



# National Drug Control Strategy

**FY 2001  
Budget Summary**

**2000 ANNUAL REPORT**



Office of National Drug Control Policy

**NATIONAL  
DRUG CONTROL  
STRATEGY**

**BUDGET SUMMARY  
FEBRUARY 2000**

# The National Drug Control Strategy Budget Summary

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February 2000

**Message From the Director:**

This Fiscal Year 2001 *Budget Summary* is the companion volume to the *National Drug Control Strategy, 2000 Annual Report*. The *Budget Summary* details the resources requested by the President to reduce drug use and its consequences in America. In FY 2001, the Administration's drug control budget continues to support those programs that have been effective and introduces new initiatives to address specific drug treatment, prevention, and law enforcement needs.

The *Budget Summary* is organized into three major sections. The *Executive Summary* highlights critical drug control programs by Executive Department and major initiative. The section, *U.S. Support for Plan Colombia and the Andean Region*, presents the President's funding proposals for this important initiative. Further, the *Agency Budget Summary* section provides an agency-by-agency review of specific drug control programs organized by each goal of the *Strategy* and includes a discussion of the FY 2001 drug budget request.

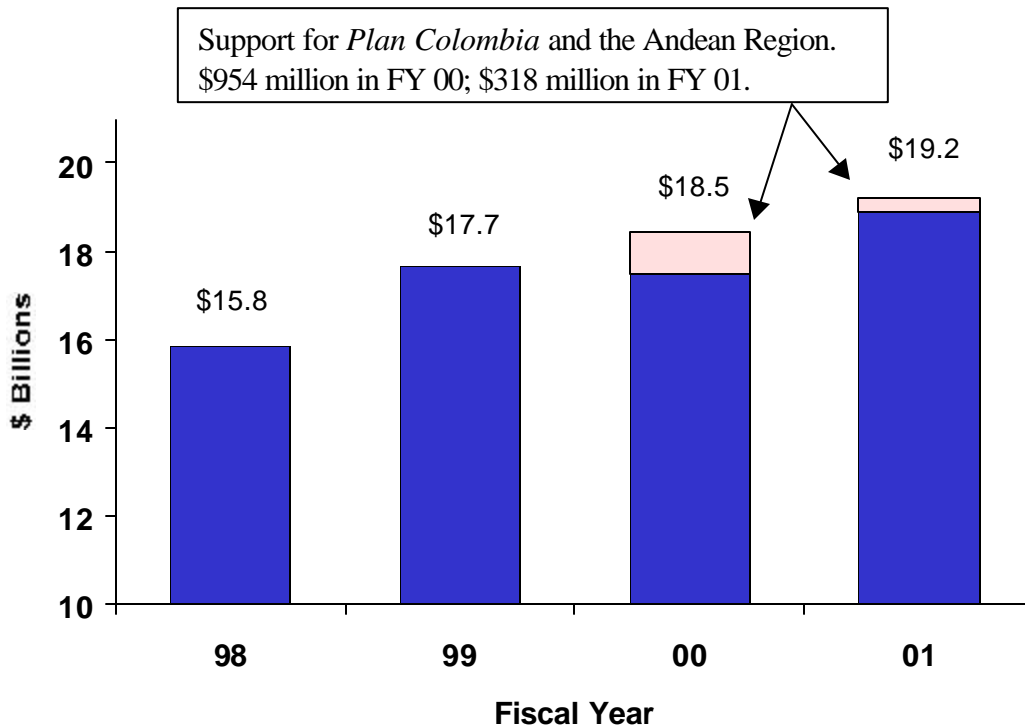
This volume is intended as a helpful reference document. The *Budget Summary* is part of ONDCP's continuing efforts to keep policymakers and the public apprised of important federal drug control programs and funding priorities.

Barry R. McCaffrey

## NATIONAL DRUG CONTROL BUDGET EXECUTIVE SUMMARY

The FY 2001 National Drug Control Budget supports the five goals and thirty-one objectives of the *National Drug Control Strategy* and is structured to make progress toward the targets outlined in the *Performance Measures of Effectiveness* (PME) system. In total, funding recommended for FY 2001 is \$19.2 billion, an increase of \$760 million over the FY 2000 level of \$18.5 billion, which includes proposed supplemental funding of \$954 million to support *Plan Colombia* and drug control activities in the Andean region. A summary of drug-control spending for FY 1998 through FY 2001 is presented in Figure 1.

**Figure 1: National Drug Control Budget**



Funding by department for FY 1999 to FY 2001 is displayed in Table 1. Additional resources for supply-reduction programs in the Departments of Justice, Treasury, Transportation, State, and Defense will aid efforts in Colombia and the Andean region, support security along the Southwest border, and continue enforcement operations targeting domestic sources of illegal drugs. Demand-reduction efforts by the Departments of Health and Human Services and Education will support programs to increase public drug treatment, provide basic research on drug use, and continue prevention efforts aimed at school children.

**Table 1: Drug Spending by Department (\$ Millions)**

<u>Department</u>	<u>FY 99 Actual</u>	<u>FY 00 Estimate</u>	<u>FY 01 Request</u>	<u>FY 00-01 Change</u>	<u>% Change</u>
Defense	974.9	1,005.2	1,029.1	23.8	2.4%
Education	663.2	698.1	750.9	52.8	7.6%
HHS	2,866.1	3,078.9	3,264.8	185.9	6.0%
HUD	310.0	310.0	315.0	5.0	1.6%
Justice	7,398.5	7,443.2	8,236.9	793.7	10.7%
ONDCP	453.2	461.4	496.8	35.4	7.7%
State	498.7	282.8	276.8	(6.0)	(2.1%)
Transportation	871.1	631.0	684.9	53.8	8.5%
Treasury	1,756.5	1,499.6	1,688.3	188.7	12.6%
Veterans Affairs	1,041.7	1,111.4	1,155.5	44.1	4.0%
All Other	<u>877.3</u>	<u>978.8</u>	<u>997.5</u>	<u>18.7</u>	<u>1.9%</u>
Subtotal	17,711.2	17,500.6	18,896.4	1,395.9	8.0%
<i>Plan Colombia &amp; Andean Region</i>		<u>954.4</u>	<u>318.1</u>		
Total	17,711.2	18,455.0	19,214.5	759.6	4.1%

**Support for *Plan Colombia* & the Andean Region**

The President’s budget proposes \$1.6 billion in FY 2000 and FY 2001 funding for counternarcotics efforts in the Andean Region, primarily in Colombia. This builds on current funding for Colombia of over \$330 million and includes \$1.3 billion in new funding. An estimated 80 percent of the cocaine that enters the United States originates in or passes through Colombia. Up to six metric tons of heroin is produced annually in Colombia, and much of this total is shipped to the United States. Cultivation of coca, the raw material for cocaine, has nearly tripled in Colombia since 1992. In addition, Colombian traffickers and coca farmers have recently adopted new cultivation and processing techniques, increasing the amount of drugs processed from each acre of crop. Colombia now cultivates more than half of the coca leaf grown in the world. If unchecked, the rapid expansion of coca crops and cocaine production in Colombia threatens to increase significantly the global supply of cocaine over the next several years.

Efforts by the government of Colombia to attack the drug trade are hampered by the fact that guerrillas and paramilitary groups control Colombia’s major drug-producing regions. In addition to these armed groups, organized drug mafias continue to run international aspects of Colombia’s drug trade. The money produced by the drug trade enriches these outlaw groups, which generate violence and corruption while threatening Colombia’s democratic institutions. These problems contribute to the

country's insecurity, which is compounded by the worst economic recession Colombia has experienced in almost seventy years.

The democratically elected government of Colombian President Andres Pastrana devised a comprehensive, integrated strategy, called *Plan Colombia*, to address Colombia's drug and interrelated social and economic troubles. The Administration proposes \$1.6 billion for assistance, including an increase of \$1.3 billion in support of *Plan Colombia* – consisting of a FY 2000 supplemental appropriation of \$954 million and new FY 2001 funding of \$318 million.

No single solution can cure all of Colombia's difficulties. Consequently, the program is an integrated combination of funds for Colombian counterdrug efforts and for other programs to help President Pastrana strengthen democracy and promote prosperity. The proposal would enhance alternative development; strengthen the justice system and other democratic institutions; and provide counterdrug equipment, training, and technical assistance to Colombian police and military forces. The U.S. government is encouraging our allies, along with various international institutions, to assist Colombia in implementing President Pastrana's plan. The budget proposal provides additional funding for counterdrug regional interdiction and alternative development to shore up significant gains against drug production in Peru and Bolivia and prevents traffickers from simply moving their operations to avoid law enforcement.

## Major Increases in FY 2001

The following major increases in drug-control funding are included in the President's FY 2001 budget for **prevention and treatment** programs:

- **Stop Drugs – Stop Crime: +\$112 million.** In order to break the cycle of drug use and its consequences, drug-abusing inmates in local, state and federal correctional systems need access to drug treatment and supervision. The President's FY 2001 budget includes several enhancements in support of this effort:
  - **OJP & ONDCP Support: +\$100 million.** New funding is requested to help states and localities implement new systems of drug testing, treatment, and graduated sanctions for persons under supervision of the criminal justice system -- including prisoners, parolees and probationers. This funding consists of \$75 million provided through the Office of Justice Programs (OJP) and \$25 million from ONDCP's Special Forfeiture Fund. OJP's support includes \$25 million targeted to offenders who are re-entering society.
  - **Drug Courts: +\$10 million.** These additional resources will bring total funding for the Drug Courts program to \$50 million in FY 2001. This initiative provides alternatives to incarceration through using the coercive power of the court to force abstinence and alter behavior with a combination of escalating sanctions, mandatory drug testing, treatment, and strong aftercare programs.



- **Residential Substance Abuse Treatment (RSAT) Program: +\$2 million.** This funding will continue expansion of the RSAT program. RSAT is a formula grant program that provides funds to states for state and local correctional agencies to provide intensive drug treatment to hardcore drug users before and after they are released from prison.
- **National Youth Anti-Drug Media Campaign: +\$10 million.** These additional resources bring total federal funding for ONDCP's Media Campaign to \$195 million for FY 2001. This figure will be matched by private sector contributions. In conjunction with other federal, state, local, and private experts, ONDCP is implementing a \$2 billion, multi-year national media campaign, including paid advertisements. The campaign targets youth, their parents, mentors and other influential adults about the consequences of illicit drug use. The anti-drug media campaign uses television, the Internet, radio, newspapers, and other media outlets.
- **Safe and Drug-Free Schools Program: +\$50 million.** The President's Budget includes \$40 million to expand the interagency Safe Schools/Healthy Students initiative, which supports community-wide prevention activities in conjunction with HHS, the Department of Justice, and the Department of Labor. Also, the budget includes \$50 million to continue the School Coordinator Initiative, started in FY 1999. In FY 2001, this effort will support drug and violence prevention coordinators in over 1,300 middle schools across the country to ensure that local programs are effective and link school-based prevention programs to community-based efforts.
- **Targeted Capacity Expansion (TCE) Program: +\$53.8 million.** This additional funding will help the Substance Abuse and Mental Health Services Administration (SAMHSA) expand the availability of drug treatment in areas of existing or emerging treatment need. Further, these new resources will enable SAMHSA to provide additional states with State Incentive Grants.
- **Substance Abuse Block Grant Program: +\$31.0 million** (\$22 million drug-related). This increase for SAMHSA's Substance Abuse Block Grant will provide funding to states for treatment and prevention services. This program is the backbone of federal efforts to reduce the gap between those who are actively seeking substance abuse treatment and the capacity of the public treatment system.
- **Treatment and Prevention Research: +\$37.2 million.** The FY 2001 budget includes new funding for research conducted by the National Institutes of Health. Research is essential in educating America's youth to reject drugs and decreasing the health and social cost of drugs to the American public. Funding supports activities of the National Institute on Drug Abuse (NIDA), whose programs include the National Drug Abuse Treatment Clinical Trials Network, prevention research, medications and behavioral therapies, and relapse prevention.

- **Community Anti-Drug Coalitions: +\$5 million.** With this enhancement, total funding for this ONDCP grant program will be \$35 million in FY 2001. This initiative provides resources to groups to build and sustain effective community coalitions that help prevent drug use by youth. Sustained, comprehensive prevention at the community level is conducted by local leaders dealing with drug prevention, treatment, education, law enforcement, government, faith, and business.

The following major increases in drug-control funding are included in the President's FY 2001 budget for **supply reduction** programs:

- **Prison Construction: +\$420 million** (drug-related). This enhancement is a multi-year project that includes program increases for partial site and planning of two penitentiaries and three medium security facilities in FY 2001. The balance of funds for these five institutions is requested for FY 2002 as advance appropriations. Funding is also requested in FY 2001 to complete the construction of ongoing projects, including one penitentiary and five medium security facilities. Further, advanced appropriations are being requested (FY 2002 \$467 million drug-related, and FY 2003 \$316 million drug-related) for a secure female unit, four medium security institutions and one penitentiary. The Bureau of Prisons (BOP) is experiencing dramatic increases in the number of inmates due to more prosecutions, particularly drug cases. This fact, in combination with recent increases in immigration cases, is the primary cause of growth in inmate population.
- **Forward Operating Locations (FOLs) – DoD: \$77.9 million.** The drug-control budget for the Department of Defense includes these resources in FY 2001 for Military Construction funding for FOLs in Ecuador, Aruba and Curacao. This will reinstate some of the counterdrug support capabilities that had been resident in U.S. military bases in Panama.
- **Customs Enforcement Infrastructure Enhancements: +\$112.5 million** (drug-related). This funding will continue Customs efforts to shield America's land, air, and sea frontiers from the drug threat and provide new funding to enhance and modernize the Customs Air Program. A portion of these funds will be used to purchase additional flight safety systems, as well as upgrades to radar systems and computer capabilities (\$19.8 million drug and non-drug).
- **Coast Guard's Campaign Steel Web Enhancements: +\$43.8 million** (drug-related). These additional resources will support the United States Coast Guard's drug-interdiction efforts, primarily in the transit zone region of the Caribbean and Eastern Pacific. In particular, funding will be used to expand the implementation of the Coast Guard's non-lethal use-of-force initiative that has proven effective at disabling non-commercial maritime craft used to transport illicit narcotics.

- **Southwest Border -- INS: +\$28.3 million** (drug-related). For the INS, a \$24.5 million (\$163.3 million drug and non-drug) enhancement is requested for the Border Patrol. This enhancement includes funding for an additional 430 Border Patrol agent positions, \$3.0 million (drug-related) to continue deployment of the Border Patrol's Integrated Surveillance Intelligence System (ISIS) program, and \$7.5 million (drug-related) for Border Patrol construction projects. In addition, the INS request includes \$3.8 million (drug-related) for additional Immigration Inspector positions to staff three new ports along the southern border.
- **DEA Law Enforcement Support & Financial Management: +\$65 million.** This funding will expand several DEA activities, including infrastructure support for the FIREBIRD system, Southwest border and money laundering operations, intelligence capabilities, and financial management oversight functions. The principle component of this initiative (\$56 million) is for FIREBIRD, the primary office automation infrastructure that provides essential computer tools for agents and support staff.

### Spending by Strategy Goal

Funding by *Strategy* Goal is summarized in Table 2. Funding priorities include resources to reduce drug use by young people (Goal 1), make treatment available to chronic users (Goal 3), interdict the flow of drugs at our borders (Goal 4), and target international and domestic sources of illegal drugs and crime associated with criminal enterprises (Goals 2 and 5). In FY 2001, funding of \$2.2 billion is requested for Goal 1, a net increase of \$68 million over FY 2000, and \$3.7 billion for Goal 3, an increase of \$202 million (5.7 percent) over FY 2000. Further, multiagency efforts, which target ports-of-entry and the Southwest border, will expand funding for Goal 4 to \$2.5 billion in FY 2001, an increase of 11.4 percent. Funding requested for Goal 2 is \$8.2 billion in FY 2001, an increase of \$665 million, and resources devoted to Goal 5 will reach \$2.5 billion in FY 2001. The budget for Goal 5 includes proposed funding of \$954 million in FY 2000 and \$318 million in FY 2001 to support *Plan Colombia* and drug control activities in the Andean region.

**Table 2: Drug Funding by Goal (\$ Millions)**

<u>Goal</u>	<u>FY 99 Actual</u>	<u>FY 00 Estimate</u>	<u>FY 01 Request</u>	<u>FY 00-01 Change</u>	<u>% Change</u>
1. Reduce youth drug use	2,028.8	2,166.4	2,234.8	68.3	3.2%
2. Reduce drug-related crime	7,574.5	7,568.8	8,233.8	665.0	8.8%
3. Reduce consequences	3,300.6	3,539.2	3,741.6	202.4	5.7%
4. Shield air, land, and sea frontiers	2,724.9	2,243.4	2,500.3	256.8	11.4%
5. Reduce sources of supply	<u>2,082.5</u>	<u>1,982.6</u>	<u>2,185.9</u>	<u>203.3</u>	<u>10.3%</u>
Subtotal	17,711.2	17,500.6	18,896.4	1,395.9	8.0%
<i>Plan Colombia &amp; Andean Region (Goal 5)</i>		<u>954.4</u>	<u>318.1</u>		
Total	17,711.2	18,455.0	19,214.5	759.6	4.1%

**Federal Funding Priorities: FY 2001 - FY 2005**

By law, ONDCP must annually report its program and budget priorities over a five-year planning period. These priorities also are highlighted in ONDCP's consolidated five-year *Drug Control Budget: FY 2001 to FY 2005*. This volume, required by statute, is produced by ONDCP each November. Through FY 2005, funding for the following major program areas will be emphasized through ONDCP's drug-budget authorities:

- Support for *Plan Colombia* and drug control activities in the Andean region
- National Youth Anti-Drug Media Campaign
- Criminal Justice treatment programs and closing the public system treatment gap
- Drug Courts
- Community Coalitions
- School Drug-Prevention Programs

- High Intensity Drug Trafficking Area (HIDTA) Programs
- Southwest Border Programs
- Intelligence Architecture Support
- Regional Interdiction Architecture: Forward Operating Locations.

**Table 3. Federal Drug Control Spending By Goal and Function, FY 1999 - FY 2001**  
(Budget Authority in Millions)

	FY 1999 Actual	FY 2000 Estimated	FY 2001 Request	FY 00 - FY 01 Change	
				\$	%
<b>Drug Goal</b>					
Goal 1	2,028.8	2,166.4	2,234.8	68.3	3.2%
Goal 2	7,574.5	7,568.8	8,233.8	665.0	8.8%
Goal 3	3,300.6	3,539.2	3,741.6	202.4	5.7%
Goal 4	2,724.9	2,243.4	2,500.3	256.8	11.4%
Goal 5	2,082.5	1,982.6	2,185.9	203.3	10.3%
<b>Subtotal</b>	<b>17,711.2</b>	<b>17,500.6</b>	<b>18,896.4</b>	<b>1,395.9</b>	<b>8.0%</b>
Goal 5 (U.S. Support for Plan Colombia & the Andean Region)		954.4	318.1		
<b>Total</b>	<b>17,711.2</b>	<b>18,455.0</b>	<b>19,214.5</b>	<b>759.6</b>	<b>4.1%</b>
<b>Drug Function</b>					
Criminal Justice System	8,557.6	8,631.2	9,385.5	754.3	8.7%
Drug Treatment	2,949.0	3,147.0	3,382.0	234.9	7.5%
Drug Prevention	1,953.5	2,064.5	2,122.3	57.8	2.8%
Interdiction	2,417.9	1,922.7	2,213.4	290.8	15.1%
Research	781.3	856.2	898.3	42.1	4.9%
Intelligence	277.3	289.9	305.3	15.4	5.3%
International	774.7	589.0	589.6	0.6	0.1%
<b>Subtotal</b>	<b>17,711.2</b>	<b>17,500.6</b>	<b>18,896.4</b>	<b>1,395.9</b>	<b>8.0%</b>
International (U.S. Support for Plan Colombia & the Andean Region)		954.4	318.1		
<b>Total</b>	<b>17,711.2</b>	<b>18,455.0</b>	<b>19,214.5</b>	<b>759.6</b>	<b>4.1%</b>
<b>Functional Areas</b>					
Demand Reduction	5,570.6	5,953.2	6,283.9	330.8	5.6%
Percent	31.5%	32.3%	32.7%		
Dom. Law Enforcement	8,948.1	9,035.7	9,809.4	773.7	8.6%
Percent	50.5%	49.0%	51.1%		
Interdiction	2,417.9	1,922.7	2,213.4	290.8	15.1%
Percent	13.7%	10.4%	11.5%		
International	774.7	589.0	589.6	0.6	0.1%
Percent	4.4%	3.2%	3.1%		
International (U.S. Support for Plan Colombia & the Andean Region)		954.4	318.1		
Percent		5.2%	1.7%		
<b>Total</b>	<b>17,711.2</b>	<b>18,455.0</b>	<b>19,214.5</b>	<b>759.6</b>	<b>4.1%</b>
<b>Supply/Demand Split (without Plan Colombia)</b>					
Supply	12,140.6	11,547.4	12,612.5	1,065.1	9.2%
Percent	68.5%	66.0%	66.7%		
Demand	5,570.6	5,953.2	6,283.9	330.8	5.6%
Percent	31.5%	34.0%	33.3%		
<b>Total</b>	<b>17,711.2</b>	<b>17,500.6</b>	<b>18,896.4</b>	<b>1,395.9</b>	<b>8.0%</b>
<b>Supply/Demand Split (with Plan Colombia)</b>					
Supply	12,140.6	12,501.8	12,930.6	428.8	3.4%
Percent	68.5%	67.7%	67.3%		
Demand	5,570.6	5,953.2	6,283.9	330.8	5.6%
Percent	31.5%	32.3%	32.7%		
<b>Total</b>	<b>17,711.2</b>	<b>18,455.0</b>	<b>19,214.5</b>	<b>759.6</b>	<b>4.1%</b>
<b>Demand Components</b>					
Prevention (w/ Research)	2,239.0	2,387.4	2,462.3	75.0	3.1%
Treatment (w/ Research)	3,331.6	3,565.8	3,821.6	255.8	7.2%
Demand Research, Total	668.1	741.6	779.7	38.0	5.1%

(Detail may not add to totals due to rounding)

**Table 4. Drug Control Funding: Agency Summary, FY 1999 - FY 2001**

(Budget Authority in Millions)

	FY 1999	FY 2000	FY 2001
	<u>Actual</u>	<u>Estimated</u>	<u>Request</u>
<b>Department of Agriculture</b>			
Agricultural Research Service	5.3	4.8	4.8
U.S. Forest Service	5.8	6.8	6.8
Women, Infants & Children	15.7	16.3	16.6
<b>Total, Agriculture</b>	<b>26.8</b>	<b>27.9</b>	<b>28.2</b>
<b>Corporation for National &amp; Community Service</b>	<b>7.2</b>	<b>7.4</b>	<b>8.0</b>
<b>DC Court Services and Offender Supervision</b>	<b>4.2</b>	<b>20.5</b>	<b>15.9</b>
<b>Department of Defense</b>	<b>974.9</b>	<b>1,005.2</b>	<b>1,029.1</b>
<b>Intelligence Community Management Account</b>	<b>27.0</b>	<b>27.0</b>	<b>27.0</b>
<b>Department of Education</b>	<b>663.2</b>	<b>698.1</b>	<b>750.9</b>
<b>Dept. of Health and Human Services</b>			
Administration for Children and Families	56.5	63.6	63.6
Centers for Disease Control and Prevention	143.1	174.3	186.6
Food and Drug Administration	34.0	34.0	39.0
Health Care Financing Administration	400.0	450.0	500.0
Health Resources & Services Administration	52.6	58.9	64.1
Indian Health Service	44.3	45.3	47.6
National Institutes of Health (NIH--NIDA & NIAAA)	653.7	730.2	767.5
Substance Abuse and Mental Health Services Admin.	1,482.0	1,522.7	1,596.4
<b>Total, HHS</b>	<b>2,866.1</b>	<b>3,078.9</b>	<b>3,264.8</b>
<b>Dept. of Housing and Urban Development</b>	<b>310.0</b>	<b>310.0</b>	<b>315.0</b>
<b>Department of the Interior</b>			
Bureau of Indian Affairs	17.5	20.3	22.3
Bureau of Land Management	5.0	5.0	5.0
U.S. Fish & Wildlife Service	1.0	1.0	1.0
National Park Service	9.5	9.5	9.5
<b>Total, Department of Interior</b>	<b>33.0</b>	<b>35.8</b>	<b>37.8</b>
<b>The Judiciary</b>	<b>719.7</b>	<b>782.0</b>	<b>804.9</b>
<b>Department of Justice</b>			
Assets Forfeiture Fund	583.0	507.0	486.1
U.S. Attorneys	193.6	207.7	218.1
Bureau of Prisons	2,072.0	2,118.7	2,519.9
Community Policing	417.1	196.4	440.6
Criminal Division	30.6	31.5	34.7
Drug Enforcement Administration	1,304.0	1,341.3	1,456.8
Federal Bureau of Investigation	589.4	658.9	780.3
Federal Prisoner Detention	279.9	319.2	363.2

**Table 4. Drug Control Funding: Agency Summary, FY 1999 - FY 2001**

(Budget Authority in Millions)

	FY 1999	FY 2000	FY 2001
	<u>Actual</u>	<u>Estimated</u>	<u>Request</u>
<b>Department of Justice (Continued)</b>			
Immigration and Naturalization Service	428.7	484.6	545.0
Interagency Crime and Drug Enforcement	304.2	316.8	328.9
INTERPOL	0.2	0.2	0.2
U.S. Marshals Service	265.1	284.4	307.5
Office of Justice Programs	930.5	976.3	755.2
Tax Division	0.2	0.4	0.4
<b>Total, Department of Justice</b>	<b>7,398.5</b>	<b>7,443.2</b>	<b>8,236.9</b>
<b>Department of Labor</b>	<b>55.4</b>	<b>74.8</b>	<b>75.7</b>
<b>ONDCP</b>			
Operations	21.2	22.8	25.4
High Intensity Drug Trafficking Areas	186.5	191.3	192.0
Counterdrug Technology Assessment Center	29.0	32.1	20.4
Special Forfeiture Fund	216.5	215.3	259.0
<b>Total, ONDCP</b>	<b>453.2</b>	<b>461.4</b>	<b>496.8</b>
<b>Small Business Administration</b>	<b>4.0</b>	<b>3.5</b>	<b>0.0</b>
<b>Department of State</b>			
Bureau of International Narcotics & Law Enforcement	489.2	273.8	267.0
Emergencies in the Diplomatic and Consular Service	1.0	1.0	1.0
Public Diplomacy*	8.5	8.0	8.8
* (Previously administered through U.S. Information Agency).			
<b>Total, Department of State</b>	<b>498.7</b>	<b>282.8</b>	<b>276.8</b>
<b>Department of Transportation</b>			
U.S. Coast Guard	815.3	573.6	617.4
Federal Aviation Administration	23.6	26.3	30.6
National Highway Traffic Safety Administration	32.2	31.2	36.8
<b>Total, Department of Transportation</b>	<b>871.1</b>	<b>631.0</b>	<b>684.9</b>
<b>Department of the Treasury</b>			
Bureau of Alcohol, Tobacco, and Firearms	231.7	252.0	324.8
U.S. Customs Service	956.1	660.0	839.7
Federal Law Enforcement Training Center	78.6	68.9	66.5
Financial Crimes Enforcement Network	7.4	8.9	10.4
Interagency Crime and Drug Enforcement	75.9	75.3	103.5
Internal Revenue Service	72.4	85.4	61.7
U.S. Secret Service	87.4	77.9	111.3
Treasury Forfeiture Fund	247.0	271.2	170.4
<b>Total, Department of Treasury</b>	<b>1,756.5</b>	<b>1,499.6</b>	<b>1,688.3</b>
<b>Department of Veterans Affairs</b>	<b>1,041.7</b>	<b>1,111.4</b>	<b>1,155.5</b>
<b>Total Federal Drug Budget (without U.S. Support for Plan Colombia &amp; Andean Region)</b>	<b>17,711.2</b>	<b>17,500.6</b>	<b>18,896.4</b>



**Table 4. Drug Control Funding: Agency Summary, FY 1999 - FY 2001**  
 (Budget Authority in Millions)

	FY 1999 <u>Actual</u>	FY 2000 <u>Estimated</u>	FY 2001 <u>Request</u>
<b>U.S. Support for Plan Colombia and Andean Region</b>			
Department of Defense		136.8	62.4
Department of Justice		20.5	29.0
Justice/Drug Enforcement Administration		3.0	3.7
Department of State		595.5	132.5
State/Agency for International Development		127.5	90.5
Department of Treasury		2.1	0.0
Treasury/U.S. Customs Service		68.0	0.0
Office of National Drug Control Policy		1.0	0.0
<b>Total, U.S. Support for Plan Colombia &amp; Andean Region</b>		<b>954.4</b>	<b>318.1</b>
<b>Total Federal Drug Budget (with U.S. Support for Plan Colombia &amp; Andean Region)</b>	<b>\$17.711.2</b>	<b>\$18.455.0</b>	<b>\$19.214.5</b>

