system in 1996.

FEDERAL BUREAU OF INVESTIGATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	\$358.9	\$362.8	\$396.4
International	4.6	6.6	8.0
Intelligence	239.3	241.9	264.3
Research	4.5	12.9	12.9
Regulatory Compliance	0.0	0.0	50.0
Total	\$607.3	\$624.2	\$731.6
Drug Resources by Decision Unit			
Organized Criminal Enterprises	\$233.3	\$262.0	\$294.8
Violent Crimes	171.3	140.1	150.1
White Collar Crimes	84.6	74.4	80.4
Training, Recruitment and Applicant	17.5	9.5	11.3
Forensic Services	12.2	18.1	18.2
Information Management, Automation and Telecommunications(1)	10.1	7.0	9.4
Technical Field Support and Services	22.5	6.8	20.6
Criminal Justice Services	27.6	33.5	34.7
Management/Administration	28.4	19.7	21.5
Carrier Compliance	0.0	0.0	50.0
Crime Control Act:			
- Digital Telephony	0.0	16.2	13.4
- Laboratory Equipment	0.0	1.9	1.7
- Evidence Response Teams	0.0	0.5	0.5
- Tactical Operations	0.0	12.5	12.5
- NCIC 2000 Violent Gang File	0.0	1.8	1.8
- DRUGFIRE Systems	0.0	4.2	4.2
- Aviation Support	0.0	0.9	0.5
- Antenna Site Lease	0.0	1.9	1.9
- Task Force OT	0.0	2.5	2.5
- Wireless Radio	0.0	0.5	1.9
- Workstations	0.0	2.0	0.0
- Voice Privacy Radio	0.0	1.9	0.0
- Technical Field Support	0.0	3.0	0.0
- SWAT/HRT Equipment	0.0	1.2	0.0
- BICS Equipment and Contract	0.0	1.0	0.0
- Group I UCO	0.0	1.2	0.0
Total	\$607.3	\$624.2	\$731.6
Drug Resources Personnel Summary			
Total FTEs (direct only)	6,311	5,965	6,259
Total FTEs (w/reimbursable)	7,507	7,336	7,428
Information			
Total Agency Budget	\$2,006.3	\$2,527.1	\$2,837.4
Drug Percentage	30.3%	24.7%	25.8%
(Detail may not add to totals due to rounding.)			

- The FBI budget does not include a HIDTA transfer of \$3.9 million in 1995.
- The FBI antidrug program includes the drug-related portion of the Organized Criminal Enterprises (OCE) decision unit, as well as a proportionate share of many other FBI activities, including White Collar Crime; Violent Crimes; Technical Field Support and Services; Training; Forensic Services; Information Management, Automation and Telecommunications; Criminal Justice Services; and other functions such as applicant recruitment and processing and administrative-related activities.

II. PROGRAM SUMMARY

- The FBI is charged with investigating all violations of Federal laws, with the exception of those which have been assigned by legislation to other agencies. The FBI's jurisdiction includes a wide range of responsibilities in the civil, criminal, and security fields. Among these are terrorism, kidnaping, extortion, bank robbery, inter-State transportation of stolen property, civil rights matters, inter-State gambling violations, narcotics violations, fraud against the Federal Government, and assault or murder of the President or a Federal officer.
- In the area of drug enforcement, the FBI continues to identify, disrupt, and dismantle core drug trafficking organizations through conducting long-term, sustained investigations aimed at dismantling trafficking networks, arresting their leadership, and seizing and forfeiting their assets. The program is structured to enhance the FBI's drug intelligence base, identify trends and make projections, concentrate resources in major centers of drug trafficking activity, and provide assistance to other law enforcement agencies.
- The FBI's principal drug control goal is to focus investigative resources on those organizational-based trafficking groups controlling significant segments of the illegal drug importation and distribution markets. Investigations are directed at Colombian/South American, Mexican, European/Italian, Asian, and other major trafficking organizations that are national in scope.
- FBI supports the Federal drug control priorities through its programs which reduce drug-related crime and violence, investigation and prosecution of illegal drug manufactures and distributors, and strengthening international cooperation and actions against narcotics production and trafficking.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 drug-related resources is \$624.2 million and consists of 3,191 Agent positions and 3,195 support positions. The support complement includes technical, investigative, and clerical/administrative. This funding level represents a \$16.9 million increase over FY 1995.
- Personnel resources assigned to the OCE program are focused in an organizationally based, intelligence-driven approach to fully identify and ultimately disrupt and dismantle criminal organizations, rather than concentrating investigative efforts on specific violations or individuals. Additionally, OCE investigations focus on money laundering and financial flow activities leading to seizure and forfeiture of assets and profits derived from illegal activities.

1997 Summary of Request

- The drug-related request for FY 1997 is \$681.6 million, exclusive of carrier compliance. The FY 1997 drug-related portion of the FBI carrier compliance request is \$50.0 million. The total drug control request of \$731.6 million for FY 1997 represents an increase of \$107.4 million over the FY 1996 level.
- The President's request consists of 3,261 Agent positions and 3,279 support positions.

1997 Highlights

- The FBI's FY 1997 request includes the following major components:
 - **Southwest Border:** This portion of the total request is subdivided as follows:
 - Organized Criminal Enterprises:** 104 positions (50 Agents), 52 FTEs, and \$8.4 million;
 - White-Collar Crime:** 33 positions (20 Agents), 13 support positions, and \$3.0 million; and
 - Forensic Services:** \$2.9 million for contract linguist support.
 - **Restoration of Infrastructure:** An additional 17 field electronic technicians (\$2.7 million) are requested to provide support and maintenance of technical field equipment.
 - **Federal Wireless Communications:** The FBI is requesting \$1.4 million to support this initiative.
 - **Telephone Carrier Compliance:** An additional \$50.0 million is requested to ensure payment to telecommunications carriers, equipment manufacturers, and telecommunications support service providers in accordance with the Communications Assistance for Law Enforcement Act of 1994 (CALEA).
- Detailed explanations of the program changes are as follows:

Initiative: Southwest Border Project

- An additional 104 positions and \$8.4 million will enable the FBI to expand this initiative in FY 1997.

The Southwest Border Project (SWBP) is a joint FBI/DEA initiative targeting the four most significant Mexican drug trafficking organizations (MDTOs). In addition to targeting these organizations, SWBP also addresses white collar crime, public corruption, violent crime, and various other criminal violations arising as a result of the drug trade.

- Mexican criminal enterprises are currently one of the top investigative priorities of U.S. law enforcement and represent an increasing criminal, economic, and public safety threat to the Nation. MDTOs are involved in the trafficking of bulk quantities of cocaine, marijuana, and heroin, as well as the money laundering of drug proceeds. Although drug trafficking is a multi-billion dollar industry, these Mexican organizations do not limit the scope of their criminal activity to this one illegal area.
- It is estimated that 70 percent of the cocaine being smuggled into the United States today is shipped through Mexico by core-level MDTOs. MDTOs control the direction of multi-ton quantities of

cocaine and marijuana, as well as quantities of Mexican heroin to other Mexican transportation and distribution networks. These networks in turn have responsibility for smuggling operations into the United States for a variety of client organizations.

Initiative: Public Corruption

- Under the Southwest Border initiative, the FBI requests an additional 20 agents and 13 support personnel to address Public Corruption matters.

Initiative: Restoration of Infrastructure Initiative

- An additional \$2.7 million and 17 Field Electronics Technicians (ETs) are required to perform scheduled maintenance for the FBI's communications systems. During the past year, field ET duties have continued to expand. Major new responsibilities include the installation, operation, and maintenance of the Microwave Intelligence Gathering System sites. Troubleshooting and repair responsibilities for data communications systems now extend to components within individual computer terminals.

Initiative: Federal Wireless Communications

- On April 20, 1994, the Attorney General and the Secretary of the Treasury signed a Memorandum of Understanding formally establishing the Federal Law Enforcement Wireless Users Group in response to the National Performance Review's Recommendations. The use of a shared infrastructure will result in significant cost savings and cost avoidance.
- This request of \$1.4 million represents a joint initiative between the Department of Justice and the Department of Treasury to plan and coordinate a future shared land mobile radio telecommunications network for use nationally by Federal, State, and local law enforcement and public safety agencies.

Initiative: Carrier Compliance

- Nonpersonnel funding of \$50.0 million is requested to address the need for additional funds for the telecommunications carrier compliance obligation set forth in the CALEA. This Act states that telecommunications carriers, equipment manufacturers, and providers of telecommunications support services will receive payment for reasonable expenses incurred as a result of the modifications they make and in connection with equipment, facilities, and services installed or deployed to ensure law enforcement's ability to conduct electronic surveillance.
- A failure to provide this funding will result in a detrimental impact on law enforcement's effectiveness, public safety, and national security.

Initiative: Contract Linguist Support

- An increase of \$2.9 million will provide the FBI with urgently needed linguist support for major investigative initiatives through the use of independent contractors and translation services.

IV. PROGRAM STATISTICS

- Not available.

V. PROGRAM ACCOMPLISHMENTS

- In September 1993, a Federal Grand Jury in the Southern District of Texas returned an indictment against Juan Garcia Abrego and seven of his principal associates. These, as well as 93 additional indictments, were based on multiple investigations conducted in conjunction with DEA and the U.S. Customs Service, the first of which was initiated in 1990. Abrego, the leader of a major Mexican drug trafficking organization based in Matamoros, Tamaulipas, Mexico, interacts directly with the hierarchy of the Cali Cartel and is responsible for the importation of multi-ton quantities of cocaine and marijuana, as well as substantial quantities of heroin, into the United States. He is also involved with the passage of bulk quantities of U.S. currency derived from drug sales back to Mexico. On March 8, 1995, Abrego was designated an FBI Top Ten Fugitive. He was subsequently arrested in Monterrey, Mexico, on January 14, 1996, by members of the Instituto Nacional de Combate de Drogas. On January 15, 1996, Garcia Abrego was flown to Houston, Texas, in the custody of Mexican Federal Judicial Police and Immigration officials and turned over to U.S. officials for prosecution.
- The San Juan field office's "GOLDEN TRASH" investigation was an undercover operation targeting members of a Colombian drug trafficking organization that was responsible for the monthly importation of over 10,000 kilograms of cocaine into the United States and the laundering of over \$2.0 million dollars. In December 1994, this investigation resulted in the indictment of 52 individuals, making it the largest indictment filed in the district of Puerto Rico. In December 1995, a superseding indictment was filed charging an additional 40 individuals for drug violations.
- Approximately 123 subjects have been indicted in the Northern District of Alabama, and over \$2.7 million in cash and property has been seized. This case entitled, "SANDMOUNTAIN GLOOM" focused on well-entrenched Drug Trafficking Organizations (DTOs) operating in the border regions of Alabama, Georgia, and Tennessee. These DTOs were comprised of close-knit family enterprises which had historically been involved in counterfeiting and bootlegging, and had evolved to drug trafficking as their primary criminal activity. In one investigation relating to this successful activity, the head of a regional DTO was sentenced to life imprisonment for operating a Continuing Criminal Enterprise (CCE).
- On December 13, 1995, Franco Michael Mangiafico, aka "Tony Franco," was sentenced in the Middle District of Florida to 22 years incarceration following his conviction in March 1995 for RICO, Distribution of Heroin, and Travel Act violations. Mangiafico's conviction was the latest for 26 subjects indicted in April 1993 on drug trafficking and money laundering charges in the Tampa case entitled "Cat's Eye." This matter targeted the Macri/Commisso faction of the 'Ndrangheta Italian Organized Crime group operating a drug trafficking and money laundering ring between Rhode Island, New York City, and Southern Florida. It represented the first time in the United States that the 'Ndrangheta was named as a CCE in a RICO prosecution. To date, fourteen defendants have been convicted; two are fugitives, seven are awaiting extradition from Canada, and one died of a heroin overdose during the final days of the investigation.

FEDERAL PRISONER DETENTION¹

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Corrections	<u>\$198.8</u>	<u>\$243.5</u>	<u>\$292.4</u>
Total	\$198.8	\$243.5	\$292.4
Drug Resources by Decision Unit			
Care of U.S. Prisoners	\$198.8	\$234.7	\$283.7
Cooperative Agreement Program	<u>0.0</u>	<u>8.8</u>	<u>8.8</u>
Total	\$198.8	\$243.5	\$292.4
Drug Resources Personnel Summary²			
Total FTEs	0	0	0
Information			
Total Agency Budget	\$296.8	\$261.8	\$405.3
Drug Percentage ³	70.0%	70.0%	70.0%
(Detail may not add to totals due to rounding.)			

¹ Formerly called the Support of U.S. Prisoners. Name changed by Congressional action.

² There are no FTEs associated with this program.

³ The drug percentage is based on the actual number of prisoners (70 percent) in cell blocks with drug-related offenses and is based on care of U.S. prisoners only.

II. PROGRAM SUMMARY

- The Federal Prisoner Detention account is managed by the U.S. Marshals Service and is comprised of two units: Care of U.S. Prisoners and the Cooperative Agreement Program. The Care of U.S. Prisoners account provides resources for the U.S. Marshals to contract with State and local detention facilities and private entities for the boarding of Federal prisoners pending trial or sentencing. The Cooperative Agreement Program (CAP) provides Federal resources to States and localities for renovation and construction of State and local detention facilities in exchange for a guaranteed number of beds for Federal prisoners. Funding for the CAP has been requested via OJP's State Prison Grants.
- The Federal Prisoner Detention account supports the Federal drug control priorities by assisting Federal, State, and local criminal justice agencies to reduce illicit drug production, trafficking, and use.

III. BUDGET SUMMARY

1996 Base Program

- FY 1996 total is \$243.5 million in drug-related resources for Federal Prisoner Detention, an increase of \$44.7 million over the FY 1995 level.

1997 Summary of Request

- The FY 1997 total drug-related request for Federal Prisoner Detention is \$292.4 million, an increase of \$48.9 million over the FY 1996 level.

1997 Highlights

- **Care of U.S. Prisoners.** The total request for FY 1997 is \$283.7 million, an increase of \$49.0 million over the FY 1996 level. This will provide funds to cover the projected increase in the number of jail days and medical costs.
- **Cooperative Agreement Program** The total request for FY 1997 is \$8.8 million, the same level of funding as the FY 1996 level. This program provides capital investment funding to selected State and local governments in return for guaranteed bed space for Federal prisoners.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Care of U.S. Prisoners Jail Days (000)			
– Total	4,623,000	4,937,000	5,564,000
– Drug-Related	3,237,000	3,456,000	3,895,000

Note: Drug-related amounts are estimated based on percent of drug-related offenders (70 percent of the total).

V. PROGRAM ACCOMPLISHMENTS

- With approximately 20,000 detainees in U.S. Marshals Service custody on any given day, the U.S. Marshals Service is charged with housing the 18th largest correctional population in the United States.
- Detention bed space for Federal detainees is acquired by the U.S. Marshals Service through intergovernmental agreements with nearly 1,000 State and local governments to supplement available Federal detention facilities.
- The median time from indictment to disposition of drug defendants increased 6 percent over 1992 to 7.1 months, according to data from the Administrative Office of the U.S. Courts; thus, the time a defendant spends in the custody of the U.S. Marshals Service has also increased.
- The U.S. Marshals Service is taking a proactive approach to reduce detention costs, solve detention issues, and predict future workload.

IMMIGRATION AND NATURALIZATION SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Interdictions	\$86.9	\$113.3	\$138.7
Investigations	39.2	53.3	64.9
Intelligence	1.6	1.7	2.3
Corrections	48.6	77.3	100.3
Research and Development	0.9	0.5	0.5
Total	\$177.2	\$246.1	\$306.7
Drug Resources by Decision Unit			
Inspections	\$13.3	\$18.3	\$22.9
Border Patrol	59.1	76.0	95.3
Investigations	37.5	50.8	61.0
Detention and Deportation	47.0	67.5	73.1
Training	2.6	1.4	2.2
Data and Communications (Includes R&D)	2.0	1.6	1.9
Intelligence	1.5	1.7	2.3
Construction and Engineering	0.2	1.7	0.7
Crime Control Act:			
– Improving Border Controls	12.5	17.3	19.5
– Expedited Deportation for Denied Asylum	0.1	0.8	2.2
– Expanded Special Deportation Proceedings	1.5	9.0	25.0
– Criminal Alien Tracking Center	0.0	0.0	0.8
Subtotal, Crime Control Act	\$14.1	\$27.1	\$47.5
Total	\$177.2	\$246.1	\$306.7
Drug Resources Personnel Summary			
Total FTEs	1,838	2,215	2,571
Information			
Total Agency Budget	\$1,327.6	\$1,711.0	\$2,142.0
Drug Percentage	13.3%	14.4%	14.3%
(Detail may not add to totals due to rounding.)			

- The resource summary excludes ICDE resources.
- The drug percentage reflects estimated FTEs devoted to INS's drug mission. The three largest components of the INS drug program are the Border Patrol, Detention and Deportation, and the Investigations activities. INS counts 15 percent of Border Patrol, 25 percent of Detention and Deportation, and 24 percent of Investigations resources as drug-related.

II. PROGRAM SUMMARY

- INS is responsible for the admission, control, and removal of aliens within the United States. Between ports-of-entry into the United States, INS detects and apprehends illicit drug smugglers and illegal aliens at or near the border.
- INS also cooperates with other Federal agencies to locate, apprehend, and remove alien drug traffickers at ports-of-entry and within the United States, and to escort alien witnesses into the United States to testify in drug trials.
- The Border Patrol interdicts drug traffickers along U.S. borders. More than one-third of the INS drug program budget is used for the Border Patrol.
- The Border Patrol currently has more than 4,000 agents that have been cross-designated with limited DEA Title 21 drug authority for the purpose of conducting drug search and seizures along the border.
- Another important component of INS's drug program is the detention and deportation of aliens caught smuggling drugs into the United States or convicted of a drug-related criminal activity.
- INS's drug program also includes resources for investigations, inspections, intelligence, automated "lookout" and booking systems, and research and development in support of its border enforcement mission.
- INS's research and development efforts are geared toward improving its capability to detect and apprehend illegal entrants. This includes efforts to improve detection using ground sensors, low-light-level television cameras, and other similar devices. Beginning in the FY 1994 budget submission, Research and Development program resources were merged into the Data and Communications program.
- The INS supports the Federal drug control priorities by reducing drug smuggling at our Nation's borders, and thus, decreasing the crime and violence that is associated with the criminal element that illegal drug distribution attracts. INS's operations also increase workplace safety and productivity by reducing the impact of drug use in the workplace. INS also supports programs that strengthen international cooperation and actions against narcotics production, trafficking, and use.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 drug program level is \$246.1 million and 2,215 FTEs, an increase of \$68.9 million and 377 FTEs. This level will enable INS to increase its interdiction and its detention and deportation program activities, as well as maintain its baseline activities in most other program areas. This will have a significant impact on controlling the border and reducing crime.
- The FY 1996 resource level of \$87.4 million (\$76.0 million of which is direct appropriation) and 944 FTEs will allow the Border Patrol to deploy a strategy of "prevention through deterrence" along the Southwest Border, with increased agents and resource-multiplying technology. Funding for this program is enhanced by using resources from the Crime Control Act's Improving Border Control and INS Investigations Program. In FY 1996, the Border Patrol will add 800 new agents along the Southwest Border.

- The FY 1996 resource level of \$18.3 million and 228 FTEs will allow the Inspections program to facilitate and control admissions at its land border ports of entry.
- The FY 1996 resource levels of \$97.3 million (\$67.5 million of which is direct appropriation) and 518 FTEs for Detention and Deportation and \$53.3 million and 487 FTEs for Investigations allow for the expansion of the Institutional Hearing Program, as well as the Federal prison system.

1997 Summary of Request

- The total drug-related request for FY 1997 is \$306.7 million and 2,571 FTEs, an increase of \$60.6 million and 356 FTEs over the FY 1996 level.

1997 Highlights

- The President's FY 1997 total budget request for Salaries and Expenses and Violent Crime Reduction Programs (drug-related and other) totals \$2.1 billion, an increase of \$431.0 million over the FY 1996 appropriated levels. These resources will further strengthen the Administration's commitments to border security and to a comprehensive strategy that addresses job security through worksite enforcement, community security through removal of criminal aliens, and economic security through assistance to States.

With a record infusion of new resources in 1994, 1995, and 1996, the Administration is taking control of the border. The FY 1997 budget provides additional resources to strategically reinforce the Nation's border strategy and build on successes. This strategy includes 700 new border patrol agents, 154 new immigration inspectors, and 110 new support staff to be devoted to nationwide border control.

- **Inspections.** In FY 1997, \$22.9 million and 267 FTEs (all of which is direct appropriation) will be directed toward the Administration's efforts to control the borders and deter illegal entry attempts. These resources will be deployed at land border ports-of-entry and major airports that will complement the increased enforcement efforts of the Border Patrol between the ports-of-entry.
- **Border Patrol.** The \$107.5 million (\$95.3 million of which is direct appropriation) requested in FY 1997 will pay for the additional agents needed to direct new intensified efforts in those areas where illegal entry attempts are increasing as a result of intensified border control efforts in other locations. The enhanced drug-related portion of the INS FY 1997 request of \$15.1 million and 48 FTEs over the 1997 base level and includes resources for 700 new border patrol agents.
- **Investigations.** The \$64.9 million (\$61.0 million of which is direct appropriation) and 560 FTEs requested in FY 1997 will focus on complex administrative cases and worksite criminal investigations (including employer sanctions, fraud, and smuggling). The resources will allow agents to pursue investigation of organized international criminal smuggling syndicates and related overseas enforcement deterrence efforts as part of Operation Global Reach.
- **Detention and Deportation.** The \$100.3 million and 617 FTEs FY 1997 request includes resources to increase the INS's detention, exclusion, and removal operations. The Service's detention and deportation efforts are steadily increasing as a result of strengthened border management and interior deterrence operations.

- **Intelligence.** The \$2.3 million (all of which is direct appropriation) and 18 FTEs requested in FY 1997 will be used to perform additional forensic examinations of documents, fingerprints, and evidence controls resulting from the Worksite Enforcement initiatives. The enhancement will also provide intelligence personnel for Operation Global Reach, a major joint INS and State Department initiative that will interrupt alien smuggling activities.
- **Training.** The \$2.5 million (\$2.2 million of which is direct appropriation) and 15 FTEs requested in FY 1997 are required to expand career development and journeyman training for INS personnel.
- **Data and Communications.** The \$5.7 million (\$1.9 million of which is direct appropriation) and 6 FTEs requested in FY 1997 will be used to support the Border Patrol initiative, and include infrared scopes; Low Light Level Television systems; sensors; extension of on-site automated data processing support to the field; and the implementation of an INS computer security system.
- **Construction and Engineering.** The \$0.7 million (from the Construction Account) requested for FY 1997 will support the Border Patrol program's infrastructure needs.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Drug Smugglers Apprehended	12,796	12,900	13,000
Number of Seizures (Border Patrol)	6,308	6,400	6,400

V. PROGRAM ACCOMPLISHMENTS

- There were 6,308 drug seizures in FY 1995. 608,434 pounds of marijuana and 44,183 pounds of cocaine were seized, an increase of 11.2 percent and 20.9 percent, respectively, over 1994. The estimated value of all drugs seized in 1995 is more than \$1.9 billion, or \$0.3 billion more than was seized in 1994.

INTERAGENCY CRIME AND DRUG ENFORCEMENT¹

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	\$278.6	\$268.9	\$277.7
Intelligence	18.6	13.3	13.8
Prosecution	77.3	77.2	80.2
Research	0.4	0.4	0.4
Total	\$374.9	\$359.8	\$372.0
Drug Resources by Decision Unit			
Drug Enforcement Administration	\$93.7	\$91.9	\$94.7
DEA-RDIS	2.2	2.2	2.2
Federal Bureau of Investigation	95.6	92.2	95.1
FBI-RDIS	11.4	11.2	11.5
INS	10.6	10.0	10.4
U.S. Marshals Service	1.4	1.3	1.4
U.S. Customs Service	28.1	26.7	27.6
ATF	10.3	9.8	10.1
Internal Revenue Service	37.1	35.3	36.6
U.S. Coast Guard	0.7	0.6	0.6
U.S. Attorneys	75.3	75.3	78.2
Criminal Division	0.8	0.7	0.7
Tax Division	1.3	1.2	1.3
Executive Office	1.6	1.5	1.5
National Drug Intelligence Center ²	5.0	0.0	0.0
Total	\$374.9	\$359.8	\$372.0
Drug Resources Personnel Summary			
Total Positions	4,012	3,808	3,808
Agent/Attorney Positions	2,748	2,619	2,619
Total FTEs	3,956	3,735	3,735
Agent/Attorney FTEs	2,707	2,568	2,568
Information			
Total Agency Budget	\$374.9	\$359.8	\$372.0
Drug Percentage	100%	100%	100%
(Detail may not add to totals due to rounding.)			

- ¹ Formerly called the Organized Crime Drug Enforcement Task Forces.
² Additional funding provided by DoD.

- All ICDE resources are drug-related.

II. PROGRAM SUMMARY

- The ICDE program constitutes a nationwide structure of 13 regional task forces that utilize the combined resources and expertise of member Federal agencies, in cooperation with State and local investigators and prosecutors, to target major narcotic trafficking and money laundering organizations. The following are the 13 task force regions and their headquarters cities: New England (Boston); New York/New Jersey (New York); Mid-Atlantic (Baltimore); Southeast (Atlanta); Gulf Coast (Houston);

South Central (St. Louis); North Central (Chicago); Great Lakes (Detroit); Mountain (Denver); Los Angeles/Nevada (Los Angeles); Northwest (San Francisco); Southwest Border (San Diego); and Florida/Caribbean (Miami).

- The stated goal of the ICDE program is to identify, investigate, and prosecute members of high-level drug trafficking enterprises. Four objectives guide the selection and conduct of investigations:
 - Target, investigate, and prosecute individuals who organize, direct, finance, or are otherwise engaged in high-level illegal drug trafficking enterprises, including large-scale money laundering organizations;
 - Promote a coordinated drug enforcement effort in each Task Force region and encourage maximum cooperation among all drug enforcement agencies;
 - Work effectively with State and local law enforcement agencies; and
 - Make full use of financial investigative techniques, including tax law enforcement and forfeiture actions.
- Those who are targeted for task force cases include criminal groups formed for the purpose of importing, distributing, and financing large amounts of controlled substances; criminal groups that are trafficking in drugs as well as engaging in other crimes; traditional organized crime figures; prison gangs or prison-associated organizations; and physicians, pharmacists, and other persons registered to dispense drugs legally, but who engage in illicit distribution.
- In 1983 and 1984, the ICDE program operated under a single appropriation, reimbursing participating agencies for their involvement. Beginning in 1985, the resources were appropriated directly to the participating agencies. Pursuant to Section 1055 of the Anti-Drug Abuse Act of 1988 (P.L. 100-690), a single appropriation for the ICDE program was again established in 1990. The agencies participating in the ICDE program are now reimbursed for their involvement from the single ICDE appropriation.

III. BUDGET SUMMARY

1996 Base Program

- The 1996 ICDE appropriation is \$359.8 million. This will fund 3,808 positions (3,735 FTEs) in the 11 participating agencies. The largest participants are DEA, the FBI, and the U.S. Attorneys.

1997 Summary of Request

- **Total Resources.** The 1997 request for the ICDE task forces program totals \$372.0 million, 3,808 positions (2,120 agents and 499 attorneys), and 3,735 FTEs and includes resources for drug enforcement, drug intelligence, prosecution, and administrative support for the 11 member agencies. This represents an increase of \$12.2 million over the FY 1996 level.
- **Investigations.** This category provides resources for the drug-related law enforcement activities conducted by the 13 regional ICDE task forces. The total resources requested for FY 1997 are 2,725 positions, 2,694 FTEs, and \$277.7 million, an increase of \$8.8 million over the FY 1996 level.

- **Intelligence.** Resources for Regional Drug Intelligence Squads and Unified Intelligence Divisions are included for DEA and the FBI at a level of \$13.8 million, 176 positions, and 176 FTEs for FY 1997. This represents an increase of \$0.4 million over the FY 1996 level.
- **Prosecutions.** The FY 1997 request for the ICDE prosecution activity totals 907 positions, 865 FTEs, and \$80.2 million. This is an increase of \$3.0 million over the 1996 estimate. These funds will be used to reimburse the U.S. Attorneys, and the Department of Justice's Criminal and Tax Divisions for their support and prosecutorial efforts on ICDE task force cases.
- **Research.** The FY 1997 request of \$0.4 million for research activities remains the same level as FY 1995 and FY 1996 funding. These funds will be used by the FBI for continuing research and development in the area of audio confirmation.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Investigations	691	686	702
Indictments	1,781	1,767	1,809
Individuals Indicted	5,795	5,750	5,885
Convictions	4,379	4,345	4,447

V. PROGRAM ACCOMPLISHMENTS

ICDE Performance Measure Project

- In anticipation of the Presidential requirements to refine performance in all government operations, the ICDE Washington Agency Representatives Group established a Subcommittee on Performance Measures and commenced a major performance measure refinement process in June 1993. The subcommittee examined past practices and concluded that while major accomplishments have occurred consistently, improvements to enhance the measurement of goal attainment were required.
- After extensive research and negotiation, consensus was reached on a design that will demonstrate the attainment of the goal of the ICDE program. At the conclusion of the review, the subcommittee issued a draft addendum to the ICDE management information system manual regarding performance measures for each ICDE investigation.
- A proposed Performance Measurement Report Form that will be completed at the end of each investigation has been prepared and is being field tested. The form will require data on whether the objectives of the investigation were met, the amount of assets seized, the total number of FTE workyears used, and most importantly, the extent to which the goal of dismantling and/or disrupting drug trafficking and related criminal organizations has been reached.

Collateral Duty One-Year Pilot

- A primary objective of this pilot project is to address NPR streamlining requirements and to maximize resource utilization within the ICDE program.

- Upon the recommendation of the ICDE Core City U.S. Attorneys, the Assistant U.S. Attorney Coordinators, and the Washington Agency Representatives Group, a one-year pilot experiment concerning collateral duty assignments for ICDE Coordinators, ICDE Assistant U.S. Attorneys, and U.S. Attorney's Office ICDE support personnel was approved by Assistant Attorney General Jo Ann Harris on August 25, 1994.
- The Washington Agency Representatives Group was tasked with the responsibility for monitoring the implementation of this policy and for preparing the mid-year and end-of-year status reports. A subcommittee was formed to develop a basic design for the evaluation of the Coordinator, U.S. Attorney, and Support Personnel Collateral Duty Policy.

INTERPOL – U.S. NATIONAL CENTRAL BUREAU

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
International	<u>\$1.8</u>	<u>\$1.6</u>	<u>\$1.8</u>
Total	\$1.8	\$1.6	\$1.8
Drug Resources by Decision Unit			
Drug-Related Activity	<u>\$1.8</u>	<u>\$1.6</u>	<u>\$1.8</u>
Total	\$1.8	\$1.6	\$1.8
Drug Resources Personnel Summary			
Total FTEs	17	17	17
Information			
Total Agency Budget	\$6.5	\$6.8	\$7.0
Drug Percentage	27.0%	28.0%	26.0%
(Detail may not add to totals due to rounding.)			

- The drug percentage is based on total operating costs together with the number of drug-related cases INTERPOL processes each year.

II. PROGRAM SUMMARY

- As the United States' representative to the International Criminal Police Organization (INTERPOL), the United States National Central Bureau (USNCB) coordinates the exchange of criminal information among 176 INTERPOL member-countries and U.S. law enforcement at the Federal, State, and local levels.
- The USNCB organizes its functions into the Office of the Chief, including administrative services and six investigative divisions: alien/fugitives, criminal, drugs, financial fraud, state liaison, and investigative support. An assistant chief (senior Special Agent from the Departments of Justice and Treasury and the U.S. Postal Service) heads each division.
- The Drug Program provides the means for daily communications on drug investigative matters with foreign police agencies; U.S. law enforcement agencies at the Federal, State, and local level; and the INTERPOL General Secretariat. In so doing, it interacts with the global network for the international law enforcement community involved in transnational and global drug investigations. This exchange of information through the INTERPOL communication channel provides police agencies worldwide with the ability to communicate efficiently and effectively on both time critical and routine drug matters. At times, the INTERPOL channel is the only means of communication used by member countries in seeking international assistance and/or cooperation on drug investigations.

- INTERPOL supports the Federal drug control priorities through its programs that strengthen international cooperation and legal actions against narcotics production, trafficking, and use.

III. BUDGET SUMMARY

1996 Base Program

- INTERPOL's USNCB drug program resources for FY 1996 total \$1.6 million and 17 FTEs. This represents a decrease of \$0.2 from FY 1995.
- For FY 1996, INTERPOL will support and fund the following:
 - **DRUGX Database:** In conjunction with the DEA, the USNCB is developing and will maintain data provided to the Attorney General's "DRUGX" database initiative. This will increase Departmental access to USNCB-originated data which will be available through the DRUGX within the DEA's Narcotics and Dangerous Drugs Information System.
 - **International Drug Criminal Database:** A total of \$0.3 million is necessary to develop and program the database as part of the overall USNCB electronic workflow project. INTERPOL requires each member country to collect and report statistical data on the arrests of foreign nationals in their respective country.

1997 Summary of Request

- The FY 1997 request totals \$1.8 million for its drug-related activities. This represents a \$0.2 million increase over the FY 1996 level.

1997 Highlights

- **Drug-Related Activities.** An enhancement of \$0.2 million will provide the mandatory increase necessary for continued support for the programs described in the program summary and in the FY 1996 Base.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Total INTERPOL Cases	12,623	13,900	15,300
Drug Cases	1,227	750	800
Drug-Related Cases	<u>680</u>	<u>690</u>	<u>760</u>
Total Drug and Drug-Related Cases	1,907	1,440	1,560
Percent of Total Cases that are Drug or Drug-Related	15%	10%	10%

"Drug-related cases" have been assigned a primary investigation code other than "drug" but are connected to drug investigations, i.e., narcotics-related money laundering.

V. PROGRAM ACCOMPLISHMENTS

- In the past few years, the USNCB progressed on several important initiatives that maximize the opportunity for successful worldwide policing:
 - The USNCB-sponsored initiative in technological advancements within INTERPOL — with particular emphasis in the drug-related areas of South America, Central America, and the Caribbean — is being modernized with the latest telecommunications equipment and software. With modern telecommunications, the drug source regions will be able to communicate with minimal delay.
 - State initiatives are improving delivery of international drug-related criminal information. All 50 State law enforcement communities, the District of Columbia, New York City, U.S. territories, and 18 international airports are members of the USNCB State Liaison program. The USNCB sponsors criminal investigative technical training so users can take advantage of its criminal information assets. Throughout the year, it is actively involved in meetings and conferences for the State and local law enforcement community.
 - The USNCB is sponsoring international drug conferences to promote the exchange of information and improve liaison between INTERPOL member country key individuals. In FY 1995, the USNCB sponsored the INTERPOL Heroin Conference in Washington, D.C., and the INTERPOL American Regional Conference in Phoenix, AZ.
- INTERPOL has expanded utilization of its international Wanted Notice Program to include the DEA fugitive program, and use of a mechanism to initiate provisional arrests and expedite coordination with OIA/Criminal Division for extradition.
- Coordinated effort with DEA and the Abu Dhabi police authorities in the arrest of a DEA fugitive in November, 1995. This sensitive case, which involved a subject who had more than one warrant against him, was the first extradition involving the United Arab Emirates.
- Examples where the USNCB was instrumental in drug and drug-related cases:
 - Confirmed information provided by Wiesbaden, Germany, concerning a large heroin importation. This action led to DEA taking an analytical review of the case files.
 - Worked with Moscow, Russia, on several drug arrests, including possession of cocaine, hashish, and other narcotics, and forged United States passports. Subjects included Americans, Nigerians, French, and Niger nationals.
 - Supported State liaison request for Bahamian subscriber information. The response provided leads which resulted in the identification of a fugitive wanted in the United States on drug charges.
 - Request from London for criminal history on subject arrested for heroin/cocaine trafficking and money laundering resulted in linking vehicles and residences. This in turn led to seizure of assets by the United States and British authorities.
 - Request from London on subjects suspected of using several commercial vessels to traffic nar-

cotics. Lookouts were placed at EPIC on four vessels, one of which was later believed to be smuggling illegal aliens into the United States. These Vessels were determined to be major figures in U.S. Customs investigations, "Operation Cook."

- Investigating three American Nationals suspected of narcotics and arms trafficking in Minsk, Belarus.
- Notified DEA that one of the fugitives being extradited back to the United States had the AIDS virus.

U.S. MARSHALS SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	\$43.7	\$43.1	\$47.7
International	3.5	3.3	3.5
Prosecution	<u>233.4</u>	<u>276.2</u>	<u>295.8</u>
Total	\$280.5	\$322.7	\$347.0
Drug Resources by Decision Unit			
Protection of Judicial Process	\$181.8	\$191.5	\$216.1
Prisoner Transportation and Detention	26.6	27.9	35.9
Fugitive Apprehension	38.6	37.2	38.9
Seized Assets Management	17.2	26.7	31.1
DC Superior Court	7.8	9.0	12.6
Field Support and Training	0.4	0.4	0.5
ADP and Telecommunications	5.7	6.1	8.4
Management and Administration	2.5	2.7	3.4
Crime Control Act:			
– Courthouses (Additional Appropriation)	<u>0.0</u>	<u>21.3</u>	<u>0.0</u>
Total	\$280.5	\$322.7	\$347.0
Drug Resources Personnel Summary			
Total FTEs	2,795	2,848	3,128
Information			
Total Agency Budget	\$396.8	\$448.1	\$515.0
Drug Percentage	70%	72%	68%
(Detail may not add to totals due to rounding.)			

- The resource summary does not include a HIDTA transfer of \$0.8 million in FY 1995.
- The drug percentage is based on the number of prisoners in custody, witnesses protected, fugitives-at-large, judicial proceedings, and asset seizures related to drug offenses.

II. PROGRAM SUMMARY

- The primary units of the U.S. Marshals Service are Protection of the Judicial Process, Prisoner Transportation and Detention, Fugitive Apprehension, and Seized Assets Management. In addition, Marshals act as sheriffs for the D.C. Superior Court.
- The U.S. Marshals Service also participates in international investigations and conducts fugitive apprehension task forces with local law enforcement agencies.
- The U.S. Marshal's programs support the Federal drug control priorities by reducing domestic drug-related crime and violence. In addition, their operations enhance programs that reduce domestic drug

production and availability, and continue to target for investigation and prosecution those who illegally manufacture or distribute drugs and who illegally divert pharmaceuticals and listed chemicals.

III. BUDGET SUMMARY

1996 Base Program

- In FY 1996, the U.S. Marshals Service's drug-related resources include \$322.7 million, 2,961 positions, and 2,848 FTEs. This represents an increase of \$42.2 million, 140 positions, and 53 FTEs over FY 1995 levels.

1997 Summary of Request

- The FY 1997 request totals \$347.0 million and 3,128 FTEs for drug-related resources. This represents an increase of \$24.4 million over FY 1996.

1997 Highlights

- The FY 1997 request will provide drug-related program enhancements for the following major program areas:
 - To staff 24 courthouses where construction or renovation will change operational requirements and to fund construction services, rent increases, and additional equipment needs at 191 courthouses (\$23.2 million and 53 FTEs).

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Prisoners Produced			
– For Trial	103,820	112,126	121,096
– All Other	254,180	274,514	296,475
Witness Security Program:			
– New Witnesses	140	188	188
– Total Witnesses	14,844	15,276	15,708
Property Seizures			
– Total Real Properties	700	800	900
– Personal Properties	30,000	28,000	28,000

V. PROGRAM ACCOMPLISHMENTS

- The U.S. Marshals Service has helped maintain the integrity of the judicial process by ensuring the security of all Federal judicial facilities and all individuals participating within them.
- The U.S. Marshals Service also helps to support the Federal judicial system by transporting Federal prisoners in a secure manner and on a real-time basis.

U.S. MARSHALS SERVICE

- Within its responsibility for managing the Asset Seizure and Forfeiture Program, the U.S. Marshals Service executes court orders, manages seized assets pending forfeiture, disposes of certain assets, and collects the financial deposits on forfeited assets.
- The U.S. Marshals Service executes hundreds of thousands of summons, writs, mandates, and other legal documents for such entities as the Federal courts, U. S. Attorneys, private litigants, Federal agencies, and foreign governments.

OFFICE OF JUSTICE PROGRAMS

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
State and Local Assistance	\$374.1	\$484.8	\$480.9
Research and Development	15.0	16.4	17.6
Prevention	49.9	51.9	53.1
Treatment	46.2	71.5	78.3
Investigations	0.0	1.4	1.6
Prosecutions	0.0	1.4	1.6
Corrections	2.6	40.3	44.6
Total	\$487.7	\$667.7	\$677.7
Drug Resources by Decision Unit			
National Institute of Justice	\$8.5	\$8.6	\$8.6
Bureau of Justice Statistics	1.5	1.6	1.6
Office of Juvenile Justice and Delinquency Prevention	10.2	9.1	9.2
Regional Information Sharing System	13.1	13.1	13.1
Antidrug Abuse Program (Byrne Grants)	55.1	290.8	0.0
Management and Administration	13.5	15.8	5.6
Weed & Seed ¹	6.3	14.3	14.3
Crime Control Act:			
– Byrne Grant	360.0	116.4	404.0
– Violence Against Women	5.1	25.7	28.7
– Violent Offender Incarceration Grants	2.4	39.9	44.1
– Assistance for Delinquency and At-Risk Youth	0.0	0.0	0.8
– Residential Substance Abuse Treatment for State Prisoners	0.0	26.7	35.6
– Drug Courts ²	11.9	100.0	100.0
– Rural Domestic Violence and Child Abuse Programs	0.0	3.5	4.0
– Criminal Records Upgrade	0.0	0.0	2.5
– Management and Administration	0.1	2.4	5.7
Subtotal, Crime Control Act	\$379.5	\$314.6	\$625.4
Total	\$487.7	\$667.7	\$677.7
Drug Resources Personnel Summary			
Total FTEs	144	120	95
Information			
Total Agency Budget	\$1,088.8	\$2,071.7	\$2,223.7
Drug Percentage	44.0%	32.2%	31.0%
(Detail may not add to totals due to rounding.)			

¹ The Weed & Seed Program has been reorganized under OJP as of FY 1996, and program funding is provided from Byrne discretionary grants, in 1996 and 1997.

² Includes Management and Administration resources in the amount of \$0.3 million for FY 1995, \$1.0 million for FY 1996, and \$1.0 million for FY 1997.

- The Office of Justice Programs' (OJP's) antidrug efforts are supported by the Bureau of Justice Assistance (BJA) Formula and Discretionary Drug Grant Programs and Regional Information Sharing System (RISS) Program, as well as the drug-related share of the following organizations: the Bureau of Justice Statistics (BJS), the National Institute of Justice (NIJ), the Office of Juvenile Justice and Delinquency Prevention (OJJDP), Weed and Seed, and the Crime Bill Program Offices. OJP's management and administration drug-related costs are also included in the resource summary.

II. PROGRAM SUMMARY

- OJP was initially established by the Justice Assistance Act of 1984 to help build the cooperation needed to make the criminal justice system function effectively. The Assistant Attorney General for OJP, by statute and delegation from the Attorney General of the United States, establishes the policies and priorities, and manages and coordinates the organizations within OJP.
- Through the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, BJA provides financial and technical assistance to State and local units of government to control drug abuse and violent crime and improve the criminal justice system. BJA awards grants for the purpose of enforcing State and local laws that establish offenses similar to those defined in the Controlled Substances Act and improving the function of the criminal justice system, with emphasis on violent crime and serious offenders. States are required to prepare statewide antidrug and violent crime strategies as part of their applications for Formula grant funds and must also contribute State funds to the cost of the projects funded. In addition to the Formula Grant program, BJA supports programs that are national and multi-State in scope, such as the National Crime Prevention Campaign (McGruff the Crime Dog). BJA's Discretionary grants, unlike the Formula Grant Program, do not require matching funds. BJA also administers the RISS program.
- BJS collects, analyzes, and disseminates statistical information about crime, its perpetrators and victims, and the operation of the criminal justice system at the Federal, State, and local levels of government. Statistical series conducted by BJS produce a wealth of drug-related data, including drug-use history of criminal offenders; offenders under the influence of alcohol or drugs, as perceived by the victim; drug prosecution and sentencing of drug law violators; case processing of drug offenses; drug availability, prevention, and education classes in school; drug and alcohol rehabilitation programs in the correctional community; and the relationship of drugs and crime. BJS manages the ONDCP's Drugs and Crime Clearinghouse, which provides a centralized source of information on drugs and crime. The Clearinghouse disseminates BJS, ONDCP, and other drug-related crime documents; serves as the sole repository with public access for the BJA State Drug Control Strategies and the individual U.S. Attorneys reports; produces national directories of State and local drug-related agencies, topical fact sheets, bibliographies, and other special reports; maintains a library and database; and responds to telephone, mail, and electronic requests for information. During 1995, the Clearinghouse responded to 7,870 inquiries and distributed by mail 93,800 statistical reports on drugs and crime.
- NIJ is the primary Federal sponsor of research on crime and its control and is a central resource for information on innovative approaches in criminal justice. As mandated by the Anti-Drug Abuse Act of 1988, NIJ sponsors and conducts research, evaluates policies and practices, demonstrates promising new approaches, provides training and technical assistance, assesses new technology for criminal justice, and disseminates its findings to State and local practitioners and policymakers.
- OJJDP was created by the Juvenile Justice and Delinquency Prevention Act of 1974 (42 U.S.C. 5601) in response to national concern about juvenile crime. It is the primary Federal agency charged with

addressing the needs of the juvenile justice system. OJJDP's goal is to aid in the prevention, reduction, and treatment of juvenile crime and delinquency and to improve the administration of juvenile justice by providing financial and technical support to State and local units of government, public and private agencies, organizations, and institutions.

- The OJPs are an integral part of the Federal drug control strategy. In particular, the programs embrace the President's funding priorities, combining effective community drug prevention, effective drug treatment, and research and development of efforts "that work" to decrease drug use and support prevention. They encourage and provide funding for the coordination of Federal, State, and community agencies and services, as well as task forces that vigorously attack drug-related violent crime to break the cycle of drug use and violent crime in the United States.

III. BUDGET SUMMARY

1996 Base Program

- OJP's FY 1996 drug-related resources total \$667.7 million, which represents an increase of \$180.0 million over the FY 1995 level. A total of \$314.6 million of these resources is from the VCRTF.
- Total Crime Control and non-Crime Control Act resources in FY 1996 amount to \$407.2 million for BJA's State and Local Assistance/Antidrug grants. This amount is \$7.9 million less than the FY 1995 level of drug-related resources for the program. The Byrne formula grants increased by \$17.8 million (from \$360.0 million in FY 1995 to \$378.8 million in FY 1996), while the traditional Byrne discretionary program decreased \$1.1 million (from \$55.1 million in FY 1995 to \$54.0 million in FY 1996), which includes \$14.3 million for the Weed and Seed program.
- RISS grants total \$13.1 million for FY 1996. RISS provides for information sharing, intelligence analysis, a telecommunications system, investigative equipment, technical assistance, and training among State and local law enforcement agencies. The program augments local resources and enhances coordination and communication among participating agencies in efforts to address multi-jurisdictional crime.
- A total of \$10.2 million is provided to NIJ (\$8.6 million) and BJS (\$1.6 million) for their drug-related research and statistical efforts in FY 1996.
- For FY 1996, a total of \$9.1 million is provided for OJJDP. These funds are in support of OJJDP's anti-narcotics and dangerous drugs programs, specifically programs that address gangs and youth at high risk of drug use.
- A total of \$18.2 million and 120 FTEs are provided in FY 1996 for management and administration. These resources represent administrative costs for the drug-related activities of OJP, BJA, OJJDP, NIJ, BJS, and the Crime Control programs.

1997 Summary of Request

- For FY 1997, the total amount requested for drug-related activities is \$677.7 million, an increase of \$10.0 million over the FY 1996 level. A total of \$625.4 million of OJP's drug-related request is from VCRTF.

- The FY 1997 total request, including VCRTF funding, provides \$404.0 million for the Byrne State and Local Law Enforcement Assistance Program, a decrease of \$3.2 million below the direct appropriation and VCRTF combined funding levels for FY 1996 for increased management and administrative costs. The request provides \$376.2 million for the formula grant program, all of which will be provided through the VCRTF. Funding requested for the discretionary grant program remains at the FY 1996 level.
- Drug-related funding for the RISS program is being requested at the FY 1996 level of \$13.1 million.
- The FY 1997 request for NIJ is \$8.6 million, the same level as FY 1996. NIJ's drug-related research, demonstration, and evaluation initiatives include the Drug Market Analysis program, the Drug Use Forecasting program, gangs and crime initiatives, drug testing programs, and drug prevention programs.
- The FY 1997 request for BJS totals \$1.6 million, the same level as FY 1996. BJS will continue several statistical series that produce drug-related data.
- The FY 1997 budget proposal for OJJDP programs provides \$9.2 million, an increase of \$0.1 million from FY 1996. OJJDP resources are focused on developing, testing, and evaluating — in cooperation with other Federal agencies — effective program models to serve the needs of youth at greatest risk of delinquency; youth entering the juvenile justice system; and chronic, serious, and violent juvenile offenders. OJJDP discretionary funds will be used for programs to prevent and control juvenile delinquency and illegal drug use, and prevention and treatment programs relating to juvenile gangs, drug abuse, and drug trafficking.
- For FY 1997, OJP requests a total of \$12.3 million in direct appropriation and VCRTF funding and 95 FTEs for management and administration.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
BJA Drug Formula Grants Monitored	108	168	168
Instances of Technical Assistance to State and Local Govts by BJA	1,500	1,500	1,500
Juvenile Justice High Risk Youth Training Projects	4	4	4
Juvenile Justice Prevention and Treatment Program Relating to Juvenile Gangs and Drug Abuse and Drug Trafficking	49	33	43

V. PROGRAM ACCOMPLISHMENTS

- **Controlling the Proliferation of Dangerous Weapons.** BJA's Firearms Control Program is designed to assist State and local governments reduce incidents of violence by reducing the availability of illegal trafficking in firearms. This program contains several components which BJA has found to be effective or promising in reducing the availability of firearms.

The Firearms Licensee Compliance component is designed to enhance the ability of State or local law enforcement agencies to conduct more complete and comprehensive background investigations on applications for new or renewed Federal firearms licenses. It is modeled on a joint effort between the

New York Police Department and the Bureau of Alcohol, Tobacco, and Firearms (ATF) to (1) advise gun applicants of Federal, State, and city firearms licensing laws, (2) provide information regarding the local gun dealer permit application process, and (3) inform current Federal firearms license holders of the laws concerning firearms and advise them of the ongoing program to track deliveries of firearms. Since inception in June 1993, 231 of the 240 new Federal firearms license applications submitted were withdrawn by the applicants. The remaining 11 were either denied, approved, or under investigation. Of the 350 applications submitted for renewal since inception, 272 were either abandoned or surrendered, 44 were approved, 20 were disapproved, and 14 cases are still under investigation.

OJP's Firearms Investigative Task Force component is designed to identify, target, investigate, and prosecute individuals and dismantle organizations involved in the unlawful use, sale, or acquisition of firearms in violation of the Federal and/or State firearms laws. It is based on a model firearms demonstration project developed by the Virginia Department of Criminal Justice Services/Virginia State Police and the ATF. Since January 1994, the task force made 267 firearms arrests and seized 329 firearms.

- **Multi-jurisdictional Task Forces.** Multi-jurisdictional task forces, primarily targeting drug- and gang-related crime, provide Federal, State, and local law enforcement agencies and prosecutors with intelligence and other resources they need to stop drug traffickers and other serious and violent criminals. Drug task forces, which still receive a major share of the Byrne formula grant funds awarded to the States, serve as the core of many of the State drug and violent crime control strategies.

The States report that multi-jurisdictional task forces have resulted in the following benefits:

- Improved effectiveness of undercover and infiltration operations;
- Successful targeting, apprehension, and prosecution of major and minor drug distributors;
- Enhanced deterrence by heightening awareness of drug law enforcement efforts, making drug traffickers and users more cautious;
- Reduced drug availability through drug supply seizures, thus increasing drug costs;
- Reduced the number of open-air drug markets, thus cleaning up drug-plagued neighborhoods;
- Fewer citizens' complaints about illicit drug dealers and drug houses;
- Improved relations between community members and law enforcement authorities;
- Asset seizures and forfeitures;
- Marijuana plant eradication; and
- Enhanced cooperation and coordination among a wide variety of State and local agencies, in addition to criminal justice system and law enforcement agencies.

- **Comprehensive Communities Program (CCP).** CCP is designed to reduce crime and violence by initiating comprehensive planning and improving intergovernmental relationships. It requires selected jurisdictions to engage in a comprehensive planning and strategy development process for crime, drug, and violence control and prevention, which requires law enforcement and other governmental agencies to work in partnership with the community to address these problems, as well as the factors that increase the risk that individuals will become involved in problem behavior. In FY 1994, 16 jurisdictions faced with high rates of crime and violence participated in the CCP planning process, including the four PACT sites. These sites received awards from BJA to implement their strategies in FY 1995. The National Institute of Justice is conducting an evaluation of the collaborative process in six of these sites.

- **Street Gang Members.** During FY 1994, BJA developed a Comprehensive Gang Initiative to provide a balanced prevention, intervention, and suppression approach to emerging and chronic urban street gang drug trafficking and related criminal violence. BJA funded demonstration sites that use a prototype which requires a focus on and continual analysis of gang-related drug trafficking and violence, a coordinated response by multiple agencies, evaluation of the impact on gang behaviors, and adaptation to the changing nature of gang-related drug trafficking and violent behavior.
- **Drug Traffickers.** The Organized Crime Narcotics (OCN) Trafficking Enforcement projects, funded by BJA, arrested more than 16,225 mid- and high-level criminals and seized drugs, cash, and property with an estimated value of approximately \$1.2 billion between their inception in 1987 and September 1995. The seizures included drugs with a wholesale value of approximately \$1 billion, property seizures of approximately \$86 million, and currency seizures of approximately \$45.5 million. The goal of the OCN program is to enhance — through shared management of resources and operational decision making — the ability of Federal, State, and local criminal justice agencies to remove specifically targeted major narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction.
- **Financial Investigation Projects.** The 12 Financial Investigation Projects have resulted in the arrests of 1,413 criminals and seized more than \$98.7 million in drugs, \$63.1 million in property, and approximately \$44.0 million in currency between their inception in 1988 and September 1995. These programs are designed to demonstrate the effectiveness of a centrally coordinated multi-jurisdictional approach to the investigation and prosecution of narcotics-related financial crime. Techniques used include tracing narcotics-related financial transactions, analyzing the movement of currency, identifying criminal financial structures and money laundering schemes, and administering asset forfeitures.
- **COPS: Phase I Awards.** The Department's FY 1995 Appropriations Act contained a line item of \$1.3 billion for community policing, of which \$200.0 million was earmarked for police applicants who had submitted promising applications during the FY 1993 Police Hiring Supplement Program, but were not awarded due to a lack of resources. BJA added additional FY 1994 community policing funds to that total, and within 12 days of the FY 1995 funding measures' enactment, the Department made 392 awards totaling \$200 million and added 2,779 new police officers to communities in all 50 States, including 332 police departments, 46 sheriffs' departments, 6 Indian tribal groups, and several other law enforcement agencies. Coupled with the awards made under the Police Hiring Supplement Program, they will bring the total number of new officers to nearly 4,900 in more than 600 communities across America.

TAX DIVISION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prosecution	\$0.5	\$0.3	\$0.4
Total	\$0.5	\$0.3	\$0.4
Drug Resources by Decision Unit			
Criminal Tax Prosecution	\$0.5	\$0.3	\$0.4
Total	\$0.5	\$0.3	\$0.4
Drug Resources Personnel Summary			
Total Positions	4	4	4
Attorney Positions	3	3	3
Total FTEs	4	4	4
Attorney FTEs	3	3	3
Information			
Total Agency Budget	\$59.0	\$59.4	\$63.5
Drug Percentage	0.8%	0.6%	0.6%
(Detail may not add to totals due to rounding.)			

- The methodology for calculating this account's drug-related resources is based on actual workyears dedicated to drug-related cases.
- This resource summary does not include ICDE resources of \$1.3 million in FY 1995, \$1.2 million in FY 1996, and \$1.3 million in FY 1997.

II. PROGRAM SUMMARY

- The Tax Division's Criminal Tax Prosecution program dedicates approximately 3.6 percent of its current non-ICDE resources (4 FTEs) to drug-related criminal tax enforcement cases. However, the combined ICDE and non-ICDE resources employed by the Tax Division composed 12.8 percent of the total budget authority and 10.7 percent of the FTEs utilized by the Criminal Enforcement Section in FY 1995. The Tax Division's remaining three decision units — Federal Appellate Activity, Civil Tax Litigation, and Management and Administration — contain no drug-related resources.
- The Tax Division relies on Federal tax laws and the Internal Revenue Code as the basis for prosecuting narcotics traffickers. In some instances, tax violations related to narcotics enterprises are easier to prove than drug violations. Tax Division Criminal Enforcement attorneys serve as liaisons to the IRS, the U.S. Attorneys offices, ICDE task forces, and other agency participants in the National Drug Control Strategy. In this role, the Criminal Enforcement attorneys monitor drug/tax-related dockets to ensure that timely assistance is provided in investigating and prosecuting narcotics dealers. The most complex and broad-based tax investigations and prosecutions of drug dealers are often handled personally by Tax Division Criminal Enforcement attorneys. The Tax Division's drug-related caseload also includes prosecutions handled by the nationwide ICDE Task Forces.

- The Tax Division also participates in international enforcement efforts with significant implications for narcotics prosecutions. The Tax Division has assisted in programs targeting offshore money laundering of proceeds obtained through illegal drug activities and has helped negotiate Mutual Legal Assistance Treaties, which facilitate the exchange of information involving international drug cartels.
- The Tax Division supports the Federal drug control priorities by reducing domestic drug production and availability, and continuing to target for investigation and prosecution those who illegally manufacture and distribute drugs and who illegally divert pharmaceuticals and listed chemicals.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 enacted appropriation is \$0.3 million, 4 positions, and 4 FTEs in drug-related resources for the Tax Division's Criminal Tax Prosecution program.
- The Tax Division anticipates receiving reimbursements of \$1.2 million to fund 14 positions and 12 FTEs for its ICDE activities.

1997 Summary of Request

- The 1997 request for the Tax Division's Criminal Tax Enforcement drug-related program includes \$0.4 million, which will be used to support 4 positions and 4 FTEs.
- For its 1997 ICDE activities, the Tax Division is requesting \$1.3 million in reimbursable funding to support 14 positions and 12 FTEs.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projected
Case Receipts:			
- Complex Cases (non-ICDE)	52	52	52
- Complex Cases (ICDE)	97	97	97
Total	149	149	149
- Grand Jury Investigations (non-ICDE)	58	58	58
- Grand Jury Investigations (ICDE)	12	12	12
Total	70	70	70
Case Closings:			
- Complex Cases (non-ICDE)	45	45	45
- Complex Cases (ICDE)	32	32	32
Total	77	77	77
- Grand Jury Investigations (non-ICDE)	46	46	46
- Grand Jury Investigation (ICDE)	9	9	9
Total	55	55	55

V. PROGRAM ACCOMPLISHMENTS

- Not available.

DEPARTMENT OF LABOR

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention	<u>\$60.0</u>	<u>\$60.9</u>	<u>\$60.9</u>
Total	\$60.0	\$60.9	\$60.9
Drug Resources by Decision Unit			
Employment Training Administration	\$58.0	\$58.8	\$58.8
Departmental Management	<u>2.1</u>	<u>2.1</u>	<u>2.1</u>
Total	\$60.0	\$60.9	\$60.9
Drug Resources Personnel Summary			
Total FTEs	1	1	1
Information			
Total Agency Budget	\$10,063.0	\$9,836.0	\$10,333.0
Drug Percentage	0.6%	0.6%	0.6%
(Detail may not add to totals due to rounding.)			

- Job Training Partnership Act (JTPA) drug resource levels are derived by a cost-estimating method which focuses on projecting the cost of the deterrent effect that job training and employment services have on program participant substance abuse.
- The Department of Labor's Employment and Training Administration (ETA) believes that it is of utmost importance to both realize and understand that it administers job training programs, not substance abuse programs. While JTPA allows such training-related activities as participant counseling on substance abuse and makes allowable costs, it does not mandate them. Also, there is no verifiable data collected, or reported either nationally or locally, on substance abuse control efforts in JTPA programs. Finally, ETA believes that positive results of its programs, in terms of enabling participants to acquire new skills and enhance employability, contribute to reducing the risk factors associated with substance abuse in our society.
- The Job Corps Program administers the Alcohol and Other Drug Abuse (AODA) component, which consists of a comprehensive drug prevention and intervention program for all Job Corps participants. The types of activities under the AODA component include the administration of drug tests and educational programs.

II. PROGRAM SUMMARY

- The ETA administers the Job Training Partnership Act (JTPA P.L. 102-367), amended in September 7, 1992, and effective beginning Program Year 1993 (July 1, 1993). The amended program requires individual assessments for each program participant and specifically encourages outreach activities aimed at

individuals who face severe barriers to employment, such as drug and alcohol abuse, and sets, as program goals, coordination of JTPA programs with other community service organizations, such as drug and alcohol abuse prevention and treatment programs. JTPA also authorizes the Jobs Corps AODA component to screen trainees for drug and alcohol problems and provide prevention and intervention services.

- Job Corps has strengthened new student enrollment procedures to ensure that training opportunities are offered only to individuals who demonstrate a high level of commitment to succeed in the program. A student's commitment must be demonstrated by being drug free at the time of enrollment and successfully completing an initial 30-day probationary period.
- In prior-year submissions, JTPA drug resource levels were derived by estimating the costs incurred in developing and maintaining drug-free workplace programs for State and local employees, and the costs to counsel and educate all program participants on the effects of substance abuse, assuming that all program participants receive an average of three hours of drug-related education and counseling services. Beginning with the 1995 submission, a new methodology was used to provide more sound estimates. In this new method, drug resource levels are derived by estimating the drug incidence among likely adult and youth Job Training participants using data from the 1991 National Household Survey, and applying direct services cost per participant to the total substance abuse prevention costs for the 1995 through 1997 JTPA Adult and Youth programs.
- Departmental Management includes the Office of the Assistant Secretary for Policy (OASP) and the Working Capital Fund. OASP provides leadership to the Department's substance abuse program and directs a variety of activities, including information dissemination and support to employer and employee groups. The Working Capital Fund supports the Department's Drug-Free Workplace Program and its Employee Assistance Program, which is administered by the Office of the Assistant Secretary for Administration and Management's Office of Safety and Health.
- The Department believes that helping prepare program participants to take control of their work lives also results in a reduction of drug and alcohol abuse for those facing such barriers. The Department also believes that substance abuse may contribute to higher absenteeism and turnover. Through employment and training programs, the Department is committed to the goal of preparing our workforce for the challenges of the future. In order to achieve that goal, employers must continually educate, train, and retrain their employees in the skills they need to obtain and maintain high-skill, high-wage jobs, and on how substance abuse and addiction can rob them of these opportunities.

III. BUDGET SUMMARY

1996 Base Program

- The Department of Labor's 1996 base contains a total of \$60.9 million, of which \$58.8 is for the JTPA and \$2.1 million is for Departmental Management. This represents an increase of \$0.9 million over the FY 1995 level.

1997 Summary of Request

- The Administration requests a total of \$60.9 million in drug-related resources for FY 1997.

1997 Highlights

- **Employment and Training Administration.** A total of \$58.8 million is estimated for JTPA drug abuse prevention efforts, which are highlighted in the table below.

ETA Funding Summary
(In Millions of Dollars)

Program Component	1995 Actual	1996 Estimate	1997 Proposed
Job Corps	\$13.4	\$13.8	\$14.2
Other	<u>44.6</u>	<u>45.0</u>	<u>44.6</u>
Total	\$58.0	\$58.8	\$58.8

- **Departmental Management:** Using the \$2.1 million in drug-related resources requested in FY 1997, the Office of the Assistant Secretary for Policy will provide information on workplace substance abuse through continued operation of the Substance Abuse Information Database and the Working Partners Initiative. Efforts will also be undertaken to identify new ways to work with our "partners" to prevent workplace substance abuse.

IV. PROGRAM STATISTICS

JTPA/Workforce Development	1995 Actual	1996 Enacted	1997 Proposed
New Enrollees			
– Adults	310,100	281,600	294,400
– Youth	30,200	55,500	42,700
– Job Corps	59,400	64,300	68,300
Total	399,700	401,400	405,400

(Detail may not add to totals due to rounding.)

V. PROGRAM ACCOMPLISHMENTS

- The amended Job Training Partnership Act (P.L. 102-367) allows costs for participant counseling, which may include substance abuse counseling.
- Jobs Corps has strengthened new student enrollment procedures. On May 1, 1995, Job Corps implemented a "Zero Tolerance for Violence and Drugs" policy. Applicants are required to sign a drug-free certification and a contract committing to abide by the policy. Refusal to sign this contract will preclude entry into the program. Students who are detected as not being drug-free by the end of the 30-day probationary period will be terminated from the program, and cannot re-enroll for a period of six months. Reapplication to the program must be accompanied by evidence of a negative drug test.
- The Federal Bonding Program is operated by ETA through the State Employment Security/Job Service in each State. This program enables former substance abusers and others with a criminal background, who otherwise would be unable to obtain employment requiring bonding, to qualify for fidelity bonding at no cost to the employer or employee.

- The Department of Labor Working Partners Initiative works with trade associations and other business groups to raise the awareness of workplace substance abuse and what can be done to combat it. Working Partners has distributed over 1,000 information kits, resulting in hundreds of requests for information from member businesses. Working Partners was also working with over 100 trade associations to assist them in effectively using the information, articles, and materials contained in the kit.
- Over 12,000 copies of the Department's Substance Abuse Information Database (SAID) have been distributed either as part of the Working Partners Initiative, or in response to requests directly to the Department of Labor or to the National Clearinghouse for Alcohol and Drug Information.

OFFICE OF NATIONAL DRUG CONTROL POLICY: OPERATIONS

I. RESOURCE SUMMARY¹

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
State and Local Assistance	\$2.8	\$3.5	\$5.4
Other Law Enforcement	2.9	3.6	5.6
Prevention	1.6	1.9	3.0
Treatment	1.6	1.9	3.0
Research and Development	<u>1.5</u>	<u>16.0</u>	<u>18.0</u>
Total	\$10.4	\$26.9	\$34.8
Drug Resources by Decision Unit			
Salaries and Expenses			
– Operations	\$10.4	\$10.9	\$16.8
– Research: CTAC and Policy	<u>0.0</u>	<u>16.0</u>	<u>18.0</u>
Total	\$10.4	\$26.9	\$34.8
Drug Resources Personnel Summary			
Total FTEs	38	70	125
Information			
Total Agency Budget	\$10.4	\$26.9	\$34.8
Drug Percentage	100%	100%	100%
(Detail may not add to totals due to rounding.)			

¹ This resource summary includes resources appropriated to the Office of National Drug Control (ONDCP) through its Salaries and Expenses and the Gift Fund accounts.

- Personnel associated with the Administration of ONDCP's Special Forfeiture Fund, the High Intensity Drug Trafficking Areas program, and the Counter-drug Technology Assessment Center (CTAC) are funded from ONDCP's Salaries and Expenses account. All research and development funding for CTAC is funded by the Salaries and Expenses account in fiscal years 1996 and 1997; it is funded by the Special Forfeiture Fund in FY 1995.

II. PROGRAM SUMMARY

- The ONDCP provides the President's primary Executive Branch support for drug policy development and program oversight. ONDCP advises the President on national and international drug control policies and strategies, and works to ensure the effective coordination of drug programs within the Federal Agencies and Departments.
- Current ONDCP responsibilities include:
 - Developing an annual National Drug Control Strategy;
 - Developing a consolidated National Drug Control Budget for presentation to the President and the Congress (including budget certifications and quarterly reprogramming reports);

- Certifying the budgets of programs, bureaus, Agencies, and Departments;
- Coordinating and overseeing Federal antidrug policies and programs involving approximately 50 Federal agencies and the programs they administer;
- Encouraging private-sector, State, and local drug prevention and control initiatives;
- Conducting policy analysis and research to determine the effectiveness of drug programs and policies in addressing the Strategy's goals, priorities, and objectives;
- Designating HIDTAs and providing overall policy guidance and oversight for the award of resources to Federal, State, and local law enforcement partnerships in these areas; and
- Operating CTAC to serve as the central counterdrug enforcement research and development center for the Federal Government.

ONDCP Staffing Levels

	FY 1993 Actual	FY 1994 Actual	FY 1995 Actual	FY 1996 Estimate	FY1997 Request
FTEs	112	40	38	70	125

- In addition to existing requirements, the passage of the Crime Control Act of 1994 (P.L. 103-322) included the reauthorization of ONDCP through September, 1997, and extensively expanded ONDCP's authorities and reporting responsibilities. The following summarizes the additional obligations associated with this Act:
 - **Formulating Drug Budget Initiatives.** ONDCP is required to request the head of a Department or Agency to include in their budget submission to the Office of Management and Budget funding requests for specific initiatives that are consistent with the President's priorities for the National Drug Control Strategy and budget certifications.
 - **Issuing Timely Budget Guidance.** ONDCP is required to provide, by July 1 of each year, budget recommendations to drug control Agencies for the President's budget.
 - **Identifying Agency Requirements to Achieve Budget Certification.** For those budgets not certified as adequate to implement the objectives of the National Drug Control Strategy, ONDCP is required to include in Agency certification letters an initiative or funding level that would make the requests adequate.
 - **Directing Possible Staff and Budget Resource Transfers.** ONDCP can transfer Department or Agency drug program personnel on temporary detail to another Department or Agency or transfer up to 2 percent of the funds appropriated to a drug program Agency account to a different drug control Agency. These authorities are extraordinary and require extensive consultation with the Office of Management and Budget, the affected Agencies, and Congress.
 - **Issuing Funds Control Notices.** ONDCP may direct that all or part of an amount appropriated to a national drug control agency be obligated by months, fiscal year quarters, or other time periods, as well as activities, functions, projects, or object classes. This authority is discretionary.