(Detail may not add to totals due to rounding)

**Table 5: National Drug Control Budget by Function, FY 1991 - 2001**

FUNCTIONAL AREAS:	(Budget Authority in Millions)										
	FY 1991 Actual	FY 1992 Actual	FY 1993 Actual	FY 1994 Actual	FY 1995 Actual	FY 1996 Actual	FY 1997 Actual	FY 1998 Actual	FY 1999 Actual	FY 2000 Estimated*	FY 2001 Request
<b>Demand Reduction</b>											
Drug Abuse Treatment	1,877.3	2,204.7	2,251.6	2,398.7	2,692.0	2,553.8	2,756.2	2,834.8	2,949.0	3,147.0	3,382.0
Drug Abuse Prevention	1,479.2	1,538.7	1,556.4	1,597.4	1,559.1	1,400.7	1,643.3	1,811.7	1,953.5	2,064.5	2,122.3
Prevention Research	150.6	157.5	164.3	174.8	179.6	212.2	230.7	249.5	285.6	322.8	340.0
Treatment Research	187.9	194.4	242.0	253.6	261.2	282.8	312.7	328.4	382.5	418.8	439.6
<b>Total Demand Reduction</b>	<b>3,695.0</b>	<b>4,095.3</b>	<b>4,214.3</b>	<b>4,424.5</b>	<b>4,691.9</b>	<b>4,449.5</b>	<b>4,942.9</b>	<b>5,224.4</b>	<b>5,570.6</b>	<b>5,953.2</b>	<b>6,283.9</b>
<b>Percentage</b>	<b>34%</b>	<b>34%</b>	<b>35%</b>	<b>36%</b>	<b>35%</b>	<b>33%</b>	<b>33%</b>	<b>33%</b>	<b>31%</b>	<b>32%</b>	<b>33%</b>
<b>Domestic Law Enforcement</b>											
Criminal Justice System	4,385.6	4,943.0	5,692.4	5,903.2	6,757.0	7,164.9	7,446.4	8,193.1	8,557.6	8,631.2	9,385.5
Other Research	111.6	152.6	91.9	91.9	101.4	114.3	111.8	106.4	113.2	114.6	118.6
Intelligence	104.1	98.6	138.1	123.9	125.0	114.5	142.3	190.6	277.3	289.9	305.3
<b>Total Domestic Law Enf.</b>	<b>4,601.3</b>	<b>5,194.3</b>	<b>5,922.3</b>	<b>6,118.9</b>	<b>6,983.4</b>	<b>7,393.7</b>	<b>7,700.6</b>	<b>8,490.1</b>	<b>8,948.1</b>	<b>9,035.7</b>	<b>9,809.4</b>
<b>Percentage</b>	<b>42%</b>	<b>44%</b>	<b>49%</b>	<b>50%</b>	<b>53%</b>	<b>55%</b>	<b>52%</b>	<b>54%</b>	<b>51%</b>	<b>49%</b>	<b>51%</b>
<b>International</b>	<b>633.4</b>	<b>660.4</b>	<b>523.4</b>	<b>329.4</b>	<b>295.8</b>	<b>289.8</b>	<b>424.1</b>	<b>496.9</b>	<b>774.7</b>	<b>1,543.4</b>	<b>907.7</b>
<b>Percentage</b>	<b>6%</b>	<b>6%</b>	<b>4%</b>	<b>3%</b>	<b>2%</b>	<b>2%</b>	<b>3%</b>	<b>3%</b>	<b>4%</b>	<b>8%</b>	<b>5%</b>
<b>Interdiction</b>	<b>2,027.9</b>	<b>1,960.2</b>	<b>1,511.1</b>	<b>1,311.6</b>	<b>1,280.1</b>	<b>1,321.0</b>	<b>1,723.3</b>	<b>1,636.9</b>	<b>2,417.9</b>	<b>1,922.7</b>	<b>2,213.4</b>
<b>Percentage</b>	<b>19%</b>	<b>16%</b>	<b>12%</b>	<b>11%</b>	<b>10%</b>	<b>10%</b>	<b>12%</b>	<b>10%</b>	<b>14%</b>	<b>10%</b>	<b>12%</b>
<b>TOTALS</b>	<b>10,957.6</b>	<b>11,910.1</b>	<b>12,171.1</b>	<b>12,184.4</b>	<b>13,251.2</b>	<b>13,454.0</b>	<b>14,790.8</b>	<b>15,848.3</b>	<b>17,711.2</b>	<b>18,455.0</b>	<b>19,214.5</b>

\* FY 2000 and FY 2001 Columns Include U.S. Support for Plan Colombia and Andean Region

# SUPPORT FOR PLAN COLOMBIA & ANDEAN REGION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>2000 Request</b>	<b>2001 Request</b>
<b>Drug Resources by Program</b>		
Push into Southern Colombia	\$511.7	\$87.5
Andean Regional Interdiction	238.2	102.4
Colombian National Police	67.5	27.7
Alternative Economic Development	92.0	53.0
Boost Governing Capacity	45.0	47.5
Total	\$954.4	\$318.1
<b>Drug Resources by Department/Agency</b>		
Department of Defense	\$136.8	\$62.4
Department of Justice	20.5	29.0
Department of Justice/DEA	3.0	3.7
Department of State	595.5	132.5
Agency for International Development	127.5	90.5
Department of the Treasury/OFAC	2.1	0.0
Department of the Treasury/Customs	68.0	0.0
Office of National Drug Control Policy	1.0	0.0
Total	\$954.4	\$318.1

Building on current funding of over \$330 million in FY2000 and FY2001, this proposal includes an additional \$818 million funded through international affairs programs (federal budget function 150) and \$137 million through defense programs (budget function 050) in FY 2000. These new resources are requested as an emergency supplemental appropriation in FY 2000.

In FY 2001, \$256 million is requested through budget function 150 and \$62 million through function 050. These programs will be administered by the Departments of State, Defense, Justice, and Treasury, as well as the Agency for International Development (USAID), the Drug Enforcement Administration and the Office of National Drug Control Policy. All funds in FY 2000 and FY 2001 are scored as 100 percent drug-related as part of the National Drug Control Budget and support the International drug budget function and Goal 5 of the National Drug Control Strategy.

## II. PROGRAM SUMMARY

### Colombia's Crisis

An estimated 80 percent of the cocaine that enters the United States originates in or passes through Colombia. Colombia also produces up to six metric tons of heroin annually, much of which is shipped to the United States. Cultivation of coca, the raw material for cocaine, has nearly tripled in Colombia since 1992. In addition, Colombian traffickers and coca farmers have recently adopted new cultivation and processing techniques, increasing the amount of drugs processed from each acre of crop. Colombia now cultivates more than half of the coca leaf grown in the world. If unchecked, the rapid expansion of coca crops and cocaine production in

Colombia threatens to increase significantly the global supply of cocaine over the next several years.

Government of Colombia (GOC) efforts to attack the drug trade are hampered by the fact that guerrillas and paramilitary groups, the main actors in Colombia's long internal conflict, control the major drug-producing regions. In addition to these illegal armed groups, organized drug mafias continue to control the international aspects of Colombia's drug trade. Aside from their involvement in the drug trade, the guerrillas and paramilitaries are also engaged in fighting each other and the GOC in an almost forty-year-old internal conflict, which has left thirty thousand dead. The two largest guerrilla groups, the Revolutionary Armed Forces of Colombia (FARC) and the National Liberation Army (ELN), and right-wing paramilitary groups have contributed to the erosion of democratic institutions in Colombia through corruption, kidnapping, murder, and other violence. Due to this violence, there have been 1.5 million people displaced in Colombia over the last 15 years.

Meanwhile, the Colombian economy is undergoing its first recession in 25 years, and the deepest recession of the last 70 years. Real gross domestic product is estimated to have fallen by 3.5 percent last year – the result of external shocks, fiscal imbalances, and a further weakening of confidence related to stepped up activity by insurgent groups. Unemployment has rocketed from under 9 percent in 1995 to about 20 percent in 1999, adding to the pool of unemployed workers who can be drawn into the drug trade or into insurgent or paramilitary groups. The deep recession has also sapped the Colombian government of resources to respond to its internal conflict, fight the drug trade, or address societal and political pressures.

### **Government of Colombia Response – *Plan Colombia***

The democratically elected government of Colombian President Andres Pastrana devised a comprehensive, integrated strategy, *Plan Colombia*, to address Colombia's drug and interrelated social and economic troubles. This program will cost \$7.5 billion to implement. Colombia will pay most of the cost itself, and President Pastrana is seeking \$3.5 billion in foreign assistance from the U.S. and other international donors. President Pastrana's plan focuses on five strategic issues:

- The peace process;
- The Colombian economy;
- The counter-drug strategy;
- The reform of the justice system and the protection of human rights; and
- Democratization and social development.

These five planks respond to Colombia's most severe problems comprehensively. The key to all of them is strengthening democratic institutions. Repairing the economy will make it easier for the Colombian people to provide for themselves and will decrease the lure of the drug trade and other illicit activity. Combating the drug trade will reduce corruption, allow for legitimate economic development, and remove a major source of economic support from the illegal armed groups who create havoc within Colombian society. This, in turn, will make the negotiating table a more attractive setting than the battlefield for solving problems. Decreasing

the scale of the internal conflict also will facilitate the reform of human rights and the justice system. Illegal armed groups will no longer be in a position to control and abuse the Colombian people, and the GOC will be able to focus on reforms within the government more than combating insurgents. True democratization and social development will bring better governance to the Colombian people.

### **Proposed U.S. Support for *Plan Colombia***

Over FY 2000 and FY 2001, the Administration proposes \$1.6 billion in assistance. This builds on current funding for Colombia of over \$330 million, and it includes an increase of \$1.3 billion in support of *Plan Colombia* – consisting of an emergency supplemental appropriation of \$954 million in FY 2000 and new funding of \$318 million in FY 2001. Since there is no single solution to Colombia's difficulty, the proposed U.S. aid is an integrated combination of funds for Colombian counterdrug efforts and for other programs to help President Pastrana strengthen democracy and promote prosperity. The Administration is also encouraging U.S. allies and the international institutions to assist Colombia in implementing President Pastrana's *Plan Colombia*. Further, the budget proposal would provide additional funding to support counterdrug regional interdiction and alternative development programs to shore up significant gains against drug production in Peru and Bolivia and prevent the traffickers from moving their operations to avoid law enforcement. It is in the national interest of the United States to stem the flow of illegal drugs and to promote stability and strengthen democracy in Colombia and the Andean region.

The proposed United States' contribution to support *Plan Colombia* has five components centered around reducing the supply of Colombian drugs to the United States: a push into southern Colombia coca growing areas, increased drug interdiction, greater support of Colombian National Police eradication efforts, alternative economic development, and assistance to boost Colombia's local and national governing capacity, including enhanced justice and human rights protection.

- **Push into Southern Colombia Coca Growing Areas** (\$512 million in FY 00; \$88 million in FY 01): The world's greatest expansion in drug cultivation is occurring in insurgent-dominated southern Colombia. With this package, the Administration proposes to fund \$599 million over the next two years to help train and equip two special counter-narcotics battalions (CNBN), which, in addition to the CNBN that the U.S. just trained, will round out a counter-narcotics brigade. These forces will move into southern Colombia to protect the Colombian National Police (CNP), as they carry out their counterdrug mission. CNBN mobility is paramount to the success of this effort. The package will provide 30 UH-60 Blackhawk helicopters and 15 UH-1N Huey helicopters, as well as funding to sustain 18 UH-1N Hueys now in Colombia. This will give the CNBNs the air-mobility they need to access remote and undeveloped regions of southern Colombia. The proposed assistance package will also provide resources to increase intelligence for the Colombian Joint Task Force – South, based at Tres Esquinas, which includes fully vetted participants from all the military services and the Colombian National Police. Further, the Administration's request will provide funds for shelter and assistance to the Colombian people who will be displaced due to the counterdrug effects of this push into the southern coca-growing regions of Colombia.

- **Counter-Narcotics Battalions:** The cornerstone of the push into southern Colombia will be the newly developed air-mobile counter-narcotic battalions (CNBNs). U.S. support for *Plan Colombia* provides funding for two such battalions, which, along with the 900-man battalion that already exists, will provide sufficient force to make this effort viable. These two battalions will be trained by U.S. troops on temporary duty in Colombia. This training will begin in March or April of 2000. The training of the two battalions will occur nearly simultaneously and should be completed about seven months after it begins. Thus, by late in this year the three-battalion force should be ready to conduct operations. In accordance with U.S. law and policy, the personnel for these CNBNs will be vetted for any signs of past involvement in human rights violations.
  - ❑ **Equipment:** These battalions will be equipped with U.S. equipment. It will cost about \$9 million to train and equip each battalion, roughly half going to cover training costs and half to provide non-lethal equipment (radios, uniforms, etc.). These costs will be funded through the Department of Defense. Another \$2 million per battalion for lethal equipment (weapons, ammunition) will be funded through the State Department.
  - ❑ **Training & Logistics:** These battalions will have substantial logistics capability along with combat capability, which will enable them to be reasonably self-sustaining. They will also have a self-contained capacity to train replacement personnel to fill slots as soldiers leave. The Administration's request includes \$3 million in FY 2001 to sustain training for the CNBNs and provide counterdrug training to other vetted Colombian forces involved in counterdrug missions. These troops will also be thoroughly vetted for compliance with human rights standards.
  - ❑ **Sustainment:** \$36 million over two years is also included to cover sustainment costs for the CNBNs (food, ammunition, fuel, etc.), force protection (construction of bunkers, perimeter lighting, etc. at existing Colombian Army facilities), and logistical support improvements for these units (training and equipping logistics personnel, including computers).
  - ❑ **Operations:** Initial operations by the Colombian National Police (CNP) and CNBNs will focus on the fringe of the coca growing areas of Putumayo and Caqueta and in the areas closest to existing operational bases. This will allow forces to gain operational experience in the field before they become fully air-mobile. It will also allow time for improvements to forward operating sites and will ease the integration of the helicopters into their operations.
- **Helicopters:** The U.S. proposal includes FY 00-01 funding of \$452 million to provide 30 UH-60 Blackhawk helicopters and 15 UH-1N Huey helicopters to the Colombian army, as well as funds to operate and maintain them. These helicopters will augment 18 UH-1Ns already in Colombia for the CNBNs and will provide the CNBNs the mobility and rapid access to undeveloped areas that they will need to support and protect the CNP in the remote southern coca-growing regions. The quantity and type of helicopters

chosen is intended to optimize the operations of the CNBNs by providing the Colombian Army the maximum capability at a reasonable cost. Giving each soon-to-be-trained CNBN dedicated aviation support will allow it to maintain a high operations tempo in support of the CNP's drug eradication effort.

- **Blackhawks v. Hueys:** While the UH-1N helicopters are less capable than the Blackhawks, they are also less expensive, easier to maintain, and faster to assimilate into operations because they only require modifications to existing airframes, while the Blackhawks are new production airframes. The Blackhawks, while more expensive and more complex to maintain, can fly farther and faster than the Hueys, carry more soldiers, and they are better suited to operate in the high elevations and hot conditions of Colombia. The GOC currently has 28 Blackhawks among its security forces.

*Blackhawk and Huey Comparison*

Specifications	UH-60 Blackhawk	UH-1N Huey
Maximum Range (nautical miles)	306	230
Cruising Speed (knots)	150	110
Troop-Carrying Capacity	11 to 20*	8 to 12*

\* depending upon configuration

- **Delivery:** Anticipated delivery of the final 15 Huey helicopters will begin four months after funding is obtained. Blackhawk delivery at a rate of approximately 3 per month will commence 14 months after receiving funding. Pilots for the Hueys will largely be a combination of Colombian contractors and service members with some on contract from other Latin American countries. After being trained on the Hueys, pilots will then shift to Blackhawks.
- **Tactical Surveillance and Intelligence:** To support ground-based tactical surveillance and intelligence collection requirements, the request includes funds for procurement as well as operations and maintenance costs of low-altitude, long-duration reconnaissance aircraft with Forward-Looking Infrared Radar (FLIR). The request also includes other specialized intelligence-gathering equipment.
- **Humanitarian Assistance:** U.S. support for *Plan Colombia* also addresses the societal impact of the push into southern Colombia through meeting the needs of displaced persons, supporting human rights delegates to the region, strengthening local governments, and providing alternative economic development.
- **Displaced Persons:** The eradication of coca crops will hurt the illicit economy and will force some people to move to find employment. The U.S. proposal supports the positioning of international organizations, such as the Red Cross and the International Organization for Migration, as well as Colombian NGOs, to deal with the workers that will be displaced by the eradication campaign. Displaced persons will receive a 90-day emergency benefits package, followed by a “Contingency Plan” sponsored by

PLANTE (Colombia's alternative development agency), covering the time of return until the onset of a viable alternative development program.

- ❑ **Human Rights:** To address the expected increase in violence arising from the eradication effort, the Agency for International Development (USAID) will provide support to the human rights delegates of the National Ombudsman's office to circulate where possible in Putumayo and Caqueta.
- ❑ **Aid to Municipal Governments:** In order to foster the recovery of municipalities once illicit production has been destroyed, USAID will provide simple grants for public infrastructure. To obtain a grant, the municipal government must meet criteria for transparency in financial management and active participation in alternative development. USAID will also establish *Casas de Justicia* in conflictive areas of Putumayo and Caqueta, as security permits.
- ❑ **Small Farmers:** Finally, for those small farmers who do not leave the region, USAID will assist the GOC to implement an alternative development program of licit crop substitution, improved local governance, and environmental management similar to the program initiated in the rest of Colombia.
- **More Aggressive Andean Regional Interdiction** (\$238 million in FY 00; \$102 million in FY 01): Coca and cocaine are produced in a relatively small area of Colombia, while the Central American/Caribbean/Eastern Pacific transit zone is approximately the size of the United States. Enhancing Colombia's ability to interdict air, water-borne, and road trafficking attacks the narrow end of this funnel, which is essential to decreasing the northward flow of drugs. Proposed U.S. support includes funding over the next two years for radar upgrades to track suspect targets, aircraft (AC-37 and OV-10) and airfield upgrades to give Colombia a greater ability to intercept traffickers, and intelligence support to allow the Colombian police and military to respond quickly to drug activity. Proposed funding will also support the U.S. forward operating location in Manta, Ecuador. Additionally, these funds will provide assistance to enhance interdiction efforts in Peru, Bolivia, and Ecuador to prevent drug traffickers and growers from moving into neighboring countries. Key among the U.S. funding proposals are the following:
  - **Forward Operating Locations (FOLs):** As a consequence of the 1977 Panama Canal Treaty, U.S. Forces were required to withdraw from the Republic of Panama by December 31, 1999. In order to continue regional drug interdiction, replacement operating locations were identified in Ecuador and Aruba/Curacao, with one more location to be chosen in Central America. U.S. support for *Plan Colombia* provides \$38.6 million for initial construction of a U.S. Forward Operating Location (FOL) in Manta, Ecuador, where the U.S. has already negotiated a long-term presence. This FOL will provide the U.S. Government with the capability to enter the source zone rapidly and remain on-station longer, without the need for aerial refueling.



- **U.S. Customs Service Support:** The FY 2000 emergency supplemental request would also fund \$68 million for the U.S. Customs Service to replace APS 138 radar systems in four P-3 AEW (Airborne Early Warning) drug interdiction aircraft with the new APS 145 system. The Customs P-3 aircraft is used for drug interdiction and will emphasize detection and monitoring in the cocaine source zones, primarily Colombia. The Customs radar systems are purchased from and maintained by the Department of the Navy. The Navy will soon stop purchasing and providing regular support for the APS 138 radar, when it completes the conversion of active aircraft to the new APS 145 radar system. The \$68 million would fund the one-time cost of upgrading the four radar systems to the new APS 145 system.
  
- **Air Reconnaissance:** The request includes funds to enhance further Colombian Air Force airborne reconnaissance capability and CNBN protection. For tracking airborne aircraft, the request includes procurement of two nose-mounted F-16 radars for installation on two C-26 aircraft, giving Colombia an air-to-air tracking capability. Additionally, the Plan calls for outfitting two AC-47 aircraft, bringing the Colombian inventory up to six such aircraft. The AC-47 provides close air support protection to the CNBNs. One aircraft would be outfitted with a Forward-Looking Infrared Radar (FLIR) and a second aircraft would be outfitted with a FLIR, night vision cockpit, and fire control system.
  
- **Colombian National Police (CNP)** (\$68 million in FY 00; \$28 million in FY 01): The Administration proposes additional funding of \$96 million over the next two years to enhance the CNP's ability to eradicate coca and poppy fields. This will upgrade existing CNP UH-1H Hueys to Super Hueys (greater speed, lift, range), purchase additional spray aircraft, provide secure bases for increased operations in the coca-growing center, and provide more intelligence on drug traffickers. Eradication is an essential component effecting the economics of the drug trade. The CNP's ability to eradicate cultivation deep in FARC territory and at high altitudes has been hindered by weak security and inadequate equipment. This funding, in conjunction with the establishment of the CNBNs, will enable the CNP to conduct operations in drug-growing areas previously beyond their reach.
  
- **Alternative Economic Development** (\$92 million in FY 00; \$53 million in FY 01): The Administration includes new funding of \$145 million over the next two years to provide economic alternatives for Colombian farmers who now grow coca and poppy. The request also increases local government's ability to respond to the needs of their people. Through PLANTE, Colombia's alternative development agency, U.S. funds will provide basic social infrastructure to communities committed to voluntary eradication. Assistance will increase communities' productivity through credit and technical assistance for planting and marketing replacement crops. As interdiction and eradication make illicit farming less profitable and appealing, these programs will assist communities in the transition to licit economic activity. Included in this proposal is \$30 million to fund alternative development in Bolivia, Peru, and Ecuador. Also included is \$25 million to assist internally displaced persons. USAID will provide basic social services for individuals displaced by violence and conflict.

- **Boosting Governing Capacity** (\$45 million in FY 00; \$48 million in FY 01): The Administration proposes funding of \$93 million over the next two years to boost the governing capacity of the GOC. The majority of this aid is dedicated to justice-related projects to be undertaken by DOJ and USAID. U.S. assistance includes increased training for the police, prosecutors and judges in areas of human rights, drugs, maritime and border security, corruption, kidnapping, and money laundering/asset forfeiture cases. Funds will also be used for the security of witnesses, judges, and prosecutors in the criminal justice system, as well as assistance in prison design and administration. Additionally, U.S. support for *Plan Colombia* will provide for procedural and legislative reforms to ensure that the system functions fairly and effectively, with particular emphasis on the transition to an accusatory system, including oral trials. There must also be close coordination between civilian and military justice systems to ensure that any member of the armed forces implicated in human rights abuses is properly investigated and held accountable for crimes. Projects to strengthen governance capacity, particularly in the area of human rights and the rule of law, include:
  - **Human Rights Strengthening:** Funds training and support for human rights non-governmental organizations, as well as government investigators and prosecutors, including a specialized human rights task force (approximately \$15 million over two years).
  - **Judicial Reform:** Funds efforts to move to a modern accusatory system, as well as the expansion of USAID's *Casas de Justicia* program (approximately \$12 million over two years).
  - **Training to Support the Administration of Justice:** Funds training for all actors involved with the Administration of Justice, including judges, prosecutors, defense lawyers and police (approximately \$10 million over two years).
  - **Security for Witnesses and Justice Officials:** Training and support to develop an effective security program for witnesses and justice officials (approximately \$5 million over two years).
  - **Anti-Corruption Campaign:** Funds anti-corruption prevention programs and funding for an anti-corruption task force (approximately \$6 million over two years).
  - **Counterdrug Law Enforcement:** Funds support for counterdrug task force and bilateral and multilateral case initiatives, illustrated by the recent Operation Millennium and the arrest of, among others, Fabio Ochoa of the Medellin Cartel (approximately \$8.5 million over two years).
  - **Financial Crimes Enforcement and Asset Management Assistance:** Funds support for task forces to fight money laundering (in particular the Black Market Peso Exchange) and seek asset forfeiture of ill-gotten gains, as well as support for a newly created Financial Intelligence Unit (approximately \$11 million over two years).

- **Prison Security Upgrades:** Funds improved procedures and training for a corrections force. This includes little in the way of physical construction until necessary reforms are put in place (approximately \$8 million over two years).
- **Maritime and Port Security:** Funds support for maritime enforcement task forces and port security (approximately \$4 million over two years).
- **Anti-kidnapping Strategy and Task Force:** Comprehensive program to investigate and prosecute kidnapping, including the development of a law enforcement task force and command center for communication and information sharing (approximately \$2 million over two years).

# AGRICULTURAL RESEARCH SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 5	<u>\$5.299</u>	<u>\$4.765</u>	<u>\$4.765</u>
Total	\$5.299	\$4.765	\$4.765
<b>Drug Resources by Function</b>			
Research and Development	<u>\$5.299</u>	<u>\$4.765</u>	<u>\$4.765</u>
Total	\$5.299	\$4.765	\$4.765
<b>Drug Resources by Decision Unit</b>			
Crop Eradication Research:			
Chemical and Biocontrol	\$2.634	\$2.634	\$2.634
Alternatives and Narcotic Crop Substitutes	1.247	0.721	0.721
Estimate and Detect Illicit Narcotic			
Crop Production Worldwide	0.745	0.745	0.745
Herbicide Research	0.000	0.000	0.000
Support Law Enforcement Agencies			
Through Programs Oriented Towards			
Narcotic Plant Identification and Chemistry	<u>0.673</u>	<u>0.673</u>	<u>0.673</u>
Total	\$5.299	\$4.765	\$4.765
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	11	11	11
<b>Information</b>			
Total Agency Budget	\$792.6	\$830.4	\$894.3
Drug Percentage	0.6%	0.6%	0.5%

## II. METHODOLOGY

- The Agricultural Research Service (ARS) maintains an automated system for tracking full-time equivalent (FTE) and the costs and resources assigned to each identifiable research program. The Research Management Information System (RMIS) is this agency's basic management database. This system is used to develop and track resource estimates for all ARS narcotics related projects.

## III. PROGRAM SUMMARY

- ARS has been involved in narcotics-related research since 1972, when requested by the White House Drug Policy Coordinator and the Department of State to evaluate eradication options for illicit cultivation overseas, in cooperation with the United Nations Division of Narcotic Drugs (UNDND).

- The ARS research program supports the *Strategy* by providing science support to other federal agencies in the areas of illicit crop eradication, intelligence (drug crop estimates and identification) and alternative crop programs in producer countries. Coordination is conducted through various mechanisms with both federal and international organizations.
- Activities focus on:
  - Eradication research through a program of chemical, biological, and mechanical agents;
  - Research and development of alternative crops in producing (narcotic) countries;
  - Research into models and estimates of illicit crops overseas; and
  - Narcotics crop plant identification and chemistry, including detection of cannabis on U.S. public land.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

##### **Goal 5: Break foreign and domestic drug sources of supply:**

- The FY 2000 program includes \$4.8 million for reducing foreign and domestic sources of supply. These research programs directly support Goal 5 of the *Strategy* which is directed towards reducing foreign illicit supply. This reported total does not include \$800,000 in additional ARS appropriations specifically earmarked by Congress to support the sources of supply for the U.S. cocoa and coffee industry in the Western Hemisphere. This program has direct relevance to the alternative crop portion of the *Strategy*. The FY 2000 program also reflects interagency reimbursements from the Department of State, primarily for alternative crop research and illicit crop eradication research. The latter program (drug crop eradication overseas) is to be conducted in coordination with the United Nations Drug Control Program's new initiative related to biological control of illicit narcotic plants. This initiative was funded under the language of the FY 1999 Omnibus Appropriations Act, which provides primary program oversight authority for foreign crop eradication, including research, to the Secretary of State.
- The thrust of the program remains essentially the same as that reported for fiscal year 1999 with two exceptions: (a) additional resources to improve the genomics of cocoa in the Western Hemisphere, with emphasis upon product quality and disease tolerance/resistance; and, (b) a redirection of a portion of the crop eradication research program to illicit cannabis.

## 2001 Request

### Goal 5: Break foreign and domestic drug sources of supply.

- The FY 2001 request is \$4.8 million. These resources will fund eradication research; research and development of alternative crops; research in estimates of illicit crop cultivation; and narcotic plant identification and chemistry, including cannabis detection/estimation.

### V. PROGRAM ACCOMPLISHMENTS:

- **Crop Eradication Research.** ARS has successfully identified two coca pathogens and approximately seven opium pathogens with control potential. Agents evaluated for control of illicit cannabis, to date, have proved mediocre in field screening and do not appear appropriate for field trial. During FY 2000, arthropods with control potential for cannabis will be evaluated. In regard to field trials in Colombia in cooperation with the Colombian Government and the U.S. Department of State, the coca eradication program using glyphosate has proved increasingly successful. ARS has been instrumental in introducing several herbicide adjuvants, which have both increased the efficacy of aerially-applied glyphosate and reduced herbicide loss due to evaporation and aerosolization at high, ambient temperatures.
- **Reduce Economic Dependence upon Illicit Narcotic Crops by Identifying Alternatives and Narcotic Substitutes in the Western Hemisphere.** ARS, in cooperation with the Department of State, the Organization of American States, host country governments, and U.S. industry, has established cocoa field research stations in Peru, Costa Rica, and Brazil. Coffee research Stations have been established in Mexico and Colombia, with Colombian scientists now performing sabbatical training at ARS sites in the U.S. In FY 2000, ARS, in cooperation with the United Nations, Organization of American States, and the International Agricultural Research Centers (IARC) will establish organic banana research stations in the Eastern Caribbean and Bolivia. Field trials to date indicate that the levels of disease in cocoa can be reduced through biological control, coupled with sound field management practices and phytosanitation. This fiscal year, ARS will begin examining the cocoa genome for resistance and field introduction and examine the soil and water quality implications of widespread cocoa and coffee farming in tropical rainforest conditions.
- **Estimate and Detect Illicit Narcotic Crop Production Worldwide.** This last year, ARS, in cooperation with other U.S. Government agencies, completed estimates in Burma, Laos and the Golden Triangle and Pakistan, and initiated a licit crop diversion estimate in India. In a different, but related program, ARS, in cooperation with the Turkish Government and both the Foreign Agricultural Service and Economic Sections of the U.S. Embassy, Ankara, have initiated a program to upgrade the productivity and competitiveness of the Turkish licit poppy industry. This program includes the Turkish Grain Board, the Ministry of Agriculture, and three Turkish Universities. If successful, the Turkish Government will reduce the number of hectares licensed for licit poppy production, thereby improving farmers incomes while at the same time reducing the possibilities for illicit opium diversion.

- **Support Law Enforcement Agencies Through Programs Oriented Towards Narcotic Plant Identification and Chemistry.** ARS continues to provide basic research into narcotic plant taxonomy, systematics and biochemistry; DNA fingerprinting; plant genetics; plant alkaloid chemistry; and biochemistry. During the last year, ARS at its Beltsville location has hosted two cannabis detection schools in cooperation with the Drug Enforcement Administration. The first school was conducted with the Maryland State Police and the other with the Florida Department of Law Enforcement. Emphasis in the schools was the genetic variability of cannabis and its detection using remote sensing imaging technology.

# U.S. FOREST SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$0.125	\$0.125	\$0.125
Goal 5	<u>5.714</u>	<u>6.675</u>	<u>6.675</u>
Total	\$5.839	\$6.800	\$6.800
<b>Drug Resources by Function</b>			
Investigations	\$4.595	\$5.490	\$5.490
Intelligence	0.339	0.200	0.200
State and Local Assistance	0.665	0.870	0.870
Research and Development	0.115	0.115	0.115
Prevention	<u>0.125</u>	<u>0.125</u>	<u>0.125</u>
Total	\$5.839	\$6.800	\$6.800
<b>Drug Resources by Decision Unit</b>			
Detection & Monitoring	\$0.454	\$0.315	\$0.315
Law Enforcement Agency Support	5.260	6.360	6.360
Demand Reduction	<u>0.125</u>	<u>0.125</u>	<u>0.125</u>
Total	\$5.839	\$6.800	\$6.800
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	58	68	68
<b>Information</b>			
Total Agency Budget	\$2,564.5	\$2,649.8	\$2,823.0
Drug Percentage	0.2%	0.3%	0.2%

## II. METHODOLOGY

- The U.S. Forest Service budget structure includes a Law Enforcement and Investigations (LE&I) budget line item within the National Forest System appropriation. Within the LE&I budget line item, funds allocated for drug enforcement activities are based on an analysis of workload that takes into account all law enforcement responsibilities related to the mission of the Forest Service. By law the Forest Service can spend up to \$10.0 million per year for activities relating to the use and production of narcotics and controlled substances on lands that it administers.

## III. PROGRAM SUMMARY

- The Forest Service manages 155 national forests, 20 national grasslands, and 9 land utilization projects on 191.6 million acres in 43 states, the Virgin Islands, and Puerto Rico. Most of this land is generally located in extremely rural areas of the United States. The major concern of the drug



enforcement program is the production of cannabis and the risk to national forest visitors, contractors, and employees when they encounter those who are using these public lands for drug production. Reducing the use of the national forests for cannabis production is essential to maintain a safe environment for all users of the National Forest System.

- The Forest Service conducts a limited outreach program in rural areas within and adjacent to National Forest System lands under the “Drug Abuse Resistance Education” (D.A.R.E.) Program. The areas of participation are generally in economically depressed communities.
- **Investigations.** Cases involving large amounts of cannabis, multiple suspects, weapons and booby trap violations, as well as cases involving clandestine labs, are targeted for investigation. These investigations are usually multi-agency in nature. Drug-related assets are identified for seizure, and forfeiture action is pursued as appropriate. Cannabis cultivation cases not meeting the above criteria are usually targeted for plant and site eradication, and arrests that occur in these cases are usually prosecuted in state courts.
- **Cooperative Activities.** Under this activity, funds are used to cover the cost of cooperative agreements with local law enforcement agencies. Funds are used to reimburse state and local law enforcement agencies for their expenses as the result of their assistance in drug control operations on National Forest System lands. This assistance includes additional participation in special joint-agency task forces. Reimbursement is made on the basis of Cooperative Agreements between the Forest Service and state and local agencies.
- **Detection & Monitoring.** Research is ongoing in the evaluation of new technology for detecting, locating, and monitoring cannabis activities on National Forest System lands. This involves the evaluation and development of additional ground surveillance systems to improve apprehension of individuals involved in illegal drug activities on National Forest System lands, while limiting the exposure and detection of officers performing the surveillance.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

##### **Goal 1: Educate and enable America’s youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The FY 2000 program includes \$0.1 million, which supports Goal 1 of the *Strategy*. All funds are used for the D.A.R.E. program in rural areas within and adjacent to National Forest System lands.

### **Goal 5: Break foreign and domestic drug sources of supply.**

- The FY 2000 program includes \$6.7 million, which supports Goal 5 of the *Strategy*. Funding includes Law Enforcement Agency Support and Detection and Monitoring.
- Major emphasis areas include:
  - Determine the extent of cannabis cultivation in the National Forest System and assign law enforcement resources accordingly.
  - Encourage state and local agencies to assist in drug enforcement actions within the National Forest System.
  - Provide specialized training to Forest Service agents and law enforcement officers as appropriate. Have at least 70 percent of Forest Service law enforcement personnel trained in drug enforcement operations.
  - Increase cannabis detection through effective interpretation of ground data and airborne optical-analysis systems. Establish a task group of technical and enforcement personnel to identify and evaluate various systems that may increase the Forest Service's ability to detect cannabis cultivation sites. Coordinate Forest Service task force operations and findings with the Drug Enforcement Administration (DEA).
  - Continue to place emphasis on drug-trafficking activities along the Southwest Border.
  - Increase enforcement and investigative activities along the Northern Border.

### **2001 Request**

- The total FY 2001 drug control budget request is \$6.8 million, the same as the FY 2000 enacted level.

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The FY 2001 program is \$0.1 million, the same as the FY 2000 enacted level.

### **Goal 5: Break foreign and domestic drug sources of supply.**

- The FY 2001 program is \$6.7 million, the same as the FY 2000 enacted level. Highlights include:
  - Continue to focus on investigations involving large quantities of cannabis, multiple suspects, weapons and booby trap violations, clandestine drug labs, and drug trafficking.

- Continue special federal, state and local task force groups to work national forests having serious drug impacts particularly in areas along the Southwest Border.
- Focus on drug trafficking threat from Canada. Western and Northern States with national forests along the Canadian border are members of Project Northstar.
- Continue use of vital National Guard Bureau and other military support resources.
- Continue intelligence collection and analysis of drug activities occurring on all National Forest System lands.

## **V. PROGRAM ACCOMPLISHMENTS**

- Final statistics are not available for FY1999; however, initial figures have been compiled. The Forest Service eradicated about 920,000 lbs of marijuana or approximately 418,182 plants, which is well over the FY1998 number of 316,013.
- Intelligence and investigations are continuing and being developed on organized cultivation activities occurring on forests in the western states. Coordination with task forces is ongoing along the Southwest Border to address trafficking through National Forest System lands.
- Briefings and programs are being presented to increase awareness of drug problems that are occurring on National Forest System lands to outside agencies, civic groups, internal divisions and other law enforcement agencies.
- The continued coordination and collaborative work of the U.S. Forest Service with state and local law enforcement agencies has shown a deterrence in many illegal drug activities on federal and surrounding private lands.

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

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 3	<u>\$15.700</u>	<u>\$16.300</u>	<u>\$16.600</u>
Total	\$15.700	\$16.300	\$16.600
<b>Drug Resources by Function</b>			
Prevention	<u>\$15.700</u>	<u>\$16.300</u>	<u>\$16.600</u>
Total	\$15.700	\$16.300	\$16.600
<b>Drug Resources by Decision Unit</b>			
Drugs Assessment and Referral Activities	<u>\$15.700</u>	<u>\$16.300</u>	<u>\$16.600</u>
Total	\$15.700	\$16.300	\$16.600
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
Total Agency Budget	\$3,924.0	\$4,032.0	\$4,148.0
Drug Percentage	0.4%	0.4%	0.4%

## II. METHODOLOGY

- 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 role of the Special Supplemental Food Program for Women, Infants, and Children (WIC) in providing drug abuse prevention and referral activities.
- WIC regulations have required, when appropriate, referrals to alcohol and drug abuse counseling. For many WIC local agencies, it is routine to warn pregnant women about the dangers of drinking alcohol, smoking cigarettes, and using illegal drugs. Substance abuse (alcohol, tobacco and other drugs) is an authorized WIC Nutrition Risk Criterion in determining eligibility for program benefits.
- Drug abuse education for WIC activities is defined as: providing information to women participants concerning the dangers of drug abuse during pregnancy; referring participants who are suspected drug abusers to drug abuse clinics, treatment programs, counselors, or other drug abuse professionals where such services are locally available; and distribution of drug abuse prevention materials developed by the USDA.

### III. PROGRAM SUMMARY

- Drug abuse prevention 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 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.

### IV. BUDGET SUMMARY

#### 2000 Program

#### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The FY 2000 budget include \$16.3 million for activities which support Goal 3 of the *Strategy*. This amount consists of drug abuse prevention, education, and training services.

#### 2001 Request

#### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The FY 2001 request for Goal 3 activities is \$16.6 million, \$0.3 million more than the FY 2000 enacted level. This funding will continue important WIC-related drug abuse counseling services.

### V. PROGRAM ACCOMPLISHMENTS

- USDA continues to support WIC state agencies' efforts to encourage local agencies to screen women for alcohol, tobacco and other drug abuse and refer them, when appropriate, to drug treatment programs available in their communities. Anecdotal data suggest that WIC local agencies annually refer 10% of their women participants to drug treatment centers.

# CORPORATION FOR NATIONAL AND COMMUNITY SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	<u>\$7.200</u>	<u>\$7.400</u>	<u>\$8.000</u>
Total	\$7.200	\$7.400	\$8.000
<b>Drug Resources by Function</b>			
Prevention	<u>\$7.200</u>	<u>\$7.400</u>	<u>\$8.000</u>
Total	\$7.200	\$7.400	\$8.000
<b>Drug Resources by Decision Unit</b>			
Domestic Volunteer Service Act Activities			
–VISTA	\$3.300	\$3.300	\$3.700
National and Community Service Act Activities			
–Drug Prevention Programs	<u>3.900</u>	<u>4.100</u>	<u>4.300</u>
Total	\$7.200	\$7.400	\$8.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
Total Agency Budget	\$712.0	\$845.0	\$712.0
Drug Percentage	1.0%	0.8%	1.0%

## II. METHODOLOGY

- The Corporation for National and Community Service (CNCS) is involved in programs that directly and indirectly contribute to the Drug Control Program. Most of the Corporation’s budgeted activities involve a decentralized process of awarding grants to state Commissions, which, in turn, award sub-grants to local organizations.
- A small number of these organizations receive grants for activities specifically involving drug prevention. Other organizations run youth programs, such as after-school programs, which, by keeping kids off the streets, have an indirect impact on the National Drug Control effort.
- The Corporation’s drug estimates are made based on a review of activities that directly relate to the drug prevention effort. This methodology differs from previous years, as it considers only those activities that directly contribute to drug control activities and discount indirect impacts that are difficult to measure, document, or verify.

### III. PROGRAM SUMMARY

- The Corporation for National and Community Service (CNCS) administers the programs authorized by the National and Community Service Act of 1990 and the Domestic Volunteer Service Act of 1973. These programs address many of the nation's educational, human service, public safety, and environmental needs through a variety of volunteer activities. Many of these activities may have a positive impact on drug abuse prevention. However, none of the Corporation's program activities has the direct program objective of preventing drug use.

### IV. BUDGET SUMMARY

#### 2000 Program

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

The FY 2000 base program consists of a total of \$7.4 million for prevention activities as follows:

- The Corporation's National Senior Service Corps identified the Foster Grandparent Program (FGP) as being directly involved in drug control activities. FGP's grant funds are spent on substance abuse prevention efforts. The FY 2000 projected funding in support of these efforts is \$3.3 million.
- The Corporation's AmeriCorps program also identified some grant activities that represent spending for the drug prevention effort. The projected amount for these efforts is \$4.1 million.

#### 2001 Request

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- Due to the decentralized nature of the Corporation's grant activities, it is impossible to predict specific initiatives or activities that will represent future contributions to the national drug prevention effort. The Corporation's total FY 2001 drug control budget request in the amount of \$8.0 million represents an estimate based on the documentation of drug prevention activities that the Corporation has identified in the past fiscal year (FY 1999).

### V. PROGRAM ACCOMPLISHMENTS

- In total, about 1 million Americans of all ages and backgrounds will be working on problems in their communities under programs supported by CNCS's proposed FY 2001 budget.

# DEPARTMENT OF DEFENSE

## I. RESOURCE SUMMARY

	(Budget Authority in Millions)		
	1999	2000	2001
Drug Resources by Goal	Actual	Enacted	Request
Goal 1	\$24.416	\$26.096	\$22.736
Goal 2	133.794	121.320	89.905
Goal 3	70.561	74.891	74.067
Goal 4	450.677	434.096	447.414
Goal 5	<u>295.434</u>	<u>348.819</u>	<u>394.942</u>
Subtotal	\$974.882	\$1,005.222	\$1,029.064
Support for Plan Colombia *		<u>136.800</u>	<u>62.400</u>
Total	\$974.882	\$1,142.022	\$1,091.464
Drug Resources by Function			
Interdiction	\$552.394	\$572.115	\$653.840
State and Local Assistance	296.716	300.558	251.777
Prevention	87.738	93.327	90.027
Treatment	6.604	7.025	6.776
Research and Development	<u>31.430</u>	<u>32.197</u>	<u>26.644</u>
Subtotal	\$974.882	\$1,005.222	\$1,029.064
Support for Plan Colombia *		<u>136.800</u>	<u>62.400</u>
Total	\$974.882	\$1,142.022	\$1,091.464
Drug Resources Personnel Summary			
Total FTEs (direct only)**	1,394	1,418	1,362
Information			
Funding Sources:			
- Central Transfer Account	\$820.582	\$843.472	\$795.300
- Military Departments/OPTEMPO	154.300	161.750	155.864
- Military Departments/MILCON			<u>77.900</u>
- Subtotal	\$974.882	\$1,005,222	\$1,029.064
- Support for Plan Colombia*		<u>136.800</u>	<u>62.400</u>
Total	\$974.882	\$1,142.022	\$1,091.464
Total Agency Budget (Billions)	\$274.8	\$277.6	\$291.1
Drug Program Percentage	0.4%	0.4%	0.4%

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

\* FY 00 counterdrug resource totals include \$136.8 million for U. S. support to Plan Colombia, which is pending congressional approval. This amount includes \$38.6 million in MILCON funding for the FOL in Manta, Ecuador. The FY 01 request includes \$62.4 million for U. S. support for Plan Colombia.

\*\* The DoD counterdrug program accounts for all associated counterdrug resources with the exception of Active component military personnel costs. These costs are absorbed within the Total DoD Budget.



## II. METHODOLOGY

- All Department of Defense (DoD) counterdrug activities funded through the Central Transfer Account, military department operations (OPTEMPO) dedicated to counterdrug activities, and Military Construction of the counterdrug Forward Operating Locations are scored as 100% drug-related. Payroll expenses for active component military personnel are not included in DoD's estimate of drug-related costs, since these costs represent the authorized force structure directly associated with DoD's national defense mission.

## III. PROGRAM SUMMARY

- The DoD administers programs that support domestic and foreign law enforcement agencies that have counterdrug responsibilities. The Department's drug control programs support all five goals of the national Drug Control Strategy as explained below.
  - DoD assists community groups by providing drug prevention information and education through the Young Marines program and the outreach programs funded in the National Guard State Plans. These efforts focus on providing positive role models and drug awareness education for at-risk youth. Additionally, DoD family outreach programs to military dependents consist of a mixture of positive mentoring; drug avoidance education; as well as leadership skill, peer pressure resistance, and counseling services. Drug Education For Youth (DEFY) and DARE programs for family dependents are conducted at various military installations both at home and overseas. In addition, military personnel volunteer in drug abuse prevention programs through various community-based programs.
  - DoD active duty military and reserve components provide direct support in the form of transportation, equipment, intelligence support, training, and services to Drug Law Enforcement Agencies (DLEA) requests for domestic operational and logistical support to assist them in their efforts to reduce drug-related crime.
  - DoD provides extensive demand reduction drug testing, education and awareness programs focused on maintaining military readiness. Additionally, DoD has implemented Drug Free Workplace Programs in all of its agencies.
  - DoD serves as the lead agency of the Federal Government for the detection and monitoring of aerial and maritime transit of illegal drugs to the United States. Accordingly, DoD maintains a robust maritime surveillance tracking system in the transit zone using cued-intelligence as well as Patrol Coastal ships. DoD also maintains air surveillance using aerostats along the United States Southwest Border. DoD support also comes in the form of direct support to DLEAs along the Southwest Border and the development of drug detection instruments and truck/container x-ray systems to support United States Customs Service drug detection and seizure efforts at United States ports of entry. DoD military-to-military cooperation continues with Mexican Army and Navy counterdrug elements.

- DoD supports extensive foreign intelligence collection and analysis programs that aid cocaine source nations, transit zone interagency operations and international efforts to interdict cocaine and to arrest drug kingpins and dismantle their organizations. Such DoD support is critical to ensuring effective counterdrug operations throughout the hemisphere. DoD also maintains an air surveillance capability in the source zone.

## **IV. BUDGET SUMMARY**

### **2000 Program**

- The FY 2000 level of \$1,142.0 million supports all five goals and includes \$161.8 million for CD OPTEMPO and \$136.8 million for DoD support to Plan Colombia. The FY 2000 program level includes:

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.**

- FY 2000 funding for Goal 1 activities totals \$26.1 million for the Services and National Guard Demand Reduction outreach programs.
- These funds allow the Services and the National Guard to conduct community based demand reduction outreach programs and to provide material support to military installations' volunteer programs that use DoD personnel as role models to provide a positive reference to our youth.

#### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- FY 2000 funding for Goal 2 activities totals \$121.3 million for law enforcement support activities. Goal 2 funding includes: \$8.6 million for CD OPTEMPO; \$6.7 million for operational support; \$73.9 million for a portion of the National Guard State Plans that supports domestic drug law enforcement efforts outside the Southwest Border and Puerto Rico; \$5.7 million for Multi-Jurisdictional Task Force; \$5.0 million for the Counterdrug Center at HAMMER in Washington State; \$10.0 million for the Gulf States Initiative; \$4.2 million for the Regional Counterdrug Training Academy; and \$2.0 million for the Northeast Regional Counterdrug Training Center.
- Requests for support from DLEAs within the High Intensity Drug Trafficking Areas (HIDTA) receive highest priority. The National Guard provides assistance in accordance with the 50 States and 4 Territories Governors' Counterdrug Plans that support federal, state, and local DLEAs.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- FY 2000 funding for Goal 3 activities totals \$74.9 million.
- These funds support extensive demand reduction drug testing, education and awareness programs focused on maintaining military readiness and maintaining a drug free workplace environment in its civilian agencies.

### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- FY 2000 funding for Goal 4 activities totals \$434.1 million for interdiction activities. FY 2000 Goal 4 funding includes the following highlighted programs: \$102.8 million for CD OPTEMPO, \$132.9 million for detection, monitoring, interdiction programs (ocean-going surveillance ships, Virginia and Texas ROTH, aerostats, CBRNs, E-2 support); \$57.8 million for C4I programs; \$41.6 million for operational support, which includes support to Mexico, Joint Task Force-Six, military reserve support programs, and patrol coastal ships detection and monitoring operations; and \$57.0 million for a portion of the total National Guard State Plans that supports domestic law enforcement efforts along the Southwest border.
- Transit zone interdiction operations provide a critical line of defense that has directly assisted law enforcement agencies in seizing more than 100 metric tons of cocaine each year. Additionally, extensive intelligence and training support is provided to participating nations and law enforcement.
- Requests for support from DLEAs along the Southwest Border receive high priority. The active duty, National Guard and other reserve components provide direct support in the form of transportation, equipment, intelligence support, training and services.
- DoD enhances military-to-military cooperation with Mexican Army and Navy counterdrug elements through training, modernization, and operational and intelligence capabilities, support and cooperation.

### **Goal 5: Break foreign and domestic drug sources of supply.**

- FY 2000 funding for Goal 5 activities totals \$348.8 million for intelligence activities and support to participating nations. Major funding initiatives for Goal 5 includes: \$50.3 million for CD OPTEMPO; \$64.9 million for C4I programs; \$77.8 million for surveillance platforms and radars; \$7.1 million for intelligence programs; \$87.5 million for operational support; and \$31.6 million for National Guard marijuana eradication efforts.
- In addition, the DoD effort will include \$136.8 million for U.S support for Plan Colombia. This support will enhance DoD's Goal 5 effort. The resources are a part of the Administration's multi-

year interagency effort and will be used primarily to help create air capability; stand up and support Counternarcotics Battalions; construct and operate Forward Operating Locations; and enhance maritime, riverine and overland capability. Refer to the U.S. Support for Plan Colombia and the Andean Region paper in this *Budget Summary* for additional information.

- DoD's extensive foreign intelligence collection and analysis programs, along with their air surveillance program, have contributed significantly to the arrest of the drug cartel members, the disruption of drug movements, and the dismantling of these drug organization's infrastructure.
- DoD's support to source and transit zone nations' interdiction programs and assistance in operational planning has successfully expanded host nation capabilities. In providing this support to source nations, DoD utilizes E-3 and Tracker aircraft, operates ground mobile radars, and is installing a ROTHM surveillance radar in Puerto Rico. DoD has also intensified riverine interdiction efforts with priority of effort in Peru and Colombia.

## **2001 Request**

- The total FY 2001 drug control budget request is \$1,091.5 million, a net decrease of \$50.5 million over the FY 2000 level of \$1,142.0 million. The FY 2001 program includes \$77.9 million for Military Construction at Forward Operation Locations to replace capability lost with the withdrawal and reconstitution of U.S. forces from Panama. Total CD OPTEMPO for FY 2001 is estimated at \$155.9 million. The FY 2001 request for National Guard State Plans of \$152.1 million is an increase of \$2.5 million over the FY 2000 program submission, exclusive of one-time congressional increases.
- Additionally, \$62.4 million is included in the President's FY 2001 Budget under federal budget function 050, National Defense, for U. S. Support to Plan Colombia.

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.**

- The total drug control request for Goal 1 activities for FY 2001 is \$22.7 million, a net decrease of \$3.4 million from the FY 2000 program level of \$26.1 million, which included one-time increases for the National Guard programs and the Young Marines. FY 2001 programs continue the National Guards' efforts in assisting community groups in providing drug prevention information.

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total drug control request for Goal 2 activities for FY 2001 is \$89.9 million, a net decrease of \$31.4 million from the FY 2000 program level of \$121.3 million. The decrease is attributable to

FY 2000 one-time congressional increases for National Guard Programs, the Gulf States Counterdrug Initiative and development of training modules at the Volpentest HAMMER Counternarcotics Center. The FY 2001 programs continue the enhanced support for the National Guard direct support to law enforcement agencies, particularly in the HIDTA areas, and includes reserve support. FY 2001 CD OPTEMPO in support of Goal 2 activities is \$7.9 million.

**Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The total drug control request for Goal 3 activities for FY 2001 is \$74.1 million, which maintains a relatively level effort from the FY 2000 program level. The primary focus of the Counterdrug Demand Reduction Program is force readiness. The FY 2001 request supports drug testing for military and civilian personnel, drug abuse prevention/education activities for military and civilian personnel and their dependents, and drug treatment for military personnel.

**Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The total drug control request for Goal 4 activities for FY 2001 is \$447.4 million, a net increase of \$13.3 million from the FY 2000 program level of \$434.1 million. The net increase is primarily due costs associated with the withdrawal and reconstitution of forces from Panama; upgrades to Patrol Coastal ships; and new intelligence initiatives. This increase was partially offset by a one-time FY 2000 increase for National Guard State Plans; counterdrug intelligence and support; and South West Border Information Systems. The cost for these items non-recurred in FY 2001. FY 2001 funding includes \$1.1 million for planning and design of an additional Forward Operation Location. FY 2001 CD OPTEMPO in support of Goal 4 activities is \$103.7 million.

**Goal 5: Break foreign and domestic drug sources of supply.**

- The total drug control request for Goal 5 activities for FY 2001 is \$394.9 million, a net increase of \$46.1 million from the FY 2000 program level of \$348.8 million. The increase is primarily attributable to increases for enhanced support for bilateral counterdrug programs in Colombia; Military Construction of Forward Operation Locations in Ecuador, Aruba and Curacao; and costs associated with the withdrawal and reconstitution of forces from Panama. The Military Construction at Forward Operating Locations are an investment in infrastructure necessary to replace capability previously located at Howard Air Force Base in Panama. DoD will continue programs that support congressional authority (FY 1998 NDAA, Section 1033) previously granted to procure the necessary equipment to establish an effective river interdiction capability in Peru and also to enhance the existing river interdiction capability of the government of Colombia. The ROTH in Puerto Rico will be installed and will be operational. FY 2001 Military Construction at the Forward Operating Locations in Manta, Ecuador; Curacao; and Aruba is \$77.9 million. FY 2001 CD OPTEMPO in support of Goal 5 activities is \$44.2 million.

## **V. PROGRAM ACCOMPLISHMENTS**

- **Accomplishments Relative to Goal 1:**

- The Department of Defense provides extensive training to deter and reduce the use of illegal drugs among DoD dependant youths. Training included, but was not limited to, youth and parent counseling, anti-drug education, parenting skills, and drug dependency evaluation and treatment.
- The Department of Defense also provided mentoring, anti-drug education, and alternatives to drug abuse to non-DoD at-risk youth through programs administered by the National Guard and military Reserve units. The Guard demand reduction program reached more than 13.5 million people. Program support included D.A.R.E., D.E.F.Y., Adopt-A-School, and Lunch-Buddy, which provides military mentors, tutors, and role models to at-risk youth.
- The Department lent support to the Young Marines Program. Approximately 9,500 youths participate in year round programs dedicated to leadership, discipline, and goal orientation.

- **Accomplishments Relative to Goal 2:**

- The Regional Counterdrug Training Academy located in Meridian, Mississippi, trained 3,694 law enforcement officers. The Multi-Jurisdictional Counterdrug Task Force (MJTF) located in St. Petersburg, Florida, reached over 119,000 law enforcement officers.
- The Army/Air National Guard provided 95,800 workdays in support of mail/cargo inspections and 370,000 workdays in operations supporting DLEAs.
- DoD transferred more than \$239 million of excess equipment to DLEAs, including over 3,864 vehicles and 34 aircraft.

- **Accomplishments Relative to Goal 3:**

- DoD supported aggressive drug testing for military and civilian personnel and conducted prevention/education activities to support Service and Defense Agencies.
- Drug testing within the Army National Guard averaged 45% of total Guard force per year. Reserve component drug testing averages 55% of the Reserve force per year.