- **Evaluating Program Effectiveness.** ONDCP is required to include in each National Drug Control Strategy an evaluation of the effectiveness of Federal drug control during the preceding year. This assessment must include the following elements:
 - (1) changes in drug use, including estimates of drug prevalence and frequency of use in Federal, State, and local surveys, as well as special studies of high-risk populations and drug use in the workplace;
 - (2) changes in drug availability as measured by the quantities of illicit drugs available and the amounts entering the United States, in addition to the interdiction efforts and their effectiveness;
 - (3) changes in drug use consequences, which must encompass ONDCP's estimation of the burdens drug users place on national and other social services, including the resulting drug-related crimes and criminal activity, in addition to the contribution of drugs to the underground economy; and
 - (4) drug treatment capacity by assessing total public and private treatment slots' efficiency and effectiveness within each State.
- **Evaluating Data System Adequacy.** ONDCP is required to include in each Strategy an assessment of the quality of current drug use measurement instruments and techniques to measure supply reduction and demand reduction activities; an assessment of the adequacy of the coverage of existing national drug use measurement instruments and techniques to measure the casual drug user population and groups at-risk for drug use; and a discussion of the actions ONDCP shall take to correct the deficiencies and limitations identified.
- **Evaluating Treatment System Adequacy.** ONDCP is required to include in each Strategy a discussion of the specific factors that restrict the availability of treatment services to those seeking it, along with proposed administrative or legislative remedies to make treatment available to those individuals.
- **Evaluating Strategy Functional Programs.** ONDCP is required to include in each Strategy an assessment of drug use and availability in the United States, focusing particularly on the effectiveness of interdiction, treatment, prevention, law enforcement, and international programs.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 Salaries and Expenses budget for ONDCP's operations is \$26.9 million and 70 FTEs. This resource level includes a supplemental request of \$3.4 million over the enacted FY 1996 budget. This represents an increase of \$16.5 million and 32 FTEs over the FY 1995 level. This budget consists of two components: Operations, which totals \$10.9 million, and Research, which totals \$16.0 million.
- ONDCP has developed a national counterdrug research and development program to provide new technology to improve Federal agency counterdrug enforcement operations, as well as drug abuse treatment and rehabilitation research missions. This program is conducted by CTAC.

- In FY 1996, CTAC conducted projects in the following areas:
 - **Command and Control Technology.** CTAC is developing and testing a new generation of navigation, surveillance, and command systems for use by law enforcement officers to detect and track illegal drug trafficking. These projects ensure better coordination of surveillance teams and improve personnel safety and better target traffickers.
 - **Audio and Video Surveillance Technology.** CTAC is testing an operational prototype system capable of detecting conversations in an urban environment at a much greater distance than existing approaches.
 - **Miniaturized Electronics.** CTAC is developing the “small look” videotape system to monitor and execute covert surveillance operations and to collect evidence for subsequent prosecution.
 - **Communications Technology.** Defense-related spread spectrum, low probability of detection transmitters are being developed for concealed or disguised communications systems. Testing of prototypes began in late 1995 for completion in 1996.
 - **Information Sharing Technology.** Information sharing is one of the cornerstones of the Research and Development (R&D) program. A prototype system is being developed to permit the seamless integration and extraction of a variety of criminal information from various databases, on various computer systems, regardless of type of computer or physical location. Once completed, the prototype criminal information system will be exported to those existing operation systems at a low cost to Federal, State, and local law enforcement agencies. This project is scheduled for completion in 1996.
 - **Brain Scanning Research.** Brain, mind, and behavior specialists are rethinking the whole notion of addiction. CTAC is developing a radiochemistry laboratory at the Addiction Research Center, Baltimore, Maryland, to assist in validating this new view of addiction. The initial set of experiments funded by CTAC will be completed in 1996.
 - **Drug Evaluation Network.** CTAC is conducting a drug treatment evaluation project to answer several questions concerning the quality of our national drug treatment programs. The Drug Evaluation Network System project will develop the computer backbone network to resolve some of these issues and questions. The network began to “come on line” during 1995, with the pilot project to be completed in 1996.
 - **Drug Testing Technology.** CTAC is investigating promising techniques for those sensors needed for the noninvasive detection of illicit drug use from hair, sweat, and saliva. Hair testing began in 1995, and saliva and sweat testing will be completed in 1996.
 - **Cocaine Immunization Research.** Under CTAC funding, Columbia University's College of Physicians and Surgeons is developing artificial enzymes that destroy cocaine molecules in the bloodstream before they reach the brain. Tests of the immunization potential will be completed in 1996.
 - **Infrastructure Support.** CTAC is conducting an architectural review study to ascertain the best equipment to be used by our customs inspectors. The initial results from this study were available in mid-1995. Implementation will begin at several ports of entry in 1996.

- ONDCP conducts policy research to inform the policy process, study emerging drug supply and demand trends, assess program effectiveness, and improve the sources of data and information about the drug situation. In FY 1996, ONDCP is working on the following projects:

- **Pulse Check.** This is a report on current drug use and emerging trends, based on qualitative information from the police, ethnographers, and epidemiologists working in the drug field, and providers of drug treatment services across the country. This project provides the only source of current intelligence and data on drug use.
- **Retail Value of Drugs Sold in the United States.** This is an annual project to determine how much Americans spend on illegal drugs. The report focuses on the retail sales value of cocaine, heroin, marijuana, and other illegal drugs. It provides ONDCP's estimates of the size of the hardcore user population.
- **Community Policing.** This project is a special study of certain selected community policing efforts to identify initiatives that have proven successful in reducing drug crime and violence and drug use, to determine the factors leading to successful initiatives, and to quantify results.
- **Drug Market Analysis.** Working with the National Institute on Justice, ONDCP is using the Drug Use Forecasting system as a research platform to analyze drug markets. Among other activities, this project will provide information on drug dealing and the drug/crime connection.
- **Hardcore User Survey.** This project will develop a new methodology to provide a means to estimate the size, location, and characteristics of the hardcore population of drug users in the United States. It involves the development of mathematical models of drug use careers.
- **Cocaine Availability Estimates.** Includes modeling of the amount of cocaine entering the United States for consumption. One effort begun to improve this modeling is an analysis of the amount of cocaine seized by State and local authorities.
- **Illicit Drug Prices.** This project generates quarterly and annual illicit drug prices and purities for the United States and selected cities and is used to monitor market trends and support other research projects related to the illicit drug market.
- **Policy Studies/Briefs.** Includes analyses of treatment, transit zone interdiction program effectiveness, and the progression of drug use.
- **Juvenile Drug and Violence.** This project will analyze the overall juvenile drug and violent crime issue. It will include the identification and assessment of Federal, State, and local crime data and other data sources (considerable State and local data are available from a consortium of Education Departments) as a source of data on juvenile crime. The analysis will include an evaluation of the overall DUF system and of the special juvenile DUF Project and studies related to it, as well as analysis of data from other studies of juvenile and youthful offenders and from programs developed to address their treatment and other needs.

1997 Summary of Request

- The Fiscal Year 1997 budget request for ONDCP is \$34.8 million and 125 FTEs. The resources requested reflect an increase of \$7.9 million in funding over the FY 1996 supplemental request level. The

increase consists of resources to fund and support 125 FTEs (\$16.8 million) and the Counter-drug Technology Assessment Center (\$17.0 million) and policy research (\$1.0 million).

- **Operations.** The request includes resources to enable ONDCP to expand its operations. Additional staff will better enable ONDCP to carry out its statutory mission, especially with respect to its program monitoring and oversight role. If the Nation's drug control strategy is to be successful, ONDCP must be afforded the staff to ensure that Federal drug control agencies implement the goals, priorities, and objectives of the drug strategy.
- **ONDCP Policy Research.** ONDCP's policy research will continue to emphasize issues related to knowledge development, drug use trends, emerging drugs, drug availability, and program evaluation. Greater attention will be given to developing measures of effectiveness to link strategy programs with overall strategy goals.
- **CTAC Research and Development.** The FY 1997 request of \$17.0 million for CTAC will emphasize science and technology development, and research into drug abuse addiction and rehabilitation.
- Funds for the HIDTA program and SFF are reflected as Funds Appropriated to the President, Federal Drug Control Programs. A review of these programs is discussed elsewhere in this report.

IV. PROGRAM STATISTICS

- Not available.

V. PROGRAM ACCOMPLISHMENTS

- Three Empowerment HDTAs were designated: Chicago, Philadelphia - Camden, and Atlanta. These joint ventures are provided limited resources to reduce drug trafficking in designated Empowerment Zones.
- Published four editions of the ONDCP Pulse Check, which provides up-to-date information on emerging drug use trends and problems for use by policymakers and in the budget decision process.
- Developed a range of research-based informational documents for use by policymakers. Some of these documents were for internal or Federal Government use only, but many were published and released by ONDCP. The documents included:
 - a Price/Purity series based on the DEA STRIDE data,
 - several special studies of the heroin market,
 - an analysis of the current marijuana situation,
 - several papers on prevention and treatment effectiveness,
 - a technical paper on the amount of money America's drug users spend on drugs, and
 - special newsletters.

- In addition, ONDCP expanded the availability of information about the Nation's drug strategy, resources, studies, and data by maintaining support for the ONDCP Drugs and Crime Clearinghouse, including providing INTERNET access to ONDCP publications and data through that Clearinghouse.
- Developed and funded 34 separate research and development projects, under the Counter-drug Technology Assistance Center, supporting activities in both the supply and demand reduction areas.

HIGH INTENSITY DRUG TRAFFICKING AREAS

I. RESOURCE SUMMARY¹

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Other Law Enforcement	\$52.0	\$48.0	\$51.0
State and Local Assistance	<u>55.0</u>	<u>55.0</u>	<u>52.0</u>
Total	\$107.0	\$103.0	\$103.0
Drug Resources by Decision Unit			
HIDTA	\$107.0	\$103.0	\$103.0
Total	\$107.0	\$103.0	\$103.0
Drug Resources Personnel Summary			
Total FTEs	0	0	0
Information			
Total Agency Budget	\$107.0	\$103.0	\$103.0
Drug Percentage	100%	100%	100%
(Detail may not add to totals due to rounding.)			

¹ For purposes of clarity and simplification, this summary only discusses resources appropriated for the HIDTA program. ONDCP's operating expenses are discussed in the previous pages.

- All HIDTA resources are drug-related.

II. PROGRAM SUMMARY

- ONDCP is the President's primary policy office for advising him on drug issues and providing government-wide program oversight. ONDCP is charged with directing the HIDTA program.
- Section 1005 of the Anti-Drug Abuse Act of 1988 authorized the Director of ONDCP to designate certain areas in the United States as HIDTAs for the purpose of providing increased Federal assistance to alleviate drug-related problems. These designations occurred in January 1990, as part of the second National Drug Control Strategy.
- In designating such areas, the Director of ONDCP considered certain criteria, as required by law. These include the following:
 - The extent to which the area is a center of illegal drug production, manufacturing, importation, and distribution;
 - The extent to which State and local law enforcement agencies have committed resources to respond to the drug trafficking problem in the area, thereby indicating a determination to respond aggressively to the problem;
 - The extent to which drug-related activities in the area are having a harmful impact in other areas of the Nation; and

- The extent to which a significant increase in the allocation of Federal resources is necessary to respond adequately to drug-related activities in the area.
- The most critical drug trafficking areas of the country are designated as HIDTAs. Seven areas have been designated: Houston, Los Angeles, Miami, New York, Puerto Rico/U.S. Virgin Islands, Southwest Border, and Washington, D.C./Baltimore.
- Typically, a HIDTA includes:
 - An Executive Committee which is composed of equal numbers of local/State and Federal officials.
 - A major 100-to-200-member collocated law enforcement task force led by Federal agencies.
 - Regional local/State-led collocated law enforcement task forces.
 - A regional joint intelligence center and information-sharing network with all task forces.
- Some HIDTAs also include:
 - A coordinated outpatient, residential, and correctional treatment network and evaluation system.
 - Drug courts and other treatment capacities which are interactive with the criminal justice system.
 - Measurable prevention programs for the worst communities.
- Each of the above is evaluated with measurable, quantified criteria.
- Each HIDTA has an Executive Committee, a joint collocated task force (as mentioned above), several networked task forces focused on regional and local-level trafficking organizations, and a regional intelligence/information center. Three HIDTAs include measurable treatment and prevention initiatives, which concentrate on reducing the markets for new drug trafficking organizations.
- The HIDTAs have developed very effective joint partnerships between local, State, and Federal agencies. Task forces have been combined, collocated, and made a part of a network to achieve economies of support while institutionalizing teamwork and multiplying effectiveness. HIDTA Executive Committees routinely coordinate combined efforts and oversee joint HIDTA initiatives.
- In FY 1995, three Empowerment HIDTAs were designated: Chicago, Philadelphia-Camden, and Atlanta. These joint ventures are provided limited resources to reduce drug trafficking in designated Empowerment Zones. Depending upon accomplishments and the availability of additional resources, the strategies and programs for these Empowerment HIDTAs may be expanded beyond the Empowerment Zones. It is anticipated that these joint ventures will develop into "distribution" HIDTAs which have law enforcement, treatment, and prevention components like the Washington, D.C./Baltimore HIDTA.

III. BUDGET SUMMARY

1996 Base Program

- The total appropriation for the HIDTA program for FY 1996 is \$103.0 million, a decrease of \$4.0 million from FY 1995. Of the total program resources, \$48.0 million is being provided to Federal law enforcement agencies and \$55.0 million is being provided to State and local entities for joint drug control activities that are consistent with ONDCP program guidance.
- The FY 1996 HIDTA program continues to emphasize concepts such as collocated task forces to improve efficiency, develop long-term teamwork and synergy, and focus efforts on the most significant drug trafficking and money laundering organizations. Joint requirements such as operational expenses, personnel, and equipment are supported.

1997 Summary of Request

- The President's FY 1997 budget requests \$103.0 million for the HIDTA program, the same resource level as for FY 1996. This level will provide funding to the Puerto Rico/U.S. Virgin Islands HIDTA at a level equivalent to that of other HDTAs.

1997 Highlights

- The FY 1997 HIDTA program supports six "gateway" HDTAs, the points through which the vast majority of drugs flow into the country, and one "distribution" HIDTA, an area in which drugs are distributed to the large number of chronic, hardcore drug users.
- The program also supports reducing drug trafficking in the three Empowerment HDTAs.

IV. PROGRAM STATISTICS

ONDCP HIDTA Program FY 1995 – FY 1997

Agency (\$ millions)	1995 Actual	1996 Estimate	1997 Projection
State and Local Agencies	\$61.0	\$63.3	\$52.0
Drug Enforcement Administration	15.0	13.8	TBD
Federal Bureau of Investigation	3.2	4.3	TBD
Immigration and Naturalization Service	3.0	2.4	TBD
U.S. Attorneys	13.5	5.7	TBD
U.S. Marshals	1.1	0.9	TBD
Subtotal, Justice	\$35.8	\$27.1	TBD
Bureau of Alcohol, Tobacco, and Firearms	\$1.3	\$1.3	TBD
U.S. Customs Service	7.0	6.6	TBD
Internal Revenue Service	1.6	1.8	TBD
Financial Crimes Enforcement Network	0.0	0.1	TBD
Secret Service	0.2	0.3	TBD
Subtotal, Treasury	\$10.1	\$10.1	TBD
U.S. Probation	\$0.0	\$0.2	TBD
National Park Service	0.1	0.1	TBD
Other Federal agencies	0.0	2.2	TBD
Total HIDTA Program	\$107.0	\$103.0	\$103.0

IV. PROGRAM STATISTICS (continued)

ONDCP HIDTA Program FY 1995 – FY 1997

Agency (\$ millions)	1995 Actual	1996 Estimate	1997 Projection
HIDTA (\$ in Millions)			
Houston	10.0	9.6	TBD
Los Angeles	11.5	11.5	TBD
Miami	11.6	12.7	TBD
New York	11.6	9.7	TBD
Southwest Border	37.7	35.7	TBD
Washington/Baltimore	12.6	12.2	TBD
Puerto Rico/U.S. Virgin Islands	9.0	9.0	TBD
Empowerment HDTAs	3.0	2.4	TBD
NIJ	0	0.2	TBD
Total	\$107.0	\$103.0	\$103.0

(Detail may not add to totals due to rounding.)

V. PROGRAM ACCOMPLISHMENTS

- **Joint Ventures.** Developed joint ventures of Federal, State, and local agencies in the most critical drug trafficking areas to tailor national antidrug goals into regional solutions. This is the only drug control program that has established an equal partnership, and approximately equal resources, for Federal, State, and local officials.
- **Performance-based funding.** Began measuring outputs and collective outcomes and linking funding to them.
- The most significant drug interdiction, investigations, and prosecutions are being conducted from the joint platforms of the HDTAs. For example, Phase 5 of Operation Cornerstone, centered in the Miami HIDTA and led by U.S. Customs and DEA, resulted in the indictment of 4 cartel heads and 85 operatives and the arrest of 52 individuals, including 6 cartel attorneys, 4 of whom pled guilty.

SPECIAL FORFEITURE FUND

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Treatment	\$14.0	\$0.0	\$0.0
Prevention	1.8	0.0	0.0
Research	<u>12.9</u>	<u>0.0</u>	<u>0.0</u>
Total	\$28.7	\$0.0	\$0.0
Drug Resources by Decision Unit			
Special Forfeiture Fund	<u>\$28.7</u>	<u>\$0.0</u>	<u>\$0.0</u>
Total	\$28.7	\$0.0	\$0.0
Drug Resources Personnel Summary			
Total FTEs	0	0	0
Information			
Transfers to Federal Agencies:			
– SAMHSA Hardcore Initiative	\$14.0	\$0.0	\$0.0
– CTAC	8.0	0.0	0.0
– ONDCP Director's Discretionary Funds	14.0	0.0	0.0
– El Paso Intelligence Center	1.8	0.0	0.0
– Ballistics Technology	<u>3.1</u>	<u>0.0</u>	<u>0.0</u>
Total	\$28.7	\$0.0	\$0.0
(Detail may not add to totals due to rounding.)			

II. PROGRAM SUMMARY

- The Assets Forfeiture Amendments Act of 1988, as amended, established the SFF to provide ONDCP supplementary resources to fight the war on drugs.
- Deposits to the fund come from the Department of Justice's Assets Forfeiture Fund and the Department of the Treasury's Assets Forfeiture Fund after they meet certain necessary expenses. Funding for the SFF may also be derived from direct appropriations. Investment income generates additional revenue for the SFF.
- Neither deposits to nor total balances in the SFF can exceed \$150 million from each fiscal year's collections. And although deposits to the SFF occur automatically, none of the money can be obligated or transferred unless and until the Congress enacts a specific appropriation for that purpose.
- Personnel associated with the administration of SFF programs are funded from ONDCP's Salaries and Expenses account. This includes the staff of CTAC.

III. BUDGET SUMMARY

- In FY 1996, the SFF was not appropriated funds. A \$22 million deposit was received from the Department of the Treasury's Assets Forfeiture Fund, but cannot be spent until appropriated.

1997 Summary of Request

- The FY 1997 President's budget is not requesting any appropriations from its Special Forfeiture Fund.

IV. PROGRAM STATISTICS

Special Forfeiture Fund (dollars in thousands)

	1995 Actual	1996 Estimate	1997 Request
Programs by activities:			
– Total obligations	\$0	\$0	—
Financing:			
– Recovery of FY obligations	\$8	\$0	—
– Unobligated balance start of the year	\$24,879	\$445	—
– Reimbursable/Other Income	\$415	\$750	—
– Transferred net	\$3,843	\$21,922	—
– Unobligated balance end of year	(\$445)	\$0	—
Budget authority	\$28,700	\$23,117	—
Budget authority:			
– Appropriations	\$0	\$0	—
– Appropriations (Special Fund)	\$28,700	\$0	—
– Transferred to other accounts	(\$28,700)	\$0	—
Appropriations (Adjusted)	\$0	\$0	—
Relation of obligations to outlays:			
– Obligations incurred, net	(\$423)	(\$750)	—
– Obligated balance start of year	\$90	(\$102)	—
– Obligated balance end of year	\$102	(\$102)	—
– Adjustments unexpired accounts	\$0	\$0	—
Outlays:	(\$435)	(\$750)	—

V. PROGRAM ACCOMPLISHMENTS

- Not available.

U.S. SMALL BUSINESS ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention Research ¹	\$0.0	\$0.0	\$0.0
Prevention	<u>0.1</u>	<u>0.1</u>	<u>0.1</u>
Total	\$0.1	\$0.1	\$0.1
Drug Resources by Decision Unit			
Education/Information Dissemination ¹	\$0.0	\$0.0	\$0.0
Program Administration	<u>0.1</u>	<u>0.1</u>	<u>0.1</u>
Total	\$0.1	\$0.1	\$0.1
Drug Resources Personnel Summary			
Total FTEs	1.3	1.3	1.3
Information			
Total Agency Budget ²	\$287.0	\$476.0	\$410.8
Drug Percentage	0.03 %	0.03%	0.03%
(Detail may not add to totals due to rounding.)			

¹ These amounts are less than \$50,000.

² Includes operating expenses only.

II. PROGRAM SUMMARY

- SBA was designated as a drug control Agency in FY 1993.
- The mission of the U.S. Small Business Administration (SBA) is to assist and counsel American small businesses. As part of this mission, the SBA is continuing to disseminate information to small businesses about substance abuse prevention in the workplace.
- SBA's Office of Advocacy works with the small business community to provide information on policy issues and advocate programs and policies that will help small businesses. It also conducts research into matters affecting small business; evaluates future opportunities, problems, and needs of small business; and coordinates the implementation of SBA's substance abuse prevention activities.
- SBA's drug-related program supports the Federal drug control priorities by making available sufficient resources to implement recommendations from the Drug-Free Workplace Advisory Committee. This program is geared to reducing and preventing drug use throughout the United States.

III. BUDGET SUMMARY

1996 Base Program

- SBA is allocating \$0.1 million for substance abuse prevention activities in FY 1996. Of this amount, \$20,000 is for direct drug prevention activities, such as education and information dissemination.

1997 Summary of Request

- SBA is requesting \$0.1 million for substance abuse prevention activities in FY 1997, the same level as FY 1996.

1997 Highlights

- **Education/Information Dissemination.** Small business owners must be educated on the benefits that accrue from implementing an antidrug program in the workplace, because many small business owners have misconceptions about the costs and need for such programs. SBA will continue to heighten awareness among small business owners of the drug abuse problem and will disseminate appropriate information to assist them in implementing antidrug programs. SBA will continue to provide each of its field offices with information about resources available to help small businesses implement antidrug programs. (This information will be disseminated to local small business communities across the Nation.)
- **Prevention Research.** SBA will continue to work with NIDA to incorporate a workplace module in the National Household Survey on Drug Abuse.

IV. PROGRAM STATISTICS

- Not available.

V. PROGRAM ACCOMPLISHMENTS

- SBA has utilized its field network of SBA offices and Small Business Development Centers to distribute drug abuse prevention materials developed by the Department of Labor to the small business community.

SOCIAL SECURITY ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Treatment	<u>\$148.9</u>	<u>\$196.4</u>	<u>\$202.8</u>
Total	\$148.9	\$196.4	\$202.8
Drug Resources by Decision Unit			
Referral and Monitoring (Title XVI)	\$109.0	\$142.0	\$138.0
Demonstration Projects (Title XVI)	10.3	0.0	0.0
Disability Insurance Trust Fund (Title II)	<u>29.6</u>	<u>54.4</u>	<u>64.8</u>
Total	\$148.9	\$196.4	\$202.8
Drug Resources Personnel Summary			
Total FTEs	0	0	0
Total Positions	0	0	0
Information			
Total Agency Budget	\$363.8	\$378.8	\$399.8
Drug Percentage	0.40%	0.52%	0.51%

(Detail may not add to totals due to rounding.)

- The Social Security Administration (SSA) became an independent agency on March 31, 1995.
- These non-discretionary funds are used for the referral and monitoring of drug addicts or alcoholics in conjunction with the Title XVI, Supplemental Security Income (SSI) program, and the Title II, Disability Insurance (DI) program. SSA requests funds for the SSI program as part of the SSI appropriation request. The DI funds are not appropriated by the Congress; they are apportioned to SSA by the Office of Management and Budget from the DI trust funds.

II. PROGRAM SUMMARY

- Section 1611(e)(3) of the Social Security Act requires that when appropriate treatment is available, disabled SSI recipients who are medically determined to be drug addicts or alcoholics (DA&As) and whose addiction contributes to their disability must undergo treatment at an approved facility.
- SSA's role in administering the DA&A provision of the law is to find qualified referral and monitoring agencies (RMAs) which are capable of making the determination of what kind of treatment is appropriate. SSA is required to reimburse the vendors, both public and private, for referral and monitoring costs; however, SSA is not permitted to pay for treatment or require the recipient to pay for treatment. Under contracts with the Commissioner, the RMAs refer these individuals to approved treatment facilities, monitor their treatment, and report noncompliance and successful treatment to SSA.
- Section 201 of the Social Security Independence and Program Improvements Act of 1994 (P.L. 103-296), enacted August 15, 1994, extended the RMA provisions and representative payee provisions to

Social Security Disability Insurance beneficiaries effective March 1995. This law requires that beginning March 1995, Social Security Disability Insurance and SSI DA&A payments be terminated after 36 months. However, for Disability Insurance beneficiaries, benefits will terminate after they receive 36 months of benefits in which appropriate treatment was available. The law also established mandatory, progressive sanctions for noncompliance with substance abuse treatment.

- SSA supports the Federal drug control priorities by expanding access to treatment and increasing treatment effectiveness so that those who need treatment can receive it. In addition, it maintains the level of services and monitoring for drug and alcohol treatment program entry and compliance as established by the 1994 SSI reforms.

III. BUDGET SUMMARY

1996 Base Program

- SSA estimates that \$196.4 million will be spent on contracts for the referral and monitoring of an estimated 209,000 SSI and DI recipients/beneficiaries in FY 1996.
- SSA and SAMHSA are currently conducting a demonstration project in several States to test alternative referral and monitoring methods for disabled SSI recipients who are drug addicts or alcoholics. The Congress approved \$10 million in FY 1995 for expansion of these demonstration projects to evaluate more effective approaches to monitoring disabled persons who are drug addicts and/or alcoholics. These funds are available until expended.

1997 Summary of Request

- A total of \$202.8 million is requested for the referral and monitoring of an estimated 253,000 SSI and DI recipients/beneficiaries who are disabled because of drug addiction or alcoholism. This is an increase of \$6.4 million over FY 1996 for RMAs to monitor an additional 44,000 individuals.

1997 Highlights

- **Referral and Monitoring (Title XVI).** SSA has reestimated the number of DA&As for the Title XVI program based upon slower growth in the SSI program which occurred in FY 1994 and FY 1995. Based on these lower estimates, SSA projects that the number of DA&A recipients to be served in FY 1996 will be approximately 145,000, as compared with 167,000 projected in the FY 1996 President's budget. Any unobligated funds not used in FY 1996 will be carried over to FY 1997. The FY 1997 request of \$138.0 million provides funds for RMAs to monitor an estimated 180,000 SSI recipients.
- **Referral and Monitoring (Title II).** The FY 1997 request includes \$64.8 million for RMAs to monitor an estimated 72,800 Disability Insurance beneficiaries.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
SSI Program Outlays (billions)	\$26.5	\$26.6	\$30.5
Recipients (,000)	6,070	6,310	6,505

V. PROGRAM ACCOMPLISHMENTS

- SSA has DA&A referral and monitoring agencies in 50 states, the District of Columbia, and Puerto Rico.

BUREAU OF INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT AFFAIRS

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual ¹	1996 Estimate ¹	1997 Request ²
International	\$138.0	\$135.0	\$193.0
Total	\$138.0	\$135.0	\$193.0
Drug Resources by Decision Unit			
INL	\$105.0	\$115.0	\$193.0
FMF	13.2	—	—
ESF	19.8	20.0	—
Total	\$138.0	\$135.0	\$193.0
Drug Resources Personnel Summary			
Total FTEs	121	121	121
Information			
Total Agency Budget	\$138.0	\$135.0	\$193.0
Drug Percentage	100%	100%	100%
(Detail may not add to totals due to rounding.)			

¹ In FY 1995, funding for Foreign Military Financing (FMF) and Economic Support Fund (ESF) programs was not included in the International Narcotics and Law Enforcement Affairs appropriation budget. For presentation purposes, the totals reported in this table for Fiscal Years 1995 and 1996 include FMF and ESF.

² In FY 1997, the consolidated International Narcotics Control (INC) program budget request includes funding for all of these efforts.

II. PROGRAM SUMMARY

- The Bureau of International Narcotics and Law Enforcement Affairs (INL), formerly the Bureau of International Narcotics Matters (INM), has as its mission to develop, implement, and monitor U.S. international counternarcotics strategies and programs in support of the President's National Drug Control Strategy. INL functions also include foreign policy formulation and coordination, program management, and diplomatic initiatives.

- The International Narcotics Control program supports Federal drug control priorities through its narcotics programs, which represent a long-term commitment to reduce the level of illicit drug production, trafficking, and abuse on a global basis. By addressing all elements of the international grower-to-user chain, the program seeks not only to reduce the supply of narcotics entering the United States, but also to provide critical assistance and technical expertise to other nations committed to controlling their own drug problem. This program complements the efforts that individual countries undertake on their own.

Narcotics

- The President has identified international narcotics control as a major U.S. foreign policy objective. The Department of State and other agencies will work together to respond to the international nar-

cotics problem by highlighting a new strategy that will stress greater multinational efforts to strengthen democratic institutions, making them more effective in fighting international trafficking syndicates.

- The consolidation of international narcotics control program funding is designed to focus increasingly on source countries where the trade and trafficking organizations are most confined and vulnerable. The funding levels reflect our most extensive effort yet to integrate police and military law enforcement activities, training, and sustainable economic growth into comprehensive regional and country counternarcotics programs. Measures of success include:
 - Increasing the international awareness of the global drug threat and building momentum for further international cooperation;
 - Strengthening democratic institutions abroad and helping stabilize economies previously dependent on narcotics trafficking; and
 - Disrupting the narcotics trade by intensifying pressure on the vertically integrated kingpin organizations, seizing their drugs and assets, and destroying their crops.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 program includes a total of \$135.0 million for counternarcotics efforts. This total includes up to \$20.0 million for ESF funding to be transferred into the INC account, and \$115.0 million in resources for the INC program. The total number of FTEs is 121.

1997 Summary of Request

- For FY 1997, a total of \$193.0 million is requested to support counternarcotics efforts. This total includes funding for economic and military counternarcotics activities (formerly called the ESF and FMF programs). Beginning in FY 1997, resources for counternarcotics efforts have been consolidated under the Department of State.
- **Latin America (\$116.2 million).** The FY 1997 program will focus on the cocaine source countries of Colombia, Peru, and Bolivia, and help other Latin American governments dismantle trafficking organizations, seize drug shipments, and reduce illicit drug production.
 - **Bolivia (\$50.0 million).** The economic, political and security situation in Bolivia, the second-largest producer of illicit coca, provides an opportunity to implement a new comprehensive narcotics control program that focuses on developing the institutional capacities of counternarcotics police and military law enforcement, coca eradication, sustainable economic growth, judicial reform, and public drug awareness and prevention.
 - **Colombia (\$25.0 million).** The Colombian trafficking organizations remain the largest suppliers of cocaine to the United States and pose a security threat to the Colombian government. Program funds will support counternarcotics police and military law enforcement activities, eradication of coca and opium poppy cultivations, public awareness and drug prevention, and judicial reform.

- **Peru (\$25.0 million).** Strong funding for Peru, the largest producer of coca, is important to a successful counternarcotics strategy in Latin America. Funding will support an integrated Peruvian strategy to provide judicial reform, dismantle key Peruvian trafficking organizations, and provide sustainable economic growth to communities that support the eradication of coca cultivations. The program includes assistance to police and other law enforcement agencies and local and national government agencies involved in sustainable economic growth, as well as public awareness and education activities.
- **Latin America and the Caribbean (\$16.2 million).** Funding will support institution building in the potential source and transit countries to fight trafficking organizations, interdict shipments of precursor chemicals and drug products, improve intelligence capabilities, eradicate illicit narcotics cultivations, and enhance public awareness of drug programs.
- **Asia/Africa/Europe (\$18.9 million).** In FY 1997, the program will focus on heroin source countries in Asia, and provide law enforcement assistance and training.
 - **Thailand (\$4.0 million).** Thailand is assuming a larger share of funding for its counternarcotics program. U.S. assistance will be available for carefully selected programs to improve Thailand's investigative and judicial institutions and drug awareness education. Funds will also support U.S. oversight of counternarcotics programs and efforts to influence Thai narcotics policy.
 - **Laos (\$2.5 million).** The program provides equipment support for police and customs counternarcotics personnel and for completing an alternative development project that has contributed significantly to the general declining trend in opium production in Laos over the last 6 years.
 - **Pakistan (\$3.0 million).** The Pakistan program will continue to support efforts to expand the ban on opium poppy cultivation and extend crop control and rural development projects to additional areas of the Northwest Frontier Province. Funds will also be used to improve the government's law enforcement capabilities providing training, equipment, and operational and technical support.
 - **Turkey (\$0.4 million).** Program funds assist the national police efforts to disrupt heroin trafficking, and the Ministry of Agriculture to monitor illicit opium production.
 - **Asia/Africa/Europe Regional (\$5.0 million).** Funds will be used to increase narcotics cooperation of transit countries in the region and for a limited pilot crop control effort in Afghanistan. The European Union and other countries in Europe will be encouraged to increase their direct and multilateral involvement in narcotics control programs. Limited training and equipment also will be provided for Eastern Europe.
 - **NIS/Eastern Europe (\$4.0 million).** Funds will be used to provide law enforcement assistance in addressing international narcotics control issues.
- **Inter-Regional Aviation Support (\$27.2 million).** U.S. aviation assistance supports counternarcotics efforts in Latin America. The U.S.-owned aircraft are based in Colombia, Peru, Bolivia, and Guatemala and are capable of making temporary deployment throughout Latin America. As a result of successful institution building activities, the Air Wing's 60 aircraft are increasingly flown and maintained by host

government units. These efforts are supplemented by a U.S.-funded aviation services contractor. In FY 1997, the increased funding will further enhance host government aviation capabilities, support law enforcement operations against cocaine and heroin traffickers, and eradicate coca and opium crops.

- **International Organizations (\$12.0 million).** The FY 1997 budget request will provide increased funding for U.S. contributions to the United Nations International Drug Control Program (UNDCP), the Organization of American States (OAS), the Colombo Plan (a consultative Asian forum), and other international organizations such as the Financial Action Task Force. International programs are especially important in connection with such transnational issues as drug money laundering and improving international controls on chemicals used in manufacturing illicit drugs. INL will increasingly support UNDCP's efforts to target the heroin industry, particularly in areas where U.S. efforts are limited by political or resource constraints, such as Central Asia and Southeast Asia. INL will monitor international organization programs closely for effectiveness and key INL's contributions to demonstrated results in specific areas of priority to the U.S. Government.
- **Law Enforcement Training and Drug Awareness/Demand Reduction (\$12.0 million).** In FY 1997, the Department will support international narcotics control training and demand reduction, an important complement to bilateral narcotics control efforts. In addition, this request includes institution-building programs to help Central Europe and the New Independent States address drug-related problems.
 - The Department will continue to fund specialized courses for foreign officials conducted by the DEA, the U.S. Customs Service, and the U.S. Coast Guard, focusing on enforcement techniques for investigations, interdiction, and asset seizure, as well as the use of narcotics detector dogs.
 - Washington-based public awareness and demand reduction programs mobilize support for narcotics control policies and programs around the world. These projects encourage greater awareness of the link between domestic drug abuse, international trends in drug production and trafficking, and the steps which societies and governments can take to control drugs and meet their international commitments.
- **Program Development and Support (\$6.7 million).** The FY 1997 budget will maintain and support a Washington-based staff of program technical and administrative personnel responsible for supporting and coordinating international counternarcotics programs worldwide.

1997 Highlights

- The international drug trade poses fundamental threats to the Nation's domestic and foreign interests. The programs are designed to stem the flow of drugs to the United States and support domestic goals of reducing drug availability and use. The programs are also instrumental in weakening the threat that drug violence, corruption, and wealth pose to democracy, rule of law, and sustainable development abroad.
- Presidential Decision Directive, PDD-14 (signed November 3, 1993) identifies international narcotics control as a major U.S. foreign policy objective. Internationally, drug production and trafficking activities endanger democracy, economic development, and the global environment. The Department and other agencies developed a new national drug control strategy that shifts the focus to source countries, where the drug trade and trafficking organizations are more confined and vulnerable.