- **Accomplishments Relative to Goal 4:**

- Continued and expanded interdiction success was achieved in FY 1999 as the result of improved intelligence activities against Eastern Pacific maritime smuggling operations; effective law enforcement and intelligence success against the Coneo Rios go-fast smuggling organization in the Western Caribbean; and effective operational planning from both JIATF-East and JIATF-West. Transit zone interdiction operations continued to be the critical line of defense, resulting in substantial seizures in the Caribbean and Eastern Pacific and also in Central America against land smuggling operations. On the international front, tripartite planning initiatives to coordinate multi-lateral and multi-agency planning for counterdrug operations in the transit zone expanded and were very successful. The Relocatable Over the Horizon Radar, in conjunction with other airborne assets, continued to deny efficient air smuggling to transit zone traffickers.
- FY 1999 military cooperation efforts in counterdrug matters between the U.S. and Mexico continued on an impressive scale. DoD continued its successful counterdrug training program with the Mexican military. In FY 1999, over 100 detection and monitoring overflights, port visits, remain overnight stays, gas-n-go, and brief stops for fuel, were coordinated with the Mexican military. The unprecedented high degree of cooperation between the U.S. and Mexico resulted in four very large seizures of cocaine (over 27 metric tons) being shipped in Mexican-flagged fishing vessels.
- DoD provided coordinated Title 10 operational support by active and reserve component forces to DLEAs throughout the Southwest Border to deny the smuggling of illegal drugs into the U.S. Authorized support included reconnaissance, intelligence analysis, linguists, engineering, transportation, training and maintenance.
- The Air and Army National Guard provided over 76,000 workdays in support of mail/cargo inspections and 353,000 workdays supporting DLEAs operations.

- **Accomplishment Relative to Goal 5:**

- In FY 1999, in support of interagency policy decisions, DoD refocused cocaine interdiction to efforts in Southeast Colombia. Air movement in Colombia was determined to be the center-of-

gravity of the cocaine industry and, moreover, was vulnerable to air interdiction. In this regard, Colombia, in late 1999, committed to implementing an effective air denial program in the Southeast portion of the country. In support of this effort, DoD provide an array of assistance including night vision cockpit upgrades to fixed wing aircraft, installation of a Relocatable-over-the-Horizon Radar in Puerto Rice, enhanced Ground Based Radars, DoD trackers, and passing of tactical air information.

- Ground based DoD efforts consisted of several major programs including support to the Colombian Counterdrug Battalion and establishment of the Joint Intelligence Center (JIC). Currently the Colombians have fielded one 930 – man Counterdrug Battalion, which completed its 270-day, multi-echelon-training program on December 15, 1999. The JIC is a dedicated center for intelligence sharing and support to Colombian Joint Task Force – South in Tres Esquinas. The Center will provide tailored tactical intelligence support to military and police organizations. The counterdrug battalion and Joint Intelligence Center permit the Colombian military and police-for the first time-to eradicate the massive coca cultivation in the Putumayo and attack the major drug labs and cocaine activities in the region (where 70% of the Colombia cultivation occurs).
- The complements to the air and ground interdiction efforts are the Peruvian and Colombian Riverine Programs. The Joint Peruvian Riverine Training Center (JPRTC) in Iquitos, Peru continued to train students and in FY 1999, eighteen additional patrol boats were procured and delivered to Peru for use by operational Riverine Interdiction Units (RIUs). The first two operational RIUs, comprised of four boats and one Floating Maintenance Facility each, were commissioned in June. In Colombia, eight patrol boats, infrastructure improvements, spare parts for boats, night vision devices and personal protective equipment were procured in FY1999.
- DoD continues to deploy intelligence analysts to key cocaine production and transit countries to assist DEA and the country team in planning and executing major counterdrug cases. Analytical deployments have contributed to the identification, arrest, extradition, and incarceration of a number of key cocaine/heroin traffickers including Coneo and Juvenal (Operation Millenium). DoD collection and analysis efforts continue to provide critical assessments of cocaine flows, essential cueing for maritime and air smuggling operations, and major initiatives against cocaine organizations throughout the hemisphere. In addition, document exploitation efforts support all law enforcement agencies in arrests of trafficking and money laundering cases.
- The Air and Army National Guard provided over 230,000 workdays supporting DLEAs in counterdrug activities. The Guard also eradicated over 2.1 million cultivated marijuana plants and over 43.8 million non-cultivated plants.



# DEPARTMENT OF EDUCATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$570.266	\$603.877	\$654.258
Goal 3	<u>92.892</u>	<u>94.174</u>	<u>96.614</u>
Total	\$663.158	\$698.051	\$750.872
<b>Drug Resources by Function</b>			
Prevention	\$570.266	\$603.877	\$654.258
Treatment	92.265	93.651	96.090
Treatment Research	<u>0.627</u>	<u>0.523</u>	<u>0.524</u>
Total	\$663.158	\$698.051	\$750.872
<b>Drug Resources by Decision Unit</b>			
Office of Elementary and Secondary Education			
Safe and Drug-Free Schools and Communities			
– SDFSC State Grants	\$441.180	\$439.250	\$439.250
– SDFSC National Programs	90.000	110.750	150.750
– SDFSC School Drug Coordinator	35.000	50.000	50.000
– Project SERV	0.000	0.000	10.000
Fund for the Improvement of Post-secondary Education			
Subtotal, OESE	<u>0.674</u>	<u>0.000</u>	<u>0.000</u>
Subtotal, OESE	\$566.854	\$600.000	\$650.000
Office of Special Education and Rehabilitative Services (OSERS)			
– Vocational Rehabilitation State Grants	\$92.175	\$93.559	\$95.992
National Institute on Disability and Rehabilitation Research (NIDRR)			
– RRTCs	<u>\$0.604</u>	<u>\$0.500</u>	<u>\$0.500</u>
Subtotal, OSERS	\$92.779	\$94.059	\$96.492
Program Administration			
Subtotal, OSERS	<u>\$3.525</u>	<u>\$3.992</u>	<u>\$4.380</u>
Total	\$663.158	\$698.051	\$750.872
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	33	36	37
<b>Information</b>			
Total Agency Budget	\$39,710.3	\$43,109.2	\$44,666.0
Drug Percentage	1.7%	1.6%	1.7%

## II. METHODOLOGY

- 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 impact on drug prevention. Therefore, this drug control budget includes 100 percent of the resources for the SDFSC program.
- The funding in FY 1999 (only) included \$674,000 from funds that were appropriated under the Fund for the Improvement of Post-secondary Education (FIPSE) program. The FIPSE funds were earmarked in the Department of Education Appropriations Act to be used exclusively to identify and provide models of alcohol and drug abuse prevention and education in higher education at the college level. The Department administered this activity in the Safe and Drug-Free Schools program office along with related post-secondary drug prevention activities funded under SDFSC National Programs.
- Although the budget identifies specific dollar amounts for treatment resources, these funds reflect only approximations of the cost of services to individuals with a drug-related disabling condition. The program may provide a variety of services, such as vocational evaluation, counseling, physical and mental restoration, education, vocational training, and job placement in order to assist individuals with disabilities to achieve an employment outcome. The Department estimates that approximately 4 percent of the Vocational Rehabilitation (VR) State grant funds are used by State VR agencies to provide services to individuals with a drug-related disabling condition. In 1997, the most recent year for which data are available, approximately 8.6 percent of individuals exiting the VR program had a primary or secondary disabling condition due to drug abuse. The cost of purchasing services for this population has historically been approximately 50 percent lower than the average cost of purchasing services for other VR consumers. The budget also includes 100 percent funding for the National Institute on Disability and Rehabilitation Research (NIDRR) Rehabilitation Research and Training Center (RRTC) on Drugs and Disability.
- The Department's drug control budget also includes program administration dollars based on the personnel compensation, benefits, travel, contracts and supplies, and overhead costs for the full-time equivalent staff who administer these programs.

## III. 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, and carries out research, data collection, and civil rights enforcement activities. The Department's drug control programs are listed below by the goals of the *Strategy*.

**Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The SDFSC program authorizes activities to prevent drug use and violence by youth. Funds are appropriated directly for State grants and for National programs.
- Recipients of SDFSC State Grant funds implement research-based programs of demonstrated effectiveness designed to help create and maintain drug-free, safe, and orderly environments for learning in and around schools. Funded activities include the development, acquisition and implementation of drug and violence prevention programs, curriculum, and instruction; student counseling; teacher and staff training; and parent education or involvement.
- SDFSC National Programs is a broad discretionary authority that permits the Secretary to carry out activities to promote drug-free, safe, and orderly learning environments for students at all educational levels. Such activities may include programs implemented in conjunction with other federal agencies that support local educational agencies and communities in developing and implementing comprehensive programs that create safe, disciplined, and drug-free learning environments and promote healthy childhood development. Activities would also include: recruiting, hiring, and training program coordinators to assist school districts in implementing high quality, effective, research-based drug and violence prevention programs; other forms of training and technical assistance, demonstrations, and direct services to school districts; developing and disseminating prevention and education materials; and evaluating the effectiveness of drug and violence prevention programs.

**Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The Vocational Rehabilitation State grant program provides vocational counseling, training, placement, and other services designed to help individuals with a physical or mental disability 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 are eligible for assistance including those individuals whose disabling condition is due to drug abuse.
- The activities of the National Institute on Disability and Rehabilitation Research (NIDRR) are intended to maximize the full inclusion and integration into society and employment of individuals with disabilities and to improve their economic and social self-sufficiency. NIDRR supports research, demonstrations, and dissemination activities, through various discretionary programs, on issues relating to persons of all ages with disabilities.

## IV. BUDGET SUMMARY

### 2000 Program

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The FY 2000 appropriation for the Department of Education includes \$603.9 million for prevention activities that support Goal 1 of the *Strategy*. This includes \$439.3 million for SDFSC State Grants, \$110.8 million for SDFSC National Programs, \$50.0 million for the SDFSC Coordinator Initiative, and \$3.9 million for program administration.

#### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The FY 2000 appropriation for the Department of Education contains an estimated \$94.2 million for drug-related treatment and treatment research activities that support Goal 3 of the *Strategy*. This includes \$93.6 million for the VR State Grants program, \$0.5 million for NIDRR, and \$0.1 million for program administration.

### 2001 Request

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The total drug control request for Goal 1 activities for FY 2001 is \$654.3 million, a net increase of \$50.4 million over the FY 2000 enacted level. The FY 2001 request includes the following enhancements:
- A \$40.0 million increase for the SDFSC National Programs to fund 40 additional projects under the Safe Schools/Healthy Students Initiative. This initiative is a joint effort of the Departments of Education, Justice, Health and Human Services, and Labor to help school districts and communities to develop and implement comprehensive, community-wide strategies for creating safe and drug-free schools and for promoting healthy childhood development.
- A \$10.0 million increase for the SDFSC program to support a new federal response to violent deaths and other crises affecting schools, called Project SERV (School Emergency Response to Violence). Under this initiative, the Department of Education would provide immediate emergency assistance to a community following a violent or traumatic incident, such as counseling to students.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The total drug control request for Goal 3 activities for FY 2001 is \$96.6 million, a net increase of \$2.4 million over the FY 2000 enacted level for Vocational Rehabilitation State Grants.

### **V. PROGRAM ACCOMPLISHMENTS**

- In FY 1999, funded 97 grants to local educational agencies to recruit, hire, and train 282 SDFSC coordinators to improve the implementation of drug and school safety programs in 483 middle schools.
- In FY 1999, funded 54 Safe Schools/Healthy Students projects to provide drug prevention and early intervention services to students as part of a coordinated, comprehensive strategy for promoting healthy childhood development and addressing the problems of school violence and drug abuse.
- Continued to improve the accountability of the SDFSC program by: implementing the “Principles of Effectiveness” standards for improving the planning, design, implementation, and outcomes of drug prevention programs supported with SDFSC State Grant funds; and providing guidance and technical assistance to SDFSC State and local program coordinators on how to implement the Principles.
- In FY 1999, in collaboration with the Department of Justice, supported 12 grants to provide one-to-one mentoring programs for youth at risk of educational failure, dropping out of school, or involvement in delinquent activities including gangs and drug abuse.
- Collaborated with the Department of Health and Human Services to support a special analysis of data used to produce estimates of student violence and substance use variables in 30 countries.
- In FY 1999, in collaboration with the Office of National Drug Control Policy, awarded a grant to “Project SHOUT” designed to teach youth to reject illegal drugs, alcohol, and tobacco.
- Continued support for an expert panel to identify promising and exemplary programs to prevent youth drug use.
- Provided support for initiatives designed to develop or improve the capacity of state and local educational agencies to collect, analyze, and use data to make informed decisions about drug use prevention programming in schools.
- Disseminated 50,000 copies of the Department’s drug prevention newsletter, *The Challenge*, to teachers, teacher-parent organizations, school administrators, and other drug prevention professionals four times a year.

- Supported a training and technical assistance center to strengthen and disseminate information about drug prevention programs for students at institutions of higher education (IHEs), and funded direct grants to IHEs for model drug and alcohol prevention programs for this population.
- Convened an invitational meeting of national researchers, evaluators, and practitioners to identify effective programs, and to identify research and information gaps, among higher education alcohol and other drug prevention efforts.
- Supported the design and administration of a random sample national probability survey of college students' alcohol and other drug use and their perceptions of their college peers' behavior regarding alcohol and other drugs.
- Supported a national random survey of college senior administrators to identify the level and nature of alcohol, other drug, and violence prevention activity on campuses, and to assess needs on campuses for technical assistance or other services.
- Assisted more than 17,000 individuals to achieve an employment outcome under the VR State Grant program.
- Developed curricular materials to improve the training of VR counselors in providing services to consumers with a primary or secondary disabling condition resulting from drug abuse.

# ADMINISTRATION FOR CHILDREN AND FAMILIES

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$43.834	\$50.935	\$50.935
Goal 3	<u>12.686</u>	<u>12.670</u>	<u>12.670</u>
Total	\$56.520	\$63.605	\$63.605
<b>Drug Resources by Function</b>			
Prevention	\$43.834	\$50.935	\$50.935
Treatment	<u>12.686</u>	<u>12.670</u>	<u>12.670</u>
Total	\$56.520	\$63.605	\$63.605
<b>Drug Resources by Decision Unit</b>			
Abandoned Infants Assistance	\$12.244	\$12.207	\$12.207
Community-Based Resource Centers	6.564	6.567	6.567
Head Start	26.000	30.000	30.000
HS Free to Grow Project	0.000	2.000	2.000
Runaway and Homeless Youth Programs	<u>11.712</u>	<u>12.831</u>	<u>12.831</u>
Total	\$56.520	\$63.605	\$63.605
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	1	1	1
<b>Information</b>			
Total Agency Budget	\$37,918.159	\$36,065.316	\$42,389.362
Drug Percentage	0.1%	0.2%	0.1%

## II. METHODOLOGY

- The Administration for Children and Families (ACF) program is not targeted specifically on drug use and abuse, drug prevention, or drug treatment. Such activities, however, are a part of several comprehensive service programs.
- The amount counted as drug-related is determined as 100 percent for the following programs:
  - Abandoned Infants program
  - Head Start (Family Service Centers and Free to Grow Project)
- Also, 20 percent of the funding for Community-Based Resource Centers and the Runaway and Homeless Youth Programs are considered drug-related.

### III. PROGRAM SUMMARY

- The Administration for Children and Families (ACF) is responsible for programs that promote the economic and social well being of families, children, individuals, and communities. Drug use is a barrier to ACF performance measurement goals of providing healthy development, safety, and well being of children and youth. ACF combats drug use by focusing efforts on hard-to-reach and at-risk populations through comprehensive service programs. Target populations are:

#### Youth

- Adolescent populations, such as runaway and homeless youth and school-age children and youth in areas of significant poverty, juvenile delinquency, and crime are tragically vulnerable and at high risk of illicit drug use.

#### Families and Children

- Families and children in crisis, often due to child abuse and neglect associated with substance abuse, is an ACF priority. Abandoned infants of substance abusing or HIV/AIDS infected parents are also a primary at-risk population.
- ACF administers four drug-related programs that indirectly address Goal 1 and Goal 3 of the *Strategy*. These include the following prevention and treatment activities: Runaway and Homeless Youth Centers Programs, Head Start (Family Service Centers and Free to Grow Project), Community-Based Resource Center Program, as well as the Abandoned Infants Assistance Program. Each of these programs offers a comprehensive approach to identifying the needs of the populations they serve and providing or facilitating early access to treatment and other services.

### IV. BUDGET SUMMARY

#### 2000 Program

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The FY 2000 enacted level contains \$50.9 million, which is \$7.1 million above the FY 1999 level, for prevention activities in support of Goal 1 of the *Strategy*.

#### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The FY 2000 appropriation contains an estimated \$12.7 million for treatment activities in support of Goal 3.



## 2001 Request

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The total drug control request for prevention activities in support of Goal 1 for FY 2001 is \$50.9 million, the same as the FY 2000 enacted level.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The total drug control request for treatment activities in support of Goal 3 for FY 2001 is \$12.7 million, the same as the FY 2000 enacted level.

## V. PROGRAM ACCOMPLISHMENTS

- The Administration for Children and Families' prevention and treatment activities will be used to educate and enable America's youth to reject illegal drugs, as well as alcohol and tobacco. Prevention and treatment accomplishments consist of:
  - The Runaway and Homeless Centers Youth programs that will work with a number of States and the grantees in those States to implement a collaboration that supports a youth development approach to services to young people and coordination with substance abuse and teen pregnancy prevention activities.
  - The Community-Based Resource Centers that will continue providing a network of public-private partnerships and developing the continuum of preventive services for children and families. Funds will be used to invest in the kinds of prevention services that are dedicated to supporting families before they go into crisis and risk harming their children.
  - The Family Support Centers that will continue improving the self-sufficiency and functioning of parents of children enrolled in the Head Start program. Funds will support literacy activities, job training, and collaboration with other agencies on substance abuse initiatives.
  - The Abandoned Infants programs and the Community-Based Resource Centers that will provide a broad range of community-based intervention services for women who are substance abusing or who may be HIV positive and their infants who have been prenatally exposed to drugs or HIV.
  - Head Start's Partnerships to Promote Substance-Free Communities Project or Free to Grow Project that will address problems of substance abuse by strengthening the families and neighborhood within which children live. The hope is that the superstructure of the Head Start national program will provide an effective mechanism for supporting replication and diffusion of promising models, once they are fully developed.

# CENTERS FOR DISEASE CONTROL AND PREVENTION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$73.913	\$98.355	\$103.520
Goal 3	<u>69.157</u>	<u>75.907</u>	<u>83.107</u>
Total	\$143.070	\$174.262	\$186.627
<b>Drug Resources by Function</b>			
Prevention	<u>\$143.070</u>	<u>\$174.262</u>	<u>\$186.627</u>
Total	\$143.070	\$174.262	\$186.627
<b>Drug Resources by Decision Unit</b>			
Tobacco Initiative	\$73.913	\$98.355	\$103.520
HIV/AIDS Drug Counseling	<u>69.157</u>	<u>75.907</u>	<u>83.107</u>
Total	\$143.070	\$174.262	\$186.627
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	95	111	114
<b>Information</b>			
Total Agency Budget	\$2,639.0	\$3,037.0	\$3,239.5
Drug Percentage	5.4%	5.7%	5.8%

## II. METHODOLOGY

- The Centers for Disease Control and Prevention (CDC) provides HIV prevention funding to state and local health departments and education agencies, community-based organizations, minority-based organizations, national organizations, universities and hospitals targeted to populations at high risk for HIV, including injecting drug users (IDU's). A portion of health department funding supports HIV counseling and testing, including partnership notification activities for those infected with HIV and injecting drug users.
- The decision on the amount of this funding awarded to each state was formerly the responsibility of CDC, based upon need documented in each state's grant application. However, with the implementation of CDC's HIV prevention community planning process, the decision on how HIV prevention resources (including those targeting drug users) are distributed within a particular state or community is now made by a HIV prevention community planning council located in each state. Community planning groups are responsible for developing comprehensive HIV prevention plans that are directly responsive to the epidemics in their jurisdictions.

- CDC also provides funding to state health departments and national organizations to conduct tobacco use prevention and reduction programs. These programs address the Healthy People 2000/2010 objectives related to tobacco, with a particular focus on preventing tobacco use among youth. State tobacco control programs assist and support local communities to undertake tobacco control activities, conduct media and educational campaigns, support training on tobacco topics, and monitor changes in tobacco use behaviors.

### **III. PROGRAM SUMMARY**

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- CDC's efforts to build a comprehensive tobacco prevention and control program related to young people rests on its ability to provide the public, health professionals, and policy makers with the most up-to-date scientific information on: the health effects of tobacco use; counteract the glamorization of tobacco use that occurs in the mass media; and coordinate strategic efforts to prevent and control the use of tobacco.
- CDC's Office on Smoking & Health (OSH) conducts surveillance of tobacco-use behaviors, analyses of the predictors of use and indicators of addiction, and policy-related research to better understand factors that influence tobacco use in young people and to develop appropriate interventions. These findings are published in CDC's Morbidity and Mortality Weekly Report, refereed journals, and reports such as the Surgeon General's Reports on the Health Consequences of Smoking.

#### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- CDC's National Center for HIV, STD, and TB Prevention administers several drug-related HIV prevention activities. Funds directed to the 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.
- These programs support federal drug control priorities by working to reduce and prevent illicit drug use and associated medical consequences.

### **IV. BUDGET SUMMARY**

#### **2000 Program**

- The FY 2000 appropriation totals \$174.3 million and 111 FTEs in drug-related resources.

**Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- A total of \$98.4 million supports Goal 1 prevention activities, such as strategic efforts to prevent and control the use of tobacco among youth.

**Goal 3: Reduce health and social costs to the public of illegal drug use.**

- A total of \$75.9 million in funding supports drug-related HIV prevention activities within Goal 3.

**2001 Request**

- The total drug control request is \$186.6 million and 114 FTE's. This represents an increase of \$12.4 million and 3 FTE's over the FY 2000 enacted level.

**Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The total drug control request for Goal 1 activities for FY 2001 is \$103.5 million for Youth and Tobacco activities. This initiative will maintain CDC's commitment to state-based efforts to conduct comprehensive programs to reduce and prevent tobacco use.
- Resources will expand support for CDC's 50 State National Tobacco Control Program, including the District of Columbia, and the territories through funding organizations that have statewide access to diverse communities. Funding such organizations can help eliminate the disparities in tobacco use among the states' various racial/ethnic populations groups. Effective community programs involve people in their homes, work sites, schools, and places of worship and entertainment, civic organizations, and other public places.
- CDC will provide state-of-the-art training, and technical assistance nationwide to empower further local governments, schools, coalitions, and national organizations to develop effective initiatives and programs. This will include one-on-one consultations with states and organization, teleconferences, electronic and print materials, distribution, group training sessions, and other services requested by states and organizations.
- Also, CDC will allow for enhancement of national surveillance systems to monitor state-specific tobacco use, especially among youth and special populations and assess the impact of federal and state initiatives.
- In addition, CDC will support and promote public policies that provide a clear and consistent message commensurate with the harm to public health caused worldwide by tobacco use, including policy research and diffusion of best practices globally.

**Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The total drug control request for Goal 3 activities for FY 2001 is \$83.1 million to support AIDS drug counseling and drug-related HIV prevention activities.

**V. PROGRAM ACCOMPLISHMENTS**

- Continue the commitment to state-based efforts to conduct comprehensive programs to reduce and prevent tobacco use.
- CDC continues to expand its support for the State National Tobacco Control Program to organizations with statewide access to diverse communities. Effective community programs involve people in their homes, work sites, schools, and places of worship and entertainment, civic organizations, and other public places.
- Continue to support state-of-the-art training, and technical assistance nationwide to further empower local governments, schools, coalitions, and national organizations to develop effective initiatives and programs.

# FOOD AND DRUG ADMINISTRATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$34.000	\$34.000	\$39.000
<b>Drug Resources by Function</b>			
Prevention	\$34.000	\$34.000	\$39.000
<b>Drug Resources by Decision Unit</b>			
Enforcement	\$22.475	\$21.000	\$24.000
Outreach	10.177	11.000	12.000
Regulation	<u>1.348</u>	<u>2.000</u>	<u>3.000</u>
Total	\$34.000	\$34.000	\$39.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	25	25	25
<b>Information</b>			
Total Agency Budget	\$980.5	\$1,049.7	\$1,188.3
Drug Percentage	3.5%	3.2%	3.3%

## II. METHODOLOGY

- The resources used in the Alcohol and Tobacco program area are determined by the active workload expended in carrying out FDA's efforts to implement the President's Executive Order calling for the regulation of nicotine - containing tobacco products.

## III. PROGRAM SUMMARY

- The Tobacco Program seeks to promote and protect the health of our nation's youth by decreasing the number of young people who begin to use and become addicted to tobacco products each year. FDA's approach to the tobacco initiative combines a focus on supply and demand so that the problem is addressed comprehensively and reduces the number of illegal purchases.
- FDA's long-term goal is a 50 percent decline in young people's use of tobacco within seven years of full program implementation, using a threefold strategy of enforcement and evaluation, compliance outreach, and product regulation. This is accomplished through reducing the access and appeal of tobacco products to young people, enlisting retailers' and other stakeholders' assistance in these efforts, and developing regulatory procedures for cigarettes and smokeless tobacco products.
- On August 23, 1996, FDA issued its final regulation restricting the sale and marketing of nicotine-

containing cigarettes and smokeless tobacco products. The rule contained a comprehensive set of provisions that limit young people's access to tobacco products, as well as restrictions on the marketing of these products to minors. The rule was the culmination of an intense multi-year investigation that sought to determine if FDA has jurisdiction over these products, and if so, what form regulation should take.

- The cigarette, smokeless tobacco, advertising and retail industries, and others brought suit in the United States District Court for the Middle District of North Carolina (Greensboro Division) to invalidate FDA's assertion of jurisdiction and enjoin its regulations. Argument was heard on February 10, 1997, and the Court issued its decision on April 25, 1997, upholding FDA's jurisdiction and its access and labeling regulations. The Court held that the statutory provision relied on by FDA does not provide FDA with authority to regulate advertising and promotion of tobacco products. Furthermore, the court delayed implementation of all remaining provisions, pending appeal, except those for age and photo identification that had gone into effect on February 28, 1997.
- Both the government and plaintiffs appealed to the United States Court of Appeals for the Fourth Circuit. On August 13, 1998, the Fourth Circuit issued its decision finding the FDA's assertion of jurisdiction and issuance of regulations invalid. On April 26, 1999, the U.S. Supreme Court granted the Petition for a Writ of Certiorari filed by the Solicitor General. The Supreme Court heard oral arguments on December 1, 1999, and a decision is expected by summer 2000. The granting of the petition continues a stay of the issuance of the Fourth Circuit's mandate while the Supreme Court considers the case. The age and identification provisions of FDA's tobacco rule in effect since February 1997 therefore remain in effect, pending the Supreme Court's final decision.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

##### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The FY 2000 budget includes \$34,000 million for the costs associated with the full implementation of the age and photo identification requirements of this regulation, as well as the implementation of other provisions of the rule as they become effective. During FY 2000, FDA will primarily engage in three activities: enforcement, compliance-based outreach, and product regulation.
- The FY 2000 goals for the tobacco program build on the progress made toward enforcing the tobacco rule. Implementation and enforcement of FDA's tobacco regulation is a central component of the President's Initiative on Tobacco. FDA plans to ensure fundamental progress in all states – in partnerships with state and local authorities – to reduce young people's use of tobacco products.

## **Enforcement and Evaluation**

- A key influence on a retailer's decision to comply with a new legal requirement is the extent to which the individual perceives he or she is likely to be found in violation. FDA has developed a general enforcement strategy aimed at conducting compliance checks in each retail outlet that sells tobacco products. Under the current enforcement plan, those retailers who do not make a sale receive a letter informing them they are in compliance with the rule. To enforce the rule:
  - FDA inspects retail facilities and takes enforcement actions against those establishments found to have violated the age and identification restrictions.
  - FDA contracts with and commissions state and local officials to conduct inspections. The agency's regional staff train the designated officials as each new state contract is signed, with subsequent training to be conducted by the state and local officials. Under contracts signed in FY 1999, FDA inspections will be conducted in all 50 states, Washington, D.C., American Samoa, and the Virgin Islands in FY 2000.

## **Compliance Outreach**

- A strong outreach program is one of the most effective ways to increase compliance with this rule. FDA is conducting a national advertising campaign aimed at raising retailers' awareness of the new regulations and motivating them to comply. The campaign's primary target audience is managers and clerks in stores that sell tobacco. The FY 2000 compliance outreach efforts build on the success of earlier campaigns to ensure that those directly affected by this rule understand what their responsibilities are, why such measures are needed, and the consequences associated with noncompliance. Current efforts include:
  - Creating, producing and distributing a multimedia advertising campaign in up to 40 top media markets for a four-week flight. The campaign includes 2 radio, 1 TV, 3 billboard, and 3 print advertisements.
  - Providing 150,000 free retailer kits and 400,000 direct mail pieces informing retailers about the program and encouraging them to use the in-store materials.
  - Piloting program that will publicly recognize 3,000 retailers across the country that refuse to sell cigarettes or smokeless tobacco to youth.
  - Participating in 30 retailer or other trade shows and hold up to 60 one-on-one meetings with retailers to educate them about the program and respond to their questions or concerns.

## **Product Regulation**

- FDA is exploring questions associated with product regulation, including classification and quality



system regulations, to ensure that the health consequences of tobacco products or their ingredients, additives or constituents are made less harmful in order to reduce the death and disease caused by tobacco use.

- FDA is continuing to review and analyze ingredients, constituents, and additives, with internal and outside experts. These experts include personnel from sister agencies within the Department of Health and Human Services to study the scientific and regulatory issues raised by drug and tobacco products that may claim to reduce exposure to harmful substances in tobacco and to reduce health risks.

## **2001 Program**

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The total drug control request for Goal 1 activities for FY 2001 is \$39.0 million, an increase of \$5.0 million over FY 2000 level. Funding increases in FY 2001 will be used to expand FDA Enforcement and Outreach.

### **Enforcement and Evaluation**

- FDA will expand its enforcement program by conducting 225,000 compliance checks - a 12½ percent increase over FY 2000. This will allow FDA to inspect 28 percent\* of identified retail outlets at least once, and re-inspect 100 percent of retailers found in violation within three months of providing notice of violation or of adjudication of a civil monetary penalty.
- FDA will create targeted demonstration-enforcement areas, where random inspections will be conducted. This will allow FDA to measure the effectiveness of different mixes of interventions on illegal sales of tobacco products to minors.

### **Outreach**

- Enhance various outreach activities by: advertising via TV, radio, newspapers and billboards; increasing the number of major markets where intensive advertising campaigns are conducted to evaluate the effectiveness of the ongoing campaign in reducing illegal sales; creating new retailer materials for different types of retail outlets such as grocery stores, pharmacies and gas stations; and distributing new retailer kits.

\* This number assumes 800,000 tobacco retailers; estimates range from 500,000 to 1.5 million retailers.

- Increase the number of retailers in the retailer recognition program; visit up to 15,000 stores educating them about the program and introducing them to free retailer materials.

## **V. PROGRAM ACCOMPLISHMENTS**

### **Enforcement**

- The Agency solicited bids from all 57 states and territories to contract with FDA to conduct compliance checks. The agency exceeded its contracting goals by signing contracts resulting in compliance checks being conducted in all 50 states and 3 territories.
- The agency achieved a 166 percent increase over FY 1998 in the number of compliance checks completed in its second full year of enforcing the age and identification requirements. Existing contracts resulted in a total of 107,200 compliance checks completed, five percent of which were re-inspections of retailers found to have violated the rule.
- Efficiency, productivity, and the increased number of compliance checks conducted, has resulted in a 1,000 percent increase in the number of civil monetary penalty cases filed in FY 1999 over FY 1998. FDA began seeking civil monetary penalties from retailers who were found to have violated the age and identification restrictions for a third time.
- FDA designed and installed a computer system equipped to: print compliance check forms for each state with the names of the retailers to be inspected; receive and track results of investigations; print compliance letters and Notices of Violations; and establish and maintain the legal record for later civil monetary penalty proceedings. It is estimated that between 500,000 and 1.5 million retailers may sell tobacco. The system was designed to automate the program's processes and to develop and maintain a list of retailers selling tobacco in each state.

### **Outreach**

- FDA received the marketing industry's highest honor for effective advertising, the EFFIE Award, for its compliance-based advertising and education campaign designed to inform and ensure retailer compliance, and to boost retailer awareness of the regulation. This multi-faceted program consists of free retailer materials, radio, print, and billboard advertising, direct mail, exhibits and speeches, and a toll-free hotline. For the first time, FDA developed a TV advertisement for the advertising campaign.
- FDA increased the scope and reach of the advertising campaign to include 11 individual media markets and 5 states. Retailers and sales clerks are the primary target audience for this campaign. In addition to reminding retailers and sales clerks not to sell to minors and to check young peoples' photo identification, the campaign also urges customers to cooperate with retailers attempting to meet their responsibilities to help keep young people tobacco-free. Results from a tracking study to evaluate the effectiveness of the campaign will be available in mid-FY 2000.

- FDA participated in national meetings held by the retail industry and health professionals to explain retailers' responsibilities under the regulation and respond to their questions and concerns. For the first time, FDA displayed exhibits about the tobacco program at four major retailer conferences where the FDA again met with retailers and provided free in-store materials to help their clerks comply with the age and identification requirements. FDA continued to participate in conferences held by health professionals and delivered dozens of speeches at events and conferences across the country.

### **Product Regulation**

- FDA commissioned the Institute of Medicine (IOM), a member of the National Academy of Sciences, to convene a national panel of experts to study the scientific and public policy health questions raised by drug products that purport to reduce exposure to tobacco or harmful substances in tobacco. The IOM will assemble a panel of senior experts in fields such as chronic disease epidemiology, cardiac and pulmonary physiology, device and regulatory law, nicotine addiction, clinical medicine, pharmacology and toxicology, and health risk perception. The panel will produce a report with recommendations that will enable FDA to better evaluate the scientific and regulatory issues by drug and tobacco products that may claim to reduce exposure to harmful substances in tobacco and to reduce health risks.

# HEALTH CARE FINANCING ADMINISTRATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	1999 Actual	2000 Enacted	2001 Request
<b>Drug Resources by Goal</b>			
Goal 3	<u>\$400.000</u>	<u>\$450.000</u>	<u>\$500.000</u>
Total	\$400.000	\$450.000	\$500.000
<b>Drug Resources by Function</b>			
Treatment	<u>\$400.000</u>	<u>\$450.000</u>	<u>\$500.000</u>
Total	\$400.000	\$450.000	\$500.000
<b>Drug Resources by Decision Unit</b>			
Medicaid (Federal Share)	\$320.000	\$360.000	\$400.000
Medicare (Part A)	<u>80.000</u>	<u>90.000</u>	<u>100.000</u>
Total	\$400.000	\$450.000	\$500.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
Total Agency Budget	\$297,147.0	\$325,434.0	\$349,686.0
Drug Percentage	0.1%	0.1%	0.1%

## II. METHODOLOGY

- Medicaid drug abuse treatment expenditures have been estimated using the results of data surveys. Only direct treatment costs have been estimated, to the exclusion of costs associated with the treatment of drug-related conditions.

## III. PROGRAM SUMMARY

### Medicaid

- Treatment costs reflect estimates of both the hospital and non-hospital treatment costs under Medicaid. Medicaid-eligible individuals requiring drug abuse treatment can receive all covered hospital and non-hospital services 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 for the inpatient, outpatient, and physician services for eligible persons, and at the option of the states, clinic and rehabilitative services under Medicaid. The primary limitation on using Medicaid drug treatment is that it cannot pay for any recipients aged 22-64 in large, inpatient psychiatric facilities defined as Institutions for Mental Diseases (IMDs).

## **Medicare**

- Medicare-eligible individuals requiring drug abuse treatment can receive all covered hospital and some non-hospital services necessary to treat their condition. Treatment costs reflect estimates of only the Hospital Insurance (Part A) treatment costs for Medicare.
- 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 in an inpatient setting.
- Medicare generally will not cover exclusively preventive care, such as education and counseling, but rather pays for such services only as they relate to a specific treatment episode for alcohol or drug abuse.

## **IV. BUDGET SUMMARY**

### **2000 Program**

#### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The FY 2000 enacted drug control budget for Medicare Part A is \$90.0 million, an increase of \$10 million over the enacted FY 1999 level. This increase is associated with increased numbers of Medicare-eligible individuals requiring drug abuse treatment. The FY 2000 drug control budget also includes \$360.0 million for Medicaid enrollees, an increase of \$40.0 million over FY 1999 levels. All funding is in support of Goal 3.

### **2001 Request**

#### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The total drug control request for Goal 3 activities for FY 2001 is \$500.0 million, a net increase of \$50.0 million over FY 2000. The FY 2001 request reflects continued programmatic growth in the Medicaid and Medicare programs.
- The FY 2001 drug control budget request includes \$400.0 million for the Medicaid program, an increase of \$40.0 million over FY 2000 enacted levels. All funding is in support of Goal 3.
- The FY 2001 drug control budget request includes \$100.0 million for Medicare Part A, an increase of \$10.0 million over the FY 2000 enacted level. This increase is associated with increased numbers of Medicare-eligible individuals requiring drug abuse treatment.

## **V. PROGRAM ACCOMPLISHMENTS**

- The Health Care Financing Administration continues to meet the challenges of providing drug abuse treatment care to eligible Medicare and Medicaid patients.

# HEALTH RESOURCES AND SERVICES ADMINISTRATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 3	<u>\$52.564</u>	<u>\$58.854</u>	<u>\$64.074</u>
Total	\$52.564	\$58.854	\$64.074
<b>Drug Resources by Function</b>			
Treatment	<u>\$52.564</u>	<u>\$58.854</u>	<u>\$64.074</u>
Total	\$52.564	\$58.854	\$64.074
<b>Drug Resources by Decision Unit</b>			
Ryan White CARE Act	<u>\$52.564</u>	<u>\$58.854</u>	<u>\$64.074</u>
Total	\$52.564	\$58.854	\$64.074
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
Total Ryan White Budget	\$876.1	\$980.9	\$1,063.9
Drug Percentage	6.0%	6.0%	6.0%

## II. METHODOLOGY

- Approximately six percent of the amounts appropriated for Parts A, B, and C (Titles I, II (excluding ADAP), and III) of the Ryan White Comprehensive AIDS Resources Emergency Act (Title XXVI of the PHS Act) is projected to support the provision of health care services for persons with AIDS in substance abuse treatment settings who are also drug addicted. Funding estimates for anti-drug abuse activities reflect this assumption.

## III. PROGRAM SUMMARY

- HRSA's Ryan White Funds support state and locally administered programs which 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 XXVI, Part A (Title I) provides substantial emergency resources to cities facing high HIV/AIDS caseloads, to sustain and develop systems of care that emphasize a continuum of services and reduce inpatient burdens. Grant awards are for outpatient and ambulatory health and support services to eligible metropolitan areas. These support services are intended for low income/under insured 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 51 metropolitan areas eligible for FY 2001 funds.

- Title XXVI, Part B (Title II) enables states to improve the quality, availability and organization of health and support services for individuals with HIV disease and their families more broadly throughout each state. It 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 XXVI, Part C (Title III) provides early intervention primary medical care and other services through health centers in under-served areas which face an increasing demand for HIV care. It provides for grant support to local and community based organizations (principally community and migrant health centers) which provide outreach, counseling and testing, prevention and early intervention services in a primary care setting for populations with or at risk of HIV/AIDS.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- The FY 2000 drug related resources for HRSA of \$58.9 million represents an estimated 6 percent of the total funding requested for Titles I, II and III of the Ryan White programs. This amount will be used for direct health care of persons with HIV/AIDS in substance abuse treatment settings.

##### **2001 Request**

- The FY 2001 drug related resources for HRSA of \$64.1 million represents an estimated 6 percent of the total funding requested for Titles I, II and III of the Ryan White programs.
- Funding for this program supports Goal 3 of the Strategy. This program provides for direct health care of persons with HIV/AIDS in substance abuse treatment settings.

#### **V. PROGRAM ACCOMPLISHMENTS**

- No accomplishments are reported.



# INDIAN HEALTH SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	1999 Actual	2000 Enacted	2001 Request
<b>Drug Resources by Goal</b>			
Goal 1	\$3.592	\$3.674	\$4.204
Goal 3	<u>40.692</u>	<u>41.600</u>	<u>43.425</u>
Total	\$44.284	\$45.274	\$47.629
<b>Drug Resources by Function</b>			
Prevention	\$3.592	\$3.674	\$4.204
Treatment	<u>40.692</u>	<u>41.600</u>	<u>43.425</u>
Total	\$44.284	\$45.274	\$47.629
<b>Drug Resources by Decision Unit</b>			
Alcohol and Substance Abuse	\$41.104	\$42.035	44.3870
Urban Indian Health Programs	<u>3.180</u>	<u>3.239</u>	<u>3.242</u>
Total	\$44.284	\$45.274	\$47.629
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	110	110	110
<b>Information</b>			
Total Agency Budget	\$2,240.3	\$2,390.7	\$2,620.4
Drug Percentage	2.0%	1.9%	1.8%

## II. METHODOLOGY

- In preparing the Agency's drug control budget, the Indian Health Service (IHS) includes the appropriation for Alcohol and Substance Abuse (excluding the amount designated as Adult Treatment) and the portion of the Urban Indian Health appropriation that is provided for alcohol and substance abuse prevention and treatment.
- Those items identified as primarily treatment activities include: Regional Treatment Centers (RTCs), Community Rehabilitation /Aftercare, Gila River, Contract Health Services, Navajo Rehabilitation Program, Urban Clinical Services, and Expand Urban Programs. The prevention activities include Community Education and Training and Wellness Beyond Abstinence.

## III. PROGRAM SUMMARY

- The IHS provides comprehensive health services to American Indians and Alaska natives, while also providing the opportunity for maximum tribal involvement in developing and managing these programs. These alcohol and drug abuse programs are largely (approximately 95%) operated by

tribes under self-determination agreements. This allows tribes wide latitude to set objectives and design programs. All programs are engaged in activities that are aligned with the national drug control strategies to some degree. In general, the IHS-funded drug-related activities fall under Goals 1 and 3 of the *Strategy*.

**Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- As part of its broad mandate to provide health care services, the IHS supports substance abuse treatment and prevention services. The Alcoholism and Substance Abuse Program within the IHS administers anti-drug abuse activities. 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; and
  - Services for developmentally disabled.
- Many community programs are committed to the Goal 1 objectives. Some examples of community efforts that are geared toward Goal 1 are:
  - The Chemical Dependency Management Information System (CDMIS). This software is now available to all the Areas of the Indian Health Service.
  - The Evaluation of the Adolescent Regional Treatment Centers, and the Evaluation of the Effectiveness of the Indian Health Service Sponsored Alcohol and Substance Abuse Aftercare/Continuing Care Program.

**Goal 3: Reduce health and social costs of illegal drug use to the public.**

- 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.

- Indian Health Services' 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 requires the IHS to expand its efforts in treating intravenous 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.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

##### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

FY 2000 funding includes \$3.7 million for Goal 1 activities. The IHS is committed to the national agenda to reduce alcohol and drug abuse by using strategies that include:

- Continued development toward a comprehensive continuum of care encompassing prevention, education, treatment and rehabilitation. Workshops on American Society of Addiction Medicine Patient Placement Criteria are sponsored as part of the Clinical and Preventive Health Leadership Series.
- Supporting inhalant abuse prevention and treatment initiative training and education to tribal communities in regards to children and young adolescent use.
- Tobacco cessation activities.
- Expansion of primary prevention efforts via collaboration with the Center for Substance Abuse Prevention on the Rural and Remote Culturally Distinct population project and training.
- Continued enhancement of RTC development and effectiveness.
- Continued expansion of primary prevention efforts via collaboration with the Center for Substance Abuse Prevention curriculum on community mobilization provider training, i.e. Gathering of Native Americans, Violence Prevention, and Facilitation Skills Development.

### **Goal 3: Reduce health and social costs of illegal drug use to the public.**

FY 2000 funding includes \$41.6 million for Goal 3 activities. The IHS activities under this goal are comprised primarily of its treatment activities, which includes a broad multi-discipline approach in treating and identifying interrelated mental health, social, and substance abuse related disorders and a focus on the preservation and regeneration of families. Some examples include:

- Continued enhancement of Regional Treatment Center development and effectiveness of treatment services including development of continuity of care plans for client's return to their respective community.
- Continued support to address specific needs of women and their children via recommendations from the Women's Four Phase Evaluation Report, in which two phases have been completed.

### **2001 Request**

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

FY 2001 funding request includes \$4.2 million for Goal 1 activities, a net increase of \$0.53 million over the FY 2000 level. The FY 2001 request includes the following enhancement:

- Special emphasis on including preventive or health promotion services to clients during their treatment since many clients have associated problems in the following areas: tobacco cessation, nutrition and diet, diabetes prevention, prevention of disabilities due to diabetes, parenting skills and prevention of child abuse.
- Community peer support/leadership and mentor programs that are integrated into drug free recreational activities.
- Health education activities targeted to the youngest members of the American Indian/Alaska Native population through school and community-based culturally sensitive programs designed to prevent drug use at an early age.
- Community-based health promotion/disease prevention activities specifically focused on substance abuse prevention.

### **Goal 3: Reduce health and social costs of illegal drug use to the public.**

FY 2001 funding includes \$43.4 million for Goal 3 activities, a net increase of \$1.8 million over the FY 2000 level. The FY 2001 request will address the following:

- Increasing the capacity of existing treatment centers, including the Youth Regional Treatment Centers.

- Training of health care providers on the assessment and treatment of patients with drug problems to improve identification of substance abuse problems and treatment outcomes.
- Increased training of mental health professionals in substance abuse to improve outcomes for persons with dual diagnoses.
- Enhancement of existing and establishment of additional transitional/sober living programs, halfway houses, and group homes to improve aftercare services and provide additional support to persons who have undergone treatment.
- Providing additional support for programs targeted to certain high-risk groups and specialized services, such as high risk prenatal clinics to screen and identify women who are substance abusers for follow-up throughout their pregnancies.

## **V. PROGRAM ACCOMPLISHMENTS**

- Local, community based training workshops and events called “Gathering of Native Americans”, GONA are being widely adapted throughout the Indian country. These workshops and events have been designed, tested and evaluated in American Indian communities with the help of Indian education, social services and health professionals supported by both the Indian Health Service and the Center for Substance Abuse Prevention. As a result, there has been a revitalization of alcoholism and substance abuse awareness, community planning interest and capability.
- Primary Care Provider Training is given to Indian Health Service, tribes, and urban center (I/T/U) primary care providers to enhance their skills in the areas of addiction, prevention, intervention and treatment. Recently, a special module has been developed for public health nurses. Activities include the development of a video and slide lending library designed to improve provider in-service capability and community presentations. Between 40 and 60 primary care providers receive this training each year.
- Over the past four years the Indian Health Service ASA Program has collaborated with the CDC on several important projects. They include a maternal alcoholism and substance abuse screening instrument for use at I/T/U prenatal clinics; a case control study on maternal characteristics of Indian mothers of FAS children; and an analysis and dissemination of American Indian and Alaska Native Behavioral Risk Factor Surveillance System, (BRFSS) data.

# NATIONAL INSTITUTES OF HEALTH

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$290.052	\$328.603	\$345.360
Goal 3	<u>363.654</u>	<u>401.625</u>	<u>422.107</u>
Total	\$653.706	\$730.228	\$767.467
<b>Drug Resources by Function</b>			
Prevention Research	\$284.135	\$321.300	\$337.685
Treatment Research	<u>369.571</u>	<u>408.928</u>	<u>429.782</u>
Total	\$653.706	\$730.228	\$767.467
<b>Funding Resources by Decision Unit</b>			
NIDA/Office of AIDS Research	\$617.409	\$687.376	\$725.467
NIAAA	<u>36.297</u>	<u>42.852</u>	<u>42.000</u>
Total	\$653.706	\$730.228	\$767.467
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	361	374	374
<b>Information</b>			
Total Agency Budget	\$876.7	\$980.6	\$1,034.1
Drug Percentage	74.6%	74.5%	74.2%

## II. METHODOLOGY

- The entire National Institute on Drug Abuse (NIDA) budget is drug-related. NIDA supports Goal 1, prevention research and Goal 3, treatment research.
- The resources included in the National Institute on Alcohol Abuse and Alcoholism's (NIAAA's) drug budget are determined by the level of funding provided for NIAAA applied research on children and youth. This research focuses on underage use and its consequences. Actual expenditures were summarized for grants and contracts that address pertinent prevention and treatment research topics. Staff costs associated with monitoring these projects is also included.

## III. PROGRAM SUMMARY

- Dramatic scientific advances over the past two decades have revolutionized our understanding of drug abuse and addiction. Foremost, we now know clearly that drug abuse is a preventable behavior and that drug addiction is a treatable disease of the brain. This paradigm shift in our

understanding of drug abuse and addiction has come in a large part because of the comprehensive research portfolio support by NIDA.

- Research is the lynchpin of efforts to educate and enable America's youth to reject drugs and to decrease the health and social cost of drugs to the American public. Although drug addiction is a treatable brain disease, there still exists a tremendous gap between what science tells us about the nature of addiction and the application of these findings by people in a wide variety of communities. This disconnect must be bridged in order to change the perception of many health professionals and the general public that addiction is a simple social problem or a failure of will. To do this, capitalization on the variety of effective addiction treatments that have been developed as part of NIDA-sponsored research is needed.
- Both behavioral and pharmacological treatments have been shown to reduce drug abuse, crime and delinquency, and the spread of HIV/AIDS and other infectious diseases that are associated with drug abuse and addiction. The importance of research in finding new and better ways to alleviate the pain and devastation of addiction are underscored by the ever-changing drug abuse patterns, the continuing transmission of HIV infection among drug abusers, and the need to develop effective treatment and prevention interventions.
- The National Institute on Alcohol Abuse and Alcoholism (NIAAA) is the lead Institute responsible for research on the causes, consequences, treatment, and prevention of alcohol-related problems. Much of this research focuses on children and youth that consume alcohol prior to age 21. NIAAA is accelerating research in addressing the outcomes of underage alcohol abuse, as well as its prevention and treatment. The Institute is funding a number of promising prevention and treatment studies to evaluate childhood and adolescent drinking interventions for a range of age groups, in a variety of settings.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

##### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

The FY 2000 budget for NIDA Goal 1 activities includes \$285.8 million. Among the Goal 1 activities supported by NIDA in FY 2000:

- **Children and Adolescents:** With drug use beginning at an earlier and earlier age, and continuing to increase among youth at all ages, NIDA is dedicating a large portion of its research portfolio to the study of the effects that drug abuse and addiction have on infants, children and adolescents. Although NIDA's research portfolio addresses many other important issues (including the consequences of prenatal drug exposure, etiology and epidemiology of drug use, treatment of drug

abuse and addiction, and drug abuse aspects of child and adolescent HIV/AIDS), prevention serves as the cornerstone of NIDA's Children and Adolescents Research Initiative.

- **Minority Populations:** NIDA continues to support research to: better understand the basis of cultural differences in drug-seeking and use; develop new and enhance existing outreach/intervention approaches focused on racial and ethnic minorities; and 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.
- **Women's Health:** 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. Research has shown that it is imperative to 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. AIDS continues to be an ever-increasing threat to the health of women, and NIDA has targeted the development of effective interventions for women as a major priority.

The FY 2000 budget for NIAAA Goal 1 activities includes \$42.9 million. Among the Goal 1 activities supported by NIAAA in FY 2000:

- **Preventing Problem Drinking Among Youth:** NIAAA funded research often results in data that can lead to prevention of problem drinking. These studies include: Communities Mobilizing for Change on Alcohol (CMCA) – a six year old project designed to test creative approaches to reducing underage drinking - revealed that average communities can be effectively mobilized to reduce significantly youths' access to alcohol; and Start Taking Alcohol Risks Seriously (STARS), an intervention based on stages-of-life-behavioral-change model.
- **Research on College Campuses:** Alcohol use among college students is a priority area of research in the NIAAA's youth portfolio. Studies focus on the larger campus community in which drinking occurs, on individual student behaviors, and on groups of students known to engage in hazardous drinking behavior, such as sororities and fraternities. The Institute is also funding research jointly with the US Department of Education (DOEd) and the Center for Substance Abuse Prevention (CSAP), Substance Abuse and Mental Health Services Administration (SAMHSA).
- **Treatment for Adolescents Problem-Drinkers:** Prevalence in drinking among adolescents clearly indicates the need for research on the optimal treatment strategies for youth with alcohol-related problems. As of October 1999, the Institute had funded 14 new grants on adolescent treatment as a result of the 1998 collaboration (ongoing) with the Center for Substance Abuse Treatment. Ten of the grants are clinical trials and four are projects to develop screening questionnaires.



### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

The FY 2000 budget for NIDA Goal 3 activities includes \$401.6 million. NIDA-supported science addresses the most fundamental and essential questions about drug abuse, which range from the molecule to managed care and from DNA research to community outreach. Specific research priorities include:

- **The National Drug Abuse Treatment Clinical Trials Network:** NIDA is establishing a National Drug Abuse Treatment Clinical Trials Network (CTN) to rapidly and efficiently test the effectiveness of behavioral and pharmacological treatments in real life settings. Using the model set by other NIH institutes, this network will serve as the major mechanism for moving science-based treatments into practice. The CTN will enable rapid, concurrent testing of a wide range of promising science-based behavioral therapies, medications, and their combined use, across a range of patient populations, treatment settings, and community environments nationwide. Each Node of the CTN will consist of a Regional Research and Training Coordinating Center (RRTC), based in university medical and research centers, with each RRTC linked with 10-15 community treatment providers that represent a variety of treatment settings and patient populations available in the region. When completed, the Network will consist of 20-30 Nodes in regions distributed throughout the country.
- **Medications Development:** NIDA's highest priority in discovering new medications to treat addictions is focused on an anti-cocaine agent. NIDA has identified and genetically characterized the major receptor sites where cocaine works in the brain and many of the mechanisms of action at the molecular level. Building on this knowledge, NIDA now has the unprecedented opportunity to systematically explore methods to change these processes through rational medication design and testing. NIDA is also developing medications to treat methamphetamine addiction.
- **Treatment:** Having shown that addiction is a treatable disease, NIDA has made extensive progress in developing treatments, both pharmacological and behavioral. NIDA research has shown that the most effective approaches for the treatment of drug addiction will include biological, behavioral, and psychosocial components. All of these components are included in NIDA's Treatment Initiative, which consists of a comprehensive, strategic set of activities designed to increase dramatically the quality and extent of drug treatment and to foster the interchange of useful information on drug addiction treatment.
- **Genetics of Vulnerability of Addiction:** NIDA has launched a **Vulnerability to Addiction** initiative directed at determining both the genetic and environmental factors that make individuals more or less susceptible to becoming addicted. Because of the complexity of the drug addiction problem, NIDA's initiative on the genetics of vulnerability to addiction will employ a variety of strategies, including both human and animal genetic mapping studies, to enhance the probability of success.

- **Methamphetamine:** Research indicators clearly show that this drug, once dominant in the West, is now spreading throughout the Midwest and into other areas of the country and is emerging in cities and rural settings. To confront this crisis, NIDA has mounted a major, science-based methamphetamine initiative, including significant information dissemination efforts directed at increasing understanding of the dangers of this toxic drug and facilitating methamphetamine use prevention efforts.
- **AIDS in Drug Abusing Populations:** HIV/AIDS remains a central issue in drug abuse treatment research, and additional research addressing simultaneous drug addiction treatment and HIV risk reduction. NIDA researchers in 23 sites have developed and are evaluating interventions directed to injection drug users, now major transmitters of HIV/AIDS through the sharing of drug paraphernalia and through high-risk sexual behavior.
- **Health Services Research:** NIDA health services research priorities include studies of prevention as well as treatment services and drug abuse and HIV prevention services. Also included is research aimed at maximizing the link between primary medical care and drug abuse treatment, and studying the issue of managed care coverage of drug addiction treatment.

## 2001 Request

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

The total drug control request for Goal 1 activities for FY 2001 is \$345.4 million for NIH, of which, \$42.0 million is for NIAAA programs and \$303.4 million for NIDA activities. This represents a net increase of \$16.8 million over FY 2000. The 2001 request includes the following enhancements for NIDA:

- **Prevention Research:** The challenge for the future of prevention research is to ensure that the principles identified in NIDA's *Preventing Drug Use Among Children and Adolescents: A Research-Based Guide* are effectively integrated into community and social systems across the country. Community trials will be initiated to identify and overcome the barriers to successful program implementation.
- **Nicotine Research:** NIDA and the National Cancer Institute will expand their joint initiative to develop trans-disciplinary research centers focusing on the prevention, development, and treatment of nicotine addiction and tobacco related cancers. NIDA has also launched an Adolescent Tobacco Treatment Research Clinic at its Intramural Research Program in Baltimore, Maryland.
- **Fetal Methamphetamine:** There is an increase in the use of amphetamines during pregnancy and an increasing number of babies in the adoption/foster care system in certain western and Midwestern locations have been exposed *in utero* to methamphetamine. NIDA is launching a Fetal Methamphetamine Initiative to generate research on this growing issue.