- The FY 1997 program is designed to continue implementation of the strategy, including greater stress on multilateral efforts to strengthen democratic institutions, making them more effective in fighting international trafficking organizations. The program reflects our most extensive effort yet to integrate counternarcotics police and military law enforcement activities, drug awareness and demand reduction programs and training, and sustainable economic growth into comprehensive regional and country counternarcotics programs.
- FY 1997 funds will be used to encourage key drug countries to shoulder more of the drug control burden and resist the destructive forces of narcocorruption and intimidation. Programs are directed at strengthening the rule of law, economic and social development, and antidrug control. INL expects its material, training, and other assistance to lead to more professional and competent judicial and enforcement agencies, greater drug crop eradication and reduced production, and more vigorous law enforcement operations against major drug trafficking organizations. INL's work with multilateral organizations, such as the United Nations and various international financial institutions, will increase, because these joint efforts can complement INL's efforts and operate where U.S. access is limited.

IV. PROGRAM STATISTICS

- Not available.

V. PROGRAM ACCOMPLISHMENTS

• INL funds a wide range of bilateral and multilateral programs to meet these objectives worldwide. In narcotics, our greatest effort is directed at combatting the South American cocaine trade, our top international drug control priority. In accordance with the President's directive, our South American efforts are concentrated in the principal source countries of Colombia, Peru, and Bolivia. Our goals are to bring down the level of coca cultivation, disrupt smuggling operations out of the major production zones, and dismantle the Colombia-based organizations that currently manage and finance most international trafficking. We are also concentrating on attacking trafficking through Mexico, currently the most important transit route. These are the core targets of the trade; progress will require a sustained effort. While much remains to be accomplished, we are achieving results:

- Kingpins in Colombia and elsewhere are under attack like never before: most of the leaders of Colombia's notorious Cali syndicate are in jail, and other kingpins from Peru to Mexico have been arrested. But weak and intimidated judicial systems, and lack of political will, remain major obstacles to effective prosecutions.
- Enhanced Peruvian and Colombian police and military operations have disrupted air smuggling operations, raised the costs of trafficking, and depressed coca prices in Peru's major cultivation zones. Traffickers, however, are looking for new smuggling routes and methods, including flights via Brazil and greater reliance on ground and riverine operations.
- More countries are beginning to eradicate drug crops with our assistance: Colombia continues to conduct extensive aerial spray eradication operations against coca and opium poppies; Venezuela immediately requested a U.S.-backed spray operation to attack new poppy cultivation; and Bolivia resumed voluntary and involuntary coca eradication, destroying over 5,000 hectares in 1995.

- Our Asia programs respond to the objectives outlined in the President's November 1995 heroin control policy: 1) to work through diplomatic and public channels to boost international awareness of the growing heroin threat; 2) to promote the United Nations Drug Control Program and regional financial institution involvement; 3) to bring law enforcement efforts to bear against the principal organizations that are involved in heroin production, processing, distribution, and transit; and 4) to address the underground banking systems that finance trafficker operations. As the long-term downward trends in poppy cultivation in Thailand, Laos, and Pakistan show, our programs to reduce opium production can be effective, provided we have the cooperation of the host government and access to the growing area. We will continue to support these programs. However, our ability to implement crop control programs in the major producing countries — Burma and Afghanistan — is currently limited by various political and security constraints. We will encourage multilateral organizations to undertake heroin control programs in areas where our access is limited.
- Through training, institution-building, and information-sharing, we will also work to strengthen law enforcement operations against major international organizations targeting the United States. Last year, a joint Thai/U.S. operation resulted in the arrest in Thailand of 11 top traffickers of the Shan United Army, dealing a heavy blow to this major Burma-based syndicate. Pressure on Pakistan and Nigeria also resulted in the arrest of some major traffickers and their extradition to the United States. These are significant first steps, but our goal is for host nations to strengthen their own laws and institutions so that they can conduct the full range of enforcement efforts — from investigation to incarceration — on their own.

EMERGENCIES IN THE DIPLOMATIC AND CONSULAR SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
International	<u>\$0.2</u>	<u>\$0.3</u>	<u>\$1.0</u>
Total	\$0.2	\$0.3	\$1.0
Drug Resources by Decision Unit			
Narcoterrorism Rewards	<u>\$0.2</u>	<u>\$0.3</u>	<u>\$1.0</u>
Total	\$0.2	\$0.3	\$1.0
Drug Resources Personnel Summary			
Total FTEs ¹	0	0	0
Information			
Total Agency Budget	\$6.5	\$6.0	\$5.8
Drug Percentage ²	3.1%	5.0%	17.0%
(Detail may not add to totals due to rounding.)			

¹ There are no FTEs associated with the rewards programs.

² The drug-related percentage of the total Agency budget increased 12 percent between FY 1996 and FY 1997 because the Department believes that this program will have a major impact in supporting the Federal drug control priority of reducing illicit drug activity.

- The narcoterrorism rewards' request, which includes both payments of rewards and public initiatives, as well as the drug percentage, represents one-half of the \$2.0 million requested by the Department of State for terrorism rewards for FY 1997.

II. PROGRAM SUMMARY

- Narcoterrorism rewards are located in the Emergencies in the Diplomatic and Consular Service (EDCS Account) appropriation of the Department of State. The EDCS Account is used to meet unforeseen emergency requirements in the conduct of foreign affairs.
- Funds are available under this appropriation for evacuations of American citizens from areas of political unrest or natural disaster and for funding rewards for information concerning both international terrorism and narcoterrorism activities.
- Authorization to make narcoterrorism reward payments is detailed in the Anti-Drug Abuse Act of 1988 (P.L. 100-690) and the International Narcotics Control Act of 1989 (P.L. 101-231).
 - The total authorized funding level contained in Section 36(g) of the State Department Basic Authorities Act is \$10.0 million for international terrorism and narcoterrorism reward payments.

— The 1989 INCA increased the individual ceiling on these rewards to \$2.0 million.

- The Emergencies in the Diplomatic and Consular Service's narcoterrorism program supports the Federal drug control priorities by strengthening international cooperation and actions against narcotics production, trafficking, and use.

III. BUDGET SUMMARY

1996 Base Program

- \$0.3 million represents 20 percent of the State Department EDCS Account request of \$1.5 million for international terrorism and narcoterrorism reward payments. The Department also expects to pay additional rewards of \$0.7 million using carry-forward balances.

1997 Summary of Request

- The FY 1997 drug-related resources total \$1.0 million, a \$0.7 million increase over the FY 1996 level.
- With this increased funding, the Department will continue to generate new publicity campaigns, with the expectation that several reward payments will be forthcoming.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Total Number of Narcoterrorism Rewards	0	3	3
Total Dollar Amount of Narcoterrorism Rewards ¹	\$300,000	\$300,000	\$1,000,000
Carry Forward Balances	0	700,000	0
Total	\$300,000	\$1,000,000	\$1,000,000

¹ The total dollar amount of narcoterrorism rewards includes publicity initiatives.

V. PROGRAM ACCOMPLISHMENTS

- In FY 1995, all funding was used to initiate a comprehensive publicity campaign utilizing a variety of innovative approaches ranging from an INTERNET Home Page to public service announcements. The Bureau of International Narcotics and Law Enforcement Affairs (INL) within the Department, has intensified its consultations with DEA and FBI to make them fully aware of the program. The program has been fully integrated into a key interagency counter-narcotics intelligence group focused on Latin America. INL now has seven active narcotics reward cases at various stages of review; one case only requires Department of Justice concurrence to permit payment of the reward.

U.S. COAST GUARD

I. RESOURCE SUMMARY

	(Budget Authority in Millions)		
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Interdiction	\$300.3	\$329.0	\$345.4
Research and Development	<u>1.0</u>	<u>0.7</u>	<u>0.5</u>
Total	\$301.2	\$329.7	\$345.9
Drug Resources by Decision Unit			
Operating Expenses	\$288.7	\$315.7	\$328.0
Acquisition, Construction, and Improvement	11.5	13.3	17.5
Research and Development, Testing, and Evaluation	<u>1.0</u>	<u>0.7</u>	<u>0.5</u>
Total	\$301.2	\$329.7	\$345.9
Drug Resources Personnel Summary			
Total FTEs (w/o ICDE)	4,693	4,722	4,628
Total FTEs (w/ ICDE)	2,700	4,722	4,628
Information			
Total Agency Budget (w/o ICDE)	\$3,701.3	\$3,763.5	\$3,875.8
Drug Percentage (w/o ICDE)	8.0%	9.0%	9.0%
Total Agency Budget (w/ ICDE)	\$3,701.8	\$3,764.2	\$3,876.4
Drug Percentage (w/ ICDE)	8.0%	9.0%	9.0%

(Detail may not add to totals due to rounding.)

- Drug program resources are based on estimates of time spent by U.S. Coast Guard operational facilities (e.g., boats, cutters, and aircraft) in the performance of drug-related missions.
- The resource summary does not include ICDE resources of \$0.7 million in FY 1995, and \$0.6 million proposed in FY 1996 and FY 1997.

II. PROGRAM SUMMARY

- The Coast Guard was founded in 1790 to enforce Federal law in maritime jurisdictions. It remains the Nation's principal maritime law enforcement agency, with jurisdiction on and over the high seas, as well as in the territorial waters of the United States.
- The Coast Guard is responsible for a wide range of Federal maritime programs, including search and rescue, aids to navigation, ice-breaking, marine environmental protection, marine safety, as an armed force-military readiness, and more recently, migrant interdiction operations. Nearly all of the Coast Guard's boats, cutters, aircraft, and shore facilities exist to support its wide variety of missions, including drug interdiction.
- The goal of the Coast Guard Drug Interdiction Program is to eliminate maritime routes as a significant trafficking mode for the supply of drugs to the United States through seizures, disruption, and displace-

ment. Coast Guard cutters, boats, and aircraft conduct routine law enforcement patrols and special operations throughout the maritime arena, including waters adjacent to principal source and transit countries and in U.S. coastal waters.

- The Coast Guard's drug program emphasizes interdicting vessels and aircraft smuggling cocaine and marijuana into the United States and tracking, monitoring, and apprehending aircraft suspected of carrying drugs from source and transit countries over the high seas. The Coast Guard maintains an intelligence capability to assist this program.
- The Coast Guard's Research, Development, Test, and Evaluation program (RDT&E) examines problems encountered in, and opportunities for improving, the performance of Coast Guard missions, and develops solutions based on the latest scientific and technological advances.
- The USCG supports the Federal drug control through supporting programs that reduce drug-related crime and violence and reduce domestic drug availability.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 program level is estimated at \$329.7 million (excluding ICDE resources).
- **Operating Expenses.** These funds are used to operate Coast Guard facilities, maintain capital equipment improve management effectiveness and recruit, train, and sustain an all-volunteer workforce. The FY 1996 Operating Expenses drug program includes a total of \$315.7 million, with a net increase of \$27 million over the FY 1995 level for an anticipated increase in drug law enforcement operations as international conditions allow a shift back to drug interdiction activities.
- **Acquisition, Construction, and Improvements.** These funds are used for new, replacement, or renovated vessels, aircraft, and other equipment necessary to carry out the drug law enforcement mission. This program includes an increase of \$1.8 million, for a total of \$13.3 million. This will allow the USCG to continue its ongoing program to rehabilitate and modernize the 210-foot Medium Endurance Cutter, to replace the surface search radar installed on Coast Guard cutters, to continue to implement a standard configuration management information system on major Coast Guard cutters, and to continue to upgrade USCG aircraft.
- **Research, Development, Test, and Evaluation.** The FY 1996 projects include comprehensive law enforcement capabilities improvements, increased human resource management effectiveness, information system technology, advanced communication technology, and selected project research and development. This includes funding for improved maritime law enforcement capabilities, continued USCG future technology assessment, information system technology and development, advanced communication systems, and exploratory studies to guide research and development decisions.

1997 Summary of Request

- The USCG's 1997 budget request of \$345.9 million is \$16.2 million more than the FY 1996 level. This funding should allow the Coast Guard to continue its participation in joint interagency and combined international counterdrug efforts. This involves Coast Guard transit zone and arrival zone counterdrug operations, the pursuit of interagency and international maritime counterdrug agreements that foster cooperation and coordination of counterdrug efforts, as well as participation in counterdrug operations and institution-building initiatives with source/transit zone countries.

1997 Highlights

- **Operating Expenses.** Net of planned FY 1997 reductions (\$6.4 million) of Coast Guard's resources needed to meet the Administration's deficit reduction targets, are increases driven by built-in changes for personnel entitlements, annualization, and follow-on costs totaling \$13.8 million. In addition, Coast Guard's FY 1997 request includes \$4.9 million for drug interdiction funding to support increased cutter and aircraft operations, and associated drug interdiction activities to support the President's National Drug Control Strategy.
- **Acquisition, Construction and Improvements.** The FY 1997 drug budget program request is \$17.5 million. In FY 1997, the Coast Guard will continue its ongoing program to rehabilitate and modernize its vessels and aircraft. This request is primarily related to the following projects:

Vessels

- \$6.0 million for 82-foot WPB Capability replacement.
- \$0.4 million for Seagoing Buoy Tender (WLB) replacement.
- \$0.4 million for 210-foot Medium Endurance Cutter (WMEC) Major Maintenance Availability (MMA).

Aircraft

- \$0.5 million for Traffic Alert and Collision Avoidance System.
- \$0.5 million for HC-130 Engine Conversion.

Other

- \$9.7 million for a host of other equipment and shore projects which contribute to the Coast Guard drug interdiction mission.

- **Research, Development, Test and Evaluation.** The FY 1997 program budget request is \$0.5 million. The program examines problems encountered in, and opportunities for improvement of, the performance of Coast Guard missions. It also develops solutions based on the latest scientific and technological advances. The FY 1997 request is primarily related to the following projects: (1) Improve Maritime Law Enforcement Capability; (2) Coast Guard Future Technology Assessment; (3) Information System Technology; (4) Advanced Communication System; and (5) Select Project Research and Development.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Drug Seizures:			
– Cocaine (lbs.)	48,920	45,000	42,000
– Marijuana (lbs.)	46,497	45,000	42,000
Seizure Cases	51	45	40

Note: Seizures are not the only, nor necessarily the most critical, measure of program effectiveness. Displacement of drug smuggling routes and disruption of drug smuggling operations, while difficult to quantify, help achieve the goal of maritime route denial and should be counted as a significant benefit of Coast Guard law enforcement operations.

V. PROGRAM ACCOMPLISHMENTS

- FY 1995 represented the true beginning of Coast Guard efforts to reallocate resources previously committed to meet the challenge of illegal migrant crises back to drug interdiction.
- In FY 1995, the Coast Guard participated in multinational task forces within the Caribbean and in training operations with countries in Central and South America. U.S. Coast Guard Law Enforcement Detachments regularly patrolled on U.S. Navy, United Kingdom, and Dutch naval vessels and provided force multipliers to support overall USCG drug interdiction efforts. This fiscal year, operations have resulted in the seizure of 48,920 pounds of cocaine, 46,497 pounds of marijuana, 1,295 pounds of hash oil, and 33 vessels, and 117 arrests. Most notable of the above cases, was the F/V NATALY 1 (PN) that was boarded and seized by a Coast Guard LEDET. This 24,325-pound cocaine seizure was the largest mari-time cocaine seizure in United States history. Also of note was the Coast Guard seizure of 18,000 pounds of marijuana from the Colombian M/V EL ARTESANO. These seizures exemplified interagency cooperation and the importance of maintaining a significant transit zone presence.
- Counterdrug agreements have been signed and implemented with Antigua/Barbuda, Bahamas, Belize, British Virgin Islands, Dominica, Dominican Republic, Grenada, Netherlands Antilles, Panama, St. Kitts/Nevis, St. Lucia, St. Vincent and the Grenadines, Turks, and Caicos Islands, United Kingdom, and Venezuela. Several other nations have similar agreements under active consideration, and are expected to sign soon.
- The US Coast Guard also conducts coincidental operations with the Mexican Navy in the Pacific, and in the Gulf of Mexico. During coincidental operations, the USCG and Mexican Naval units operate simultaneously, and exchange on-scene information which may assist in the interdiction of drug traffickers. Through these operations, communications between the USCG and the Mexican Navy have significantly improved, to such a level that arrangements are being pursued for a Mexican naval officer to be assigned as a liaison officer to Coast Guard command centers in Los Angeles, California, and New Orleans, Louisiana.
- The quality of cued intelligence and intelligence products in general has been critical to the successes of interdiction operations during FY 1995. USCG intelligence assets continue to work with the national intelligence community in targeting drug traffickers' assets and personnel.
- The Coast Guard deployed, at the request of foreign governments and with the approval and funding of the Department of State, Mobile Training Teams (MTTs) to source and transit zone countries in order

to improve the law enforcement capabilities of the host nation law enforcement (LE) forces. During FY 1995, MTTs provided training to over 700 foreign nationals in 15 countries. When longer-term presence was warranted, the Coast Guard's International Training Division (ITD) deployed personnel for several months to train foreign LE authorities (mostly in Latin America) in coastal and waterway counterdrug law enforcement. ITD continued to support the Waterways Law Enforcement program, a United States Government initiative to disrupt the cocaine supply at its source. When deployed, ITD personnel are under the operational control of the United States Chief of Missions.

- The USCG R&D Center continues to research new methods and resources for expediting the search process and increasing the probability of detecting hidden contraband. The USCG evaluated and is currently fielding two nonintrusive real-time detection devices — the IONSCAN and Compact Integrated Narcotics Detection Instrument (CINDI). There are currently 15 IONSCAN and over 20 CINDI detection devices in use by USCG boarding teams.

FEDERAL AVIATION ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Interdiction	\$7.7	\$9.1	\$10.1
Investigations	0.3	0.9	1.4
Prevention	8.6	9.1	9.5
Research and Development	<u>1.1</u>	<u>1.0</u>	<u>1.0</u>
Total	\$17.7	\$20.0	\$21.9
Drug Resources by Decision Unit			
Operations	\$16.6	\$19.1	\$21.0
Research, Engineering, and Development	<u>1.1</u>	<u>1.0</u>	<u>1.0</u>
Total	\$17.7	\$20.0	\$21.9
Drug Resources Personnel Summary			
Total Positions	263	263	262
Total FTEs	168	198	196
Information			
Total Agency Budget	\$8,324.2	\$8,153.4	\$8,102.7
Drug Percentage	0.2%	0.3%	0.3%
(Detail may not add to totals due to rounding.)			

- The drug percentage is based on the number of workyears dedicated to drug-related activities.

II. PROGRAM SUMMARY

- The Federal Aviation Administration (FAA) was created by the Federal Aviation Act of 1958. The FAA controls the use of navigable airspace, develops and operates the common system of air traffic control and navigation for civil and military aircraft, regulates air commerce, and coordinates research and development pertaining to air navigation facilities.
- The FAA assists in identifying airborne drug smugglers by using radar, posting aircraft lookouts, and tracking the movement of suspect aircraft.
- The Anti-Drug Abuse Act of 1988 mandated that FAA assist law enforcement agencies "in the enforcement of laws relating to the regulation of controlled substances, to the extent consistent with aviation safety."
- The FAA's drug-related programs primarily address the areas of drug prevention, interdiction, investigation, and research.
 - **Random Drug Testing.** Each year, the FAA conducts preemployment testing of all applicants for safety-related and critical positions, as well as random drug testing of 25 percent of Category

1 employees (Air Traffic Controllers, Aviation Safety Inspectors, Electronic Technicians, and Maintenance Mechanics).

- **Interdiction.** These efforts include the development and correlation of flight plans and transponder codes to enhance communications between air route traffic control centers and U.S. Customs/Coast Guard Command, Control, and Communications and Intelligence centers (C3I facilities). This process also assists in identifying airborne drug smugglers by using radar, posting aircraft lookouts, and tracking the movement of suspect aircraft.
 - **Intergovernmental Assistance.** FAA has a drug interdiction unit to provide assistance to Federal, State, and local law enforcement agencies that investigate and interdict drug smuggling by general aviation aircraft.
 - **Airmen and Aircraft Registry Program Improvements.** This program focuses on improving the registration process of general aviation aircraft and the certification process of airmen.
- The FAA supports the Federal drug control priorities by supporting programs that reduce drug-related crime and violence, and that increase workplace safety and productivity by reducing drug use on the job.

III. Budget Summary

1996 Base Program

- The FY 1996 drug budget (\$20.0 million and 198 FTEs) focuses in the areas of prevention, investigation, interdiction, and research (\$9.1 million to support interdiction, \$0.9 million to support investigations, \$9.1 million to support drug-prevention efforts, and \$1.0 million to support research activities). This represents an increase of \$2.3 million over FY 1995.
- The Interdiction program is composed of the following key elements:
 - \$2.2 million to support improvements in the Airmen and Aircraft Registry program (the Registry);
 - \$5.5 million to support the development and correlation of flight plans and transponder codes to enhance communications between air route traffic control centers and U.S. Customs Service facilities and to provide other services as part of the Air Traffic Program's involvement in the interdiction program; and
 - \$1.3 million to support FAA's Drug Investigation Support Units.
- The Investigation program is comprised of the following key element:
 - \$0.9 million to support investigations in the Registry.
- The Prevention program is comprised of the following key elements:
 - \$5.2 million to provide random drug testing of approximately 25 percent of 32,000 employees who are designated to be in critical safety positions; and

- \$3.9 million to support FAA regulatory oversight of the antidrug and alcohol misuse prevention programs administered by approximately 5,000 aviation industry entities and individual commercial operators.
- The Research and Development program is comprised of the following key element:
 - \$1.0 million to support the analysis of postmortem tissues and fluids from transportation accidents/incidents and to assess the effects of drugs on the performance of pilot and controller tasks.

1997 Summary of Request

- The FY 1997 request for the FAA is \$21.9 million and 196 FTEs, an increase of \$1.9 million over the FY 1996 level. Most of the dollar increase is a result of full capital implementation of the Airmen and Aircraft Registry in FY 1996. The FTE decrease reflects a slippage of the implementation of the Drug Enforcement Assistance Act.

1997 Highlights

- **Operations.** FAA is requesting \$21.0 million and 189 FTEs for this decision unit, a net increase of \$1.9 million above the FY 1996 level. Program highlights include the following:
 - \$4.0 million to support FAA regulatory oversight of the antidrug and alcohol misuse prevention programs administered by approximately 5,000 aviation industry entities and individual commercial operators;
 - \$5.5 million for random drug testing of employees who are designated to be in critical safety positions;
 - pilot certificates;
 - \$1.3 million for investigative support provided to all Federal, State, and local law enforcement agencies involved in drug enforcement actions. This effort is the responsibility of the Drug Investigation Support Units established in 12 locations throughout the United States; and
 - \$5.6 million to develop and correlate flight plans and transponder codes to enhance communications between air route traffic control centers and U.S. Customs/Coast Guard C3I facilities.
- **Research, Engineering, and Development.** The request for this decision unit is \$1.0 million and 7 FTEs in the area of aeromedical research.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Airmen Certifications	719,000	687,000	892,000
Aircraft Registrations	620,000	630,000	754,000
Drug Interdiction Investigations	680	748	748
Drug Testing	11,500	12,000	12,500

V. PROGRAM ACCOMPLISHMENTS

- Industry Antidrug Program. More than 500 aviation employers were inspected in 1995 to ensure that Federally mandated drug testing was being properly accomplished. Enforcement actions were begun against a number of noncompliant companies.
- The FAA also actively assisted aviation employers in their preparation for the implementation of the new alcohol testing requirements.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
State and Local Assistance	\$29.1	\$29.7	\$29.0
Research	<u>0.3</u>	<u>0.5</u>	<u>0.2</u>
Total	\$29.4	\$30.2	\$29.2
Drug Resources by Decision Unit			
Highway Safety Research	\$3.5	\$2.7	\$1.7
Traffic Safety Program:			
– 402 Formula Grants ¹	19.9	21.5	21.5
– 410 Alcohol-Impaired Drug Countermeasures Grants	<u>6.0</u>	<u>6.0</u>	<u>6.0</u>
Total	\$29.4	\$30.2	\$29.2
Drug Resources Personnel Summary			
Total Positions	18	17	17
Total FTEs	8	5	5
Information			
Total Agency Budget	\$277.1	\$277.5	\$352.1
Drug Percentage	10.6%	10.9%	8.3%
(Detail may not add to totals due to rounding.)			

¹ Includes \$8.0 million specifically earmarked for underage drinking.

- Drug control and underage drinking resources for grants under Sections 402, and 410 of the Highway Safety Act are based on National Highway Traffic Safety Administration (NHTSA) estimates of grant funding devoted to drug control and underage drinking activities in those States receiving these grants. Decisions on projects to be funded are made primarily by the States.

II. PROGRAM SUMMARY

- NHTSA administers several programs that encourage and assist States in the development and implementation of highway safety programs to reduce traffic accidents and the resulting deaths, injuries, and property damage.
- Formula grants (under Section 402 of the Highway Safety Act) can be used to fund various types of projects that have been proven to be effective, including countermeasures to drunk and drugged driving. Typical uses of these funds include public information and education campaigns, chemical testing programs, youth and adult prevention programs, and improved training for police, prosecutors, and courts.

In FY 1994 and FY 1995, Congress specifically directed that \$8 million of Section 402 funding target measures by the States to minimize underage drunk driving. Section 410 Alcohol-Impaired Driving Countermeasures grants provide funds to States to implement certain programs designed to reduce drunk and drugged driving by encouraging States to adopt stronger sanctions against these drivers,

including prompt mandatory license suspension for all offenders and mandatory sentencing for repeat offenders.

- The Drug Evaluation and Classification (DEC) program provides the following activities: training of State and local police in drug recognition procedures; evaluation of the training; public information and education campaigns concerning drugged driving; judicial and prosecutorial training; technology assessment of instruments and procedures intended to identify and/or document drug impairment; and other research in drugged driving countermeasures.
- In the alcohol program area, NHTSA will continue to emphasize programs for youth. While drinking and driving has decreased even faster for youth than for adults, drivers under age 21 are still over-involved in alcohol-related crashes. Data also indicate that low BAC teenage crashes are actually increasing. Extensive evidence demonstrates that both alcohol sales and drinking/driving laws are not well enforced for youth. The agency will continue to encourage States to pass "zero tolerance" legislation for youth and assist States and communities in developing prevention and enforcement programs to comply with these laws.
- NHTSA will continue to assist States in training police officers in enforcement of traffic and drinking laws pertaining to youth. Enforcement demonstration projects will also be under-way to highlight effective police strategies and programs. A project to identify effective methods of detaining youthful offenders after an arrest will also be under-way, with the assistance of the Office of Juvenile Justice and Delinquency Prevention (DOJ).
- NHTSA supports the Federal drug control priorities by supporting prevention programs and programs that strengthen multi-agency linkages at the community level between prevention and criminal justice programs.

III. BUDGET SUMMARY

1996 Base Program

- NHTSA's FY 1996 drug-related budget request of \$30.2 million and 5 FTEs, an increase of \$0.8 million over the FY 1995 level.

1997 Summary of Request

- The FY 1997 request is \$29.2 million and 5 FTEs. This represents a decrease of \$1.0 million from the FY 1996 level. These resources will, however, allow NHTSA to continue its drug control program operations.

1997 Highlights

- **Operations and Research (Highway Safety Program).** The FY 1997 request is \$1.7 million for DEC and Highway Safety Research drug control and underage drinking activities. The DEC program can now be fully supported with reduced funding, since many States have become self-sufficient and the remainder require relatively minor Federal assistance. NHTSA will work closely with the Departments of Justice, Education, and Health and Human Services in many of its activities to reduce underage drinking.

- **Highway Traffic Safety Grants.** The FY 1997 request is \$27.5 million, which includes funding for drug control and underage drinking activities in the Sections 402 (\$21.5 million) and 410 (\$6.0 million) grant programs.

IV. PROGRAM STATISTICS

- The national effort to reduce motor vehicle deaths and injuries caused by young drinking drivers, aged 15 through 20, has been very successful. For example:
 - In 1993, 2,156 fewer people died during crashes involving an underage drinking driver than in 1983, a 55 percent reduction.
 - In 1993, 16,000 fewer people were injured during crashes involving a young drinking driver than in 1989, a 30 percent reduction.
- Despite these dramatic improvements, much work remains to reduce the continuing fatalities and injuries linked to underage drinking and driving. Even with the reduction in fatalities over the past decade, young drivers aged 15 through 20 are still overrepresented in fatal crashes compared with the older population. In 1993 there were 15 young drinking drivers involved in fatal crashes for every 100,000 young licensed drivers — almost twice the rate for drivers aged 21 and older.

V. PROGRAM ACCOMPLISHMENTS

- As of August 1995, 28 States and the District of Columbia have implemented DEC programs in 300 law enforcement agencies. Approximately 600 DEC instructors and 4,500 Drug Recognition Experts have been trained.
- The International Association of Chiefs of Police has institutionalized DEC technical assistance to help States maintain their DEC programs.
- Completed Phase I of a major study using human subjects to evaluate the predictive validity of each of the major components of the DEC evaluation. The results were used to begin development of a simplified, shorter, and more easily learned DEC evaluation procedure for police.
- Provided training to judges and prosecutors to assist in the admission at trial of DEC evidence and to enhance the prosecution and adjudication of drug-impaired drivers.
- Published report titled: "Incidence and Role of Drugs in Fatally Injured Drivers."

BUREAU OF ALCOHOL, TOBACCO, AND FIREARMS

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	\$149.5	\$168.4	\$172.8
Regulations and Compliance	<u>4.4</u>	<u>3.6</u>	<u>3.7</u>
Total	\$153.9	\$172.1	\$176.4
Drug Resources by Decision Unit			
Criminal Enforcement	\$140.8	\$157.7	\$156.6
Regulatory Enforcement	4.4	3.6	3.7
Crime Control Act:			
– GREAT Program	4.6	7.3	7.0
– NRT/CEASEFIRE (ATF)	<u>4.1</u>	<u>3.3</u>	<u>9.2</u>
Total	\$153.9	\$172.1	\$176.4
Drug Resources Personnel Summary			
Total FTEs	1,665	1,538	1,552
Information			
Total Agency Budget	\$397.4	\$407.7	\$434.5
Drug Percentage	38.7%	42.2%	40.6%
(Detail may not add to totals due to rounding.)			

- Based on the Bureau's evaluation of resources devoted to the antidrug effort, the Bureau of Alcohol, Tobacco, and Firearms' (ATF's) drug control program is computed as approximately 52 percent of the Criminal Enforcement budget function, and 3 percent of the Regulatory Enforcement budget function. Overall, approximately 41 percent of ATF's FY 1997 budget request is drug-related.

II. PROGRAM SUMMARY

- The Bureau of Alcohol, Tobacco and Firearms (ATF) was established in 1972 when the statutory functions, powers, and duties relating to alcohol, tobacco, firearms, and explosives were transferred by Treasury Order from the Internal Revenue Service to the Bureau. ATF operates nationally, with 24 Criminal Enforcement field divisions in principal cities and 5 Regulatory Enforcement regional offices. Since many crimes of violence involving firearms are drug related, the Bureau directs a significant portion of its resources to fighting the war on drugs. Generally, more than half of the defendants arrested by ATF are involved in illegal drug activity.
- The Bureau's drug-related objectives are as follows:
 - Detect and prevent distribution of firearms into illegal channels and into the possession of prohibited persons;
 - Investigate arson and explosives-related incidents having a significant community impact;

- Assist State and local law enforcement agencies in reducing crime and violence; and
 - Reduce illegal trafficking, possession, and use of firearms, destructive devices, and explosives.
- The ATF supports the Federal drug control priorities through programs that reduce domestic drug-related crime and violence. ATF's operations also address the goal of participating and supporting comprehensive Federal, State, and local task forces to ensure that all levels of drug trafficking and its associated violent crime are vigorously attacked.

III. BUDGET SUMMARY

1996 Base Program

- ATF's drug-related base resources (including Crime Control Act funds) for FY 1996 total \$172.1 million and 1,538 FTEs, a decrease of \$18.2 million and 127 FTEs over FY 1995.
- ATF's criminal enforcement resources includes the Arson and Explosives Program. ATF's experience is unparalleled. ATF's National Response Teams and Arson and Explosives canines are used throughout the United States. Drug traffickers are increasingly using arson and explosives as a means of eliminating, harassing, or intimidating the American public.
- ATF's regulatory efforts also support the Firearms Program by providing a deterrent to diversion of firearms from legitimate channels to criminal use.

1997 Summary of Request

- The President is requesting \$176.4 million and 1,552 FTEs in drug-related resources (including Crime Control Act funds) for FY 1997, a net increase of \$4.4 million and 14 FTEs over the FY 1996 level. Included in this increase are base adjustments totaling a net decrease of \$3.7 million and 13 FTEs, and program changes totalling a net increase of \$8.1 million and 27 FTEs. This funding level will allow the Bureau to continue its efforts against drug organizations by targeting firearms-related crimes committed by career criminals, and arson and explosives-related incidents committed by those involved in drug distribution and trafficking, illegal international trafficking in arms, and the misuse of firearms along the Southwest border.

1997 Highlights

- The proposed program initiatives and decrement for Fiscal Year 1997 listed below have been developed in order to fulfill ATF's mission in the most effective, efficient manner possible. Additional resources will enable ATF to enhance its capabilities to ensure maximum revenue collection and impact on violent crime, especially in drug-related crimes and those committed by career criminals.
- **Crime Control Act-Firearms Trafficking:** \$2.9 million/11 FTEs. Violent crime and illegal firearms trafficking have historically been of the highest priority with ATF. ATF continues to address violent crime and incarcerate armed violent offenders. However, the Bureau must place emphasis on the identification and prosecution of sources who supply firearms to the criminal element. In order to meet this objective, ATF must develop a National Firearms Trafficking Strategy to work in concert with the

Achilles Program and target the violent offender and firearms trafficker. With the dedication of personnel to investigate firearms trafficking cases, ATF would experience an increase in the number of firearms traces it would have to conduct. Productivity savings would be realized to the Government in the form of an increase in the number of illegal firearms traffickers removed from society, with an end result being a decrease in the number of firearms available to violent criminals and a decrease in the number of firearms-related crimes. This initiative represents 68% of the Criminal Enforcement Treasury initiative. This initiative will provide for the following:

- Conduct 5 firearms trafficking schools to train special agents and inspectors in the various techniques for investigating illegal firearms trafficking; and
 - Establish 2 firearms trafficking task forces, one in Miami, Florida, and one in New York City to investigate interstate illegal firearms trafficking between a source and market area nationwide to identify illegal sources of firearms.
- **Crime Control Act-Tracing Center:** \$3.2 million/13 FTEs. The Bureau's National Tracing Center (NTC) was established to provide law enforcement agencies domestically and around the world with a means to tie guns recovered in criminal activities to specific possession. The number of traces that the Center has been able to accomplish over the past several years has increased dramatically as the result of productivity improvements. By interfacing with the NTC database via a "Firearms Imports Database", the Firearms and Explosives Imports Branch (FEIB) will be able to provide greatly improved service. This will be accomplished by receiving electronically ATF Form 6 for approval from Federal firearms importers who elect to interface with the "Firearms Imports Database." Currently, the turn-around rate for an ATF Form 6 approval is four to six weeks. The "Firearms Imports Database" will reduce processing and approval time on the ATF Form 6 by providing electronic submission of these forms from Federal firearms importers. Specialists and Examiners will be able to directly send and receive information needed for a perfected application form. This initiative represents 68% of the Criminal Enforcement Treasury initiative. This initiative will also allow for the following:
- Develop a firearms trafficking school to provide specialized training to ATF personnel;
 - Conduct regional firearms trafficking schools to assist State and local law enforcement agencies in combating firearms violations;
 - Develop a firearms trafficking investigation guidebook, update and distribute the Firearms and Explosives Tracing Guidebook, print and distribute three Federal firearms licensee newsletters, and develop a Project LEAD manual; and
 - Conduct studies on the history, movement, and characteristics of recovered firearms, the compliance practices of FFLS, and the effects of Federal and State legislation relating to firearms violations.
- **Crime Control Act-CEASEFIRE/Integrated Ballistics Identification System (IBIS):** \$2.5 million/6 FTEs. Violent crime involving the use of firearms is a national problem. The CEASEFIRE pilot is centered around the use of this new technology coupled with ATF's investigative expertise. The project provides State and local jurisdictions with a combination of services offered by the Bureau: technical determinations, intelligence analysis, increased investigative leads, and innovative technology. Currently, using the conventional method, a firearms and toolmark examiner can complete one bullet comparison in 30 minutes to two hours, whereas, with the CEASEFIRE/IBIS system, millions of fully

automated comparisons can be accomplished in the same amount of time. Not funding this system would greatly hamper the Bureau's goal of aggressively tracking the source of firearms trafficking and distribution. The criminals' opportunity for inflicting injury and economic loss nationally would continue unabated. This initiative represents 68% of the Criminal Enforcement Treasury initiative. The funding will provide the following:

- Place technical equipment, including one Integrated Ballistic Identification System (IBIS) network in each of the 50 states by the year 2001;
 - Establish a multimedia firearms reference library;
 - Continue development of modular firearm examiner training certification program;
 - Network IBIS to the National Firearms Tracing Center; and
 - Increase the number of bullet comparisons performed.
- **Crime Control Act-Project LEAD:** \$0.5 million. Project LEAD is a tool to identify firearms traffickers. This project will convert Project LEAD from a PC-based application to the Bureau's Local Area Network (LAN). Once this project is accomplished, it will generate 40,000 firearms trafficking leads. This initiative represents 68% of the Criminal Enforcement Treasury initiative.
 - **Aircraft Surveillance Reduction:** \$1.1 million/3 FTEs. ATF received a reduction for the Aircraft Program. The drug-related portion of this reduction represents 52.8% of the overall Bureau reduction.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Arrests	4,151	4,151	3,783
Conviction Rate	80%	80%	85%
Inspections	2,849	3,168	3,168

V. PROGRAM ACCOMPLISHMENTS

- ATF plays a vital role in the Interagency Crime and Drug Enforcement (ICDE) and High Intensity Drug Trafficking Area (HIDTA) programs. Recently, ICDE published performance measures associated with that program. The report reveals that ATF receives 2.7% of the ICDE budget, but participates in 34.6% of the investigations.
- ATF also participates in 32.3% of ICDE cases that result in criminal charges. In fact, 10.7% of ICDE defendants were charged with firearms violations. ICDE reported that ATF has "a special role in enforcing Federal firearms, explosives and arson laws, which gives the program access to special expertise in dealing with drug traffickers who are well armed and increasingly prone to violence".

- The Executive Office for the United States Attorneys recently published statistics comparing the number of cases prosecuted, cases declined, and cases generated by agent per year. The report indicated that over the past five years, ATF presented 32,637 cases and 31,047 were prosecuted. ATF led all of the major Federal law enforcement agencies with cases prosecuted per agent (15.94) and had the second lowest number of cases declined for prosecution (5%). All of this was accomplished with substantially less funding than other agencies receive.

U.S. CUSTOMS SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Interdiction	\$481.8	\$484.8	\$504.4
Investigations	<u>61.7</u>	<u>66.1</u>	<u>84.0</u>
Total	\$543.5	\$550.9	\$588.4
Drug Resources by Decision Unit			
Salaries and Expenses	\$421.3	\$422.2	\$473.9
Operations and Maintenance, Air and Marine Interdiction	98.6	103.0	79.2
Facilities, Construction, Improvements, and Related Expenses	19.6	0.0	0.0
Other	<u>4.0</u>	<u>25.7</u>	<u>35.3</u>
Total	\$543.5	\$550.9	\$588.4
Drug Resources Personnel Summary			
Total FTEs	4,874	5,072	5,643
Information			
Total Agency Budget	\$1,498.2	\$1,521.3	\$1,571.8
Drug Percentage	36.0%	36.2%	37.4%
(Detail may not add to totals due to rounding.)			

- The resource summary does not include ICDE resources of \$28.1 million in FY 1995, \$26.7 million in FY 1996, and \$27.6 million in FY 1997.
- The resource summary does not include HIDTA resources of \$7.0 million in FY 1995 and \$4.2 million in FY 1996.
- U.S. Customs Service drug control enforcement program estimates are based on separate percentages applied to programs in Salaries and Expenses; Air and Marine Operations and Maintenance; and Facilities, Construction, Improvement, and Related Expenses appropriations.
- The Salaries and Expenses Appropriation is comprised of three budget activities: (1) Inspection and Control, (2) Enforcement, and (3) Tariff and Trade. The Inspection and Control program processes all persons and cargo entering the country and attempts to stop the illegal entry of drugs and other prohibited items. Approximately 29 percent of this activity is scored as drug-related. The Enforcement program includes a tactical interdiction force proficient in land, sea, and air operations and investigative programs that enforce customs and smuggling laws. Approximately 40 percent of this program is scored as drug-related. The Tariff and Trade program enforces the Tariff Act and is not scored as drug-related.
- In FY 1995, P.L. 103-329 merged appropriations for the Operations and Maintenance, Air and Marine Interdiction program, the P-3 Drug Interdiction program, and the Air and Marine Interdiction, Procurement program into one super-account. This account, of which Customs scores approximately 95

percent as drug-related, funds the non-personnel operating costs of the domestic Air and Marine Interdiction program and the international P-3 Drug Interdiction program. In addition, Customs uses money from this account for the procurement of equipment and spare parts.

- Depending on the projects funded in the Facilities, Construction, Improvement, and Related Expenses appropriation, up to 100 percent of the facilities-related costs of the air program are scored as drug-related. This appropriation was expanded to include all Customs Service facilities construction and improvement costs in FY 1993.

II. PROGRAM SUMMARY

- As a primary border enforcement agency, the U.S. Customs Service defines its mission as protecting the revenue and preventing contraband from entering or exiting the commerce of the United States.
- Because the Customs Service is responsible for protecting the revenue and preventing contraband from crossing the Nation's border, it plays a key role in fighting drugs by interdicting and investigating the enormous quantities of smuggled drugs and their related drug-smuggling organizations.
- The Customs Service has always been at the forefront of the efforts to disrupt drug smuggling across our Nation's border. Customs has excelled by shifting resources as smuggling trends and methodologies change. Since 1986 the Customs Service, through Operation Alliance, has been addressing the threat along the Southwest border. This threat is currently being addressed through Operation Hard Line. Operation Gateway, when initiated, will address the threat posed by smuggling groups in the Caribbean.
- The Customs Service border strategies are designed to interdict, investigate, and disrupt the flow of drugs across our Nation's borders and dismantle the related smuggling organizations. The Customs Service achieves this objective by having an aggressive inspectional force, approximately 1,250 Title 21 cross-designated special agents and a multi-disciplined money laundering control program.
- The Customs Service has an extensive air program, the goal of which is to reduce the availability of illegal drugs arriving in the United States. The air program objectives are the detection and apprehension of smuggling by private aircraft and the provision of assistance to other enforcement efforts of the Customs Service and other law enforcement agencies.
- Aircraft operated by the Customs Service include jet interceptors and long-range trackers equipped with radar and infrared detection sensors, high-performance helicopters, single- and multi-engine support aircraft, and airborne detection platforms.
- Seagoing vessels operated by the Customs Service include interceptors, fast utility, and blue water-type vessels. These motor vessels are complemented with several various types of sophisticated marine radar systems, radio systems, and other marine electronic support equipment.
- In FY 1996, P.L. 104-52 authorized the transfer of \$19.7 million in unobligated balances from prior year (no-year) budget authority remaining from the Operations and Maintenance, Air and Marine Interdiction, Procurement account to the Operations and Maintenance, Air and Marine Interdiction super-account created as a result of P.L. 103-329 in FY 1995. In addition, P.L. 104-52 appropriated all new FY 1996 budget authority, \$64.8 million, as no-year funding.

- The Customs Service supports the Federal drug control priorities through strengthening their border control efforts and their source country operations in an attempt to disrupt, dismantle, and destroy major narcotics trafficking organizations by interdicting their illicit products; arresting their leaders, members, and associates; and seizing the means of their illicit activities. The Customs Service also participates in Federal, State, and local task forces to ensure that all levels of trafficking and its associated violent crime are vigorously attacked. In addition, the Customs Service supports several research and development efforts which include the development of new systems and technologies for improved detection of illicit drugs entering the United States.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 drug budget program level is \$550.9 million and 5,072 FTEs, an increase of \$7.4 million and 198 FTEs from FY 1995. This level enables the Customs Service to maintain its baseline interdiction program and to augment particular aspects of its program that are most significant to the drug interdiction program. Of greatest significance in FY 1996 is the augmentation of the Customs budget in the amount of \$25.7 million. Of this amount, \$21.0 million was added during the FY 1996 Congressional appropriations process. These resources will be used primarily to purchase technology that will enhance Customs inspectional operations at Southwestern Border ports of entry and relocate special agents to this region. Customs anticipates that the agency's investment in new border inspectional technology will result in an increase of active investigative cases.
- **Salaries and Expenses.** The enacted level for this decision unit is \$422.2 million and 5,072 FTEs, a net increase of \$0.9 million and 198 FTEs from the FY 1995 level. The net increase in resources is attributable to the net effect of MCLs and various reductions, offsets, and non-recurring costs.
- **Air and Marine Operations and Maintenance.** In FY 1996, the enacted level for this program is \$64.8 million. Additional resources will be applied toward air and marine interdiction activities as the result of a Congressionally authorized transfer of \$19.7 million from unobligated balances for the Operations and Maintenance, Air and Marine Interdiction, Procurement account, and \$18.5 million from other unobligated balances. Since FY 1994, the Air and Marine Program has been using its no-year balances to maintain interdiction operations in response to appropriation reductions.
- Approximately 3 percent of all containers entering the United States will be examined for illicit drugs, while more than 20 percent of the containers from source countries will be inspected.
- 441 canine enforcement teams at high-risk ports of entry will inspect cargo and passengers entering the United States. This effort will be buttressed by military canine teams as available.
- The Customs Service air assets will fly 40,332 hours to intercept, track, and apprehend drug smuggling by general aviation aircraft.
- In FY 1995, the fleet replacement program was restricted to replacing only those vessels found to be hazardous to operate or unserviceable. In FY 1996, the Marine Program will continue to review vessel replacement requirements and will revise and enhance the methods used to collect data regarding marine seizures, arrests, and boardings.

- FY 1996 Reimbursements from the Interagency Crime and Drug Enforcement Task Force (ICDE) decreased by 34 FTEs and \$1.4 million over the FY 1995 level.

1997 Summary of Request

- The FY 1997 request totals \$588.4 million and 5,643 FTEs, an increase of \$37.4 million and 571 FTEs. The FY 1997 request includes a Southwest Border initiative that builds on FY 1995 and FY 1996 initiatives primarily targeting the purchase and use of hardware and technology to enhance the physical security and inspection for narcotics at Southwestern Border ports of entry.
- In addition to more hardware and technology, the FY 1997 Southwestern Border initiative will also provide more cargo and passenger inspectors, canine officers, and agents. The additional inspectors are expected to result in more examinations, especially of empty cargo containers, improved targeting, and greater coverage and staffing for primary lanes, new cargo crossings, and rail crossings. The increased number of canine officers will provide greater coverage of both cargo and passenger operations, especially for the purpose of conducting pre-primary roving. Pre-primary roving enable Customs to be proactive in its search for narcotics at border crossings by using dogs to detect narcotics concealed in trunks or hidden compartments before the smuggler reaches the front of the line. The additional agents will conduct the increased number of investigations that will occur as a result of the increase in examinations. In addition, these special agents will be initiating their own investigations through the use of informants and other investigative techniques.
- Finally, to ensure that the increased efforts at the ports of entry do not result in a diversion of the smuggler to the areas between the ports, additional resources are requested in FY 1997 to maintain flight hours in the arrival zone between the ports of entry.

1997 Highlights

- The FY 1997 Air and Marine Operations and Maintenance Program includes the following activities: (1) Operations and Maintenance, Air and Marine Interdiction Programs; (2) P-3 Drug Interdiction Operations and Maintenance; and (3) Air and Marine Interdiction Procurement. As a result of the FY 1996 Treasury, Postal, and General Government Appropriations Bill, P.L. 104-52, these activities are now funded with no-year budget authority.
- The Air and Marine Program uses air and sea interdiction units designed to protect the Nation's extensive border and counter the continually shifting narcotics and contraband smuggling threat. The program's objectives are to detect, sort, track, and apprehend aircraft and vessels involved in smuggling, and to provide assistance to other enforcement efforts of the Customs Service and other agencies in the law enforcement community. Staffing for the program is funded by the Salaries and Expenses appropriation, while the operation and maintenance of aircraft, marine vessels, radar, and communication systems are funded by the Operations and Maintenance (O&M), Air and Marine Interdiction Programs Appropriation.
- Air and marine interdiction operations, aimed at reducing the availability of illegal drugs arriving in the United States, are vital components of the Government's counterdrug efforts. Drug smuggling organizations have access to huge sums of money to purchase well-equipped aircraft, vessels, and sophisticated equipment to evade detection and to elude interdiction efforts. In order to effectively and aggressively disrupt this threat, the Customs Service has established and will maintain a likewise sophisticated system of aviation and marine units which are deployed to meet a geographically shifting drug problem in high-threat areas.

- The Customs Service, through Operation Hard Line II and III and Operation Gateway, will continue to proactively address the problem of drug smuggling along the Southwest border, the Gulf Coast, South Florida, and the Caribbean.
 - The overall philosophy behind Operation Hard Line is that good law enforcement should be based on intelligence, not luck; it should use all of its resources in combination, not individually; it should require the trade community to play a critical role in identifying potential and actual smugglers, as well as initiating programs which will deter them; and it should recognize that smuggling is an organized, international enterprise.
 - Operation Gateway is a multi-disciplined, multi-agency approach to narcotics smuggling and money laundering. This initiative encompasses all areas of interdiction and investigations, including: expanded marine and air enforcement, heightened cargo exams, outbound enforcement (international and continental United States), and expanded small vessel searches. Expanded investigations will be conducted which will be both reactive and proactive, in response to the expected increase in narcotics and currency seizures.
 - Operation Hard Line and Gateway will take the best from Customs' traditional enforcement — the investigative skills of the special agent, the trained eye of the inspector, the keen senses of Customs' canine units — and add to this mix new technologies and new techniques.
- In FY 1997, Customs Service aviation interdiction resources will be directed as follows:
 - **International Operations.** Support of the international strategy of the Administration will be one of the Customs Service's highest priorities. The Customs Service will continue to deploy its P-3s at the same rate as in previous years (25 to 30 sorties per month). Citation interceptors will continue to be deployed in Mexico, Panama, Honduras, and South America in support of the Southern Command and Mexican Operations. All interceptors will have dedicated crews to support 7 days per week, 24 hours per day (7X24) operations.
 - **Investigative Support.** Investigative support will remain a Customs Service aviation priority. Customs Service will be dedicating its single largest block of flight hours to investigative support activities. Investigative hours which Customs Service spends supporting other Federal, State, and local law enforcement agencies are included in this category. The fleet of support aircraft will include single-engine fixed-wing and light enforcement helicopters.
 - **Border Interdiction.** The Customs Service will maintain its ability to respond to border intrusions with apprehension and interceptor aircraft. Major branches such as Miami, New Orleans, San Angelo, and Tucson will maintain 7X24 operations, as will the Caribbean Aviation Branch in the transit zone. The smaller branches will coordinate with other adjacent units and branches to provide 7X24 coverage of the remaining border areas. Customs Service will be able to respond to intrusion at any point along the southern border within minutes of notification. Flexible scheduling and deployment of interdiction assets, along with an increased use of "call out" personnel, will reduce demand on both aircraft and flight crews along our southern borders and will allow the Customs Service to continue to support high-priority commitments to the Administration's international strategy and investigative support efforts.
 - **Marine Program.** During the past several years, revisions have been made to the marine strategy in an effort to maximize the effectiveness of Marine Program resources. These revisions

place the following added emphasis on new interdiction, intelligence, investigation, and logistical support programs:

- Interdiction programs include intelligence-driven special operations in the Bahamas and resource increases in Puerto Rico and the Virgin Islands. The Customs Service air and marine units combine resources to establish a viable detection, sorting, tracking, intercepting, and apprehending capability for the current airdrop threat along the coastal borders of the United States and Puerto Rico;
- Intelligence programs include informant development and consolidation of intelligence units;
- Investigative programs include continued use of Title 21 cross-designation, undercover operations, and recruitment of cooperating individuals; and
- Logistical support programs include vessel replacement, utilization of seized property, sale exchange, forfeiture fund, national maintenance contract, and storage and refurbishment of seized vessels.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Assets Seized (Quantity):			
– Vessels	223	223	223
– Aircraft	38	38	38
– Vehicles	9,900	9,900	9,900
– Monetary Instruments	\$207.7M	\$207.7M	\$207.7M
Seizures (lbs.):			
– Heroin	2,235	2,640	2,640
– Cocaine	158,314	180,000	180,000
– Marijuana	642,013	701,384	966,304
– Hashish	16,616	16,616	16,616
Air Program Flying Hrs(*)	38,077	40,332	40,332

* Total flight hours are higher than flight hours flown for interdiction purposes only, as described in the narrative. In addition to interdiction flight hours, other flight hours include support of domestic law enforcement, training, humanitarian assistance, and maintenance.

V. PROGRAM ACCOMPLISHMENTS

- In FY 1995, Customs narcotics interdiction efforts along the Southwest Border resulted in double-digit increases in the volume of total drug seizures — including increased seizures in virtually every major category of drug trafficking from cocaine to heroin.
- As a result of Customs' aggressive anti-smuggling program along the Southwest Border, the number of overall drug seizures in commercial cargo for FY 1995 was up over 100 percent from the previous year.
- Incidents of port running have dropped by over 40 percent since last year as several of Customs ports of

entry have established a network of barriers which make port running a less likely option for drug smugglers on the Southwest Border.

- In addition to maintaining air smuggling deterrence at the U.S. border, Customs continued its support of the President's Drug Control Strategy as it relates to international counternarcotics matters by forward deploying an average of seven Citation II intercept/tracker aircraft (four of which were dedicated to South American operations), and conducting regular P-3 AEW/P-3 "Slick" detection and monitoring sorties in and around Mexico, Central America, and the Caribbean.
- Customs aircraft and intelligence played an essential role in the drug detection, sorting, interception, and tracking of the rising threat of jet cargo aircraft transporting multi-ton cocaine shipments from Colombia to Mexico. Customs support to U.S./host nation counterdrug initiatives in the Transit Zone resulted in cocaine seizures of over 23,000 pounds and marijuana seizures of 12,000 pounds in FY 1995.
- Within the United States, Customs Air Program provided valuable support to the investigative and enforcement efforts of Customs and other Federal, State, and local agencies. In many cases, without Customs air support, investigative efforts would either be extraordinarily manpower intensive or unsuccessful, or would not occur at all. In FY 1995, by providing support in the way of aerial search, surveillance, and security; photo reconnaissance; and officer insertion/extraction, to name a few, Customs aircraft contributed to the seizure of over 77,000 pounds of cocaine and 79,000 pounds of marijuana.

FEDERAL LAW ENFORCEMENT TRAINING CENTER

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	<u>\$17.0</u>	<u>\$19.6</u>	<u>\$22.1</u>
Total	\$17.0	\$19.6	\$22.1
Drug Resources by Decision Unit			
Salaries and Expenses	\$15.1	\$16.0	\$17.2
Construction	1.9	3.3	3.4
Crime Control Act:			
- Rural Drug Enforcement Training	0.0	0.3	0.3
- New Training Building Support	0.0	0.0	0.1
- Teletraining ICBT	0.0	0.0	0.3
- Fiber Optics	<u>0.0</u>	<u>0.0</u>	<u>0.8</u>
Total	\$17.0	\$19.6	\$22.1
Drug Resources Personnel Summary			
Total FTEs	151	158	163
Information			
Total Agency Budget	\$50.0	\$57.7	\$64.9
Drug Percentage	34.0%	34.0%	34.0%
(Detail may not add to totals due to rounding.)			

- The Federal Law Enforcement Training Center (FLETC) computes its drug program as approximately one-third of its budget. Drug awareness and identification training are provided in the FLETC basic programs. In addition, many of the generic skills taught at the FLETC, such as execution of a search warrant, laws of arrest, self-defense, and others, are essential to properly train law enforcement officers to deal with drug-related crimes.

II. PROGRAM SUMMARY

- The FLETC is an interagency training facility serving 72 Federal law enforcement organizations. The major training efforts are basic programs teaching law enforcement skills to investigative and police personnel. The FLETC also conducts advanced programs in areas of common need, such as the use of microcomputers as an investigative tool, marine law enforcement, white collar crime, advanced law enforcement photography, and several instructor training programs. In addition, the FLETC offers approximately 30 programs to State and local law enforcement officers on a "not to interfere with Federal training" basis.
- The FLETC is headed by a Director, appointed by the Secretary of the Treasury. The FLETC conducts training at its headquarters in Glynco, Georgia, and its satellite facilities in Artesia, New Mexico.
- FLETC's role in supporting the Federal drug control priorities is one of providing training to Federal law enforcement agencies, thus eliminating the duplication of training activities. With the training func-

tion that FLETC offers to law enforcement officers in Federal, State, and local agencies, each is better equipped to perform their duties, with the ultimate goal of reducing drug production, availability, and use.

III. BUDGET SUMMARY

1996 Base Program

- The FLETC's drug-related program resources for FY 1996 consist of \$19.6 million and 158 FTEs. These support the FLETC's continuing training efforts, as well as construction and facility maintenance.
- During FY 1996, in support of the participating agencies' drug enforcement training, the FLETC expects to conduct (based on April 1995 projections) the following activities:
 - Basic training for 4,432 students, involving 33,315 student-weeks, for an Average Resident Student Population (ARSP) of 641.
 - Advanced training for 3,156 students, involving 4,904 student-weeks, for an ARSP of 94; and,
 - State and local training for 1,052 students, involving 1,459 student-weeks, for an ARSP of 28.

1997 Summary of Request

- The FY 1997 drug budget request totals \$22.1 million, an increase of \$2.4 million over FY 1996 levels.
- The Violent Crime Reduction Program, a part of the 1994 Violent Crime Control and Law Enforcement Act, includes an additional \$1.2 million and 1 additional FTE.
- The increase in the S&E account amounts to \$1.2 million and 3 FTEs over the FY 1996 level. This increase will fund several new initiatives.
- The increase in the ACI & RE account amounts to \$0.1 million over FY 1996. This is for minor maintenance and construction.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Basic Training:			
- Students	2,719	4,432	3,559
- Student-Weeks	19,234	33,315	24,920
- ARSP	370	641	479
Advanced Training:			
- Students	3,840	3,156	3,920
- Student-Weeks	5,490	4,904	6,629
- ARSP	106	94	127
State and Local Training:			
- Students	856	1,052	1,001
- Student-Weeks	1,414	1,459	1,357
- ARSP	27	28	26
Total Training:			
- Students	7,415	8,640	8,480
- Student-Weeks	26,138	39,678	32,906
- ARSP	503	763	632

V. PROGRAM ACCOMPLISHMENTS

- In FY 1995, provided law enforcement training to almost 7,500 officers; this number will increase to approximately 8,500 in FY 1996 and 1997.
- In FY 1996, a major classroom building will be constructed, thus providing state-of-the-art facilities for law enforcement training.
- The FY 1997 request for teletraining/computer based training and fiber optics will provide the infrastructure for conducting distance training via teleconference and satellite transmission.

FINANCIAL CRIMES ENFORCEMENT NETWORK (FinCEN)

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Intelligence	\$11.5	\$11.6	\$11.6
Total	\$11.5	\$11.6	\$11.6
Drug Resources by Decision Unit			
Salaries and Expenses	\$10.6	\$11.2	\$11.6
Crime Control Act: ¹			
– Federal Law Enforcement	0.9	0.5	0.0
Total	\$11.5	\$11.6	\$11.6
Drug Resources Personnel Summary			
Total FTEs	80	90	93
Information			
Total Agency Budget	\$19.4	\$22.2	\$23.1
Drug Percentage	50.0%	50.0%	50.0%
(Detail may not add to totals due to rounding.)			

¹ In FY 1995, FinCEN received no-year funding in the amount of \$0.9 million from the VCRTF, of which \$0.5 million is being carried forward as an unobligated balance into FY 1996.

II. PROGRAM SUMMARY

- The Financial Crimes Enforcement Network (FinCEN), established in April 1990 under 31 U.S.C. 321, has responsibility for implementing Treasury anti-money laundering regulations through administration of the Bank Secrecy Act, 31 U.S.C. section 5311, et seq (the BSA). It serves the U.S. Government as a central source for the systematic collection and analysis of information received from individuals and financial institutions subject to this Act. This information is critical in assisting the investigation of drug-related money laundering.
- FinCEN's mission is to provide world leadership in prevention and detection of the movement of illegally derived money and to empower others by providing them the tools and the expertise needed to combat financial crimes.
- To accomplish this mission, FinCEN has devised an effective strategy to counter narcotics-related crime. The approach requires a concerted policy aimed at Prevention, Detection, and Enforcement. Prevention entails using the Government's regulatory authority, in partnership with the financial sector, to make illicit funds more difficult to move into financial institutions or across the national borders. Detection involves the merging of information and technology, in combination with more traditional police techniques, to recognize money laundering activity. Enforcement, the final part of the triad, is swift and effective enforcement of the law. FinCEN must continue to pave the way by developing

aggressive and imaginative programs to support enforcement efforts against those who seek to launder or assist in the laundering of funds.

- The tremendous increase in demand for FinCEN's services by Federal, State, local, and international law enforcement, regulatory, and intelligence organizations has served as the catalyst for FinCEN to develop an unprecedented synergy of analytical expertise that, coupled with leading-edge technology, provides unique intelligence products and proactive support for a rapidly growing host of client agencies.
- As the newest law enforcement organization in the Department of Treasury, FinCEN cuts across traditional agency and departmental lines by developing information-sharing agreements with every type and level of law enforcement and regulatory entity. FinCEN has developed support programs for and shares information with special multi-disciplined organizations such as the Interagency Crime and Drug Enforcement (ICDE), the National Drug Intelligence Center (NDIC), and the El Paso Intelligence Center (EPIC).
- FinCEN assists Federal, State and local law enforcement agencies to better coordinate their investigations, presents informational programs and seminars for domestic and foreign law enforcement as well as the financial industry, and draws upon the expertise of the financial community and the public sector in its efforts to support drug-related financial investigations. Requests for this assistance have grown and will increase.
- FinCEN's support of enforcement efforts is the foundation of its management objectives. Through its case support programs, FinCEN analysts assess and monitor the changing nature of drug-related money laundering. Its operations are in support of the National Drug Control Strategy.
- The Money Laundering Suppression Act of 1994, which mandates a number of regulatory initiatives in addition to those still pending from the Annunzio-Wylie Anti-Money Laundering Act of 1992, has led FinCEN to streamline the regulatory scheme under the Bank Secrecy Act, and, whenever possible, to enlist the support of the financial services industry and the regulatory agencies in the effort to combat money laundering.
- Because money laundering and financial crime, like the financial system itself, increasingly are international activities, Treasury's strategy also requires FinCEN to accept its responsibilities as an international leader in innovative solutions to the problems of money laundering. Thus, FinCEN is working closely with its international counterparts both individually through Financial Action Task Forces (FATF) and the Organization of American States.
- Finally, in the tactical arena, FinCEN has experienced a significant increase in the number of requests for support from investigators in the field. FinCEN will continue to provide support to HIDTA and ICDE task forces, and will utilize its analytical expertise, artificial intelligence system, and in-house data bases to support high-impact, complex, and significant cases. Increasingly, it will concentrate its efforts in the enforcement arena on building state-of-the-art electronic systems — or platforms — that Federal, State, and international law enforcement and regulatory agencies can utilize for themselves. Thus, FinCEN plans to expand its computer network to allow on-line access to Bank Secrecy Act information by Federal law enforcement agencies; to build a database for information sharing by Federal financial regulators; and to work more proactively to communicate with the financial service industry and regulatory agencies about the types of information that would be most useful to the law enforcement community.

- These efforts will benefit the Government's counter-narcotics strategy, as well as the significant non-narcotics financial crime problems that impact the economic well-being of our Nation. The current evaluation of FinCEN's mission supports the concept that an equal split of FY 1997 resources between drug and non-drug activity is appropriate.

III. BUDGET SUMMARY

1996 Base Program

- The FY 1996 direct drug budget is \$11.1 million and 90 FTEs. In addition, \$0.1 million was transferred for HIDTA support, and \$0.5 million in VCRTF funding is being carried forward from unobligated balances in FY 1995.

1997 Summary of Request

- The FY 1997 direct drug budget request totals \$11.6 million and 93 FTEs, an increase of \$0.5 million and 3 FTEs over FY 1996.
- FinCEN's FY 1997 efforts are consistent with the goals identified in the National Drug Control Strategy that reduce domestic drug-related crime and violence, and improve the efficiency of Federal drug law enforcement capabilities, including interdiction and intelligence programs.
- Digital money is fast becoming the inevitable medium of exchange for an increasingly wired world. There is no longer a need to carry a wad of bills in your pocket or fumble for exact change. Instead, you can carry a credit-card size piece of plastic with an embedded microchip that you "load" up with electronic money. This new medium of exchange presents a significant challenge to FinCEN, since drug-related money laundering can proliferate in these digital systems because transactions are often untraceable. FinCEN must develop expertise in this new world of electronic cash to be effective in improving the efficiency of Federal drug law enforcement, prevention, and detection.
- FinCEN will use its knowledge base to assert leadership in developing threat assessments and regulatory responses to emerging cyberpayment systems. Given its size and other multiple responsibilities, FinCEN cannot tackle the entire issue, but should serve as a facilitator for discussion and policymaking efforts and narrow its scope to those issues relevant to the potential misuse of cyberpayment systems to launder money. To deal adequately with issues of emerging threats to law enforcement goals posed by these new cyberpayment systems, FinCEN requests 3 FTEs and \$0.5 million to conduct analyses to assess the potential problems raised by these new means of payment and money transmittal systems to financial institutions, law enforcement, and the Nation's security, and to educate FinCEN's customers. Tools (e.g., models and simulations) will be developed which will serve as the basis to detect these new technologies and provide information towards helping establish what preventive regulations are needed.

IV. PROGRAM STATISTICS

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
Increased rate of BSA compliance by financial institutions	n/a	10%	15%
Number of suspicious activity reports by non-bank financial institutions	20,000	22,000	25,000
Expanded exemption of CTR filings	n/a	30%	35%
Number of civil penalty cases processed	94	103	117
Number of queries processed by States using FinCEN platform	35,000	80,000	110,000
Number of interagency matches generated by FinCEN	1,200	2,600	3,800
Number of AI targets identified	485	645	858
Number of countries that implement Financial Information Units	2	10	15

V. PROGRAM ACCOMPLISHMENTS

- **Partnership:** FinCEN conducted regulatory partnership meetings and extensively utilized the services of the Bank Secrecy Act (BSA) Advisory Group, comprised of representatives from banks, securities dealers, money transmitters, casinos, and other parts of the financial sector, as well as Federal and State government officials to assist its efforts to shape effective anti-money laundering policies.
 - Target Nations Assessment — FinCEN worked with State, Justice, and the intelligence community on identifying potential target nations.
- **Prevention:** Regulatory Reduction — Several new initiatives designed to ease the administrative burden on banks and other financial institutions subject to the Bank Secrecy Act (BSA) were introduced. These initiatives signal a change in the way in which Treasury hopes to shape its relationship with the financial community in this critical area. The actions significantly reduce the burden on the financial community without compromising the needs of law enforcement.
 - Money Laundering Threat Assessment — FinCEN completed an Assessment of U.S. Money Laundering in support of the G-7 Financial Action Task Force (FATF). FATF is recognized as a linchpin both for creating international awareness of the impact of money laundering and for achieving consensus on the basic steps needed to combat it on a global scale. The report prepared by FinCEN discusses current money laundering methods, trends, and counter-measures in the United States.
- **Detection:** Assisting State and Local Law Enforcement — FinCEN is the leader in exchange of information and coordination between Federal, State, and local law enforcement. This exchange is accomplished through Project Gateway, which was developed by FinCEN to assist State and local law enforcement agencies investigating money laundering and financial crimes by providing direct, on-line electronic access to Treasury's Financial Database. FinCEN has signed information exchange agree-

ments with each of the 50 States and the District of Columbia to create a network of State coordinators through whom information can be disseminated to enforcement agencies and officers anywhere in the Nation. The project also enables participating agencies to share information and exchange case data.

- **Artificial Intelligence (AI) System** — FinCEN's AI System was a recipient of the Federal Leadership Award sponsored by Government Executive Magazine. The AI system uses BSA data proactively to identify individuals, businesses, and bank accounts possibly involved in money laundering or other financial crime. The system was recognized for its innovative approach and increased efficiency.
- **Enforcement:** The United States and Mexico Sign Agreement — The Secretary of the Treasury and Mexican Finance Minister Pedro Aspe signed a bilateral agreement on October 28, 1994, to exchange financial information in cases involving financial crimes. Since that time, Mexico and FinCEN have worked on a number of cases where information has been exchanged. In addition, FinCEN agreed to assist the Mexican Finance Ministry in addressing several issues relating to casinos.

Ongoing Program Efforts

- **Prevention:** Streamlining Regulations — One of FinCEN's greatest challenges involves streamlining a series of complex regulations using the authority granted to Treasury under the Bank Secrecy Act by the Annunzio-Wylie Anti-Money Laundering Act of 1992 and the Money Laundering Suppression Act of 1994. This is the authority that FinCEN must use to build the "Prevention and Detection" structure that is at the core of Treasury's revised anti-money laundering policy. The streamlined regulations that were issued prior to the end of calendar year 1995 include:
 - Publications of rules containing mandatory exemptions from the BSA cash transaction reporting requirements, and additional regulations permitting financial institutions to grant discretionary exemptions to a much wider range of businesses, all with a view to reducing the volume of CTRs by at least 30 percent;
 - Issuance of regulations requiring the registration with the Treasury of up to 200,000 non-bank financial institutions;
 - Issuance of regulations delegating BSA civil penalty authority to financial regulators; and
 - Issuance of regulatory changes necessary to implement the criminal referral/unusual or suspicious transaction database.

In drafting these regulations, FinCEN hopes to work in concert with various sectors of the financial, law enforcement, and regulatory communities and employ forward-looking techniques in order to achieve workable and economically sensible results.

- **Detection:** Standardize for efficiency the regulatory framework for all financial institutions reporting on suspicious activity — Publications of rules requiring financial institutions to report suspicious transactions and to adopt comprehensive "Know-Your-Customer" policies that go beyond currency reporting to include all types of financial activity.
 - FinCEN believes that anti-money laundering programs should encompass not just BSA compliance programs focused on currency reporting and record-keeping, but also broad, "Know-Your-

Customer” principles to provide a basis for increased awareness of suspicious transactions indicative of illegal activity. The importance of concentrating on suspicious transaction reporting is shared by virtually all of the major financial centers and is reflected in multilateral international initiatives such as the FATE.