- **Neuroimaging:** Advanced instrumentation and computers in medicine and research: A variety of new technologies have finally enabled the study of brain function while people are awake, as well as the behavior of individuals under varied conditions of drug use, drug abstinence, and drug craving. These studies are confirming for humans, concepts and relationships derived from animal models - the only approach previously possible - and revealing new relationships between behavioral states and brain structure and function.

The FY 2001 request includes the following enhancements for NIAAA:

- **Implementation of College Drinking Subcommittee Recommendations:** In February 1999, two panels of the NIAAA's National Advisory Council, Subcommittee on College Drinking, met jointly to commission a series of papers on specific topics to provide an in-depth assessment and description of college drinking. Representative papers addressed developmental issues (general and college-specific), advertising and promotion policies, norm setting, student risk and prevention factors, campus-only and integrated campus-community approaches, and special problems, including athletics, sex, vandalism, and second-hand effects. These papers will be integrated into a final report to be published in September 2000.
- **Treatment for Adolescent Alcohol Abuse and Alcoholism:** The NIAAA requests funds to solicit research grant applications to conduct studies among adolescent substance abusers with a primary diagnosis of alcohol abuse or alcoholism. This RFA would be an appropriate follow-up to the current NIAAA joint initiative that, in conjunction with the Center for Substance Abuse Treatment (CSAT), supports ten youth clinical trials. The RFA will focus on (1) pretreatment identification and brief interventions for high-risk adolescents and (2) investigations of post-treatment functioning to maintain treatment gains.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

The total drug control request for Goal 3 activities for FY 2001 is \$422.1 million for NIDA activities. This represents a net increase of \$20.5 million over FY 2000. The 2001 request includes the following enhancements:

- **The National Drug Abuse Treatment Clinical Trials Network:** NIDA will continue to expand its Treatment Clinical Trials Network. NIDA will expand its clinical trials infrastructure to more rapidly and efficiently test in real-life settings the efficacy of behavioral, psychosocial and pharmacological treatments through large-scale, multi-site clinical trials. When completed, the Network will consist of 20-30 Nodes in regions distributed throughout the country.
- **Methamphetamine:** NIDA will increase its research emphasis on methamphetamine. This will involve the development of new and more effective prevention strategies, as well as work on various treatment approaches for this specific group of drug addicts.

- **Genetics of Vulnerability of Addiction:** NIDA will continue its initiative on *Vulnerability to Addiction*. A major element will be a series of multi-site studies of genetic determinants of vulnerability. Information on how individuals progress from their first drug exposure to regularly abusing drugs to addiction will also be included in the study.
- **Medications and Behavioral Therapies:** NIDA will develop new treatments to counter the effects of stimulants such as cocaine and methamphetamine. NIDA will also expand its efforts to develop novel medications by directing them at newly discovered neurobiologically relevant targets, and will continue to assess behavioral treatments to determine what components are the most efficacious.
- **Neurochemistry of Addiction:** Recent research has shown clearly that brain systems beyond the most frequently studied systems--the dopamine and endogenous opioid systems --are critically involved in addiction. Rapid advances in molecular genetic technology and its application are also providing tremendous insights into the roles of various neurochemical systems in drug use and addiction.
- **Understanding and Preventing Relapse:** NIDA is pursuing an initiative on the neurobiology of relapse. This initiative will solicit a broad range of studies, including: (1) processes like emotional memory that may underlie relapse and (2) specific drugs, including nicotine, marijuana, cocaine, methamphetamine and heroin, to determine whether relapse is to the "drug of choice" or to any available drug. NIDA is also studying the role of stress in relapse.
- **Club Drugs (including methamphetamine):** Epidemiological data show progress is being made in reducing drug use among young people, but indicators reflect there is an increase in the popularity of drugs known collectively as "club drugs." This term refers to drugs, including Ecstasy, GHB, Ketamine, Rohypnol, Methamphetamine, and LSD, being used by young adults at all-night dance parties such as "raves or "trances," dance clubs, and bars. NIDA is expanding research about club drugs and what to do about them.

## V. PROGRAM ACCOMPLISHMENTS

- **Unearthing the Switch: Two Brain Chemicals Have Been Found to be Important in the Transition to Addiction:** Activation of a gene that codes for the production of the protein delta-FosB appears to be involved in the switch to compulsive drug use. Researchers have developed a strain of mice with an extra delta-FosB gene that, when activated, produced large quantities of the chemical in the nucleus accumbens. The extra delta-FosB gene caused the mice to become more sensitive to the rewarding effects of cocaine, a change that is thought to play an important role in the development of cocaine craving and addiction. This suggests that the increase in delta-FosB levels that occurs during long-term cocaine administration may be partially responsible for the increase in cocaine reward.

- **Dopamine: More than Just the Pleasure Molecule:** Researchers can now measure the role of dopamine in drug reward with finer temporal resolution. New findings in animals suggest that in addition to promoting feelings of wellbeing, dopamine also seems to have an alerting function, helping animals to notice what is new in their environment. It may act to make new experiences more pleasurable. It may serve as a predictor of a reward or pleasurable sensation, but once the pleasurable task is learned, dopamine's role is diminished. Because dopamine's role may be more varied and complex than previously thought, drug treatment approaches need to be designed that focus on more than just blocking dopamine.
- **Long-term Methadone use May Actually Normalize the Addicted Brain:** Researchers have found that patients who are on prolonged methadone maintenance for heroin addiction, may have improved neurochemical functioning compared to addicts just entering methadone treatment. This study is showing signs that the brains of long-abstinent, methadone treatment opiate abusers actually begin to normalize when compared with shorter duration methadone maintenance patients, particularly when one looks at their metabolic levels. The study's demonstrations suggest that methadone maintenance may allow a normalization of brain function in abstinent opiate addicts over the course of their treatment.
- **Effects Of Behavioral Therapy For Cocaine Addiction Can Be Long-Lasting:** Scientists have demonstrated that patients who received vouchers for having cocaine-free urines were more likely to have sustained cocaine abstinence during outpatient treatment than a comparative group that received incentives regardless of urinalysis results. Using vouchers to reinforce periods of cocaine abstinence during treatment can produce sustained abstinence for one year after the termination of treatment. This shows the long lasting effects that behavioral treatments can have and the valuable role behavioral therapies can play in treating addictions.
- **Researchers Discover How Long HIV Can Survive in Drug Paraphernalia:** Researchers determined that HIV survived for periods in excess of 4 weeks in blood within the lumen of the syringe. Syringes with detachable needles were found to harbor more blood between their plunger and base, indicating that they may be riskier for HIV transmission than syringes with needles that do not detach. The prevention community can use this information to decrease the spread of HIV in drug users who continue to inject.
- **A New Drug Application and Medication to Treat Heroin Addiction:** Scientists have produced a tablet that will safely and effectively treat heroin and other opiate addiction, have low diversion potential, and be aversive to injection. A number of recent studies have shown that buprenorphine maintenance is an effective treatment for heroin addiction. This product has less abuse potential than methadone, has a ceiling effect (increasing doses do not produce dose-related respiratory depression) against overdose, and will generally induce withdrawal if injected (reducing the opportunity for HIV and hepatitis infection through needle sharing behaviors).
- **Cost Effective Addiction Prevention Program for Rural Families:** Family-based prevention interventions that focus on improving parents' communication and disciplinary skills can help

children avoid drug use. A short-term family intervention titled “Preparing for the Drug Free Years (PDFY)” has been developed. It uses five, two-hour, weekly sessions to teach parents how to establish and maintain rules, to be positively involved with the child, and to manage conflict and anger. In two studies in rural family settings, parenting behaviors improved in all families that participated in PDFY.

- **Adolescents Who Inhale Volatile Solvents (such as glue or spray paint) Are More Prone To Delinquent Behavior:** Based on a cross-sectional survey of over 13,000 students in grades 7-12, researchers found that inhalant experimenters and regular inhalant users in grades 9-12 reported more minor criminal activity than other drug experimenters and users who did not use inhalants. Students using inhalants were more likely than those involved with other drugs to engage in some kinds of "trouble behavior," including being suspended from school, missing school due to alcohol or drug use, and getting into trouble at home because of alcohol or drug use.
- **Treatment for Adolescent Alcohol Abuse and Alcoholism:** Four clinical trials are assessing the effectiveness of family therapy in treating adolescent alcohol use disorders. Another two clinical trials are evaluating the cognitive-behavioral interventions, one among adolescent girls, the other assessing cognitive-behavioral interventions as a stand alone individual therapy and as combined with functional family therapy.
- **National Epidemiologic Survey on Alcohol and Related Conditions (NESARC):** NIAAA is currently funding a survey to gather epidemiologic data on alcohol research, which is a national, representative sample of drinking among adolescents.
- **Preventing Alcohol Sales to Underage Persons:** NIAAA's studies of strategies to prevent sales of alcohol to underage persons are focused on the underlying strategy of controlling (reducing) the availability of alcohol to persons younger than 21 (i.e., below the legal minimum drinking age). The major study that focuses on this issue is testing the effectiveness of voluntary compliance and then law enforcement on the common tendency of on-premise and off-premise outlets to sell alcohol to minors.
- **Strategies to Prevent Alcohol Use Among Young Adolescents:** The Northland study is unique in showing that school-based preventive interventions can have impressive effects on reducing alcohol use and its initiation among young adolescents. NIAAA has started to expand the Northland approach to urban, diverse environments in which the agency will learn the extent to which the Northland intervention is exportable and the findings generalizable to school settings that are similar to and different from those in Northland.

# SUBSTANCE ABUSE AND MENTAL HEALTH SERVICES ADMINISTRATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$440.160	\$432.256	\$431.984
Goal 2	12.100	---	---
Goal 3	<u>1,029.734</u>	<u>1,090.447</u>	<u>1,164.438</u>
Total	\$1,481.994	\$1,522.703	\$1,596.422
<b>Drug Resources by Function</b>			
Prevention	\$440.160	\$432.256	\$431.984
Treatment	<u>1,041.834</u>	<u>1,090.447</u>	<u>1,164.438</u>
Total	\$1,481.994	\$1,522.703	\$1,596.422
<b>Drug Resources by Decision Unit</b>			
Knowledge Development & Application Program	\$192.888	\$159.800	145.281
Prevention (Non-add)	(77.591)	(59.541)	(50.022)
Treatment (Non-add)	(115.297)	(100.259)	(95.259)
Targeted Capacity Expansion Program	133.307	194.590	248.368
Prevention (Non-add)	(78.218)	(80.283)	(85.207)
Treatment (Non-add)	(55.089)	(114.307)	(163.161)
High Risk Youth	6.991	7.000	7.000
National Data Collection*	---	---	12.000
Substance Abuse Prevention and Treatment			
Block Grant (SAPTBG)	1,126.460	1,137.120	1,159.152
Program Management	<u>22.348</u>	<u>24.193</u>	<u>24.621</u>
Total	\$1,481.994	\$1,522.703	\$1,596.422
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	276	312	312
<b>Information</b>			
Total Agency Budget	\$2,486.8	\$2,651.9	\$2,835.0
Drug Percentage	59.6%	57.4%	56.3%

\* FY 2001 reflects \$12.0 million to be transferred to SAMHSA from the Department of Health and Human Services' evaluation resources to directly support the National Household Survey on Drug Abuse (NHSDA).

## II. METHODOLOGY

- Funding for SAMHSA's Substance Abuse Prevention and Treatment Knowledge Development and Application (KD&A) activities are considered to be 100 percent drug-related.

- Funding for SAMHSA’s Substance Abuse Prevention and Treatment Targeted Capacity Expansion (TCE) activities are considered to be 100 percent drug-related.
- Funding for SAMHSA’s Substance Abuse Prevention High Risk Youth (HRY) program is considered to be 100 percent drug-related.
- Funding for the Substance Abuse Prevention and Treatment Block Grant (SAPTBG) is considered drug-related to the extent that these funds are used by the states/territories for treatment and prevention of the use of illegal drugs and used by the Agency for technical assistance, data collection, and program evaluation. SAMHSA has continued to use this methodology in estimating drug-related activities consistent with the earmarks required by P.L. 102-321.
- Five percent of the block grant is required for use for the SAMHSA set-aside activities that support data collection, technical assistance, and program evaluation. The remaining 95 percent is distributed to the states and territories where at least: 35 percent must be used for alcohol prevention and treatment activities; 35 percent must be used for other drug prevention and treatment activities; and the remaining 30 percent is to be used at state discretion, either for alcohol alone, for drugs alone, or shared by both alcohol and drug programs. For budget formulation purposes, SAMHSA and ONDCP agreed to score the discretionary amount equally for alcohol and drugs, with 15 percent assigned to alcohol programs and 15 percent assigned to drug programs.
- Funding for SAMHSA’s Office of Applied Studies (OAS) substance abuse surveys/data collection activities is considered to be 100 percent drug-related.
- Funding for Program Management activities is considered drug-related to the extent that funds are used to support the operations of the: Center for Substance Abuse Treatment (CSAT); Center for Substance Abuse Prevention (CSAP); and the activities of the Office of Applied Studies (OAS) that are supported by set-aside funds from the SAPTBG.

### III. PROGRAM SUMMARY

#### **Goal 1: Educate and enable America’s youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- Financial support for this goal includes funding for: Prevention Knowledge Development and Application (KD&A) programs; Prevention Targeted Capacity Expansion (TCE) programs; High Risk Youth Program; Data Collection Activities (administered by OAS); and 20 percent of the drug-related funding within the SAPTBG, as well as program support for these activities.
- **KD&A:** Funding for Prevention KD&A programs support defined population studies to field test controlled study findings under varying real-world conditions and with diverse populations. Prevention programs involve developing and assessing new and emerging prevention methodologies and approaches; collecting, analyzing, and synthesizing prevention outcome knowledge; and



monitoring national trends in substance abuse and emerging issues. Knowledge programs develop data about prevention strategies effective across the life span, with specific programs targeting early childhood, children and their families, adults, and the elderly. After field testing promising approaches in knowledge development programs, emphasis shifts to the synthesis and dissemination of the knowledge gained from these final study phases to the practical application of these strategies by states and local communities. Knowledge application programs help substance abuse prevention practitioners and policy makers in states and communities systematically deliver and apply skills, techniques, models, and approaches to improve substance abuse prevention services. In aggregate, CSAP's knowledge application programs complete the research to practice continuum by synthesizing and translating scientific findings into useable knowledge, programs and packages, disseminating that knowledge widely, and helping states, communities, and individuals to adopt and use it to meet local needs.

- **Drug-Free Workplace:** The Federal Drug-Free Workplace Program (DFWP) and National Laboratory Certification Program (NLCP) reduce adult substance abuse demand in the federal service and promulgate scientific and technical guidelines for federal employee drug testing programs. NLCP certifies drug testing laboratories, provides guidance for self-sustaining drug testing programs, and is the federal focal point for developing and implementing non-military, federal workplace drug testing technical, administrative, and quality assurance programs.
- **Targeted Capacity Expansion (TCE):** Funding for Prevention TCE programs supports efforts designed to address the specific and immediate prevention service capacity needs within the states and communities. TCE programs represent a comprehensive effort to improve the quality and availability of effective research-based prevention services, and to help states and communities to address and close gaps in prevention services that often cannot be addressed via the block grant funding process. With primary foci on improving capacity and fostering the use of current “best practices” in actual service systems, these programs assure the consistency and nature of services delivered and enable the collection of client outcome data – characteristics not available in federal block grant support services. TCE provides a mechanism to support limited, but targeted, services in discrete areas of unmet or emerging local needs made apparent from epidemiological data, from local experience, or created as a result of local, state or national social policy change.
- **High Risk Youth (HRY):** Funding supports testing of a wide variety of interventions to prevent substance abuse among children and youth. Building on projects that have been comprehensive and have focused on the major domains – individual, family, school, peers, community – which impact the life of a child and based on knowledge gained from CSAP and other research efforts, a new program targeting high-risk youth was initiated in FY 1998. This program focuses, in particular, on those youth that are at high risk for becoming substance abusers and/or involved in the juvenile justice system. Specifically, the new HRY - Project Youth Connect program targets youth ages 9-11 and those ages 12-18, and seeks to intervene with these youth while they are at a period in their lives when positive influences can still have an effect. Mentoring as a substance abuse prevention strategy is featured in this program.

- **SAPTBG** activities include: state expenditures of 20 percent of their block grant allotment for prevention services, as well as 20 percent of the Block Grant set-aside for the collection and analysis of national data; the development of state data systems (including the development and maintenance of baseline data on the incidence and prevalence, as well as the development of outcome measures on the effectiveness of prevention programs); provision of technical assistance, and program evaluations. Also, this program supports oversight of Synar Amendment implementation requiring states to enact and enforce laws prohibiting the sale and distribution of tobacco products to persons under 18 so as to reduce the availability of tobacco products to minors.

**Goal 2: Increase the safety of America’s citizens by substantially reducing drug-related crime and violence.**

- Financial support for this goal includes criminal justice-related treatment funding from the Treatment KD&A program, as well as program support for these activities, through 1999. Funding for Treatment KD&A program includes continuation of pre-1996 demonstration awards for Criminal Justice programs (adult, juvenile, institutional, and community based). The authorities for these programs have expired. The remainder of the Treatment KD&A portfolio, to include those projects in support of treatment in the Criminal Justice system, are found in CSAT Knowledge Development and Application programs.

**Goal 3: Reduce health, welfare, and crime costs resulting from illegal drug use.**

- Financial support for this goal includes funding for Treatment KD&A programs, Targeted Treatment Capacity Expansion programs, and 80 percent of the Substance Abuse Prevention and Treatment Block Grant, as well as program support for these activities.
- Funding for Treatment KD&A programs includes continuation of pre-1996 demonstration awards, including funding for the Target Cities program, Women and Children programs (Pregnant and Postpartum Women, Residential Treatment for Women and Children), Critical Population programs, AIDS program (Linkage, Outreach), and training programs. The authorities for these programs have expired. The remainder of the portfolio includes knowledge development and application activities to: bridge the gap between knowledge and practice; promote the adoption of best practices; and assure services availability/meet targeted needs.
- Targeted Treatment Capacity Expansion (TCE) programs have been established to focus funding toward decreasing the substance abuse treatment gap. Initially, Treatment TCE activities were funded as part of the Treatment KD&A program, but in the year 2000, TCE programs are reflected as a separate line item in the SAMHSA budget. The TCE program is designed to address gaps in treatment capacity by supporting rapid and strategic responses to the demand for alcohol and drug abuse treatment services. The response to treatment capacity problems may include communities with serious, emerging drug problems or communities struggling with unmet need. In 1999, these programs included an HIV/AIDS component targeting minority populations at risk of contracting

HIV/AIDS or living with HIV/AIDS. The goal of this aspect of the TCE program is to enhance and improve existing substance abuse treatment services for minority populations in cities and states highly impacted by the twin epidemics of substance abuse and HIV/AIDS.

- SAPTBG activities include: state expenditures of 80 percent of their block grant allotment for treatment services, as well as CSAT and OAS expenditures of 80 percent of the Block Grant set-aside for the collection and analysis of national data; the development of state data systems (including the development and maintenance of baseline data on the incidence and prevalence as well as the development of outcome measures on the effectiveness of treatment programs); provision of technical assistance; and program evaluations.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The total drug control budget supported by the 2000 appropriation is \$1.523 billion, including \$432.3 million for Goal 1 activities, and \$1.090 billion for Goal 3 activities. Activities in support of Goal 2, are not funded in FY 2000.

##### **Goal 1: Educate and enable American's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

CSAP proposes the following new initiatives/program expansions in support of Goal 1 in FY 2000:

- **State Incentive Grants (SIG):** \$12.0 million will be used to support four new SIGs. Funding will enable states to examine their state prevention systems and redirect state resources to critical targeted prevention service needs within their states. This expansion is consistent with ONDCP's policy language calling for a SIG grant in every state by the year 2003. This will bring the SIG program to approximately 25 of the 60 states and territories by FY 2000.
- **National Agenda Against Underage Drinking:** This program will contribute to the SAMHSA crosscutting initiatives on Underage Drinking and Women with Histories of Violence. The National Agenda Against Underage Drinking program seeks to identify preventive interventions that enhance protective factors and/or reduce risk factors and are effective in reducing underage alcohol use and its associated health and social problems among youth (ages 9-21) in a variety of settings. This initiative will fund approximately six to eight three-year projects to replicate specified program models (maintaining program fidelity) in new settings to expand testing of the intervention to specific populations.
- **Women with Alcohol, Drug Abuse, and Mental Health Disorders Who Have Histories of Violence** program will develop an integrated system of care with services intervention models and qualitative evaluations followed by full-scale implementation of integrated strategies and services

intervention models and outcome evaluations. Building on SAMHSA's previous gender specific efforts with women, this initiative seeks to: discover what works to improve women's outcomes in the utilization of substance abuse and mental health treatment services; and promote improved coordination of services by developing an integrated services approach to organizing and institutionalizing coordinated social service delivery systems. The initiative will address the unique needs of under served populations, including African Americans, Latinos/Hispanics, American Indian/Alaska Natives, immigrants and women with disabilities.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

CSAT proposes the following new initiatives/program expansion in support of Goal 3 in FY 2000:

- The **Targeted Treatment Capacity Expansion** program was increased by \$59.2 million in FY 2000. This funding will be used to award approximately 100 new grants, including the provision of treatment services for targeted minority populations at risk of contracting HIV/AIDS or living with HIV/AIDS. These populations include substance abusing: African American and Hispanic women and their children; African American and Hispanic adolescent boys and girls; and African American and Hispanic men.
- **Substance Abuse Prevention and Treatment Block Grant (SAPTBG)**: An increase of \$15 million (drug and non-drug) was provided for the SAPTBG for a total of \$1.6 billion in FY 2000. Of this total amount, \$1.137 billion is scored for drug abuse prevention and treatment activities. The SAPTBG is formula driven, and it is the cornerstone of the states' substance abuse programs, accounting for approximately 40 percent of public funds expended for treatment and prevention (1995).
- **Underage Drinking Initiative (KD&A)**: CSAT's primary role in the **National Agenda Against Underage Drinking** will be related to the generation of new empirical knowledge about what brief intervention and treatment models and associated services are most effective for treatment of alcohol use, misuse, and abuse in the cited underage populations.
- **Violence Against Women Initiative (KD&A)**: The activities included in this initiative will build on SAMHSA's previous gender-specific treatment efforts with women. This initiative seeks to discover what works to improve women's outcomes in the utilization of substance abuse treatment services and to promote the improved coordination of services by developing an integrated service approach to organizing and institutionalizing coordinated social service delivery systems.

### **2001 Request**

- A total of \$1.596 billion is requested for the drug abuse budget in FY 2001, representing a net increase of \$73.7 million over FY 2000 enacted. This reflects an increase of \$53.8 million for Targeted Capacity Expansion initiatives; an increase of \$22.0 million in the drug-related portion of

the Substance Abuse Prevention and Treatment Block Grant; and \$12.0 million for National Data Collection. These increases are partially offset by a combined decrease of \$14.5 million in the prevention and treatment KD&A funding.

**Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

CSAP proposes the following program expansions in support of Goal 1 in FY 2001:

- **Community Initiated Prevention Intervention Program.** New in FY 1999, this program tests effective substance abuse prevention interventions that have been shown to prevent or reduce alcohol, tobacco, or other illegal drug use, as well as associated social, emotional, behavioral, cognitive and physical problems among at-risk populations in their local communities. The program determines the most effective prevention intervention models and associated services for preventing, delaying and/or reducing substance use and abuse by at-risk populations, and measures and documents reductions in substance abuse and associated problems as compared to comparison groups. Importantly, these grants are using findings and outcomes from prior CSAP programs, building the knowledge base and improving practice. This program will be expanded as funds are available in FY 2001.
- **Parenting and Family Strengthening Intervention Program.** These programs target local community needs and will be integrated into prevention practice and disseminated on the widest possible scale. CSAP's Prevention Enhancement Protocol System has completed a review of the family-focused research literature and determined that only four approaches meet the highest level of evidence for effectiveness: 1) behavioral parent training, 2) family skills training, 3) family therapy, and 4) in-home family support. A meta-analysis of all family programs concluded that these family-based prevention programs are 9 times more powerful in making positive changes in youth and helpful in reducing later drug use than are school-based programs. In September 1999, ninety-five community agencies received funding. Through a carefully designed naturalistic study, these 95 communities are being supported to use one of 28 of the best parenting and family programs addressing local needs. This program will be expanded as funds are available in FY 2001.
- **High Risk Youth: Project Youth Connect Program.** CSAP proposes to conduct an expansion of this program as part of the Substance Abuse and Violence Prevention Initiative. This program will address the positive effects of afternoon mentoring and tutoring beyond the classroom that will test the effectiveness of a set of structured one-on-one and group mentoring initiatives implemented in specific settings. The core of these programs will have community volunteer organizations, such as community coalitions and faith organizations, develop comprehensive afternoon programs that foster increased involvement of youth with caring, pro-social adults. The one-on-one mentors will be matched with youth identified as being at greatest risk for substance use and other problem behaviors.

- **State Incentive Grants (SIG):** CSAP will fund approximately 16 new State Incentive Grants. Funding will enable states to examine their state prevention systems and redirect state resources to critical targeted prevention service needs within their state. This expansion is consistent with ONDCP's Performance Measures of Effectiveness.

**Goal 3: Reduce health and social costs to the public of illegal drug use.**

CSAT proposes the following new initiatives/program expansion in support of Goal 3 in FY 2001:

- **Targeted Capacity Expansion (TCE) Program:** Fund approximately 70 new projects that focus on development of creative and comprehensive drug and alcohol early intervention and treatment systems for adults and adolescents in small towns, rural areas, and mid-size cities. In addition to youth, other populations targeted by this program would include women, homeless, co-morbid, rural, and poly-substance abusers. CSAT also proposes further expansion of the efforts begun in FY 1999, focusing on enhanced and expanded substance abuse treatment services related to HIV/AIDS in African-American, Hispanic and other racial/ethnic minority communities. Funding will support approximately 33 new TCE-HIV/AIDS grants.
- **Substance Abuse Prevention and Treatment Block Grant:** This increase will provide funding to states for treatment and prevention services. This program is the backbone of federal efforts to reduce the gap between those who are actively seeking substance abuse treatment and the capacity of the public treatment system.
- **National Treatment Outcomes Monitoring System (NTOMS):** In addition, CSAT and SAMHSA's Office of Applied Studies (OAS) will collaborate on the continuing development and implementation of a National Treatment Outcomes Monitoring System (NTOMS) in compliance with the ONDCP *National Drug Control Strategy, 1999*, Goal 3, Objective 1, Target 4: *Implement NTOMS*. This effort will also involve coordination with a number of other Departments, including the Department of Veterans Affairs and the Department of Justice. A \$12 million allocation is being made to SAMHSA from the Secretary's one percent evaluation resources to fund a portion of the National Household Survey on Drug Abuse, which has been historically funded from the five percent set-aside of the SAPT Block Grant. This will allow funding for NTOMS to be provided from the Block Grant set-aside.

## V. PROGRAM ACCOMPLISHMENTS

- The **Workplace and Managed Care** program is identifying the managed care models that perform well in the workplace to prevent and treat substance abuse. Studies found that females, workers over age 30, and workers with lower earnings were more likely to have one or more substance abuse/mental health related health care claims. These findings are helping to identify those segments of the workforce toward which future prevention efforts should be targeted. Another study is finding that the workplace is an appropriate environment in which to: disseminate information to parents on substance abuse, youth risk and protective factors, and parenting strategies; increase parents' confidence in helping youth avoid substance abuse problems; and develop prevention strategies for parents to implement, suggesting future program directions.
- **National Center for the Advancement of Prevention (NCAP)**. Among NCAP products are Technical Reports on such topics as: Alternative Activities and Alternatives Programs in Youth-Oriented Prevention and Strategies for Reducing Sales of Tobacco Products to Minors; Implementation Guides on Effective Community Mobilization and Tobacco Outlet Inspections; and Resource Papers, such as the AESOP Overview of the Science and Models of Prevention. Products have been used to bolster CSAP training and technical assistance activities, to improve CTAP efforts and to change/improve program strategies and effectiveness in the field.
- **National Clearinghouse for Alcohol and Drug Information (NCADI)** is the largest information clearinghouse in the country for alcohol and drug information. It responds to about 200,000 information requests annually and distributes over one million free or at-cost federal publications, audiotapes, and videotapes per month. The level of demand for NCADI services during a typical month is reflected in the following profile: 33,316 requests/month; 59 percent of inquiries are made by phone; 3 percent by mail; 30 percent by e-mail; and 2 percent by fax/in-person. NCADI has been the national resource for consumer materials for ONDCP's National Youth Anti-Drug Media Campaign that was launched in mid 1998. Infrastructure support provided included a toll-free number, extended hour phone coverage, and provision of bulk quantities of materials (1,050 tons in 1998) to respond to campaign-generated requests. After the first two weeks of the campaign, the NCADI contract experienced a 121 percent increase in caller volume as a result of the media advertising in 75 media markets. Hits to the NCADI web-site, Prevlite, now exceed 4 million per month.
- **Girl Power!** These messages and materials have reached more than 100 million people; dozens of communities and a total of 59 national organizations mobilized to incorporate Girl Power! into their programs across the country. Through May 1999, there were more than 12 million hits on the Girl Power! Web-site with more than 36,000 occurring every day. To date, the number of Girl Power! Stories, web-site hits, and products distributed have reached almost 15 million. Through partnerships with the Women's National Basketball League, Avon Corporation, Girl Scouts of the U.S.A. and other national, state, and local organizations, Girl Power! is helping girls focus on their future aspirations and their physical and mental well being.