- **Enforcement:** To improve the dissemination of intelligence through better use of commercial, financial, and law enforcement information available to FinCEN, both to understand sophisticated schemes and to coordinate law enforcement efforts — FinCEN's support of enforcement efforts is the foundation of our management objectives. Through our case support programs, FinCEN analysts assess and monitor the changing nature of money laundering and financial crimes. The following programs are examples of FinCEN's ongoing efforts to support enforcement efforts in the area of financial crimes:

- **FinCEN Database** — The FinCEN database is the central repository for requests submitted to FinCEN. The information is used as a coordination mechanism among agencies when they are (sometimes unknowingly) investigating the same organizations. This system will also be used to monitor the trends, patterns, and methods of money laundering and financial crimes.
- **Criminal Referral Database (CRDB)** — In coordination with the six Federal bank regulators and the Federal law enforcement agencies, FinCEN has developed a database that can house and systematize the tens of thousands of criminal referral forms filed annually. This new process results in a significant burden reduction for financial institutions because multiple copies no longer have to be filed. The database provides one form filed in one place that will benefit the industry as well as law enforcement. The information will be electronically available to all regulatory and law enforcement officials who work to combat money laundering.
- **Building Platforms** — FinCEN empowers others by developing platforms that place an expanding range of on-line intelligence research capabilities in the hands of law enforcement and regulatory users conducting money laundering and financial crimes investigations and related compliance functions. For example, Project Gateway is an ongoing effort at FinCEN that was developed to facilitate and expand intelligence support to State and local law enforcement agencies. It is a free, on-line database of 60 million Treasury Department documents, such as currency transaction reports, that enables investigators to do their own financial intelligence research from their own offices. This frees FinCEN's analysts to focus on other priorities.

INTERNAL REVENUE SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	\$59.7	\$51.9	\$52.2
Regulatory and Compliance	<u>14.7</u>	<u>15.6</u>	<u>15.6</u>
Total	\$74.4	\$67.5	\$67.8
Drug Resources by Decision Unit			
Investigations/Narcotics Crime	\$59.7	\$51.9	\$52.2
Regulatory and Compliance	<u>14.7</u>	<u>15.6</u>	<u>15.6</u>
Total	\$74.4	\$67.5	\$67.8
Drug Resources Personnel Summary			
Total FTEs	1,465	1,303	1,286
Information			
Total IRS-C1 Budget	\$402.1	\$378.6	\$410.3
Drug Percentage	18.5%	17.8%	16.5%
Total Agency Budget	\$7,389.7	\$7,348.2	\$7,995.2
Drug Percentage	1.0%	0.9%	0.9%
(Detail may not add to totals due to rounding.)			

- A methodological change has occurred in the computation of the drug control budget for IRS that affects the FY 1995-1997 budgets. The IRS determines the amount of resources used for narcotics cases based on an average cost per FTE basis multiplied by the number of FTEs the IRS anticipates will be used for these cases. In FY 1995, it was discovered that the Criminal Investigations (drug-related) function had incorrectly included some non-drug related FTE time. The drug budget percentage as a portion of the overall budget, therefore, decreased from an average of 25.3 percent as reported in the FY 1995 President's Budget Summary to 17.6 percent as reported in the FY 1996 President's Budget Summary.

II. PROGRAM SUMMARY

- The Internal Revenue Service (IRS)-Criminal Investigation (CI) enhances voluntary compliance with the laws under its purview through the effective enforcement of the tax code and related criminal statutes. Special agents of the IRS-Criminal Investigation identify and investigate individuals and organizations that fail to comply with the criminal provisions of the Internal Revenue Code (Title 26), the Bank Secrecy Act (Title 31), and other criminal provisions of the general United States Code (Title 18). These financial investigations of tax, currency, and money laundering violations provide the basis for multi-agency initiatives against those who engage in illegal narcotics-related activities and for the subsequent seizure and forfeiture of their drug-related assets.
- The mission of the IRS-Criminal Investigation in Federal law enforcement's antidrug effort is to utilize

the financial expertise of its agents to identify and impede the transfer of drug-generated funds and to disrupt and dismantle — through select investigation, prosecution, and asset forfeiture — the country's major narcotics and narcotics money laundering organizations.

- The Narcotics Crimes Program of the IRS-Criminal Investigation includes the function of investigating and prosecuting those individuals and organizations who direct, supervise, and finance the illicit drug trade. The Currency Transaction Reports (CTR) Processing function transcribes, validates, and posts to the Currency and Banking Data Base, within the Detroit Computing Center, financial documents, such as CTRs, which are used to trace the flow of monies from illegal narcotics or money laundering activities.
- In each of the HIDTAs, the IRS has focused its enforcement efforts on the major narcotics and money laundering organizations. The IRS has devoted considerable resources to the investigation of these currency crimes and money laundering violations, as well as the increased seizure and forfeiture of assets. The enforcement efforts and financial expertise of the IRS are directed toward the gathering of financial narcotics-related intelligence; the financial disruption of illegal drug operations through successful investigative and prosecutorial efforts; the identification, targeting, and investigation of domestic and foreign national gangs; and its general assistance provided to other narcotics supply reduction agencies in their financial investigation efforts.

III. BUDGET SUMMARY

1996 Base Program

- In FY 1996, funding for the IRS-Criminal Investigation antidrug activities (excluding ICDE) totals 942 positions, 942 FTEs, and \$67.5 million; this includes 365 agent positions and 365 agent FTEs.
- The Management Activity of the IRS-Criminal Investigation consists of two narcotics-related components; the Narcotics Crimes Programs of IRS-Criminal Investigation and the Currency Transaction Reports function in the Detroit Computing Center.
 - The primary mission of the IRS-Criminal Investigation in its Narcotics Crimes Program is the financial disruption of major money laundering and narcotics-related organizations. This goal is accomplished through the function's expertise in financial investigations, which enables it to identify the organizational structure and participants of an illegal enterprise, identify money and assets for seizure and forfeiture action, and to establish the basis for Title 21 violations or other charges which may be outside the statutory authority of the IRS.
 - The Currency Transaction Reports Processing function provides an accurate database, which is used to assist in tracing the flow of currency. This intelligence/information often provides the basis for the initiation of investigative or enforcement actions relative to currency crimes, money laundering, and narcotics-related violations.

1997 Summary of Request

- For FY 1997, the request (excluding ICDE) includes 925 positions, 925 FTEs, and \$67.8 million, an increase of \$332 thousand over the FY 1996 level and a decrease of 17 FTEs. The decrease in FTEs is due to major cuts to the agency budget in addition to receiving no funds from the FY 1996 or FY 1997 Crime Bill.

- The request also includes 361 positions, 361 FTEs, and \$36.6 million for ICDE in FY 1997. The total reflects a decrease of \$1.3 million from the FY 1996 level.

1997 Highlights

Narcotics Crimes Program

- The IRS-Criminal Investigation effectively contributes to the Nation's antidrug effort through the targeting, investigation, and prosecuting of those individuals and organizations who participate in money laundering and narcotics-related activities. The IRS-Criminal Investigation uses its expertise in financial investigation to trace the flow of drug-related monies. These financial investigations identify the organizational structure and participants of an illegal enterprise, identify money and assets for seizure and forfeiture action, and establish the basis for Title 21 or other charges which may be outside the statutory authority of the IRS.
- Through its investigations of violations of the tax laws under Title 26, IRS-Criminal Investigation provided a clearly defined, non-overlapping statutory basis to assist in the successful investigation and prosecution of narcotics-related violations. Additionally, the statutory authority of the IRS-Criminal Investigation to investigate currency crimes and money laundering violations under the provisions of Title 31 and Title 18 has made the IRS an instrumental agency in asset seizure and forfeiture actions, as well as a leader in financial investigations.

Currency Transaction Reports Processing Program

- The number of financial information documents processed by the Detroit Computing Center continues to increase as the enforcement efforts of the IRS are expanded. These increases can, in part, be attributable to increased compliance and expanded antidrug/money laundering legislation. On October 27, 1986, President Reagan signed the Money Laundering Control Act of 1986. The Act contained significant money laundering provisions which included amendments to the Bank Secrecy Act and amendments to Title 18. The amended portions to Title 18 included the addition of Sections 1956 and 1957 — transactional money laundering provisions which penalize currency transactions obtained from or used in certain illegal activities. The major provisions involving the Bank Secrecy Act included new Title 31 legislation in Section 5324 prohibiting the structuring of financial transactions to evade reporting requirements. Sections 981 and 982 of Title 18 also provided for the forfeiture of monies and/or assets involved in violation of these statutes. These provisions were further enhanced by the Anti-Drug Abuse Act of 1988.
- This legislation and the financial documents maintained at the Detroit Computing Center enhance the effectiveness of IRS-Criminal Investigation to investigate and prosecute members of major drug trafficking and money laundering organizations. As a result, the IRS expanded its enforcement efforts in and financial investigations of currency crimes and money laundering violations. The funding request for this program is \$12.9 million, an increase of \$0.3 million over the FY 1996 level.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Total Convictions (w/o ICDE)	310	308	312
Total Convictions (w/ ICDE)	1,001	915	925

V. PROGRAM ACCOMPLISHMENTS

- Money Laundering is a significant aspect of IRS/CID Narcotics program. Money Laundering convictions involve individuals attempting to avoid CTR filings through financial institutions and/or Form 8300 filings by businesses. Eighty percent of all money laundering cases are related to narcotics and 20 percent are related to crimes such as health care fraud, motor fuel excise tax fraud, bank fraud, and bankruptcies.

	FY 1995	FY 1996	FY 1997
Narcotics Money Laundering	730	700	650
Non-Narcotics Money Laundering	<u>310</u>	<u>300</u>	<u>300</u>
Total Money Laundering	1,040	1,000	950

- The most common measure of output or accomplishment is the number of financial forms, such as the Currency Transactions Reports, which are filed and processed. For FY 1995, 12.6 million CTRs were processed; 13.9 million are expected to be processed in FY 1996, and 15.1 million are anticipated for FY 1997.

U.S. SECRET SERVICE

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Investigations	\$66.8	\$62.5	\$67.6
Prevention	<u>4.7</u>	<u>5.4</u>	<u>5.2</u>
Total	\$71.5	\$67.9	\$72.8
Drug Resources by Decision Unit			
Investigations	\$66.8	\$62.5	\$67.6
Administration	2.5	2.6	2.6
Protective Operations	<u>2.2</u>	<u>2.8</u>	<u>2.5</u>
Total	\$71.5	\$67.9	\$72.8
Drug Resources Personnel Summary			
Total FTEs	641	576	635
Information			
Total Agency Budget	\$475.7	\$531.9	\$516.2
Drug Percentage	15.0%	13.0%	14.0%

(Detail may not add to totals due to rounding.)

II. PROGRAM SUMMARY

- The mission of the Secret Service includes the authority and responsibility to engage in the following activities:
 - Protect the President, the Vice President, the President-elect, The Vice President-elect, and members of their immediate families; major Presidential and Vice Presidential candidates; former Presidents, their spouses, and minor children; and visiting heads of foreign states or governments;
 - Provide security at the White House complex and other Presidential offices, at the official residence of the Vice President, and at foreign diplomatic missions;
 - Detect and arrest any person committing an offense against the laws relating to currency, coins, obligations, and securities of the United States or foreign governments; and
 - Detect and arrest those violating laws pertaining to electronic funds transfer frauds, credit card and debit card frauds, frauds involving Federally insured financial institutions, false identification documents or devices, and computer access fraud.
- Identified resources are based on a methodology that incorporates pay, benefits, and support costs of FTEs devoted to drug enforcement activities. These include criminal investigations, Federal/State/local task force involvement, employee and applicant drug testing, protectee drug-related speeches, and protection involved in other drug-related activities.

- It is estimated that 39 percent of the workload of the Investigations Activity is drug-related, based upon actual staff hours expended in the sample year FY 1990, plus an additional 54 FTEs specifically earmarked by the Congress in FY 1992 for drug enforcement activities incident to work with task forces targeting West African task forces. The 7 percent and 1 percent figures for the Administration and protective operations activities' involvement also rely on the use of actual staff hours data for FY 1990.

III. BUDGET SUMMARY

1996 Base Program

- The total amount of drug-related resources for FY 1996 is \$67.9 million, a decrease of \$3.6 million from the FY 1995 level. The total FTE is 576 for FY 1996.
- In FY 1996, the Secret Service will shift 258 FTEs from the Investigations Activity to the Candidate/Nominee Activity (one of the five protective operations activities of the Service) because of the Presidential campaign. Although the Secret Service has proposed no new budgetary resources specifically devoted to carrying out the National Drug Control Strategy, it will continue to devote 39 percent of its investigative resources, 7 percent of its administrative resources, and 1 percent of its protective operations to drug-related activities.

1997 Summary of Request

- In total, the President's FY 1997 budget request for the Secret Service is \$72.8 million and 635 FTEs, an increase of \$4.9 million and 59 FTEs over the FY 1996 level.

1997 Highlights

- In FY 1997, the Secret Service will shift 149 FTEs of its protective FTEs back to the Investigations Activity. After the termination of the extraordinary protective efforts of 1996 and 1997, FTEs will gradually reshift from protective operations to investigations.
- Increasingly, the criminal investigations of the Secret Service produce information about financial crimes committed by drug traffickers or violators. These crimes, predominately in the areas of counterfeiting, forgery, and fraud, provide an alternate means to prosecute drug offenders.
- Many of the Secret Service's check and bond forgery investigations are initiated as a result of drug enforcement activity. Illicit drug dealers frequently launder their drug money through the purchase of U.S. Savings Bonds. Many suspects and defendants in forgery cases have prior criminal histories for drug violations and admit that they have stolen, forged, and/or negotiated Treasury Bonds or Checks to help finance their drug habits.
- An Attorney General's study revealed that 80 percent of all drug trafficking is associated with the use of fraudulent identification. Drug dealers routinely use false credentials to launder drug profits and to avoid identification. The Secret Service's jurisdiction and expertise in this area has been instrumental in dismantling drug rings.
- Similarly, the Secret Service's investigations involving credit card fraud often lead to the arrest of drug traffickers. Drug distribution networks often use the profits of credit card crime to fund their operations.

The Secret Service's investigations have also uncovered illegal enterprises which accept stolen credit cards as payment for drugs. By aggressively investigating drug-related credit card fraud, the Secret Service is able to attack and undermine the financial infrastructure of many drug operations.

- The investigation of telecommunications and cellular telephone crimes is a new and effective method of weakening the supporting infrastructure of illicit drug dealers. It is widely known in the law enforcement community that organized criminal elements in the United States and in drug-producing countries use reprogrammed telephones to defraud the telecommunications industry, mask their identity, increase their mobility, and frustrate court-ordered electronic monitoring. The Secret Service has experienced considerable success in dismantling these illegal communications networks.
- The Secret Service's varied criminal jurisdictions enable the prosecution of drug offenders on peripheral charges and provide opportunities to collect important drug-related intelligence information. Accordingly, the investigative assets of the Secret Service comprise a unique and invaluable tool to assist in the war against drugs.
- The Secret Service will continue to conduct "Operation Safe Home" surveys to rid urban housing projects of those responsible for the distribution of drugs.

IV. PROGRAM STATISTICS

- The following chart statistically projects the number of drug cases that will be investigatively closed for FY 1995, FY 1996, and FY 1997:

Drug-Related Cases	1995 Actual	1996 Estimate	1997 Projection
Counterfeiting	23	20	23
Forgery	23	20	23
Fraud	375	333	283
Other	5	5	5
Total	426	378	334

V. PROGRAM ACCOMPLISHMENTS

- In FY 1995, the Secret Service conducted a counterfeit investigation in Canada. It was revealed that the main target was associated with organized crime figures who have been regarded as major drug traffickers in the Montreal area.
- The Service has recently established an office in Bogota, Colombia. This area has been identified as a major source of drugs entering the United States, as well as a leading producer of counterfeit U.S. currency. The Service's presence is a significant factor in the anti-counterfeiting effort and will become an important ally in the antidrug campaign.
- The Service has long been involved with West African Task Forces and through this involvement has discovered several fraud schemes. For example, Nigerian organized criminal group members, posing as officials of their government, banking industry leaders, and officials of oil import/export companies have contacted American individuals and businesses and enticed them into investing in potential "million-dollar-windfalls." Recently, proceeds from this type of fraud were being used to fund a heroin distribution ring and a stolen car operation in the New Jersey/New York metro area with ties directly to Lagos, Nigeria.

TREASURY FORFEITURE FUND

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
State and Local Assistance	\$68.7	\$73.5	\$73.5
Investigations	127.4	110.5	99.1
International ¹	<u>0.4</u>	<u>0.5</u>	<u>0.5</u>
Total	\$196.4	\$184.5	\$173.1
Drug Resources by Decision Unit			
Definite Budget Authority	\$11.2	\$8.2	\$8.2
Permanent Indefinite Authority	<u>185.2</u>	<u>176.3</u>	<u>164.9</u>
Total	\$196.4	\$184.5	\$173.1
Drug Resources Personnel Summary			
Total FTEs ²	16	16	16
Information			
Total Agency Budget	\$239.6	\$225.0	\$211.1
Drug Percentage	82.0%	82.0%	82.0%
(Detail may not add to totals due to rounding.)			

¹ International efforts include training foreign law enforcement officers in the asset forfeiture process as conducted in the United States. These contacts are encouraged as a means of facilitating money laundering and asset forfeiture investigations internationally.

² All participating Treasury bureau FTEs are reimbursed and reflected in their drug budget numbers.

- The drug control percentage has been adjusted as a result of a line-by-line review of the drug-related spending from the fund. A weighted average was calculated and appears in the above figures.

II. PROGRAM SUMMARY

- The Treasury Forfeiture Fund (TFF) was established by the Treasury Department Appropriations Act, P.L. 102-393, as a special fund. Special funds consist of separate receipt and expenditure accounts. The TFF has two accounts for paying fund expenses — a permanent indefinite and an annual appropriation. The permanent indefinite appropriation is available for purposes related to specific seizures. The annual appropriation is enacted in the Treasury Appropriations Act and represents a Congressional limitation on the use of the proceeds of seized and forfeited assets for purposes more generally related to the forfeiture program. In addition, at the end of each fiscal year, the Fund is authorized to reserve an amount not to exceed \$50 million of the unobligated balances of the Fund for future operations. One-half of the amount in excess of \$50 million is to be transferred to ONDCP's Special Forfeiture Fund. The other half of the excess unobligated balance constitutes the "Super-Surplus" fund. The Super Surplus is available to the Secretary without fiscal year limitation for any law enforcement purpose.

- **Mandatory Expenses (Permanent Indefinite Appropriation).** These expenditures are incurred in connection with the seizure, detention, inventory, security, maintenance, advertisement, and

disposal of property. Mandatory expenses also include investigative costs; remission and mitigation payments; satisfaction of valid liens and mortgages; the necessary services of experts and consultants; State and local overtime incurred by police departments while working joint operations; awards to informers; and the purchase or lease of automated data processing systems, training, printing, and contracting services.

- **Equitable Sharing Payments.** These expenses include payments to other Federal agencies, State and local law enforcement agencies, and foreign countries.
- **Discretionary Expenses (Annual Appropriation).** These expenses are incurred in carrying out forfeiture program responsibilities that are not necessarily related to any one specific seized or forfeited asset. Such expenses include equipping Treasury as well as State and local enforcement vehicles, vessels, and aircraft; reimbursing private persons for expenses incurred while cooperating with Treasury investigations and undercover operations; and training foreign law enforcement personnel in Treasury seizure and forfeiture activities.

III. BUDGET SUMMARY

1997 Base Program

- Drug control resources of the fund total \$184.5 million in FY 1996. This budget includes drug-related funding of \$8.2 million for discretionary expenses. Further, an estimated \$176.3 million in drug-related resources will be provided for mandatory forfeiture expenses in FY 1996.

1997 Summary of Request

- The total request for drug-related activities is \$173.1 million, a \$11.4 million decrease from FY 1996. The Definite Budget Authority request of \$8.2 million is at the same level as FY 1996, and \$164.9 million is requested for the Permanent Indefinite Appropriation.

IV. PROGRAM STATISTICS

- Not available.

V. PROGRAM ACCOMPLISHMENTS

- Reimbursing proper expenses of seizure and forfeiture, sharing funds with state and local law enforcement agencies, and managing the resources of the fund constitute the main achievements of the Fund. These achievements apply mostly to the investigations into money laundering and illegal drug activity conducted domestically within the United States.
- International efforts in training foreign law enforcement officers in the asset forfeiture process were conducted as a means of facilitating investigations wherein money laundering and other proceeds from illegal drug activity are affecting the United States.
- Funds are also being used to coordinate the establishment of foreign intelligence units to focus on information exchange of financial data related to money laundering and drug-related investigations.

U.S. INFORMATION AGENCY

I. RESOURCE SUMMARY

(Budget Authority in Millions)			
Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
International	<u>\$9.8</u>	<u>\$9.1</u>	<u>\$9.3</u>
Total	\$9.8	\$9.1	\$9.3
Drug Resources by Decision Unit			
Overseas Missions	\$5.3	\$4.6	\$4.7
Information Programs, Exchanges, and Research	4.0	4.0	4.0
Broadcasting	<u>0.5</u>	<u>0.6</u>	<u>0.6</u>
Total	\$9.8	\$9.1	\$9.3
Drug Resources Personnel Summary			
Total FTEs	128	108	108
Information			
Total Agency Budget	\$1,407.4	\$1,077.7	\$1,118.8
Drug Percentage	0.7%	0.8%	0.8%
(Detail may not add to totals due to rounding.)			

- The drug percentage is based on estimates provided by each United States Information Agency (USIA) program office and United States Information Service (USIS) overseas post.

II. PROGRAM SUMMARY

- The USIA has the unique U.S. Government responsibility abroad for informing foreign publics about official U.S. foreign and domestic policy issues and initiatives. Through its multilingual media, programming, and overseas posts activities, USIA explains policy within a foreign cultural context, encouraging substantive interaction with key host country media, academe, government, NGOs, and other institutions to further U.S. interests. Its Director reports to the President and receives policy guidance from the Secretary of State.
- The USIA's public affairs programs build understanding and support among key foreign publics for U.S. international drug control efforts. They provide accurate and timely information about U.S. policies and programs, demonstrate the threat posed by drug trafficking to source and transit countries, and help build foreign countries' capacity to fight drug abuse, trafficking and related criminal activities. Other USIA activities that strengthen the rule of law in emerging democracies complement the goal of developing international cooperation in the fight against drugs.
- USIA operations in the narcotics area currently consist of the following major elements:
 - **Overseas Missions.** USIA officers in 143 countries at 200 posts direct public affairs programs on drug issues under the direction of the Ambassador and in close collaboration with State,

DEA, and other USG agencies. USIA posts provide information products to key media and institutions, provide press support for visiting USG officials, organize speaker programs and workshops for officials and NGOs, and administer exchange of persons programs.

- **Information Programs, Exchanges and Research:** The Bureau of Information supports USIA post activities with news, official texts and other print materials on drug issues, briefings at Foreign Press Centers, reference services, and American experts for speaker programs and teleconferences. The Bureau of Educational and Cultural Affairs conducts professional and academic exchange programs on drug-related issues in conjunction with USIA posts and U.S. institutions and organizations. The Office of Research conducts polls of foreign public opinion and reports on foreign press commentary on U.S. programs and policies.
- **Broadcasting:** The Bureau of Broadcasting provides news, features, and interviews on drug issues through the Voice of America's Worldwide English and 47 language services and through Radio Marti, Radio Liberty, and Radio Free Europe. Worldnet television produces daily news stories, acquires documentaries and public service announcements for broadcast and use at overseas institutions, and conducts interactive teleconferences via satellite on drug-related issues.

III. BUDGET SUMMARY

1996 Base Program

- USIA's budget request totals \$9.1 million for FY 1996. This represents a \$0.7 million decrease in funding from the FY 1995 level.
- A total of \$4.6 million will be spent on drug-related activities at USIA's posts overseas. Latin America, particularly the cocaine-producing, refining and transit countries, remains the focus for building public support for the fight against illegal drugs. Programming continues in Europe and in the heroin-producing and transit countries of Asia and Africa. This decrease from FY 1995 reflects the downsizing in overseas operations during 1996. This base program includes the cost of media programs, salaries, and administrative overhead, and local costs for seminar and speaker programs. It does not, however, include expenses paid directly by the Embassy Narcotics Affairs Section in support of USIA programs, particularly on demand reduction and prevention programs in Latin American and South Asia.
- Information Programs, Exchanges, and Research (Washington-based entities) will spend \$4.0 million, including (1) International Visitor, Humphrey, Fulbright and other drug-related exchange programs (\$3.6 million); (2) information programs, including teleconferencing, speaker programs, texts and background articles, and reference services (\$0.3 million); and (3) foreign media analysis and public opinion research and overall policy coordination (\$0.1 million). This amount does not include funds provided by the State Department for demand reduction efforts.
- The Bureau of Broadcasting will spend a total of \$0.5 million on the Voice of America's multi-language news and features programs and on Worldnet television, film, and video programming, including live televised teleconferences.

1997 Summary of Request

- The total funding request for FY 1997 is \$9.3 million, an increase of \$0.2 million over FY 1996. Despite

deep reductions in its overall resources, USIA will maintain its support for a broad spectrum of public affairs activities related to drugs. This reflects the Administration's strong emphasis on stopping drug production and trafficking and other international criminal activities. The \$0.2 increase covers anticipated increases in overseas and domestic salaries and other operating costs.

- USIA's overall budget provides substantial support to programs that indirectly assist the international fight against illicit drug production and trafficking, particularly in the former Soviet Union, Latin America, and Africa. Programs on the rule of law, freedom of the press, government ethics, and civil society strengthen the capacity of new democracies to prosecute traffickers, promote transparency in government, fight corruption, and strengthen community-based organizations.

IV. PROGRAM STATISTICS

	1995 Actual	1996 Estimate	1997 Projection
Participants in:			
- Hubert Humphrey Program	14	14	14
- International Visitor Program ¹	172	160	160
- Fulbright Program	16	16	16
- Speakers/Specialist Programs	18	15	15
- Foreign Journalist Workshop ²	36	20	20
- Television News Stories (Multilanguage)	44	44	44
- Interactive Television Programs	13	13	13
- Teleconferences	5	7	7
- VOA News and Feature Reports ³ (English and Foreign Language)	1,100	1,100	1,100
- Background Articles, Texts and Transcripts	470	470	470
- Foreign Media Reaction Reports	9	9	9
- Research Reports	8	10	8

¹ This figure incorporates visits focused entirely or in part on issues related to drug control.

² FY 96 funding for this program is in question.

³ In addition to the above output measures, VOA will continue to produce and broadcast "Doble Filo," a 15-minute weekly program in Spanish dealing exclusively with the drug issue and placed in more than 500 local FM stations in Latin America. The Television Service will also continue to acquire documentaries and public service announcements for rebroadcast by television stations and cable operators.

V. PROGRAM ACCOMPLISHMENTS

- USIA public affairs programs advanced U.S. drug control efforts through a variety of programs and media. Emphasizing different aspects of the problem, these activities informed key foreign publics about the dangers of the drug trade to society and democratic governance, built support for U.S. policies and efforts to control the problem, and brought a wealth of American experience to help other countries combat their own domestic drug problems. USIA antidrug programs focussed on Latin America, particularly Colombia, Peru and Bolivia, and the heroin producing and transit countries of Asia.

- Following are examples of USIA programs in 1995:

Overseas Missions

- USIA officers overseas work closely with the Ambassador, other USG agencies, and officials to win support for antidrug efforts through Ambassadorial speeches, press briefings by visiting U.S. government officials, local publications, and sustained contact with local journalists. In Bolivia, for example, USIA officers have worked with Bolivian government officials to develop strategies to win public opinion support for Bolivia's antidrug efforts and alternative development programs. In Lima, USIA has sponsored regular background discussions for journalists, the Ambassador, and other embassy officers. In Colombia, USIA clarified the DEA's role in response to allegations of DEA involvement in Colombia's internal affairs. In Malaysia, USIA arranged an interview with a DEA official that resulted in a special issue of a local magazine on DEA efforts to cooperate with Asian police and counter-narcotics officials.
- USIA posts advanced international cooperation in the fight against drugs by helping source and transit countries develop their demand reduction programs stressing cooperation between the public and private sectors. In India, USIA brought hundreds of community leaders, medical practitioners, and government officials together for a series of workshops on prevention programs in New Delhi, Bombay, Calcutta, Madras, and Cochin, with co-funding by the Embassy's Narcotics Affairs Section and support from USIA's Bureau of Information. Working with the State Department and other U.S. government agencies, USIA posts in countries from Brazil to Slovakia carried out similar demand reduction programs.
- After participating on the annual workshop for foreign journalists, a Nigerian editor wrote several stories on U.S. drug policies and organized a one-day seminar on reporting drug issues for 15 colleagues. Thanks to a televised teleconference via Worldnet, Washington Post correspondent Sally Squires and DARE Deputy Director William Alden provided the Nigerian journalists with advice on developing media strategies to curb drug abuse. These efforts led to a better understanding of drug issues among a group of reporters in a key transit country.

Information Programs, Exchanges, Research (Washington-based programs)

- USIA's Washington Foreign Press Center organized background briefings on U.S. drug policy for Washington-based foreign correspondents, particularly from drug producing and transit countries in Latin America and Asia. In March, Assistant Secretary of State Robert Celbard highlighted the main points of the State Department's International Narcotics Control Strategy Report, again with prominent coverage by foreign print and electronic media.
- USIA's Bureau of Information regularly provided timely transcripts and background reports on drug-related issues in language versions. In Mexico City, for example, the same-day receipt of Congressional testimony by Administration officials led to extensive and accurate coverage by all major dailies.
- USIA's World Wide Home page increased foreign audiences' access to U.S. government antidrug policies and programs with texts of USIA's background reports, VOA news reports, transcripts of speeches and briefings, and U.S. government documents.
- USIA's Office of Research and Media Reaction produced nine Media Reaction Reports on U.S. antidrug policy. The office also reported results of public opinion surveys in seven Latin Amer-

ican countries, India, Thailand, Kazakhstan, and Uzbekistan. These reports cover in varying degrees, the extent of drug consumption and trafficking, legalization issues, and the effectiveness of efforts to combat the illegal drug trade. The surveys provide valuable information for planning public diplomacy efforts and other counter-narcotics efforts.

- USIA's International Visitor program brought 172 foreign government officials, community activists, journalists, academics, and other leaders for professional programs. Group projects focused on topics such as "Drug Abuse Control in the U.S." and "Narcotics Education and Prevention." Other individual programs dealt with several topics, including drug control. These visits allow foreigners to learn firsthand about U.S. drug control efforts and establish links with professional counterparts. Former participants on this program have gone on to lead their countries' fights against drugs, either in government or through nongovernmental organizations.
- Leading researchers from Russia, Morocco, Bulgaria, India, and Korea worked at the National Institute on Drug Abuse under the auspices of the Hubert Humphrey Fellowship Program, sponsored by USIA's Bureau of Educational and Cultural Affairs. This program exposed these leaders in their countries drug control efforts to American methodologies and established ongoing links. Over the years former fellows have gone on to occupy key posts, including secretary-general of the Czech Republic's National Drug Commission.

Broadcasting

- USIA's Worldnet Television Service produced 13 live interactive broadcasts on drug-related issues in 1995. In Brazil, an interactive on public awareness campaigns prompted a call to a state governor to produce and carry regular drug education programs on local television. In Bolivia, a program on drug abuse surveys spurred government officials and drug prevention experts to collaborate on drug abuse and consumption surveys. In Israel, a program on work-based prevention programs brought government officials and business leaders together for the first time to discuss cooperation in the fight against drug abuse.
- Programs acquired by Worldnet heightened foreign publics' understanding of the drug problem. Guinean Television's rebroadcast of "Easy Money," a film produced with USIA and State Department support, made drug trafficking a topic of conversation and showed viewers the realities of being a drug "mule." In Guatemala, treasury police used Worldnet-supplied programming in the training courses for officers.
- VOA's News Division aired more than 1,100 reports from its correspondents in the United States and overseas on drug trafficking, abuse, and prevention and their effects on society. The Current Affairs Division featured reports on scientific advances in combatting drug abuse, and interviews on drugs and related problems with political leaders from Attorney General Janet Reno to New York City Mayor Rudolph Giuliani on "Press Conference USA."
- VOA's Latin American Division focused its drug-related reporting on its award-winning weekly program "Doble Filo," which millions of listeners hear over 600 stations in 17 countries. The Spanish branch also discussed the international war against drugs on an international call-in program, "Hablemos con Washington," with Ana Maria Salazar from the State Department's Bureau of International Narcotics and Law Enforcement.

- Listeners to VOA language broadcasts to East, Central, and South Asia heard extensive coverage of the drug issue, particularly with regard to heroin production and trafficking. The Dari and Pashto service produced and aired "The Killer Flower," a 13-part series focusing on poppy cultivation, eradication, alternative development, and drug awareness in Eastern Afghanistan and the Feragha Valley of Central Asia.

DEPARTMENT OF VETERANS AFFAIRS

I. RESOURCE SUMMARY

(Budget Authority in Millions)

Drug Resources by Function	1995 Actual	1996 Estimate	1997 Request
Prevention	\$0.3	\$0.5	\$0.5
Treatment	962.2	1,004.7	1,051.6
Research	<u>3.9</u>	<u>3.9</u>	<u>3.9</u>
Total	\$966.5	\$1,009.1	\$1,056.0
Drug Resources by Decision Unit			
Medical Care	\$962.6	\$1,005.2	\$1,052.1
Research	<u>3.9</u>	<u>3.9</u>	<u>3.9</u>
Total	\$966.5	\$1,009.1	\$1,056.0
Drug Resources Personnel Summary			
Total FTEs	15,950	15,950	15,950
Information			
Total Agency Budget	\$38,050.1	\$38,608.4	\$39,329.1
Drug Percentage	2.5%	2.6%	2.7%

(Detail may not add to totals due to rounding.)

- The resources reflect both the cost of operating the specialized drug abuse treatment programs and the other medical costs of patients diagnosed with a drug abuse problem.

Methodology

- "Treatment Costs" represent the costs for all inpatient and outpatient care of veterans with a primary or associated diagnosis of drug abuse. These figures include the cost of care for these patients in the following areas: specialized drug abuse treatment programs; specialized substance abuse programs treating veterans with alcohol and/or drug abuse problems; and all other medical programs (e.g., medicine, surgery, psychiatry, etc.).
- For specialized drug abuse treatment programs, 100 percent of the costs are included. However, the majority of patients receiving specialized treatment for drug abuse problems receive their care in substance abuse treatment programs. Substance abuse treatment programs provide services to drug abusers, alcohol abusers, and poly-substance abusers. The costs allocated for the treatment of veterans with drug abuse problems in these programs are based upon an analysis of the proportion of drug abuse diagnoses within the total substance abuse population treated in the specialized programs. In determining the treatment costs for drug use disorders in specialized substance abuse treatment programs, 61.2 percent of the total costs of these programs is allocated.
- The other related medical costs for drug abuse patients (i.e., costs for care other than specialized drug treatment in dedicated drug or substance abuse programs) is comprised of five general components: (1) 100 percent of the other related medical costs for patients with a drug diagnosis and treated in a special-

ized drug program, (2) 100 percent of the other medical costs for patients with a primary drug diagnosis and treated in a specialized substance abuse treatment program, (3) 100 percent of the other related medical costs for patients with a primary drug diagnosis and treatment in programs other than specialized drug or substance abuse programs, (4) 50 percent of the other related medical costs for patients with a second diagnosis (not primary) involving drug abuse and treated in programs other than specialized drug or substance abuse programs, and (5) 25 percent of other related medical costs for patients with an associated (not first or second) drug diagnosis and treated in programs other than specialized drug or substance abuse program.

II. PROGRAM SUMMARY

- The Department of Veterans Affairs (VA), through its Veterans Health Administration (VHA), operates a network of substance abuse treatment programs located in the Department's medical centers, domiciliaries, and outpatient clinics. VA plays a major role in the provision of services to veterans who are "service connected" or indigent. (The term "service connected" refers to injuries sustained while in military service, especially those injuries sustained as a result of military action.)
- The VA supports the Federal drug control priorities through expanding access to treatment and increasing treatment effectiveness so that all those who need treatment can receive it. Through its network of treatment resources, the VA is one of the largest providers of substance abuse treatment services in the country. Without VA treatment intervention, a substantial proportion of the drug-using population would remain without treatment and contribute substantially to increased demand for illegal substances. This is particularly true in view of the high rate of medical and psychiatric comorbidity, homelessness, and other markers of social disintegration and poverty among individuals treated in VA substance abuse programs.
- As part of its commitment to the provision of medical care to eligible veterans, the VA provides treatment and rehabilitation to veterans with drug abuse and drug dependency disorders. While veterans with drug abuse problems are treated in other governmental and private settings, the VA plays a major role in the provision of services to individuals meeting VA eligibility standards. The latter includes veterans who are primarily either service connected or indigent. If the VA did not provide these services, the treatment of these veterans would fall upon already overburdened city, county, State, and voluntary treatment facilities. No other Federal agencies are currently in a position to provide the level of care offered by the VA.

III. BUDGET SUMMARY

1996 Base Program

- The total FY 1996 base is \$1,009.1 million, an increase of \$42.6 million in Medical Care resources over the FY 1995 level. The total number of FTEs is 15,950, the same number of FTEs as for FY 1995.
- The FY 1996 base contains an estimated \$1,005.2 million towards this program for Medical Care. This program consists of \$552.7 million for inpatient drug abuse care and treatment, \$452.0 million for outpatient treatment, and \$0.5 million for prevention activities.
- The FY 1996 base also contains \$3.9 million for research and development to be applied towards drug abuse-related research.

1997 Summary of Request

- The FY 1997 request is a total of \$1,052.1 million, an increase of \$46.9 million over the FY 1996 level. The total number of FTEs remains at 15,950. In addition, the drug abuse-related research, which is funded through the \$3.9 million Research portion of the total budget, will continue in FY 1997.
- The following is a breakdown of the amount of funding projected for drug-dependent treatment programs and for medical-related costs supported in Medical Care (excludes Research resources):

Drug Portion Estimates (Dollars in Millions)

	1995 Estimate	1996 Estimate	1997 Projection
Drug Treatment Programs:			
- Inpatient	\$277.6	\$286.3	\$296.5
- Outpatient	<u>94.3</u>	<u>97.4</u>	<u>101.2</u>
Subtotal	\$371.9	\$383.7	\$397.7
Medical Related Costs:			
- Inpatient	\$253.2	\$266.4	\$280.5
- Outpatient	<u>337.5</u>	<u>355.1</u>	<u>373.9</u>
Subtotal	\$590.7	\$621.4	\$654.4
(Detail may not add to totals due to rounding.)			

Drug Portion Estimates of Related Medical Costs* (Dollars in Millions)

	1995 Actual	1996 Estimate	1997 Projection
Patients Treated in Specialized Treatment Programs	\$348.5	\$366.6	\$386.1
All Other Patients	<u>242.2</u>	<u>254.8</u>	<u>268.3</u>
Total	\$590.7	\$621.4	\$654.4
(Detail may not add to totals due to rounding.)			

* Includes Other Related Treatment and Prevention.

1997 Highlights

- The VA is continuing to implement their Drug-Free Workplace Program, which provides for supervisory and employee education, employee assistance, and drug testing. A large majority of their supervisors (78%) and employees (80%) have received drug-free workplace training. The percentage of supervisors and employees trained continues to increase every year. VA has a strong Employee Assistance Program (EAP) which provides initial assessment and referral to community rehabilitation and treatment facilities that can be accessed by all employees. Their EAP is also available to the family members for their employees.
- In conjunction with the Department of Health and Human Services (HHS) and the Department of Justice (DOJ), the Department of Veterans Affairs will make available to communities its expertise in drug

treatment theory and program development. The emphasis will be on the establishment of a treatment continuum, the implementation of patient/treatment matching, and methods of evaluating treatment outcome.

- VA will be able to accomplish this within existing resources, primarily through its Center of Excellence in Substance Abuse Treatment and Education (CESATE) and its Program Evaluation and Resource Center (PERC). These two entities already provide these services within VA and will be made available for integration into similar activities within HHS and DOJ.

IV. PROGRAM STATISTICS

Drug and Drug-Related Diagnosis	1995 Estimate	1996 Estimate	1997 Projection
Inpatients	69,427	69,427	69,427
Outpatient Visits	2,896,985	2,896,985	2,896,985
Halfway House Placements	3,899	3,899	3,899
Compensated Work Therapy Patients (subset of Outpatient visits)	35,038	35,038	35,038

V. PROGRAM ACCOMPLISHMENTS

- Specialized substance abuse treatment services are available at 160 VA Medical Centers.
- VA continues to provide inpatient treatment services to veterans with significant substance abuse and psychosocial problems: 36 percent are aged 50 or older, 74 percent are not married, 39 percent are members of an ethnic minority, and 64 percent are unemployed or low income. Among patients with drug diagnoses treated in specialized inpatient substance abuse units, 66 percent abuse cocaine, 19 percent abuse opioids, and 35 percent have coexisting psychiatric diagnoses.
- VA has expanded access to care for veterans with substance abuse disorders. Since FY 1991, the number of substance abuse treatment components (i.e., outpatient, detoxification, residential rehabilitation, etc.) has increased 19 percent. To meet the needs of increasingly difficult-to-treat populations, many VA programs offer specialized treatment services. For example, 151 program components target veterans with concomitant psychiatric or medical disorders, 72 offer specialized services to patients with HIV/AIDS, and 133 tailor some aspects of treatment to homeless veterans.
- VA continues to promote care in lower cost settings as clinically indicated. The majority of newly established program components are outpatient and day hospital programs. The number of patients with outpatient substance abuse care, but with no inpatient substance abuse treatment within the year, has dramatically increased between FY 1988 and FY 1994 from 38,200 to 64,800 (a 70 percent increase). Although the number of patients treated on substance abuse units remained relatively constant between FY 1988 and FY 1994, the total number of VA patients receiving specialized substance abuse outpatient care increased from 85,200 to 117,000 during this time frame.
- Efforts to promote continuity of care for substance abusing veterans are yielding positive results. The number of substance abuse inpatients and extended care patients who received one or more specialized substance abuse outpatient visits increased between FY 1988 and FY 1994 from 47,000 to 52,000.

- The Program Evaluation and Resource Center (PERC), Palo Alto VAMC, is conducting a major process-outcome evaluation of substance abuse treatment programs. PERC is focusing on substance abuse treatment programs at 13 VAMCs that follow a traditional 12-step and/or a cognitive-behavioral treatment approach. These are the two most prevalent treatment orientations in VA programs. Intake and discharge data have been collected on over 3,000 patients; one- and two-year follow-ups are being conducted. Treatment outcomes will be assessed in terms of drug and alcohol use, problems related to use, depression, employment, and readmission for treatment. The project will also examine the processes underlying the two treatment approaches and whether certain types of patients fare better in each type of treatment.
- A second outcome-oriented evaluation focuses on the VA's Contract Residential Facilities (CRF) Program that provides residential care which serves as a bridge between inpatient treatment and independent life in the community for selected substance abuse patients. Four-year follow-up findings for patients referred to CRFs in FY 1987 indicate that those who had longer episodes of residential care were less likely to be readmitted for substance abuse treatment or psychiatric care. A survey of CRFs identified three models of care in such facilities (psychosocial model, supportive rehabilitation model, and intensive treatment model). A prospective follow-up study of patients admitted to CRFs is being conducted to estimate more accurately the effects of such care, to determine the processes that account for those effects, and to identify the characteristics of patients who are the best candidates for placement in different models of CRF care.
- The PERC is working with Mental Health and Behavioral Sciences Service to develop a system of performance indicators for VA substance abuse treatment programs to monitor services provided to veterans. For example, possible indicators for inpatient programs include: (a) case mix-adjusted 90-day readmission rates; (b) percentage of inpatients discharged with stays of six days or more; (c) percentage of patients who obtain two or more mental health outpatient visits in the 30 days after discharge from inpatient treatment; and (d) for patients receiving outpatient aftercare, the number of days between discharge from inpatient care and the initial outpatient visit. For patients directly admitted to outpatient care, a potential index is the percentage who have two or more outpatient visits in the first 30 days after the initial visit. To track access to care, a potential index is the change from the prior fiscal year in the overall percentage of inpatients at a facility who are seen in substance abuse units, as well as the change in the overall percentage of outpatients seen for substance abuse clinic visits.

Additional Funding Tables

Drug Control Funding: Agency Summary, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate ¹	FY 1997 President's Request
Department of Agriculture			
Agricultural Research Service	6.5	4.2	4.7
U.S. Forest Service	8.9	8.9	8.9
Special Supplemental Program for Women, Infants, and Children (WIC)	13.9	15.0	15.3
Total, Agriculture	29.3	28.1	29.0
Corporation for National and Community Service	25.6	32.9	38.5
Department of Defense	840.2	814.3	814.1
Department of Education	584.0	618.1	658.8
Department of Health and Human Services			
Administration for Children and Families	91.3	44.9	82.6
Centers for Disease Control and Prevention	44.5	44.1	61.1
Food and Drug Administration	6.8	6.8	6.8
Health Care Financing Administration	252.2	290.0	320.0
Health Resources and Services Administration	36.4	41.5	43.3
Indian Health Service	42.8	42.8	42.8
National Institute on Drug Abuse (NIDA)	436.9	458.4	466.3
Substance Abuse and Mental Health Services Administration	1,372.3	1,097.5	1,284.6
Total, HHS	2,283.2	2,025.9	2,307.5
Department of Housing and Urban Development	300.8	290.0	290.0
Department of the Interior			
Bureau of Indian Affairs	19.9	20.5	20.4
Bureau of Land Management	5.1	5.1	5.1
Fish and Wildlife Service	1.0	1.0	1.0
National Park Service	8.7	8.7	8.8
Office of Insular Affairs ²	1.3	0.2	0.2
Total, Interior	35.9	35.4	35.5
The Federal Judiciary	471.4	506.6	577.3
Department of Justice			
Assets Forfeiture Fund	506.7	444.4	433.0
U.S. Attorneys	213.3	236.7	256.1
Bureau of Prisons	1,703.5	1,820.2	2,037.4
Community Policing	428.9	595.0	652.1
Criminal Division	21.4	21.8	23.8
Drug Enforcement Administration	791.9	852.9	1,008.9
Federal Bureau of Investigation	607.3	624.2	731.6
Immigration and Naturalization Service	177.2	246.1	306.7
Interagency Crime and Drug Enforcement ³	374.9	359.8	372.0
INTERPOL	1.8	1.6	1.8
U.S. Marshals Service	280.5	322.7	347.0
Office of Justice Programs	487.7	667.7	677.7
Federal Prisoner Detention ⁴	198.8	243.5	292.4
Tax Division	0.5	0.3	0.4
Total, Justice	5,794.3	6,436.9	7,141.0

(Detail may not add to totals due to rounding)

¹ Includes the Administration's proposed adjustments to FY 1996 Continuing Resolution levels.

² Formerly the Office of Territorial and International Affairs.

³ Formerly the Organized Drug Enforcement Task Forces.

⁴ Formerly the Support of U.S. Prisoners.

Drug Control Funding: Agency Summary, FY 1995–FY 1997 (continued)

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate ¹	FY 1997 President's Request
Department of Labor	60.0	60.9	60.9
Office of National Drug Control Policy			
Salaries and Expenses: Operations	10.4	10.9	16.8
Salaries and Expenses: CTAC ²	—	16.0	18.0
High Intensity Drug Trafficking Areas	107.0	103.0	103.0
Special Forfeiture Fund: Director's Discretion	17.6	—	—
Special Forfeiture Fund: Ballistics Technology	3.1	—	—
Special Forfeiture Fund: CTAC	8.0	—	—
Total, ONDCP	146.1	129.9	137.8
Small Business Administration	0.1	0.1	0.1
Social Security Administration	148.9	196.4	202.8
Department of State			
Bureau of International and Law Enforcement Affairs ³			
INL	105.0	115.0	193.0
FMF	13.2	—	—
ESF	19.8	20.0	—
Subtotal	138.0	135.0	193.0
Emergencies in the Diplomatic and Consular Service	0.2	0.3	1.0
Total, State	138.2	135.3	194.0
Department of Transportation			
U.S. Coast Guard	301.2	329.7	345.9
Federal Aviation Administration	17.7	20.0	21.9
National Highway Traffic Safety Administration	29.4	30.2	29.2
Total, Transportation	348.3	379.9	397.1
Department of the Treasury			
Bureau of Alcohol, Tobacco, and Firearms	153.9	172.1	176.4
U.S. Customs Service	543.5	550.9	588.4
Federal Law Enforcement Training Center	17.0	19.6	22.1
Financial Crimes Enforcement Network	11.5	11.6	11.6
Internal Revenue Service	74.4	67.5	67.8
U.S. Secret Service	71.5	67.9	72.8
Treasury Forfeiture Fund	196.4	184.5	173.1
Total, Treasury	1,068.3	1,074.1	1,112.1
U.S. Information Agency	9.8	9.1	9.3
Department of Veterans Affairs	966.5	1,009.1	1,056.0
Other Crime Control Acts	0.3	0.4	1.8
Total Drug Budget	13,251.2	13,783.5	15,063.5
Supply Reduction	8,559.2	9,211.6	10,093.0
Percentage of Total Drug Budget	65%	67%	67%
Demand Reduction	4,691.9	4,571.9	4,970.6
Percentage of Total Drug Budget	35%	33%	33%

(Detail may not add to totals due to rounding)

¹ Includes the Administration's proposed adjustments to FY 1996 Continuing Resolution levels.

² CTAC is part of Salaries and Expenses as of FY 1996.

³ In FY 1995, funding for Foreign Military Financing (FMF) and Economic Support Fund (ESF) programs were not included in the International Narcotics and Law Enforcement Affairs appropriation budget. For presentation purposes, the totals reported in this table for FY 1995 and 1996 include FMF and ESF. In addition, the consolidated International Narcotics (INC) program budget for FY 1997 includes funding for all these efforts.

Federal Drug Control Spending by Function, FY 1995–FY 1997

(Budget Authority in Millions)

Drug Function	FY 1995 Actual	FY 1996 Estimate ¹	FY 1997 President's Request	FY 96–FY 97 Change	
				\$	%
Criminal Justice System	6,545.4	7,105.1	7,790.5	685.4	9.6%
Drug Treatment	2,692.0	2,679.4	2,908.7	229.3	8.6%
Drug Prevention	1,559.1	1,430.1	1,591.6	161.5	11.3%
International	295.8	319.5	400.5	81.0	25.4%
Interdiction	1,280.1	1,339.4	1,437.2	97.8	7.3%
Research	542.2	569.6	559.2	-10.4	-1.8%
Intelligence	336.6	340.4	375.9	35.4	10.4%
Total	13,251.2	13,783.5	15,063.5	\$1,280.0	9.3%
Function Areas					
Demand Reduction	4,691.9	4,571.9	4,970.6	398.7	8.7%
Percentage	35%	33%	33%		
Domestic Law Enforcement	6,983.3	7,552.8	8,255.3	702.5	9.3%
Percentage	53%	55%	55%		
International	295.8	319.5	400.5	81.0	25.4%
Percentage	2%	2%	3%		
Interdiction	1,280.1	1,339.4	1,437.2	97.8	7.3%
Percentage	10%	10%	10%		
Total	13,251.2	13,783.5	15,063.5	\$1,280.0	9.3%
Supply/Demand Split					
Supply	8,559.2	9,211.6	10,093.0	881.4	9.6%
Percentage	65%	67%	67%		
Demand	4,691.9	4,571.9	4,970.6	398.7	8.7%
Percentage	35%	33%	33%		
Total	13,251.2	13,783.5	15,063.5	1,280.0	9.3%
Demand Components					
Prevention (w/ Research)	1,738.7	1,618.6	1,783.3	164.7	10.2%
Treatment (w/ Research)	2,953.2	2,953.3	3,187.3	234.0	7.9%
Demand Research, Total	440.8	462.4	470.2	7.9	1.7%
(Detail may not add to totals due to rounding)					

¹ Includes Administration's proposed adjustments to FY 1996 Continuing Resolution levels.

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF AGRICULTURE			
Agricultural Research Service			
Research and Development	6.5	4.2	4.7
U.S. Forest Service			
State and Local Assistance	1.9	2.0	2.0
Drug Control Operations	<u>7.0</u>	<u>7.0</u>	<u>7.0</u>
Subtotal, Forest Service	8.9	8.9	8.9
Special Supplemental Food Program for Women, Infants, and Children			
Drugs Assessment and Referral Activities	13.9	15.0	15.3
Total, Agriculture	29.3	28.1	28.9
Corporation for National and Community Service			
Domestic Volunteer Services Act			
VISTA	6.5	5.9	6.9
Other Programs	<u>4.3</u>	<u>3.6</u>	<u>4.4</u>
Subtotal	10.8	9.5	11.3
National and Community Services Act			
Drug Prevention Programs	14.8	23.4	27.2
Total, CNCS	25.6	32.9	38.5
DEPARTMENT OF DEFENSE			
Dismantling Cartels	57.4	68.9	57.1
Source Nation Support	148.7	149.4	159.9
Detection and Monitoring	214.7	209.5	226.1
Law Enforcement Agency Support	329.5	300.8	255.0
Demand Reduction	<u>89.9</u>	<u>85.7</u>	<u>83.9</u>
Subtotal	840.2	814.3	782.0
Classified CD Activities	—	—	32.1
Total, Defense	840.2	814.3	814.1
(Detail may not add to totals due to rounding.)			

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF EDUCATION			
Office of Elementary and Secondary Education			
Safe and Drug-Free Schools and Communities			
– SDFSC State Grants	441.0	465.0	515.0
– SDFSC National Programs	<u>25.0</u>	<u>35.0</u>	<u>25.0</u>
Subtotal, OESE	466.0	500.0	540.0
Office of Special Education and Rehabilitative Services			
Rehabilitative Services Administration			
– Vocational Rehabilitative State Grants	79.1	81.1	83.8
– Special Demonstrations	1.3	0.0	0.0
– Training	0.1	0.1	0.0
Office of Special Education Programs			
– Grants for Infants/Families	31.6	31.6	31.6
– Special Purpose Funds	2.8	2.4	0.0
– Program Support and Improvement	0.0	0.0	0.4
National Institute on Disability and Rehabilitation Research			
– RRTC's	0.4	0.3	0.4
Subtotal, OSERS	115.3	115.5	116.2
Program Administration	2.7	2.6	2.6
Total, Education	584.0	618.1	658.8
(Detail may not add to totals due to rounding.)			

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF HEALTH AND HUMAN SERVICES			
Administration for Children and Families			
Comprehensive Runaway and Homeless Youth	14.5	0.0	14.5
Youth Gang/Youth Initiative	10.5	0.0	0.0
Abandoned Infants Assistance	14.4	12.4	14.4
Community-Based Resource Centers	19.0	0.0	25.0
Head Start	25.0	26.0	26.0
Temporary Child Care/Crisis Nurseries	5.9	4.9	0.0
Crime Control Act:			
– Community Schools Youth Services and Supervision			
Grant Program (Title III)	<u>2.0</u>	<u>1.6</u>	<u>2.7</u>
Subtotal, ACF	91.3	44.9	82.6
Centers for Disease Control			
AIDS Drug Counseling	44.5	44.1	61.1
Food and Drug Administration			
Regulation of Methadone/Steroids	6.8	6.8	6.8
Health Care Financing Administration			
Medicaid	202.2	230.0	260.0
Medicare	<u>50.0</u>	<u>60.0</u>	<u>60.0</u>
Subtotal, HCFA	252.2	290.0	320.0
Health Resources and Services Administration			
Ryan White C.A.R.E. Act [Drug Component]	36.4	41.5	43.3
Indian Health Service			
Antidrug Program	42.8	42.8	42.8
National Institutes of Health			
(National Institute on Drug Abuse)			
Extramural Research	382.1	405.0	412.6
Intramural Research	24.6	25.5	25.5
Research Management and Support	<u>30.2</u>	<u>28.0</u>	<u>28.2</u>
Subtotal, NIDA	436.9	458.4	466.3

(Detail may not add to totals due to rounding.)

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF HEALTH AND HUMAN SERVICES (continued)			
Substance Abuse and Mental Health Services Administration			
<u>Knowledge Development and Application Program:</u>	—	211.6	352.1
Substance Abuse Prevention			
– High-Risk Youth	65.2	—	—
– Pregnant Women and Infants	22.5	—	—
– Other Demonstrations	6.3	—	—
– Community Prevention	114.7	—	—
– Public Education and Dissemination	13.5	—	—
– Training	16.0	—	—
Subtotal, Prevention	238.2	—	—
Substance Abuse Treatment			
– Target Cities (Crisis Areas) Demonstrations	35.5	—	—
– Treatment Improvement Demonstrations:			
Women/Children Demonstrations	64.2	—	—
Forfeiture Fund Transfer	(10.0)	—	—
– Criminal Justice Program	37.5	—	—
– Critical Populations	23.6	—	—
– Comprehensive Community Treatment Program	31.1	—	—
Forfeiture Fund Transfer	(4.0)	—	—
– Addiction Treatment Training	5.6	—	—
– AIDS Training	2.8	—	—
– AIDS Linkage	7.7	—	—
– AIDS Outreach	7.5	—	—
Subtotal, Treatment	215.5	—	—
<u>Substance Abuse Performance Partnership:</u>	—	856.4	904.0
Treatment Capacity Expansion Program	6.7	—	—
Performance Partnerships	877.1	—	—
Program Management	34.7	29.5	28.5
Subtotal, SAMHSA	1,372.3	1,097.5	1,284.6
Total, Health and Human Services	2,283.2	2,025.9	2,307.5
DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT			
Drug Elimination Grants/COMPAC	290.0	290.0	290.0
Empowerment Zones	10.8	0.0	0.0
Total, Housing and Urban Development	300.8	290.0	290.0
(Detail may not add to totals due to rounding.)			

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF THE INTERIOR			
Bureau of Indian Affairs			
Substance Abuse Coordination Office ¹	0.0	0.0	0.0
Tribal Services (Judicial and Social)	1.5	1.2	1.2
Law Enforcement	15.8	16.0	16.0
General Administration	0.2	0.2	0.2
Construction	<u>2.3</u>	<u>2.9</u>	<u>2.9</u>
Subtotal, BIA	19.9	20.5	20.4
Bureau of Land Management			
Resource Protection and Law Enforcement	5.0	5.0	5.0
General Administration	<u>0.1</u>	<u>0.1</u>	<u>0.1</u>
Subtotal, BLM	5.1	5.1	5.1
U.S. Fish and Wildlife Service			
Refuges and Wildlife	1.0	1.0	1.0
General Administration ²	<u>0.0</u>	<u>0.0</u>	<u>0.0</u>
Subtotal, FWS	1.0	1.0	1.0
National Park Service			
Park Management	8.3	8.3	8.4
External Administrative Costs	<u>0.3</u>	<u>0.3</u>	<u>0.3</u>
Subtotal, NPS	8.7	8.7	8.8
Office of Insular Affairs³			
Assistance to Territories	1.3	0.2	0.2
Total, Interior	35.9	35.4	35.5
(Detail may not add to totals due to rounding.)			

¹ FY 1995–FY 1997 amounts are less than \$50,000.

² FY 1995–FY 1997 amounts are less than \$50,000.

³ Formerly the Office of Territorial and International Affairs.

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
THE FEDERAL JUDICIARY			
Salaries and Expenses	374.4	392.3	445.6
Defender Services	64.9	72.1	83.1
Fees of Jurors	17.4	18.9	21.8
Court Security	4.9	5.9	6.7
Administrative Office	3.8	3.8	4.3
Federal Judicial Center	1.1	1.1	1.2
Sentencing Commission	4.8	4.7	5.6
Crime Control Act:			
– Mandatory Drug Testing for Federal Prisoners	0.0	2.0	3.2
– Management and Administration	0.0	5.8	5.9
Total, Federal Judiciary	471.4	506.6	577.3
DEPARTMENT OF JUSTICE			
Assets Forfeiture Fund			
Definite Budget Authority	50.0	30.0	30.0
Permanent Indefinite Budget Authority	<u>456.7</u>	<u>414.4</u>	<u>403.0</u>
Subtotal, Assets Forfeiture Fund	506.7	444.4	433.0
U.S. Attorneys			
Criminal Litigation	202.5	219.7	233.0
Legal Education	1.8	0.1	0.1
Management/Administration	9.0	8.8	9.3
Crime Control Act:			
– Additional Appropriation for U.S. Attorneys	<u>0.0</u>	<u>8.1</u>	<u>13.7</u>
Subtotal, U.S. Attorneys	213.3	236.7	256.1
Bureau of Prisons			
Salaries and Expenses	1,416.7	1,591.9	1,819.6
Buildings and Facilities	279.9	214.8	192.6
National Institute of Corrections	6.9	0.0	0.0
Crime Control Act:			
– Substance Abuse Treatment in Federal Prisons	<u>0.0</u>	<u>13.5</u>	<u>25.2</u>
Subtotal, Bureau of Prisons	1,703.5	1,820.2	2,037.4
Community Policing			
Public Safety and Policing	428.9	595.0	643.5
Police Recruitment	0.0	0.0	5.0
Police Corps	0.0	0.0	3.3
Law Enforcement Scholarship Program	<u>0.0</u>	<u>0.0</u>	<u>0.4</u>
Subtotal, Community Policing	428.9	595.0	652.1
Criminal Division			
Organized Crime and Narcotics	7.5	7.5	8.2
International	2.6	2.7	3.1
Litigation Support	8.2	8.4	9.2
Management and Administration	<u>3.1</u>	<u>3.1</u>	<u>3.3</u>
Subtotal, Criminal Division	21.4	21.8	23.8
(Detail may not add to totals due to rounding.)			

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF JUSTICE (continued)			
Drug Enforcement Administration			
Domestic Enforcement	260.3	216.3	279.9
Foreign Cooperative Investigations	91.9	114.2	120.6
Diversion Control	20.7	21.5	24.1
State and Local Task Forces	86.8	88.0	0.0
Intelligence	57.7	60.8	68.8
DEA Laboratory Services	27.0	30.5	34.5
DEA Training	19.1	14.6	15.1
Research, Engineering and Technical Operations	76.9	86.1	109.3
ADP and Telecommunications	35.6	46.4	81.2
Administrative Services	77.7	67.3	84.7
Crime Control Act:			
– Additional DEA Agents	0.0	60.0	138.0
Subtotal, DEA	753.6	805.7	956.2
Diversion Control Fee Account Budget	38.3	47.2	52.8
Total, DEA	791.9	852.9	1,008.9
Federal Bureau of Investigation			
Organized Criminal Enterprises	233.3	262.0	294.8
Violent Crime/Other Field Programs	171.3	140.1	150.1
White Collar Crime	84.6	74.4	80.4
ADP and Telecommunications			
Training	17.5	9.5	11.3
Forensic Services	12.2	18.1	18.2
Information Management, ADP	10.1	7.0	9.4
Technical Field Support and Equipment	22.5	6.8	20.6
Criminal Justice Services	27.6	33.5	34.7
Management/Administration	28.4	19.7	21.5
Carrier Compliance	0.0	0.0	50.0
Crime Control Act:			
– Digital Telephony	0.0	16.2	13.4
– Laboratory Equipment	0.0	1.9	1.7
– Evidence Response Teams	0.0	0.5	0.5
– Tactical Operations	0.0	12.5	12.5
– NCIC 2000 Violent Gang File	0.0	1.8	1.8
– DRUGFIRE Systems	0.0	4.2	4.2
– Aviation Support	0.0	0.9	0.5
– Antenna Site Lease	0.0	1.9	1.9
– Task Force OT	0.0	2.5	2.5
– Wireless Radio	0.0	0.5	1.9
– Workstations	0.0	2.0	0.0
– Voice Privacy Radio	0.0	1.9	0.0
– Technical Field Support	0.0	3.0	0.0
– SWAT/HRT Equipment	0.0	1.2	0.0
– BICS Equipment and Contract	0.0	1.0	0.0
– Group I UCO	0.0	1.2	0.0
Subtotal, Crime Control Act	0.0	53.1	40.9
Subtotal, FBI	607.3	624.2	731.6

(Detail may not add to totals due to rounding.)

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF JUSTICE (continued)			
Immigration and Naturalization Service (continued)			
Inspections	13.3	18.3	22.9
Border Patrol	59.1	76.0	95.3
Investigations	37.5	50.8	61.0
Detention and Deportation	47.0	67.5	73.1
Training	2.6	1.4	2.2
Data and Communications	2.0	1.6	1.9
Intelligence	1.5	1.7	2.3
Construction and Engineering	0.2	1.7	0.7
Crime Control Act:			
– Improving Border Control and INS Investigations	12.5	17.3	19.5
– Expedited Deportation for Denied Asylum	0.1	0.8	2.2
– Expanded Special Deportation Proceedings	1.5	9.0	25.0
– Criminal Alien Tracking Center	<u>0.0</u>	<u>0.0</u>	<u>0.8</u>
Subtotal, Crime Control Act	14.1	27.1	47.5
Subtotal, INS	177.2	246.1	306.7
INTERPOL			
Drug-Related Activities	<u>1.8</u>	<u>1.6</u>	<u>1.8</u>
Subtotal, INTERPOL	1.8	1.6	1.8
U.S. Marshals Service			
Protection of Judicial Process	181.8	191.5	216.1
Prisoner Transportation and Detention	26.6	27.9	35.9
Fugitive Apprehension	38.6	37.2	38.9
Seized Assets Management	17.2	26.7	31.1
D.C. Superior Court	7.8	9.0	12.6
Field Support and Training	0.4	0.4	0.5
ADP and Telecommunications	5.7	6.1	8.4
Management and Administration	2.5	2.7	3.4
Crime Control Act:			
– Additional Appropriation for DOJ Courthouses	<u>0.0</u>	<u>21.3</u>	<u>0.0</u>
Subtotal, U.S. Marshals	280.5	322.7	347.0
Office of Justice Programs			
National Institute of Justice	8.5	8.6	8.6
Bureau of Justice Statistics	1.5	1.6	1.6
Office of Juvenile Justice and Delinquency Prevention	10.2	9.1	9.2
Regional Information Sharing System	13.1	13.1	13.1
Antidrug Abuse Program Grants (Byrne Grants)	55.1	290.8	0.0
Management and Administration	13.5	15.8	5.6
Weed & Seed ⁴	6.3	14.3	14.3
Crime Control Act:			
– Byrne Grant	360.0	116.4	404.0
– Violence Against Women	5.1	25.7	28.7
– Violent Offender Incarceration Grants	2.4	39.9	44.1
(Detail may not add to totals due to rounding.)			

⁴ Weed & Seed Program has been reorganized under OJP as of FY 1996.

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF JUSTICE (continued)			
Office of Justice Programs (continued)			
– Assistance for Delinquency and At-Risk Youth	0.0	0.0	0.8
– Residential Substance Abuse Treatment for State Prisoners	0.0	26.7	35.6
– Drug Courts ⁵	11.9	100.0	100.0
– Rural Domestic Violence and Child Abuse Programs	0.0	3.5	4.0
– Criminal Records Upgrade	0.0	0.0	2.5
– Management and Administration	<u>0.1</u>	<u>2.4</u>	<u>5.7</u>
Subtotal, Crime Control Act	379.5	314.6	625.4
Subtotal, OJP	487.7	667.7	677.7
Interagency Crime and Drug Enforcement⁶			
Drug Enforcement Administration	93.7	91.9	94.7
DEA - RDIS	2.2	2.2	2.2
Federal Bureau of Investigation	95.6	92.2	95.1
FBI - RDIS	11.4	11.2	11.5
Immigration and Naturalization Service	10.6	10.0	10.4
U.S. Marshals Service	1.4	1.3	1.4
U.S. Customs Service	28.1	26.7	27.6
Bureau of Alcohol, Tobacco and Firearms	10.3	9.8	10.1
Internal Revenue Service	37.1	35.3	36.6
U.S. Coast Guard	0.7	0.6	0.6
U.S. Attorneys	75.3	75.3	78.2
Criminal Division	0.8	0.7	0.7
Tax Division	1.3	1.2	1.3
Executive Office	1.6	1.5	1.5
National Drug Intelligence Center	<u>5.0</u>	<u>0.0</u>	<u>0.0</u>
Subtotal, ICDE	374.9	359.8	372.0
Federal Prisoner Detention⁷			
Care of U.S. Prisoners	198.8	234.7	283.7
Cooperative Agreement Program	<u>0.0</u>	<u>8.8</u>	<u>8.8</u>
Subtotal, Support of Prisoners	198.8	243.5	292.4
(Detail may not add to totals due to rounding.)			

⁵ Includes Management and Administration resources in the amount of \$0.3 million for FY 1995, \$1.0 million for FY 1996, and \$1.0 million for FY 1997.

⁶ Formerly the Organized Crime Drug Enforcement Task Forces.

⁷ Formerly the Support of U.S. Prisoners.

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF JUSTICE (continued)			
Tax Division	0.5	0.3	0.4
Total, Justice	5,794.3	6,436.9	7,141.0
DEPARTMENT OF LABOR			
Employment Training Administration (Job Corp, JTPA)	58.0	58.8	58.8
Departmental Management	2.1	2.1	2.1
Total, Department of Labor	60.0	60.9	60.9
OFFICE OF NATIONAL DRUG CONTROL POLICY			
Salaries and Expenses			
– Operations	10.4	10.9	16.8
– Research — CTAC and Policy	<u>0.0</u>	<u>16.0</u>	<u>18.0</u>
Subtotal, Operations	10.4	26.9	34.8
HIDTA	107.0	103.0	103.0
Special Forfeiture Fund	28.7	0.0	0.0
Total, ONDCP	146.1	129.9	137.8
SMALL BUSINESS ADMINISTRATION			
Education/Information Dissemination ⁸	0.0	0.0	0.0
Program Administration	0.1	0.1	0.1
Total, Small Business Administration	0.1	0.1	0.1
SOCIAL SECURITY ADMINISTRATION			
Referral and Monitoring (Title XVI)	109.0	142.0	138.0
Demonstration Projects (Title XVI)	10.3	0.0	0.0
Disability Insurance Trust Fund (Title II)	29.6	54.4	64.8
Total, Social Security Administration	148.9	196.4	202.8
(Detail may not add to totals due to rounding.)			

⁸ FY 1995–FY 1997 amounts are less than \$50,000.

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF STATE			
Bureau of International Narcotics and Law Enforcement Affairs⁹			
INL	105.0	115.0	193.0
FMF	13.2	—	—
ESF	<u>19.8</u>	<u>20.0</u>	<u>—</u>
Subtotal, INC	138.0	135.0	193.0
Emergencies in the Diplomatic and Consular Service			
	0.2	0.3	1.0
Total, Department of State	138.2	135.3	194.0
DEPARTMENT OF TRANSPORTATION			
U.S. Coast Guard			
Operating Expenses	288.7	315.7	328.0
Acquisition, Construction, and Improvements	11.5	13.3	17.5
Research, Development, Test and Evaluation	<u>1.0</u>	<u>0.7</u>	<u>0.5</u>
Subtotal, Coast Guard	301.2	329.7	345.9
Federal Aviation Administration			
Operations	16.6	19.1	21.0
Research, Engineering, and Development	<u>1.1</u>	<u>1.0</u>	<u>1.0</u>
Subtotal, Federal Aviation Administration	17.7	20.0	21.9
National Highway Traffic Safety Administration			
Highway Safety Program	3.5	2.7	1.7
Traffic Safety Program	<u>25.9</u>	<u>27.5</u>	<u>27.5</u>
Subtotal, NHTSA	29.4	30.2	29.2
Total, Transportation	348.3	379.9	397.1

(Detail may not add to totals due to rounding.)