- **Changing the Conversation: A National Plan To Improve Substance Abuse Treatment.** CSAT has launched this new initiative in an unprecedented effort to improve the availability, accessibility, and quality of substance abuse treatment services nationwide. This initiative involves a comprehensive analysis of five specific areas related to funding for and access to service delivery systems, public attitudes and beliefs, and best practices and treatment methods for addressing substance abuse. A series of stakeholder meetings and public hearings (in Hartford, CT; Chicago, IL; Washington, DC; Portland, OR; and Tampa, FL) have been conducted to address the five issue areas: closing the treatment gap; reducing stigma and changing attitudes; improving and strengthening treatment systems; connecting research and services; and addressing workforce issues. Resource panels comprised of experts in the substance abuse treatment field have been formed to explore the current state of knowledge, resources, needs, and service and organizational capacity, and to recommend priorities for action by government and by other stakeholders in the substance abuse treatment field. The resource panel's final report, which will be published during FY 2000, will become the guide for CSAT's future program planning.
- **The TCE Program for Substance Abuse Treatment and HIV/AIDS Outreach/Services** seeks to address gaps in substance abuse treatment capacity and increase the accessibility and availability of substance abuse treatment, and related HIV/AIDS services. These programs are designed to develop community-based outreach projects to provide HIV counseling and testing services (including sexually transmitted diseases (STDs), tuberculosis (TB), and hepatitis B and C) to African American, Hispanic/Latino, and other racial/ethnic minority substance abusers. The purpose is to promote behavioral transition and change among injecting drug users (IDUs) and other at-risk drug users, and to increase the number of substance abusers entering treatment. In FY 1999, CSAT made awards to 35 grantees in 14 states in support of TCE Program for Substance Abuse Treatment and HIV/AIDS Services, and made awards to 25 grantees in 14 states in support of the HIV/AIDS Outreach Program.
- **Co-Occurring Substance Abuse and Mental Health Disorders.** CSAT and CMHS jointly awarded \$5.0 million to the Alaska Department of Health and Social Services to fund an integrated service delivery system for Co-Occurring Substance Abuse and Mental Health Disorders, in Anchorage, Alaska. The program's four major goals are to: reduce the state's reliance on hospital-based emergency/crisis psychiatric and substance abuse emergency services by expanding community-based options for responding to individuals with co-occurring disorders who experience destabilization; expand the capacity of both community-based mental health and substance abuse treatment systems to provide seamless treatment and support services within each system to individuals with co-occurring disorders; evaluate the process of implementing a seamless model, including management of multiple funding streams; and to evaluate the impact of the system changes on client utilization of mental health and substance abuse treatment services, primary health care, and other ancillary health and social services.
- **Youth Alcohol:** CSAT and the National Institute on Alcohol Abuse and Alcoholism are jointly funding research that will contribute to the identification of efficacious treatment interventions and



services for Adolescent Alcohol Abusers and Alcoholics. Two types of studies have been funded: (1) those that are theory driven and based on experimental design (efficacy studies); and (2) those that assess practice as usual in health service settings (effectiveness studies). Projects may also identify, develop, and/or test related screening, assessment, and diagnostic instruments or may propose pretrial studies that investigate predictors of treatment outcomes in specific subgroups of adolescents. As of

September 30, 1999, 14 grants (10 clinical studies and 4 questionnaire development projects) have been awarded to institutions of higher education in eight states (CA; FL; KY; NM (2); OR; SC; WA (2)) and other health and human services institutions in four states (IL; MA (2); MD; and MN).

# DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	1999 Actual	2000 Enacted	2001 Request
<b>Drug Resources by Goal</b>			
Goal 1	\$139.500	\$139.500	\$144.500
Goal 2	148.800	148.800	148.800
Goal 3	<u>21.700</u>	<u>21.700</u>	<u>21.700</u>
Total	\$310.000	\$310.000	\$315.000
<b>Drug Resources by Function</b>			
Prevention	\$139.500	\$139.500	\$144.500
Investigations	6.200	6.200	6.200
State and Local Assistance	142.600	142.600	142.600
Treatment	<u>21.700</u>	<u>21.700</u>	<u>21.700</u>
Total	\$310.000	\$310.000	\$315.000
<b>Drug Resources by Decision Unit</b>			
Drug Elimination Grants/COMPAC	<u>\$310.000</u>	<u>\$310.000</u>	<u>\$315.000</u>
Total	\$310.000	\$310.000	\$315.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	8	8	8
<b>Information</b>			
Total Agency Budget	\$25,221.0	\$22,021.0	\$32,042.0
Drug Percentage	1.2%	1.2%	1.0%

## II. METHODOLOGY

- In FY 1999 and 2000, the Public and Indian Housing Drug Elimination Grant program is 100 percent drug-related.
- In FY 2001, the total program is \$345.0 million that includes \$30.0 million to support the Community Gun Safety and Violence Reduction program. Of this total amount, \$315.0 million is scored for drug-related activities.

## III. PROGRAM SUMMARY

- The Public Housing Drug Elimination Program (PHDEP) has been authorized since 1988. PHDEP provides funds to public housing authorities and Tribally Designated Housing Entities to support their anti-drug and anti-crime efforts. Grantees have used these resources to fight crime by increasing police coverage and security and providing residents with alternatives to crime and violence. Grantees have used their PHDEP funding to: employ security personnel and investigators; contract

with private security services; reimburse local law enforcement agencies for above-baseline services; establish volunteer resident patrols; implement physical improvements to enhance security; and establish and operate drug prevention, intervention, and treatment programs, as well as youth violence prevention projects.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- The Office of Public and Assisted Housing, Delivery Community Safety and Conservation Division administers the Drug Elimination Grants (DEG) Program. In FY 2000, \$310 million was appropriated to award grants under several drug elimination programs and to provide technical assistance and training to public housing authorities and Tribally Designated Housing Entities. Of this amount, \$20 million will fund Operation Safe Home, a federal program to deal with drug-related criminal activity in public housing and \$20 million for the New Approach Anti-Drug program.
  - Funding will be provided for, but is not limited to: crime prevention efforts, such as neighborhood watch, volunteer tenant patrols, and enhanced security; crime mappings; youth initiatives, such as youth sports programs, peer mentors, and training; substance abuse education and prevention activities; and resident services programs, including job training, education, treatment, and other social service programs which help to deter illegal drug use and crime by addressing underlying causes.
- The FY 2000 base includes \$139.5 million for education and prevention activities that support Goal 1 of the *Strategy*; \$148.8 million for safety and security activities that support Goal 2; and \$21.7 million for prevention and treatment activities that support Goal 3.

##### **2001 Request**

- The total drug control FY 2001 budget request is \$315.0 million, which is \$5.0 million above the FY 2000 enacted level. The FY 2001 base includes \$144.5 million in support of Goal 1; \$148.8 million in support of Goal 2 activities; and \$21.7 million for activities that support Goal 3.

#### **V. PROGRAM ACCOMPLISHMENTS**

- The majority of the \$310 million in FY 1998 was used to fund 933 Public Housing Drug Elimination Program grants. After funding the PHDEP program, the Community Safety and Conservation Division distributed the remaining funds among various programs to include \$20 million for HUD's Operation Safe Home. Lesser amounts were provided to the Federally Assisted Public Housing Drug Elimination Program; the New Approach Anti-Drug Program; the Drug Elimination Technical Assistance Program; and various technical assistance and training initiatives to help reduce illegal drug use and drug-related crime.

- Beginning July 1, 1999 all grantees under the PHDEP are required to submit their semiannual performance electronically using a new Internet-based system. The new system allows for the standardized collection of performance and measurement of progress toward reaching established goals for their drug elimination program.
- The Community Safety and Conservation Division measured crime rates at 100 of its largest PHDEP grantee sites and found that a majority of the grantees experienced crime reductions in both absolute and in percentage terms.
- The Housing Authority divided their PHDEP funding among the following activities: prevention (37%); Law Enforcement (28%); Security (13%); Treatment and other costs (8%); Intervention (6%); Investigators and Tenant Patrols (5%); and Physical Improvements (3%).

## BUREAU OF INDIAN AFFAIRS

### I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$16.615	\$19.039	\$21.017
Goal 3	0.245	0.643	0.643
Goal 4	<u>0.663</u>	<u>0.666</u>	<u>0.666</u>
Total	\$17.523	\$20.348	\$22.326
<b>Drug Resources by Function</b>			
Investigations	\$11.394	\$12.449	\$13.793
Corrections	1.215	1.654	2.148
State and Local Assistance	3.228	3.747	3.748
Research & Development	1.278	1.689	1.828
Prevention	0.245	0.643	0.643
Interdiction	<u>0.163</u>	<u>0.166</u>	<u>0.166</u>
Total	\$17.523	\$20.348	\$22.326
<b>Drug Resources by Decision Unit</b>			
Tribal Service (Judicial & Social)	\$0.979	\$0.979	\$0.979
Law Enforcement	16.299	18.726	20.704
General Administration	<u>0.245</u>	<u>0.643</u>	<u>0.643</u>
Total	\$17.523	\$20.348	\$22.326
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	99	103	112
<b>Information</b>			
Total Agency Budget	\$1,746.4	\$1,869.1	\$2,200.9
Drug Percentage	1.0%	1.1%	1.0%

### II. METHODOLOGY

- The methodology used by the Bureau to determine the drug portion of its budget is developed from estimated percentages of funds that will be used by individual Bureau programs for drug control activities. Programs such as Tribal Courts, Judicial Services, Social Services (emergency shelters), and Law Enforcement are assumed to be drug control related.

### III. PROGRAM SUMMARY

- The Bureau of Indian Affairs' mission is to fulfill its trust responsibilities and promote self-determination on behalf of Tribal governments, American Indians and Alaska Natives. This mission is accomplished through the delivery of quality services and by maintaining government-to-government relationships within the spirit of Indian self-determination.

- The Bureau provides services directly, or through Self-Determination contracts, grants or compact agreements with Tribes, to more than 1.2 million Indians, Eskimos, and Aleuts who are members of more than 557 federally recognized Tribes across the nation. The Bureau is trustee to over 43 million acres of Tribally owned land, more than 11 million acres of individually owned land, and 443,000 acres of federally owned land. The Bureau's organization consists of headquarters offices in Washington, D.C., and Albuquerque, NM, 12 area offices and 90 agency offices.
- The Bureau employs approximately 378 sworn law officers. Tribes employ an estimated 1,942 sworn law officers. These law enforcement officers protect life and safety as well as provide drug enforcement for Indian tribes throughout the country.
- The Bureau continues to support the *Strategy* by providing law enforcement activities on reservations near U.S. borders with Mexico and Canada. The Bureau coordinates and works with the Departments of Defense and state and local law enforcement agencies for marijuana eradication and drug interdiction support. In addition, the Bureau has decentralized its Drug Enforcement Section and reassigned personnel to five district offices.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- The Bureau's antidrug resources total \$20.3 million and 103 FTE in FY 2000. These resources will allow the Bureau to continue its anti-drug program activities as follows:

##### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- FY 2000 resources include \$19.0 million, which supports Goal 2 of the *Strategy*. The resources will be used to promote community-oriented policing and target drug problem areas. In addition, the Bureau will continue to provide training to Tribal and Bureau law enforcement officers regarding drug investigations and law enforcement training concerning investigative efforts. The Bureau's primary drug-related law enforcement efforts will include the following:
  - In cooperation with other federal, state, and local law enforcement agencies, the Bureau will continue the investigation and prosecution of the illegal distribution and sale of narcotics on Indian reservations.
  - The Bureau's Drug Enforcement Branch will continue marijuana eradication efforts. Personnel of the Drug Enforcement Branch, which was formerly headquartered at the Indian Police Academy, Artesia, New Mexico, have been reassigned to each of the five district offices established under the recent reorganization called for under the *Presidential Initiative on Law Enforcement in Indian Country*. The relocated personnel, using their extensive investigative

experience, will formulate and implement strategies to dismantle drug trafficking networks supplying illicit narcotics to Indian Country. Personnel will place particular emphasis on the identification of those persons responsible for trafficking significant amounts of narcotic substances.

**Goal 3: Reduce health and social costs to the public of illegal drug use.**

- FY 2000 resources include \$0.6 million, which supports Goal 3 of the *Strategy*. This amount supports the Bureau's participation in the Department of the Interior's Drug-Free Workplace initiative and \$0.4 million and 4 FTE for the establishment of the Office of Alcohol and Substance Abuse.

**Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- FY 2000 resources include \$0.7 million, which supports Goal 4 of the *Strategy*. This funding includes \$0.5 million provided to the Tohono O'dham Nation for law enforcement assistance because their reservation borders Mexico, and an estimated \$0.2 million in support provided by the Bureau's Office of Law Enforcement Services.

**2001 Request**

- The FY 2001 budget request is \$22.3 million and 112 FTE, an increase of approximately \$2 million and 9 FTE above the FY 2000 level. The FY 2001 request includes the following:

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total drug control request for Goal 2 activities for FY 2001 is \$21.0 million. This amount includes \$1.0 million for Tribal Services and \$20 million for special investigations, training, equipment and operations in support of antidrug efforts. The funds will be used to promote community-oriented policing and target drug problem areas. In addition, the funds will allow the Bureau to continue to provide training to Tribal and Bureau law enforcement officers regarding drug investigations and law enforcement training concerning investigative efforts.

**Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The total drug control request for Goal 3 activities for FY 2001 is \$0.6 million. This amount includes \$0.2 million to continue the substance abuse program for employees in critical sensitive positions by maintaining funds to support a drug-free workplace and an additional \$0.4 million for the establishment of the Office of Alcohol and Substance Abuse.

**Goal 4: Shield America’s air, land, and sea frontiers from the drug threat.**

- The total drug control request for Goal 4 activities for FY 2001 is \$0.7 million. The FY 2001 request will continue law enforcement support along the Southwest Border. This amount includes \$0.5 million to be provided to the Tohono O’odham Nation for law enforcement assistance because their reservation borders Mexico, and an estimated \$0.2 million in support provided by the Bureau’s Office of Law Enforcement Services.

**V. PROGRAM ACCOMPLISHMENTS**

- The Bureau has provided outreach training to more than 200 police officers in marijuana eradication and highway interdiction.
- The Bureau has decentralized its Drug Enforcement Section and reassigned personnel to five district offices. This has provided the staff with the ability to implement strategies to dismantle drug trafficking networks in a more direct, concentrated effort in then District in which they are duty stationed.
- The Bureau has re-established the Office of Alcohol and Substance Abuse Prevention. The Office provides on-sight training on topics related to alcohol and substance abuse prevention to Regional Offices, Agencies, and/or tribes. The Office also assists tribes with the implementation of their Tribal Action Plans regarding programs designed to reduce the incidents of alcohol and substance abuse in their respective communities. The Office will also strengthen the inter-agency program coordination and intra-agency policy coordination role regarding alcohol and substance abuse prevention, and strengthen the monitoring and evaluation of Bureau-wide alcohol and substance abuse prevention programs.
- The Bureau has provided law enforcement support along the southwest border with Mexico.
- Specific drug-related accomplishments reported for FY 1999 by 4 of the 5 district law enforcement offices and the Washington Liaison Office include:
  - Number of drug investigations – 280
  - Number of drug-related arrests – 1,374
  - Value of assets seized - \$6,240



# BUREAU OF LAND MANAGEMENT

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 5	<u>\$5.000</u>	<u>\$5.000</u>	<u>\$5.000</u>
Total	\$5.000	\$5.000	\$5.000
<b>Drug Resources by Function</b>			
Interdiction	\$0.200	\$0.200	\$0.200
Investigations	4.000	4.000	4.000
Intelligence	0.200	0.200	0.200
State and Local Assistance	<u>0.600</u>	<u>0.600</u>	<u>0.600</u>
Total	\$5.000	\$5.000	\$5.000
<b>Drug Resources by Decision Unit</b>			
Resource Protection and Law Enforcement	\$3.700	\$3.700	\$3.700
Other Benefitting Subactivities	1.200	1.200	1.200
General Administration	<u>0.100</u>	<u>0.100</u>	<u>0.100</u>
Total	\$5.000	\$5.000	\$5.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	33	35	35
<b>Information</b>			
Total Agency Budget	\$716.0	\$743.0	\$820.0
Drug Percentage	0.7%	0.7%	0.6%

## II. METHODOLOGY

- The Bureau of Land Management's (BLM) drug control program is a funded at the \$5 million level and comprising less than one half of one percent of the BLM's current Appropriation Account. The BLM's primary drug control efforts focus on specific public land drug problems, such as marijuana cultivation, drug manufacturing sites, dumping and smuggling activities that directly increase domestically available drugs and endanger the public land resources, public land users, and federal employees. These activities also affect BLM's legitimate abilities to manage effectively the public lands.

## III. PROGRAM SUMMARY

### Goal 5: Break foreign and domestic drug sources of supply.

- The BLM is responsible for the management of approximately 264 million acres of public land located primarily in the western United States and Alaska. These lands encompass large

geographical areas presenting resource protection specialists significant problems in addressing drug activities due to the time and distance between community centers. Drug activities affect both the small growing western communities, as they expand into the more remote, uninhabited areas of the country, and the surrounding natural resources. The adverse impacts of drug activities on the natural resources include, but are not limited to, the diversion and pollution of waters, contamination of soil with hazardous wastes, extermination of wildlife, and destruction of timber and vegetation. Illicit drug activities also present a continuing safety hazards to visitors who utilize the recreational and wilderness opportunities available on the public lands and to BLM employees who work and manage the public lands.

- The focus of the reinvigorated drug enforcement program for the BLM is to eliminate marijuana cultivation, drug manufacturing and distribution/trafficking that directly impact the public land resources or public safety of those who utilize the public lands. BLM's drug enforcement efforts will concentrate on reducing the domestic production of marijuana, drug manufacturing and trafficking which occur on the public lands.
- BLM's program focuses on field patrol, detection and investigative activities, and cooperative support to state and local law enforcement agencies affecting public lands. The BLM activities focus on eliminating marijuana cultivation and other drug activities on public lands.
- The BLM's anti-drug priorities are to counter illegal drug activities on public lands by:
  - Enforcing all applicable laws and regulations relating to the cultivation, manufacturing, distribution and possession of controlled substances on public lands, including the protection of persons and property from harm resulting from illegal drug activity;
  - Seeking aggressively the prosecution of manufacturers, growers, traffickers, and drug users on the public lands;
  - Coordinating drug law enforcement, detection, and suppression activities with other federal, state, and local law enforcement agencies to maximize available resources to protect the public lands;
  - Obtaining and coordinating drug-related intelligence to assist in the investigation, interdiction and prosecution efforts of drug offenders utilizing the public lands for their illicit activities;
  - Increasing air and ground patrols to detect and eradicate drugs cultivated or manufactured on the public lands; and
  - Continuing the eradication of cultivated marijuana and other illegal substances on the public lands and returning those impacted public lands to their natural condition.

## IV. BUDGET SUMMARY

### 2000 Program

#### **Goal 5: Break foreign and domestic drug sources of supply.**

- The BLM's FY 2000 drug program provides \$5.0 million in funding and 35 FTEs. This includes \$3.7 million in the Resource Protection and Law Enforcement subactivity and \$1.3 million in funding derived from other benefitting program subactivities at the State Office level. The additional funding from benefitting subactivities (\$1.3 million) was allocated to those states that have significant marijuana cultivation, drug manufacturing, and trafficking activities that affect other programs. The programs identified for this subactivity funding are in Arizona, New Mexico, California, Colorado, Idaho, Nevada, Oregon and Utah.
- The BLM will provide support to drug interdiction efforts on public lands adjacent to the U.S.- Mexico and U.S.- Canada borders when requested. Information indicating drug smuggling activities on public lands will be referred by BLM law enforcement officers to federal, state and local law enforcement agencies having primary interdiction responsibilities. However, when such smuggling activities immediately threaten public land resources or their users, BLM law enforcement officers will initiate action to protect those resources or users.
- The BLM will utilize existing funding to purchase equipment, to increase aircraft overflights for marijuana detections, to fund existing vacancies within the law enforcement program and to increase cooperative law enforcement agreements associated with drug investigations and enforcement. The funding will also fund travel and associated salary costs for drug enforcement activities.
- BLM will concentrate its drug enforcement efforts 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.

### 2001 Request

#### **Goal 5: Break foreign and domestic drug sources of supply.**

- The FY 2001 drug control request for Goal 5 activities is \$5.0 million. These resources will allow the BLM to sustain its reinvigorated drug control activities at their current level. The drug funding will be allocated at \$3.7 million within the Resource Protection and Law Enforcement subactivity and \$1.3 million for all other benefitting subactivities apportioned at the individual State Office level as appropriate.
- **Investigations, Detection, Eradication and Education:** In FY 2001, the Drug Control Coordinators located in the BLM State Offices, along with special agents, law enforcement rangers, and support personnel, will continue to detect, investigate and eradicate drug activity on the public

lands and educate visitors and users of the public lands about the dangers of drug activities. Interagency cooperation will be encouraged to maximize existing resources from all agencies, including the participation in multi-agency rural crime and drug enforcement task forces and expansion of paid and non-paid law enforcement agreements.

- **Intelligence:** The BLM will continue to provide intelligence information, to support the intelligence communication center and incident tracking network, and to expand data sharing among all law enforcement agencies. The BLM will continue its Memorandum of Understanding (MOU) with U.S. Customs to access their Treasury Enforcement Computer System (TECS/IBIS) which provides BLM access to criminal intelligence information that impacts drug activity on the public lands.
- **State/Local Assistance:** In FY 2001, the BLM will continue utilizing funded and unfunded 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 that occur on or affect the public lands. Specific agreements may also provide assistance and backup to field law enforcement officers. Coordination activities will be focused on reducing drug production on the public lands through continued 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 2001 budget request includes the general administrative program costs associated with the costs of procurement, personnel services, and maintenance agreements for radio and electronic equipment supporting drug enforcement efforts. This funding will also cover rental of office space, FTS 200 phone charges, mail, etc.
- **Interdiction:** The BLM will provide support to other federal agencies having primary interdiction responsibilities upon request or when their operations are conducted on or will have a direct impact on public lands.

## V. PROGRAM ACCOMPLISHMENTS

- Specific BLM accomplishments for FY 1999 include the following (all within Goal 5):
  - 382 Drug Investigations/Incidents
  - 193,087 Marijuana Plants Eradicated and Seized
  - 8,369 pounds of Processed Marijuana Seized
  - 158 Arrests/Citations
  - 3 Drug Labs/Dumps on Public Lands
  - 101 Firearms seized

# U.S. FISH AND WILDLIFE SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 4	0.625	0.625	0.625
Goal 5	<u>0.375</u>	<u>0.375</u>	<u>0.375</u>
Total	\$1.000	\$1.000	\$1.000
<b>Drug Resources by Function</b>			
Investigations	\$0.175	\$0.175	\$0.175
Prosecutions	0.075	0.075	0.075
Interdiction	0.650	0.650	0.650
State and Local Assistance	<u>0.100</u>	<u>0.100</u>	<u>0.100</u>
Total	\$1.000	\$1.000	\$1.000
<b>Drug Resources by Decision Unit</b>			
Law Enforcement Agency Support (DLEA)	<u>\$1.000</u>	<u>\$1.000</u>	<u>\$1.000</u>
Total	\$1.000	\$1.000	\$1.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	16	16	15
<b>Information</b>			
Total Agency Budget	\$839.6	\$874.2	\$1,128.6
Drug Percentage	0.1%	0.1%	0.1%

## II. METHODOLOGY

- Budget requests for drug enforcement are based on necessary funding to support staffing, training, equipment, aircraft surveillance, and other related operational costs. Funding is requested to maintain a level of presence on Service-owned lands in order to detect, eradicate, and provide a level of deterrence. Funds also help support interdiction efforts at Southwest refuges and for wildlife inspection at ports of entry.

## III. PROGRAM SUMMARY

- Refuge officers and special agents work together with local law enforcement agencies to apprehend persons cultivating marijuana on National Wildlife Refuge lands. Wildlife inspectors work closely with U.S. Customs at ports of entries.

- Activities include the following:
  - Work together with local law enforcement agencies to apprehend persons cultivating marijuana on National Wildlife Refuge lands.
  - Investigations target methamphetamine laboratory activity detected on Southwest Border refuges.
  - Emphasis is placed on locating and eliminating drug use on National Wildlife Refuges, including emphasis on drug use among hunters.
  - Coordinate special checkpoints on refuge tour routes and during hunting programs with local law enforcement agencies.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

##### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The FY 2000 program includes \$0.6 million to support Goal 4 of the *Strategy*. Refuge officers will work closely with other agencies and task forces on the Southwest Border National Wildlife Refuges and wildlife inspectors work closely with U.S. Customs at ports of entry.

##### **Goal 5: Break foreign and domestic drug sources of supply.**

- The FY 2000 program includes \$0.4 million to support Goal 5 of the *Strategy*. Service refuge officers and special agents will focus their efforts on marijuana eradication. Investigations of methamphetamine laboratory activity on Southwest Border National Wildlife Refuges will be continued.

##### **2001 Request**

##### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The total drug control request for Goal 4 activities for FY 2001 is \$0.6 million, the same as the FY 2000 enacted level.

##### **Goal 5: Break foreign and domestic drug sources of supply.**

- The total drug control request for Goal 5 activities for FY 2001 is \$0.4 million, the same as the FY 2000 enacted level.

## V. PROGRAM ACCOMPLISHMENTS

- While conducting wildlife-related investigations or physically inspecting shipments containing wildlife parts or products, Fish and Wildlife Service law enforcement officers encountered illegal drug activity. In FY 1999, examples include:
  - Special agents conducted surveillance operations on refuge lands along the Rio Grande River in south Texas, and interdicted 647.3 pounds of marijuana being smuggled through the Morillo Banco National Wildlife Refuge. The seized marijuana was transferred to the U.S. Customs Service, which conducted further investigation.
  - During the last half of the fiscal year, Refuge Division law enforcement personnel and Region Two special agents recovered over 2,000 pounds of marijuana along river crossing on refuge lands, an amount that does not include narcotics seized by the U.S. Border Patrol in the same areas. Service special agents have been working with HIDTA Task Force and U.S. Customs Service Office of Investigation to combine efforts targeting narcotics and wildlife smuggling on refuge lands.
  - FY 1999 funds provided additional drug-related training. The Fish and Wildlife Service has more than 600 refuge officers who received, at a minimum, 40 hours of drug-related training in FY 1999. The service enhanced its counter drug capabilities by hiring additional staff and by purchasing surveillance and eradication equipment.

# NATIONAL PARK SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$0.154	\$0.154	\$0.155
Goal 2	0.747	0.748	0.752
Goal 3	0.316	0.316	0.316
Goal 4	1.900	1.901	1.913
Goal 5	<u>6.337</u>	<u>6.343</u>	<u>6.385</u>
Total	\$9.454	\$9.462	\$9.521
<b>Drug Resources by Function</b>			
Interdiction	\$1.900	\$1.901	\$1.913
Investigations	6.802	6.808	6.850
Prosecution	0.282	0.282	0.284
Prevention	<u>0.470</u>	<u>0.471</u>	<u>0.474</u>
Total	\$9.454	\$9.462	\$9.521
<b>Drug Resources by Decision Unit</b>			
Park Management	\$9.138	\$9.146	\$9.205
External Administrative Costs	<u>0.316</u>	<u>0.316</u>	<u>0.316</u>
Total	\$9.454	\$9.462	\$9.521
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	108	108	108
<b>Information</b>			
Total Agency Budget	\$1,979.2	\$2,036.6	\$2,285.3
Drug Percentage	0.5%	0.5%	0.4%

## II. METHODOLOGY

- The National Park Service develops its drug control budget based on tracking of actual FTE usage in the field, a review of prior year expenditures as tracked by Program Work Element (PWE) and a projection of costs associated with support needed for FTE usage.