⁹ In FY 1995, funding for Foreign Military Financing (FMF), Economic Support Fund (ESF) programs was not included in the International Narcotics and Law Enforcement Affairs appropriation budget. For presentation purposes, the totals reported in this table for Fiscal Years 1995 and 1996 include FMF and ESF. In addition, the consolidated International Narcotics Control (INC) program budget request for FY 1997 includes funding for all of these efforts.

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF THE TREASURY			
Bureau of Alcohol, Tobacco, and Firearms			
Criminal Enforcement	140.8	157.7	156.6
Regulatory Enforcement	4.4	3.6	3.7
Crime Control Act:			
– GREAT Program	4.6	7.3	7.0
– NRT/CEASEFIRE	<u>4.1</u>	<u>3.3</u>	<u>9.2</u>
Subtotal, ATF	153.9	172.1	176.4
U.S. Customs			
Salaries and Expenses	421.3	422.2	473.9
Operations and Maintenance, Air and Marine Program	98.6	103.0	79.2
Facilities, Construction, Improvements, and			
Related Expenses	19.6	0.0	0.0
Other	<u>4.0</u>	<u>25.7</u>	<u>35.3</u>
Subtotal, U.S. Customs	543.5	550.9	588.4
Federal Law Enforcement Training Center			
Salaries and Expenses	15.1	16.0	17.2
Construction	1.9	3.3	3.4
Crime Control Act:			
– Rural Drug Enforcement Training	0.0	0.3	0.3
– New Training Building Support	0.0	0.0	0.1
– Teletraining ICBT	0.0	0.0	0.3
– Fiber Optics	<u>0.0</u>	<u>0.0</u>	<u>0.8</u>
Subtotal, FLETC	17.0	19.6	22.1
Financial Crimes Enforcement Network (FinCEN)			
Salaries and Expenses	10.6	11.2	11.6
Crime Control Act:			
– Federal Law Enforcement Training	<u>0.9</u>	<u>0.5</u>	<u>0.0</u>
Subtotal, FinCEN	11.5	11.6	11.6
Internal Revenue Service			
Investigations/Narcotics Crime	59.7	51.9	52.2
Regulatory and Compliance/CTR Processing	<u>14.7</u>	<u>15.6</u>	<u>15.6</u>
Subtotal, Internal Revenue Service	74.4	67.5	67.8
U.S. Secret Service			
Investigations	66.8	62.5	67.6
Administration	2.5	2.6	2.6
Protective Operations	<u>2.2</u>	<u>2.8</u>	<u>2.5</u>
Subtotal, USSS	71.5	67.9	72.8

(Detail may not add to totals due to rounding.)

National Drug Control Budget by Decision Unit, FY 1995–FY 1997

(Budget Authority in Millions)

	FY 1995 Actual	FY 1996 Estimate	FY 1997 Request
DEPARTMENT OF TREASURY (continued)			
Treasury Forfeiture Fund			
Definite Budget Authority	11.2	8.2	8.2
Permanent Indefinite Budget Authority	<u>185.2</u>	<u>176.3</u>	<u>164.9</u>
Subtotal, TFF	196.4	184.5	173.1
Total, Treasury	1,068.3	1,074.1	1,112.1
U.S. INFORMATION AGENCY			
Information, Programs, Exchanges, and Research	4.0	4.0	4.0
Overseas Missions	5.3	4.6	4.7
Broadcasting	0.5	0.6	0.6
Total, U.S. Information Agency	9.8	9.1	9.3
DEPARTMENT OF VETERANS AFFAIRS			
Veterans Health Administration			
Medical Care	962.6	1,005.2	1,052.1
Research	3.9	3.9	3.9
Total, Veterans Affairs	966.5	1,009.1	1,056.0
OTHER CRIME CONTROL ACT INITIATIVES			
President's Crime Prevention Council	<u>0.3</u>	<u>0.4</u>	<u>1.8</u>
Subtotal, Crime Control Act Initiatives	0.3	0.4	1.8
TOTAL DRUG BUDGET	13,251.2	13,783.5	15,063.5
(Detail may not add to totals due to rounding.)			

National Drug Control Budget by Function, FY 1981-1997

(\$ Millions)	1981	1982	1983	1984	1985	1986
INTERDICTION						
Department of Defense	0.0	4.9	9.7	14.6	54.8	105.7
National Park Service	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Land Management	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Indian Affairs	0.0	0.0	0.0	0.0	0.0	0.0
Office of Insular Affairs ²	0.0	0.0	0.0	0.0	0.0	0.0
Immigration & Naturalization Service	0.2	0.2	0.3	0.4	0.4	0.7
U.S. Coast Guard	227.5	328.9	359.9	508.2	506.6	397.8
Federal Aviation Administration	0.1	0.1	0.1	0.1	0.1	0.1
U.S. Customs	122.0	124.0	103.6	183.7	245.3	239.7
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Payments to Puerto Rico	0.0	0.0	0.0	0.0	0.0	0.0
Total, Interdiction	349.7	458.0	473.5	706.9	807.3	744.0
INVESTIGATIONS						
U.S. Forest Service	0.0	0.0	0.0	0.1	0.4	0.3
Bureau of Indian Affairs	0.7	0.8	0.8	0.8	1.9	1.7
Bureau of Land Management	0.0	0.0	0.0	0.0	0.0	0.4
National Park Service	0.1	0.2	0.5	0.7	0.8	0.2
Drug Enforcement Administration	124.2	140.5	143.7	178.0	211.1	252.9
Federal Bureau of Investigation	7.7	11.3	101.5	84.5	103.6	103.2
Immigration & Naturalization Service	0.1	0.1	0.1	0.1	0.1	5.5
Office of Justice Programs	0.0	0.0	0.0	0.0	0.0	0.0
U.S. Marshals	3.2	3.7	4.0	5.3	7.4	6.8
Interagency Crime and Drug Enforcement ³	0.0	0.0	0.0	0.0	0.0	0.0
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Federal Aviation Administration	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Alcohol, Tobacco & Firearms	24.6	17.6	27.7	33.7	40.4	27.6
U.S. Customs	11.4	13.9	30.4	39.6	44.7	52.2
Federal Law Enforcement Training Center	0.9	0.9	1.0	1.5	2.6	4.4
Treasury Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Internal Revenue Service	28.3	34.0	41.2	43.5	48.8	53.9
U.S. Secret Service	10.2	12.9	18.0	22.3	27.2	28.7
Total, Investigations	211.3	235.9	369.1	410.1	489.0	537.8
INTERNATIONAL						
Agency for International Development	0.0	15.7	9.2	10.6	6.7	23.5
DoD (506(A)(2) & Excess Def. Articles)	0.0	0.0	0.0	0.0	0.0	0.0
Assets Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Drug Enforcement Administration	31.0	34.3	36.9	42.8	51.0	67.7
Federal Bureau of Investigation	0.0	0.0	0.0	0.0	0.0	0.0
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Office of National Drug Control Policy	0.0	0.0	0.0	0.0	0.0	0.0
International Narcotics Matters (INM)	34.7	36.7	36.7	41.2	50.2	55.1
International Narcotics and Law Enforcement Affairs	0.0	0.0	0.0	0.0	0.0	0.0
Interpol	0.1	0.1	0.1	0.1	0.1	0.2
U.S. Marshals	0.0	0.0	0.0	0.1	0.2	0.2
Treasury Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Politico/Military Affairs	0.0	0.0	0.0	0.0	0.0	0.0
Emergencies in the Diplomatic & Consular Service	0.0	0.0	0.0	0.0	0.0	0.0
U.S. Information Agency	1.0	1.0	1.0	1.0	1.0	1.0
Total, International	66.8	87.8	83.9	95.8	109.2	147.7

¹ Includes the Administration's proposed adjustments to FY 1996 Continuing Resolution levels.

1987	1988	1989	1990	1991	1992	1993	1994	1995	1996 ¹	1997 Request
405.3	94.7	329.1	543.4	751.0	854.4	631.5	395.5	396.8	396.9	432.2
0.0	0.0	0.0	0.0	0.0	0.0	0.0	6.1	6.1	6.1	6.1
0.0	0.0	0.0	0.2	0.2	2.3	2.7	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.1	0.1
0.0	0.0	0.5	1.0	1.3	0.8	0.8	0.5	0.5	0.1	0.1
17.2	17.5	52.0	48.6	62.6	67.7	71.0	74.8	86.9	113.3	138.7
553.0	509.8	628.9	661.2	714.6	431.2	308.1	313.6	300.3	329.0	345.4
0.1	0.8	3.2	9.3	16.5	15.1	12.2	16.6	7.7	9.1	10.1
367.1	317.5	427.0	488.3	481.8	588.8	484.9	504.4	481.8	484.8	504.4
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
7.8	7.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
1,350.5	948.1	1,440.7	1,751.9	2,027.9	1,960.2	1,511.1	1,311.6	1,280.1	1,339.4	1,437.2
0.3	0.4	0.4	3.0	6.3	6.2	6.3	6.4	6.5	6.5	6.5
3.6	2.3	7.6	11.8	11.1	18.5	15.2	11.1	11.3	11.6	11.5
0.5	0.9	0.7	4.9	4.9	4.7	5.4	3.8	3.8	3.8	3.8
1.2	1.2	0.9	5.7	10.9	10.8	8.3	2.1	2.1	2.1	2.1
325.1	327.3	375.2	338.2	433.1	455.4	468.0	500.8	570.1	591.5	712.6
134.6	172.6	198.4	127.5	152.3	181.3	207.5	276.4	358.9	362.8	396.4
9.8	17.1	28.5	29.3	27.6	31.7	33.7	35.0	39.2	53.3	64.9
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.4	1.6
8.8	11.2	28.7	39.1	44.2	36.0	30.2	26.5	43.7	43.1	47.7
0.0	0.0	0.0	160.5	252.8	308.8	289.0	288.5	278.6	268.9	277.7
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.4	0.3	0.9	1.4
60.1	78.6	87.4	94.2	120.0	133.0	147.7	155.4	149.5	168.4	172.8
63.1	75.1	83.6	130.7	57.4	59.1	59.3	68.5	61.7	66.1	84.0
6.5	7.3	17.7	17.2	20.8	16.8	21.9	20.2	17.0	19.6	22.1
0.0	0.0	0.0	0.0	0.0	0.0	0.0	90.1	127.4	110.5	99.1
61.6	70.4	84.3	81.0	93.2	102.8	68.7	95.0	59.7	51.9	52.2
37.1	40.5	46.2	47.3	53.6	42.9	56.6	66.2	66.8	62.5	67.6
712.2	804.8	959.7	1,090.4	1,288.2	1,408.0	1,417.8	1,646.4	1,796.6	1,824.8	2,024.0
7.1	9.9	13.3	54.5	189.6	250.2	134.8	35.0	19.8	20.0	0.0
0.0	0.0	65.0	53.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	12.4	0.0	8.7	10.0	5.0	5.0
91.1	97.4	97.6	141.3	172.4	161.4	172.6	153.1	127.5	158.0	175.4
1.3	1.1	1.1	1.5	1.8	2.2	3.0	4.1	4.6	6.6	8.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.0
118.4	98.8	101.0	129.5	150.0	144.8	147.8	100.0	105.0	115.0	193.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
0.6	0.8	0.7	1.1	1.3	1.9	1.9	1.9	1.8	1.6	1.8
0.3	0.5	0.6	0.9	3.5	2.6	1.5	2.7	3.5	3.3	3.5
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.4	0.5	0.5
0.0	0.0	21.6	114.5	107.6	75.3	52.3	14.9	13.2	0.0	0.0
0.0	0.0	0.3	0.0	0.0	0.0	0.1	0.0	0.2	0.3	1.0
2.0	1.0	2.8	3.4	7.3	9.7	9.3	7.9	9.8	9.1	9.3
220.9	209.3	304.0	500.1	633.4	660.4	523.4	329.4	295.8	319.5	400.5

National Drug Control Budget by Function, FY 1981-1997

(\$ Millions)	1981	1982	1983	1984	1985	1986
PROSECUTION						
National Park Service	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Indian Affairs	0.0	0.0	0.0	0.0	0.0	0.0
Federal Judiciary	26.3	30.5	33.0	41.2	52.4	68.0
U.S. Attorneys	19.5	20.9	32.7	47.7	54.8	57.3
Criminal Division	1.6	1.9	1.8	1.9	2.7	2.7
Office of Justice Programs	0.0	0.0	0.0	0.0	0.0	0.0
U.S. Marshals	23.1	25.6	27.0	30.6	40.6	45.2
Interagency Crime and Drug Enforcement ³	0.0	0.0	0.0	0.0	0.0	0.0
Tax Division	0.0	0.0	0.8	0.8	1.6	2.0
Total, Prosecution	70.6	78.9	95.3	122.2	152.1	175.3
CORRECTIONS						
Bureau of Indian Affairs	0.0	0.0	0.0	0.0	0.0	0.0
Federal Judiciary	7.0	8.2	8.8	11.0	14.0	18.2
Bureau of Prisons	74.7	97.9	118.1	121.4	182.1	219.5
Immigration and Naturalization Service	0.0	0.0	0.0	0.0	0.0	0.0
Office of Justice Programs	0.0	0.0	0.0	0.0	0.0	0.0
Federal Prisoner Detention ⁴	5.9	8.0	13.1	16.4	19.5	21.1
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Total, Corrections	87.6	114.1	140.0	148.8	215.6	258.8
INTELLIGENCE						
U.S. Forest Service	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Land Management	0.0	0.0	0.0	0.0	0.0	0.0
Drug Enforcement Administration	20.9	23.0	21.5	23.6	25.4	25.0
Federal Bureau of Investigation	0.6	0.6	5.3	4.5	5.5	5.4
Immigration and Naturalization Service	0.0	0.0	0.0	0.0	0.0	0.3
Interagency Crime and Drug Enforcement ³	0.0	0.0	0.0	0.0	0.0	0.0
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
U.S. Customs	1.6	2.0	2.4	2.8	4.5	4.9
Financial Crimes Enforcement Network	0.0	0.0	0.0	0.0	0.0	0.0
Total, Intelligence	23.1	25.6	29.2	30.9	35.4	35.6
STATE AND LOCAL ASSISTANCE						
U.S. Forest Service	0.4	0.4	0.4	2.0	2.2	2.2
Department of Defense	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Indian Affairs	1.0	1.1	1.1	1.2	1.2	2.8
Bureau of Land Management	0.0	0.0	0.2	0.2	0.2	0.7
Fish and Wildlife Service	0.1	0.1	0.2	0.2	0.4	0.3
Asset Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	17.0
Treasury Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Prisons (NIC)	0.0	0.0	0.0	0.0	0.0	0.0
Drug Enforcement Administration	21.6	19.2	23.9	22.6	29.2	12.5
Office of Justice Programs	4.5	4.2	6.7	7.2	12.0	12.7
Interagency Crime and Drug Enforcement ³	0.0	0.0	0.0	0.0	0.0	0.0
Weed & Seed Program Fund	0.0	0.0	0.0	0.0	0.0	0.0
Federal/State Partnerships (Community Policing)	0.0	0.0	0.0	0.0	0.0	0.0
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Office of National Drug Control Policy	0.0	0.0	0.0	0.0	0.0	0.0
National Highway Traffic Safety Admin.	0.0	0.0	0.0	0.0	0.0	0.0
Community Investment Program	0.0	0.0	0.0	0.0	0.0	0.0
U.S. Customs Forfeiture Fund	0.0	0.0	0.0	0.0	6.0	13.5
Total, State and Local Assistance	27.6	25.0	32.5	33.4	51.2	61.7

¹ Includes the Administration's proposed adjustments to FY 1996 Continuing Resolution levels.

1987	1988	1989	1990	1991	1992	1993	1994	1995	1996 ¹	1997 Request
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.1	0.1
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
100.1	133.4	146.3	152.8	179.0	233.8	269.4	274.0	274.4	296.5	342.9
74.2	80.7	132.0	126.8	161.5	206.7	207.2	211.8	213.3	236.7	256.1
3.3	9.4	13.3	10.6	18.5	20.2	18.0	18.3	21.4	21.8	23.8
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.4	1.6
56.7	79.9	95.1	118.0	154.8	179.0	216.2	216.9	233.4	276.2	295.8
0.0	0.0	0.0	46.8	68.5	76.2	80.1	79.8	77.3	77.2	80.2
2.0	2.2	2.2	0.9	1.1	1.1	1.2	0.3	0.5	0.3	0.4
236.3	305.6	388.9	455.9	583.4	716.9	792.0	801.2	820.4	910.3	1,000.9
0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.2	3.6	4.4	4.4
26.8	35.7	39.2	73.4	80.5	89.6	95.6	120.1	129.2	137.8	153.7
339.1	465.3	772.1	1,553.8	1,011.0	1,226.8	1,403.7	1,382.6	1,674.4	1,796.3	2,012.2
4.0	34.5	45.0	41.5	38.4	40.0	40.5	45.8	48.6	77.3	100.3
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	2.6	40.3	44.6
27.9	53.3	77.1	112.0	135.1	164.1	196.8	211.9	198.8	243.5	292.4
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
397.8	588.8	933.4	1,780.7	1,265.1	1,520.5	1,736.5	1,765.6	2,057.1	2,299.6	2,607.7
0.0	0.1	0.1	0.1	0.2	0.4	0.4	0.4	0.3	0.3	0.3
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.8	0.8	0.8	0.8
36.2	34.4	32.3	39.0	43.9	53.2	67.1	72.9	64.5	70.8	82.9
7.1	9.1	10.4	9.6	23.6	17.4	39.6	193.2	239.3	241.9	264.3
0.2	0.9	0.8	0.8	1.0	1.3	1.4	1.4	1.6	1.7	2.3
0.0	0.0	0.0	4.1	7.8	0.0	15.7	13.9	18.6	13.3	13.8
0.0	0.0	0.0	0.0	5.0	0.0	0.0	0.0	0.0	0.0	0.0
3.7	8.3	9.8	11.4	12.1	13.1	13.1	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	10.6	13.1	13.5	9.1	11.5	11.6	11.6
47.2	52.8	53.4	64.9	104.1	98.6	150.9	291.7	336.6	340.4	375.9
1.9	2.0	2.0	2.0	2.7	2.3	2.4	2.3	1.9	2.0	2.0
0.0	0.0	27.6	107.4	144.0	189.0	375.0	286.2	300.2	280.9	269.3
5.4	3.4	0.4	0.4	0.5	0.6	0.6	0.7	0.7	0.7	0.7
0.6	0.6	0.5	1.5	1.5	1.5	1.5	0.1	0.1	0.1	0.1
0.4	0.4	0.0	0.8	1.0	1.0	1.0	1.0	1.0	1.0	1.0
47.0	76.0	157.3	176.8	266.8	181.9	0.0	225.9	215.0	200.0	200.0
0.0	0.0	0.0	0.0	0.0	0.0	67.5	59.7	68.7	73.5	73.5
0.0	0.0	4.1	5.1	5.8	6.2	7.5	6.4	6.9	0.0	0.0
13.2	11.4	13.8	15.6	16.1	16.1	16.7	8.8	8.0	8.2	9.3
214.6	71.5	126.6	348.4	413.0	425.0	547.5	450.3	374.1	484.8	480.9
0.0	0.0	0.0	3.5	5.0	5.1	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	6.6	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	428.9	595.0	652.1
0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	32.9	36.0	36.0	47.4	57.8	58.5	57.4
0.0	0.0	1.8	5.1	6.7	8.0	0.0	29.9	29.1	29.7	29.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
24.5	21.2	0.0	29.9	119.4	120.0	0.0	0.0	0.0	0.0	0.0
307.5	186.5	334.1	696.5	1,015.4	992.7	1,055.6	1,128.2	1,492.5	1,734.2	1,775.2

National Drug Control Budget by Function, FY 1981-1997

(\$ Millions)	1981	1982	1983	1984	1985	1986
REGULATORY AND COMPLIANCE						
U.S. Forest Service	0.1	0.3	0.3	0.4	0.2	0.6
Food & Drug Administration	1.4	0.8	0.7	0.7	0.7	1.6
Drug Enforcement Administration	17.0	20.3	25.0	21.9	25.0	12.3
Federal Bureau of Investigation	0.0	0.0	0.0	0.0	0.0	0.0
Internal Revenue Service	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Alcohol, Tobacco & Firearms	0.0	0.0	0.0	0.0	0.0	0.0
Total, Regulatory and Compliance	18.5	21.4	26.0	23.0	25.9	14.5
OTHER LAW ENFORCEMENT						
Asset Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	26.0
Federal/State Partnerships	0.0	0.0	0.0	0.0	0.0	0.0
Treasury Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Office of National Drug Control Policy	0.0	0.0	0.0	0.0	0.0	0.0
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Total, Other Law Enforcement	0.0	0.0	0.0	0.0	0.0	26.0
RESEARCH AND DEVELOPMENT						
Agricultural Research Service	1.4	1.4	1.4	1.4	1.4	1.3
U.S. Forest Service	0.0	0.0	0.0	0.1	0.2	0.0
Department of Defense	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Indian Affairs	0.0	0.0	0.0	0.0	0.0	0.0
Drug Enforcement Administration	1.4	1.8	3.9	2.9	2.2	1.5
Federal Bureau of Investigation	0.0	0.0	0.0	0.0	0.0	0.0
Immigration and Naturalization Service	0.0	0.0	0.0	0.0	0.0	0.0
Office of Justice Programs	0.0	0.2	2.2	0.3	0.9	2.7
Interagency Crime and Drug Enforcement ³	0.0	0.0	0.0	0.0	0.0	0.0
Office of National Drug Control Policy	0.0	0.0	0.0	0.0	0.0	0.0
Special Forfeiture Fund (ONDCP)	0.0	0.0	0.0	0.0	0.0	0.0
Financial Crimes Enforcement Network	0.0	0.0	0.0	0.0	0.0	0.0
U.S. Coast Guard	0.3	0.3	0.2	0.4	1.5	3.6
Federal Aviation Administration	0.0	0.0	0.0	0.0	0.0	0.0
National Highway Traffic Safety Administration	0.0	0.0	0.0	0.0	0.0	0.0
U.S. Customs	1.8	1.6	1.5	1.2	1.5	1.3
Pres. Com. Organized Crime	0.0	0.0	0.2	1.6	2.2	1.0
ADAMHA – Prevention	30.1	24.1	26.4	32.0	35.8	40.8
NIDA – Prevention	0.0	0.0	0.0	0.0	0.0	0.0
ADAMHA – Treatment	41.5	33.2	35.3	39.1	45.4	44.6
SBA – Prevention	0.0	0.0	0.0	0.0	0.0	0.0
NIDA – Treatment	0.0	0.0	0.0	0.0	0.0	0.0
Veterans Affairs – Treatment	0.0	2.0	2.5	2.7	2.7	2.3
Total, Research and Development	76.5	64.7	73.6	81.7	93.8	99.0
DRUG ABUSE PREVENTION						
Corporation for National and Community Service	2.5	6.8	6.9	6.8	6.9	6.9
Agency for International Development	0.0	0.0	0.0	0.0	1.2	1.9
U.S. Forest Service	0.0	0.0	0.0	0.0	0.0	0.0
Women, Infants, & Children	0.0	0.0	0.0	0.0	0.0	0.0
Department of Defense	21.2	36.2	46.4	49.8	63.0	63.4
Department of Education	2.9	2.9	2.9	2.9	3.0	2.9
Administration for Children and Families	0.0	0.0	0.0	0.0	0.0	0.0
ADAMHA	16.1	30.0	32.5	32.1	34.1	32.6

¹ Includes the Administration's proposed adjustments to FY 1996 Continuing Resolution levels.

1987	1988	1989	1990	1991	1992	1993	1994	1995	1996 ¹	1997 Request
1.0	2.7	2.6	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
1.6	1.6	6.5	7.2	6.5	6.7	6.8	6.8	6.8	6.8	6.8
15.3	16.9	19.1	19.1	21.7	21.8	30.3	27.1	16.3	19.1	22.1
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	50.0
0.0	0.0	0.0	0.0	0.0	0.0	23.1	18.0	14.7	15.6	15.6
0.0	0.7	1.6	2.2	3.2	2.9	3.3	3.4	4.4	3.6	3.7
17.9	21.9	29.8	28.5	31.4	31.4	63.5	55.3	42.2	45.1	98.1
73.0	85.0	114.3	156.5	154.3	217.7	484.3	292.6	281.7	239.4	228.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	76.0	0.0	0.0	0.0	0.0
0.0	0.0	1.2	29.0	46.7	55.7	53.8	46.0	54.9	51.6	56.6
0.0	0.0	0.0	0.0	1.0	0.0	0.0	0.0	0.0	0.0	0.0
73.0	85.0	115.5	185.5	202.0	273.4	614.1	338.6	336.6	291.0	284.6
1.4	1.3	1.3	1.5	6.4	6.5	6.5	6.5	6.5	4.2	4.7
0.0	0.0	0.1	0.1	0.5	0.5	0.5	0.5	0.1	0.1	0.1
0.0	0.0	0.0	11.6	61.0	91.6	34.1	44.7	54.0	51.4	29.4
0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.0	0.9	0.5	0.5
4.3	3.2	2.7	2.9	3.0	0.0	0.0	2.4	2.3	2.7	3.2
0.0	0.0	0.0	0.0	2.6	3.8	6.8	2.8	4.5	12.9	12.9
0.0	0.0	0.1	0.1	1.0	0.5	0.4	0.5	0.9	0.5	0.5
4.7	9.6	11.6	14.7	17.9	16.7	18.1	20.6	15.0	16.4	17.6
0.0	0.0	0.0	0.0	0.4	0.4	0.4	0.3	0.4	0.4	0.4
0.0	0.0	0.0	0.0	8.5	1.5	0.9	0.9	1.5	16.0	18.0
0.0	0.0	0.0	0.0	0.0	20.0	15.0	8.5	12.9	0.0	0.0
0.0	0.0	0.0	0.0	2.2	1.0	1.2	0.0	0.0	0.0	0.0
4.1	4.1	4.0	4.0	4.0	5.2	2.4	1.2	1.0	0.7	0.5
0.0	0.0	0.0	0.0	0.0	0.7	1.0	1.0	1.1	1.0	1.0
0.0	0.0	0.2	0.2	0.5	0.5	0.8	1.0	0.3	0.5	0.2
1.1	3.7	4.8	4.7	3.4	3.7	3.7	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
65.9	73.4	81.0	127.7	150.6	157.5	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	164.3	174.8	179.6	188.5	191.7
74.1	74.4	122.7	158.1	185.7	191.8	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	239.9	250.4	257.3	269.9	274.6
2.0	2.1	2.2	2.1	2.2	2.7	2.1	3.2	3.9	3.9	3.9
157.6	171.8	230.6	327.7	450.1	504.5	498.1	520.3	542.2	569.6	559.2
7.8	5.9	10.1	10.5	12.5	10.0	9.7	28.2	25.6	32.9	38.5
5.2	4.5	3.1	5.4	7.1	7.8	5.0	9.9	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.1
0.0	0.0	0.0	0.0	0.0	0.0	12.9	14.6	13.9	15.0	15.3
77.8	83.8	69.7	66.8	71.5	73.6	89.1	82.4	83.0	79.2	77.4
203.0	229.8	354.5	541.7	609.1	626.1	601.4	490.6	468.5	502.4	542.5
0.0	0.0	0.0	0.0	74.6	79.4	57.0	57.5	59.2	33.8	50.3
98.4	85.2	150.7	329.7	420.1	441.6	0.0	0.0	0.0	0.0	0.0

National Drug Control Budget by Function, FY 1981-1997

(\$ Millions)	1981	1982	1983	1984	1985	1986
DRUG ABUSE PREVENTION (continued)						
SAMHSA	0.0	0.0	0.0	0.0	0.0	0.0
Centers for Disease Control	0.0	0.0	0.0	0.0	0.0	0.0
Family Support Administration	0.0	0.0	0.0	0.0	0.0	0.0
Human Development Services	0.0	0.0	0.0	0.0	0.0	0.0
Indian Health Service	0.0	0.0	0.0	0.0	0.0	0.0
Dept. of Housing & Urban Development	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Indian Affairs	0.0	0.0	0.0	0.0	0.0	0.0
Fish & Wildlife Service	0.0	0.0	0.0	0.0	0.0	0.0
Bureau of Land Management	0.0	0.0	0.0	0.0	0.0	0.0
National Park Service	0.0	0.0	0.0	0.0	0.0	0.0
Office of Insular Affairs ²	0.0	0.0	0.0	0.0	0.0	0.0
Drug Enforcement Administration	0.0	0.0	0.0	0.1	0.1	0.4
Office of Justice Programs	0.0	0.0	0.0	0.0	0.0	3.3
Federal/State Partnerships	0.0	0.0	0.0	0.0	0.0	0.0
Department of Labor	43.4	25.9	35.8	36.0	37.3	33.1
Office of National Drug Control Policy	0.0	0.0	0.0	0.0	0.0	0.0
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Small Business Administration	0.0	0.0	0.0	0.0	0.0	0.0
Federal Aviation Administration	0.4	0.2	0.4	0.5	0.4	0.5
National Highway Traffic Safety Admin.	0.0	0.0	0.0	0.0	0.0	0.0
U.S. Secret Service	0.0	0.0	0.0	0.0	0.0	0.0
Department of Veteran Affairs	0.0	0.0	0.0	0.0	0.0	0.0
Community Investment Program	0.0	0.0	0.0	0.0	0.0	0.0
President's Crime Prevention Council	0.0	0.0	0.0	0.0	0.0	0.0
Presidential Summit	0.0	0.0	0.0	0.0	0.0	0.0
White House Conference	0.0	0.0	0.0	0.0	0.0	0.0
Total, Drug Abuse Prevention	86.4	101.9	124.9	128.1	146.0	145.0
DRUG ABUSE TREATMENT						
Department of Defense	12.4	21.4	23.3	24.1	18.5	19.6
Department of Education	6.8	7.3	9.1	11.3	12.7	15.9
Administration for Children and Families	0.0	0.0	0.0	0.0	0.0	0.0
ADAMHA	156.1	120.0	130.1	128.5	136.5	130.7
SAMHSA	0.0	0.0	0.0	0.0	0.0	0.0
Health Care Financing Administration	70.0	70.0	80.0	90.0	100.0	110.0
Health Resources Service Administration	0.0	0.0	0.0	0.0	0.0	0.0
Human Development Services	0.0	0.0	0.0	0.0	0.0	0.0
Indian Health Service	1.5	1.6	2.1	2.3	2.4	2.4
HHS Social Security Assistance	0.0	0.0	0.0	0.0	0.0	0.0
Social Security Administration	0.0	0.0	0.0	0.0	0.0	0.0
Dept. of Housing & Urban Development	0.0	0.0	0.0	0.0	0.0	0.0
Federal Judiciary	4.2	4.9	5.3	6.6	8.3	10.8
Bureau of Prisons	2.9	2.9	2.8	2.7	3.1	3.3
Office of Justice Programs	0.0	0.0	0.0	0.0	0.0	1.2
Office of National Drug Control Policy	0.0	0.0	0.0	0.0	0.0	0.0
Special Forfeiture Fund	0.0	0.0	0.0	0.0	0.0	0.0
Department of Veterans Affairs	259.9	277.5	296.4	316.7	343.9	341.8
Total, Drug Abuse Treatment	513.8	505.6	549.1	582.2	625.3	635.7
TOTAL DRUG CONTROL BUDGET	1,531.8	1,718.9	1,997.1	2,363.2	2,750.9	2,881.0

¹ Includes the Administration's proposed adjustments to FY 1996 Continuing Resolution levels.

² Formerly the Office of Territorial and International Affairs.

³ Formerly the Organized Crime Drug Enforcement Task Forces.

⁴ Formerly the Support of U.S. Prisoners.

1987	1988	1989	1990	1991	1992	1993	1994	1995	1996 ¹	1997 Request
0.0	0.0	0.0	0.0	0.0	0.0	418.9	435.6	430.2	292.2	371.4
0.0	0.0	20.0	25.2	29.3	28.6	31.2	36.6	44.5	44.1	61.1
0.0	0.0	3.0	2.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
0.0	0.0	43.9	57.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	2.7	2.9	3.0	3.2	4.3	3.5	3.5	3.5
0.0	0.0	8.2	98.3	150.0	165.0	175.0	290.0	295.4	290.0	290.0
3.5	0.8	2.6	2.2	3.1	3.6	3.6	4.1	3.2	3.2	3.2
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.1	0.3	0.3	0.4	0.4	0.4	0.4	0.4	0.4
0.0	0.0	0.2	0.4	0.4	0.3	0.4	0.4	0.3	0.3	0.4
0.0	0.0	0.0	0.1	0.4	0.7	0.6	0.8	0.8	0.1	0.1
0.9	1.9	2.2	2.2	2.2	2.1	1.9	2.9	3.1	2.7	3.4
3.7	7.4	13.0	34.2	21.6	21.3	44.5	33.6	49.9	51.9	53.1
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
41.1	37.5	38.6	46.0	60.9	61.5	65.1	91.1	60.0	60.9	60.9
0.0	0.0	1.2	4.0	5.6	5.7	5.4	1.9	1.6	1.9	3.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.8	0.0	0.0
0.0	0.0	0.0	0.0	0.1	0.1	0.2	0.2	0.1	0.1	0.1
0.9	5.5	4.3	9.1	7.3	7.3	7.8	7.4	8.6	9.1	9.5
0.0	0.0	0.0	0.0	0.0	0.0	23.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.6	4.7	5.4	5.2
0.0	0.0	0.0	0.0	0.0	0.5	0.2	0.3	0.3	0.5	0.5
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.4	1.8
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2.0	2.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
444.3	464.7	725.4	1,238.0	1,479.2	1,538.7	1,556.4	1,597.4	1,559.1	1,430.1	1,591.6
20.9	22.1	12.4	16.6	15.0	17.4	11.0	6.2	6.2	6.0	5.8
20.0	24.9	22.6	61.2	74.1	88.6	99.4	108.2	115.4	115.7	116.4
0.0	0.0	0.0	0.0	31.7	31.7	31.9	32.3	32.1	11.1	32.2
263.3	281.0	463.9	727.9	774.9	829.2	0.0	0.0	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	880.1	927.2	942.1	805.2	913.2
120.0	130.0	140.0	170.0	190.5	201.8	231.9	231.8	252.2	290.0	320.0
0.0	0.0	0.0	0.0	13.2	16.5	20.9	33.4	36.4	41.5	43.3
0.0	0.0	0.0	4.9	0.0	0.0	0.0	0.0	0.0	0.0	0.0
21.7	16.2	18.7	30.1	32.4	32.2	41.7	39.0	39.3	39.3	39.3
0.0	0.0	1.9	2.5	3.1	4.9	4.6	18.8	0.0	0.0	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	148.9	196.4	202.8
0.0	0.0	0.0	0.0	0.0	0.0	0.0	25.0	5.4	0.0	0.0
15.9	21.2	23.3	31.9	34.6	36.5	40.7	63.0	67.8	72.3	80.7
3.8	4.3	4.1	8.0	10.7	21.5	21.1	21.6	22.2	23.9	25.2
19.6	8.1	34.4	88.9	83.1	80.0	51.3	39.7	46.2	71.5	78.3
0.0	0.0	1.2	4.0	5.6	5.7	5.4	1.9	1.6	1.9	0.0
0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	14.0	0.0	0.0
341.8	360.7	425.8	492.9	608.4	838.6	811.6	850.6	962.2	1,004.7	1,051.6
827.1	868.5	1,148.2	1,638.9	1,877.3	2,204.7	2,251.6	2,398.7	2,692.0	2,679.4	2,908.7
4,792.2	4,707.8	6,663.7	9,758.9	10,957.6	11,910.1	12,171.1	12,184.4	13,251.2	13,783.5	15,063.5