## III. PROGRAM SUMMARY

- The National Park Service's (NPS) anti-drug program represents a small portion of its law enforcement activities, comprising less than one 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.



- The National Park System manages its drug control programs at the park level, augmented by the U.S. Park Police in major urban areas. 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 work done at the park level and by the U.S. Park Police reaches across all five strategic goals of the *Strategy*.
- Some of the specific purposes of NPS' law enforcement program (NPS Park Rangers), as it relates to drug enforcement, are to locate and eradicate marijuana plants being cultivated on park lands, to combat drug use, distribution, and smuggling in National Park areas, and to work cooperatively with other federal, state, and local agencies in mutual drug enforcement operations in areas contiguous to park boundaries.
- The National Park System contains 378 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).

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- The total FY 2000 drug program enacted level was \$9.5 million, approximating the FY 1999 spending. With no new initiatives associated with the FY 2000 request, this program is detailed below in the FY 2001 request.

## 2001 Request

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The FY 2001 resources include \$0.2 million which supports Goal 1 of the *Strategy*. This funding increases public education for the purpose of increasing public awareness of the consequences of illicit drug use and the use of alcohol and tobacco by underage populations.

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The FY 2001 resources include \$0.8 million, which supports Goal 2 of the *Strategy*. This funding includes \$0.7 million to increase support for Task Force operations that target all levels of drug trafficking and drug crime, and to improve the efficiency of federal drug law enforcement investigative and intelligence programs. An additional \$0.1 million funding is to increase the effectiveness of federal, state, and local law enforcement tasks, and to improve the efficiency of federal drug law enforcement investigative and intelligence programs to apprehend drug traffickers, seize their drugs, and forfeit their assets.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The FY 2001 resources include \$0.3 million, which supports Goal 3 of the *Strategy*. This funding expands and enhances drug education and prevention strategies in the workplace.

### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The FY 2001 resources include \$1.9 million, which supports Goal 4 of the *Strategy*. This funding is to improve the effectiveness of law enforcement to stop the flow of drugs into the United States, especially along the Southwest Border.

### **Goal 5: Break foreign and domestic drug sources of supply.**

- The FY 2001 resources include \$6.4 million, which supports Goal 5 of the *Strategy*. This includes \$6.1 million to reduce domestic drug production and availability, including the illegal diversion of prescription drugs, and \$0.3 million to continue to target for prosecution those who illegally divert pharmaceuticals and listed chemicals.

## **V. PROGRAM ACCOMPLISHMENTS**

- NPS Park Rangers have been intercepting sizeable loads of processed marijuana (in some cases over 1,000 pounds) in the Southwest Border Region. They are also seizing vehicles, firearms, and other types of drugs, including cocaine and methamphetamine.

# THE FEDERAL JUDICIARY

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$719.726	\$781.956	\$804.943
Total	\$719.726	\$781.956	\$804.943
<b>Drug Resources by Function</b>			
Corrections	\$180.059	\$200.209	\$204.199
Prosecution	441.884	479.526	494.135
Research and Development	3.808	4.299	4.770
Treatment	<u>93.975</u>	<u>97.922</u>	<u>101.839</u>
Total	\$719.726	\$781.956	\$804.943
<b>Drug Resources by Decision Unit</b>			
Salaries and Expenses	\$579.139	\$599.970	\$650.756
Defender Services	83.560	95.184	110.088
Fees of Jurors	19.477	19.593	18.915
Court Security	8.855	10.046	10.768
Administrative Office	9.171	9.775	6.122
Federal Judicial Center	1.824	1.849	1.934
Sentencing Commission	5.078	5.732	6.360
Violent Crime Reduction Trust Fund:			
- Mandatory Drug Testing for Federal Prisoners	3.700	5.073	---
- Management and Administration	<u>8.922</u>	<u>34.734</u>	---
Total	\$719.726	\$781.956	\$804.943
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	5,795	5,946	6,332
<b>Information</b>			
Total Agency Budget	\$3,847.1	\$4,178.9	\$4,306.4
Drug Percentage	18.7%	18.7%	18.7%

## II. METHODOLOGY

- The drug portion of the Judiciary's budget is estimated by applying the percentage of drug related activity experienced in each appropriation to the current appropriation or requested funding. The percentages are developed by analyzing the workload of each component of the Judiciary's budget, estimating the amount that is attributed to drug-related crime, prosecution, treatment, or corrections and then rounded to the nearest five percent before application. The percentages are updated each year to reflect the most recent drug workload information available.

### III. PROGRAM SUMMARY

- The Federal Judiciary is organized geographically into twelve Judicial Circuits and ninety-four Districts, each with supporting offices, such as the Office of the Clerk of the Court, Central Legal Staff, Probation and Pretrial Services Offices, and 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 and the United States Sentencing Commission. In addition to personnel and court operating expenses, Judiciary costs include payments to jurors, payments to defense attorneys for indigent defendants, court reporting and interpreting, and court facility security.
- The Judiciary drug resources support Goal 2, “Increase the safety of America’s citizens by substantially reducing drug-related crime and violence” of the *Strategy*.
- The Judiciary plays a unique role in the criminal justice continuum and thus supports this broad goal. The resources identified with this goal represent an estimate of the Judiciary’s resources associated with drug cases, trials, defendants, and associated costs. Further, the costs associated with Goal 2 provide for court ordered drug testing, drug treatment, and supervision of federal defendants, probationers, parolees and supervised releasees.

### IV. BUDGET SUMMARY

#### 2000 Program

- The total FY 2000 enacted level of \$782 million provides adjudication of federal laws, representation for indigent individuals accused under these laws, and the supervision of offenders and defendants. Drug-related workload is identified by the types of cases being heard as well as the offenses of the individuals needing counsel or under supervision. The funding supporting Goal 2 is used by the probation and pretrial services offices for the drug testing and treatment of federal defendants and offenders.
- Probation and pretrial services officers have primary responsibility for enforcing conditions of release imposed by the courts and for monitoring the behavior of persons placed under their supervision. With the oversight of the Administrative Office of the United States Courts, officers administer a program of substance abuse testing and treatment for persons on pretrial release, probation, supervised release after incarceration, and parole. The goal is to eliminate substance abuse by persons under supervision and to remove violators from the community before relapse leads to recidivism.
- The Judiciary’s resources will be used to support the following drug control activities:

- **Salaries and Expenses:** provides salaries, benefits, and other operating expenses of judges and support personnel for the United States courts of appeals, district courts, bankruptcy courts, and probation and pretrial services officers and staff.
- **Defender Services:** provides effective representation for any person financially unable to obtain adequate representation in federal criminal and certain related proceedings.
- **Fees of Jurors and Commissioners:** includes funding for jurors sitting on drug cases. Drug-related resources required depend largely upon the volume and length of jury trials for parties to criminal actions and the number of grand juries being convened by the courts at the request of the U.S. Attorneys.
- **Court Security:** provides security for judicial areas at courthouses and in federal facilities housing court operations. The Marshals Service acts as the judiciary's agent in contracting for security and guard services and the purchase, installation, and maintenance of security systems and equipment for all court locations. In the event that a particular court is trying a drug-related case or cases and the trial has been designated by the Marshals Service to be a "high threat" proceeding, the standard level of security normally provided at the facility is enhanced, using a combination of the resources noted above, for the duration of the trial.
- **Administrative Office of the United States Courts:** provides professional support, analysis, program management, and oversight for the federal judiciary. The drug-related resources in this account are for the necessary expenses of the Divisions of the Administrative Office related to the drug case workload in the courts and probation and pretrial services offices.
- **Federal Judicial Center:** provides education and training for judges, probation and pretrial services officers, and other federal court personnel, and performs independent research to improve the administration of justice in the federal courts. Many Center programs deal with drug-related court workload issues including: training for federal judges in criminal law and procedure, sentencing, and criminal case management; training for probation and pretrial services officers to help judges formulate sentences and to supervise drug-dependent defendants and offenders; and training for other court staff to help them manage resources effectively.
- **United States Sentencing Commission:** covers costs related to the establishment, review, and revision of sentencing guidelines, policies, and practices for the criminal justice system.
- **Violent Crime Reduction Trust Fund:** provides resources to implement the provisions of the Violent Crime Control and Law Enforcement Act of 1994 and the Antiterrorism and Effective Death Penalty Act of 1996.

- Pretrial Drug Testing of All Federal Defendants:
- The President signed an executive memorandum dated December 15, 1995 directing the Attorney General to develop a universal policy for drug testing of all federal defendants. During FY 1997, the Department of Justice (DOJ) and the Judiciary established a pilot program in twenty-four districts to determine the feasibility of full implementation of this initiative. The DOJ is funding the pilot project under a memorandum of understanding between DOJ and the Judiciary. This initiative will continue in FY 2000, with twenty-three districts participating at an estimated cost of \$3 million, with continued DOJ funding of the costs. The DOJ is developing an evaluation to review the impact of this pilot after it is completed.

## **2001 Request**

- The total FY 2001 drug control budget request is \$805 million, an increase of \$23 million over the FY 2000 level. The growth is reflective of the continued increase in caseload and supervision responsibilities of the Judiciary. The request reflects increases to maintain current services. Specific drug program enhancements are not requested in the FY 2001 budget.

## **V. PROGRAM ACCOMPLISHMENTS**

During FY 1999, the Judiciary achieved a number of significant accomplishments in their drug control program. These include:

- Sponsored the National Substance Abuse and Mental Health Conference for three hundred federal probation and pretrial services officers, keynoted by the Surgeon General of the United States.
- Trained one hundred officers in the use of on-site non-instrumented drug test devices to detect illicit drug use.
- Awarded a five-year national contract for on-site urine testing laboratories.
- Expanded implementation of Simplified Procurement Procedures for drug treatment services to all districts, trained an additional 140 personnel on new procedures.
- Expanded reporting to the National Treatment Database from sixty-two percent of the districts to ninety-four percent.

# ASSETS FORFEITURE FUND

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$576.839	\$481.853	\$479.907
Goal 5	<u>6.161</u>	<u>25.147</u>	<u>6.200</u>
Total	\$583.000	\$507.000	\$486.107
<b>Drug Resources by Function</b>			
State and Local Assistance	\$272.208	\$243.753	\$261.075
Investigations	297.392	226.125	207.213
Prosecution	12.239	16.975	16.619
International	<u>1.161</u>	<u>20.147</u>	<u>1.200</u>
Total	\$583.000	\$507.000	\$486.107
<b>Drug Resources by Decision Unit</b>			
Definite Budget Authority	\$23.000	\$23.000	\$23.000
Permanent Indefinite	<u>560.000</u>	<u>484.000</u>	<u>463.107</u>
Total	\$583.000	\$507.000	\$486.107
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
Total Agency Budget	\$583.0	\$507.0	\$486.1
Drug Percentage	100%	100%	100%

## II. METHODOLOGY

- All Department of Justice Asset Forfeiture Funds are 100 percent drug-related.

## III. 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, the fund has been administered by the Asset Forfeiture Management Staff, Justice Management Division.

- The AFF supports Goal 2, “Increase the safety of America’s citizens by substantially reducing drug-related crime and violence” and Goal 5, “Break foreign and domestic drug sources of supply” of the *Strategy*. The AFF 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 assets.
  - **Other Asset Specific Expenses.** These include case-specific expenses incurred in connection with normal proceedings undertaken to perfect 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 distributions of the net proceeds (after recovering direct costs) of forfeitures to foreign governments and to state and local law enforcement agencies in proportion to the degree of their direct 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 (e.g., audits and evaluations). Also included are expenses of forfeiture related 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 forfeitable assets.
  - **Investigative Expenses.** Awards payable from the fund directly support law enforcement efforts by encouraging cooperation and assistance by informants. The fund may also be used to purchase evidence of violations of drug laws, Racketeering Influenced and Corrupt Organizations, and criminal money laundering laws. Payment of awards to sources of information creates tremendous motivation for individuals to assist the government in the investigation of criminal activity and the seizure of assets. Many cases would be impossible to bring to trial without the information from cooperating individuals. Even when the government has reason to believe criminal activity is occurring, an inside informant can facilitate the cost-effective deployment of investigative resources to obtain the greatest results.
  - **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 to other accounts of proceeds in excess of the amounts required for the above activities. Congress authorized excess funds to be transferred to the Bureau of Prisons (1988-1989), the U.S. Attorneys (1989), and the Special Forfeiture Fund (1990-1997). Title 28 U.S.C. § 524(c)(8)(E) provides for the use of any remaining excess balance by the Attorney General for any federal law enforcement, litigative/prosecutive, and correctional activities, or any other authorized purpose of the Department of Justice.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The FY 2000 level totals \$507 million, which includes \$23 million in definite authority, and \$484 million in permanent indefinite authority. The estimated budget is \$76 million less than FY 1999 and reflects an expected decrease in receipts. Despite the estimated decline in receipts, the budget level remains rather high in order for the fund to meet anticipated equitable sharing obligations. Though it is difficult to predict what actual sharing disbursements will be in FY 2000, it is likely that they will exceed the annual average of approximately \$207 million by more than \$100 million. This is due to a number of large cases moved to forfeiture during FY 1999 for which sharings were not executed in FY 1999.
- The FY 2000 base program level includes \$481.9 million for state and local assistance, investigative and prosecution activities in support of Goal 2 of the *Strategy* and \$25.1 million for domestic and international drug-trafficking activities, which support Goal 5 of the *Strategy*. Of the \$25.1 million, \$19.1 million is expected to be disbursed to Colombia as equitable sharing for its participation in the Nasser-David case. In November 1999, \$5.8 million of the total was disbursed to Colombia.
- FY 2000 inflows and outflows of funds were affected significantly by the following forfeiture activity in FY 1999:
  - Nasser-David Case: In December 1998, \$89,016,022 was deposited in the Assets Forfeiture Fund, representing the U.S. Government's share of proceeds repatriated from the Swiss Government as a result of DEA's successful efforts to forfeit drug proceeds from a Colombian drug trafficking family. This family was responsible for smuggling tons of marijuana and cocaine into the United States in the 1970s and 1980s. The seizure, which occurred in 1995, totaled approximately \$276 million. About sixty-five percent of the total, or \$180 million, was on deposit in Swiss bank accounts. It is estimated that as much as seventy percent of the \$89 million will be shared in 2000 with state and local law enforcement agencies who participated in the investigation leading to the seizure and forfeiture of assets in this case.

- **Equitable Sharing with Colombia:** In May 1997, more than \$36 million was deposited in the AFF from Luxembourg, representing cocaine drug proceeds generated by José Gonzalo Rodríguez Gacha, a leading member of the Medellín Cartel in Colombia. Of the proceeds, \$19 million was to be shared with Colombia. Due to Colombia's decertification by the President for not fully cooperating in international narcotics control, the Department has been unable to release the money. Early in 1999, Colombia was recertified. The Department's Criminal Division has been working with Colombian Government officials on a plan to disburse the monies due to Colombia to support defined projects designed to improve the effectiveness of law enforcement related to the suppression of narcotics trafficking, and the investigation, prosecution, and forfeiture of property and proceeds of narcotics trafficking. In November 1999, \$5.8 million of the total was disbursed to Colombia. Through the funding made available from the forfeiture of assets in the Gacha case, the United States and Colombian Governments are now in a position to cooperate in the fight against illicit drug trafficking and related crimes.

## **2001 Request**

- The FY 2001 drug control budget request totals \$486.1 million, a decrease of \$20.9 million from the FY 2000 level. This decrease is largely a result of more normal patterns of equitable sharing payments in FY 2001.
- Included in the \$486.1 million request is \$23 million in definite authority, and \$463.1 million in permanent indefinite authority. The drug control request resource distribution includes \$479.9 million for Goal 2 activities and \$6.2 million to support Goal 5 activities.
- The total number of seized assets expected in FY 2001 is 19,700 with an estimated value of \$450 million. This represents a decrease of 700 from the FY 2000 level of 20,400 seized assets with an estimated value of \$465 million, and a decrease of 716 from the FY 1999 seized assets of 20,416.

## **V. PROGRAM ACCOMPLISHMENTS**

- At the end of 1999, a total of 20,416 seized assets were on hand with a total of \$616.8 million. This consists of 6,903 cash seizures with a value of \$274.2 million; 333 real properties valued at \$59.9 million; 5 businesses valued at \$0.8 million; and 13,175 other assets with an estimated value of \$285.9 million.

# UNITED STATES ATTORNEYS

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	<u>\$193.560</u>	<u>\$207.721</u>	<u>\$218.065</u>
Total	\$193.560	\$207.721	\$218.065
<b>Drug Resources by Function</b>			
Prosecution	<u>\$193.560</u>	<u>\$207.721</u>	<u>\$218.065</u>
Total	\$193.560	\$207.721	\$218.065
<b>Drug Resources by Decision Unit</b>			
Criminal Litigation	\$186.186	\$200.020	\$210.021
Legal Education	0.840	0.840	0.840
Management & Administration	<u>6.534</u>	<u>6.861</u>	<u>7.204</u>
Total	\$193.560	\$207.721	\$218.065
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct)	1,582	1,630	1,630
<b>Information</b>			
Total Agency Budget	\$1,090.4	\$1,162.0	\$1,291.0
Drug Percentage	17.8%	17.9%	16.9%

## II. METHODOLOGY

- The methodology for calculating this account's drug-related resources is based on the percentage of time spent on drug-related cases by United States Attorneys (USAs).

## III. PROGRAM SUMMARY

- This budget supports the federal drug control priorities under Goal 2, "Increase the safety of America's citizens by substantially reducing drug-related crime and violence" by supporting programs that reduce drug-related crime and violence, as well as programs that investigate and prosecute illegal drug manufacturers and traffickers.
- The USAs are the principal litigators for the federal government, operating ninety-four district offices. The USAs prosecute the majority of the federal violations of controlled substances, money laundering, drug trafficking, tax evasion, and violent and organized crime.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The FY 2000 drug-related resources include \$207.7 million and 1,630 FTEs that support Goal 2 of the *Strategy* through prosecution activities.
- In addition, USAs anticipate receiving \$83.3 million in reimbursable funding for its OCDETF activities.

##### 2001 Request

- The FY 2001 request includes \$218 million and 1,630 FTEs in drug-related resources, that support Goal 2 of the *Strategy* through prosecution activities. This represents an increase of \$10.3 million over the FY 2000 level. The FY 2001 funding will maintain current services.
- In addition, USAs anticipate receiving \$86.6 million in reimbursable funding for its OCDETF activities.

#### V. PROGRAM ACCOMPLISHMENTS

Recent examples of the successes of the USAs in prosecuting drug dealers and distributors are:

- In the **Southern District of Iowa**, one defendant was sentenced to 240 months for conspiring to manufacture methamphetamine and another was sentenced to 160 months for distributing the drug. One of the defendants had previously pleaded guilty to distributing methamphetamine. The charges relate to the September 1998 death of one of their daughter's.
- In the **District of New Jersey**, twenty-five suspects were arrested, and others were being sought for alleged weapons and drug trafficking offenses, in a major crackdown on gang activity in Newark's Broadway Townhouses. The federally funded public housing complex is notorious for its open-air drug market, gun sales, and violence, activity that is dominated by members of four gangs: the "Bomb Crew," the Headbanger Crew," the "Good Job Crew," and the "Hit Squad." Complaints unsealed outline alleged drug trafficking by the four gangs, whose names typically appeared as brand-name stamps on the drugs they sold. Most of the defendants were charged with distributing heroin and cocaine; others were charged with federal firearms offenses for the possession or sale of firearms, including handguns assault weapons and shotguns.
- In the **Southern District of Texas**, after an eleven-day trial, a federal jury convicted the captain of a Panamanian freighter, (the *China Breeze*) along with the Second and Third Officers on conspiracy to distribute cocaine. Since 1998, the ship rendezvoused with speedboats in Colombia, loading tons of cocaine that were later discharged in Greece, Italy, Spain, and Portugal. Members of a special U.S. Coast Guard interdiction team found four tons of cocaine in forty to fifty bundles inside

inoperable sewage tanks when the ship was stopped by the British Navy's HMS Marlborough south of Puerto Rico. Customs agents seized the ship when it docked in Galveston in the summer of 1999. Two other defendants aboard one of the speedboats during the rendezvous pleaded guilty before the trial began.

# BUREAU OF PRISONS

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	<u>\$2,072.022</u>	<u>\$2,118.673</u>	<u>\$2,519.853</u>
Total	\$2,072.022	\$2,118.673	\$2,519.853
<b>Drug Resources by Function</b>			
Corrections	\$2,040.011	\$2,084.173	\$2,484.318
Treatment	<u>32.011</u>	<u>34.500</u>	<u>35.535</u>
Total	\$2,072.022	\$2,118.673	\$2,519.853
<b>Drug Resources by Decision Unit</b>			
Inmate Care and Programs	\$593.278	\$643.802	\$726.495
Institution Security and Administration	798.951	866.989	940.155
Contract Confinement	130.405	172.387	271.402
Management and Administration	71.384	85.628	89.994
New Construction	384.098	260.192	420.306
Modernization and Repair	63.473	67.151	71.501
Crime Bill:			
Inmate Care and Programs	<u>30.433</u>	<u>22.524</u>	<u>0.000</u>
Total	\$2,072.022	\$2,118.673	\$2,519.853
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	16,604	18,663	18,910
<b>Information</b>			
Total Agency Budget	\$3,574.0	\$3,667.9	\$4,381.4
Drug Percentage	58.0%	57.8%	57.5%

## II. METHODOLOGY

- The Bureau of Prisons' (BOP) drug budget is a percentage of the total. Drug percentages for the S&E and Modernization and Repair program in the B&F budget are based on the number of inmates projected to be incarcerated for drug convictions during the year. The drug percentage for the New Construction program in the B&F budget reflects the number of inmates projected to be incarcerated for drug convictions at the time budget year initiatives are scheduled to become operational (three to five years after appropriations). The drug percentage for drug treatment programs is one hundred percent. Following are the percentages applied to other decision units to arrive at the FY 2001 drug budget: Inmate Care and Programs, Institution Security, Management and Administration, and Modernization and Repair decision units are applied at 58 percent; Contract Confinement decision unit is applied at 50 percent; and, New Construction decision unit is applied at 59 percent.

### III. PROGRAM SUMMARY

- The mission of BOP is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and which provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens.
- All drug-related resources support Goal 2, “Increase the safety of America’s citizens by substantially reducing drug-related crime and violence” of the *Strategy*.

### IV. BUDGET SUMMARY

#### 2000 Program

- The FY 2000 drug-related resources include \$2.1 billion and 18,663 direct FTEs. The following provides a breakdown of drug activities funded in FY 2000.

#### Corrections Activities:

- As of December 1999, BOP provided custodial care for a total of 136,249 inmates. Of that number, 118,647, or eighty-seven percent, are in BOP facilities. Approximately thirteen percent of the total population are in contract care. BOP contracts with state, local, and private correctional institutions to house 7,952 federal inmates. The BOP also houses 5,854 inmates in contract Community Correction Centers, 2,395 in a government owned and privately managed prison and 1,401 inmates are in home confinement.
- BOP has four budget accounts: Salaries and Expenses (S&E), which includes the Violent Crime Reduction Programs, Buildings and Facilities (B&F), the Federal Prison Industries, Inc. (FPI), and the Commissary Trust Revolving Fund. Only the first two are appropriated.
  - S&E covers the necessary expenditures for the administration, operation, and maintenance of federal correctional institutions and contract care.
  - B&F includes new construction and modernization and repair costs.
  - FPI is a government-owned corporation that provides goods and services to other federal agencies through a training employment program for federal offenders.
  - The Commissary Trust Fund operates in the prisons for inmates to purchase special (personal) items and services beyond the necessities supplied by the facilities. Commissary operations do not require appropriated funds, since all costs, including staff salaries, are financed from profits acquired by sales to inmates.

## Treatment Activities:

- 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, non-residential drug abuse counseling services, residential drug abuse program, and community transitional drug abuse treatment. It is estimated that 30.5 percent of the sentenced inmate population are drug dependent and require some type of drug abuse treatment program. BOP's four drug treatment programs are summarized below:
  - **Residential Drug Abuse Program:** This program provides unit-based living with extensive assessment, treatment planning, and individual and group counseling with a length of stay of six to twelve months (varies by facility/program).
  - **Drug Abuse Education:** This program provides the inmate with specific instruction on the risks involved in drug abuse; presents strategies toward living a drug-free lifestyle, while introducing the inmate to the concepts of drug treatment; and motivates the inmate to volunteer for participation in the Bureau's residential drug abuse treatment program.
  - **Non-residential Drug Abuse Counseling Services:** This program offers the flexibility for those who do not meet the requirements for the residential drug abuse treatment program. This program is also available for aftercare treatment, as needed once an inmate has completed the residential treatment program.
  - **Transitional Drug Abuse Treatment Programs:** These programs are available to inmates who have completed the Residential Drug Abuse Treatment program; court mandated, or have been identified by community corrections staff as having drug dependency and are transferred to the Community Corrections Center under Bureau custody. As part of their community program plan, and to assist in the adjustment back into society, these inmates continue treatment programming with community based treatment providers.

## **2001 Request**

- The FY 2001 drug-related request includes resources of \$2.5 billion and 18,910 direct FTEs. This represents an increase of \$401 million and 247 FTEs over FY 2000 levels. Program initiatives include:
  - \$58.8 million for activation of four new facilities and six expansions adding an additional 6,250 beds. Also included are funds to purchase initial activation equipment; add 6,000 low security beds to house short-term criminal aliens and females from the South and Western regions; support a contract population increase, and increase inmate enrollment in education programming.
  - The drug-related portion of the new prison construction request is \$420 million in



FY 2001. In addition, advance appropriations are requested for FY 2002 (\$467 million drug-related) and 2003 (\$316 million drug-related).

Program increases are requested for partial site and planning of two penitentiaries and three medium security facilities. The balance of funds for these five institutions is requested for 2002 as advanced appropriation. In addition, for FY 2001 this request includes remaining construction funds for one penitentiary and five medium security institutions. For FY 2002 and 2003, advance appropriations are requested for four medium security institutions, a secure female unit and one penitentiary.

The FY 2001 new construction request focuses on high and medium security level facilities for the BOP's rapidly increasing population. Despite recent news reports of lower growth in state prison populations, the BOP's population projections indicate tremendous growth in the short and long-term. Sentences have remained fairly stable over the last few years. However, the BOP is again experiencing dramatic increases in the number of inmates due to higher number of prosecutions, particularly drug cases. This, as well as the recent sharp increase in immigration cases, is the primary cause of current BOP inmate population growth. In FY 1999, the BOP experienced another record-breaking year with an increase of nearly 11,400 inmates. By the end of FY 2006, the total BOP population is expected to reach nearly 200,000, a growth of nearly 50% from FY 1999.

## **V. PROGRAM ACCOMPLISHMENTS**

- In February of 1998, the BOP's Office of Research and Evaluation released its interim report describing the results of the outcome evaluation for the Bureau's residential drug abuse treatment program. The report indicates that inmates who completed the residential drug abuse treatment program were 73 percent less likely to be re-arrested and 44 percent less likely to relapse into drug use in the first six months after release than similar inmates who did not receive this treatment. Future analyses will evaluate whether these effects are sustained over a longer follow up period (three years after release). Data on three-year outcomes will be available later in FY 2000.
- In 1999, 12,202 inmates participated in drug abuse education programs; 6,535 inmates participated in non-residential drug abuse treatment programs; 10,816 inmates participated in residential drug abuse treatment programs, and 7,386 inmates participated in Community based drug abuse treatment programs.
- Since 1990, 111,133 inmates participated in drug abuse education; 25,942 inmates participated in non-residential drug abuse treatment; 49,218 inmates participated in residential drug abuse treatment programs, and 28,314 inmates participated in community based drug abuse treatment programs.

# COMMUNITY ORIENTED POLICING SERVICES

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$66.721	\$59.400	\$6.600
Goal 2	<u>350.332</u>	<u>136.950</u>	<u>433.950</u>
Total	\$417.053	\$196.350	\$440.550
<b>Drug Resources by Function</b>			
Prevention	\$66.721	\$59.400	\$6.600
State and Local Assistance	<u>350.332</u>	<u>136.950</u>	<u>433.950</u>
Total	\$417.053	\$196.350	\$440.550
<b>Drug Resources by Decision Unit</b>			
Public Safety and Community Policing	\$351.041	\$140.308	\$192.720
Police Corps	27.575	0.000	9.900
Crime Fighting Technologies	26.400	42.900	115.500
Community Based Prosecutors	1.650	3.300	66.000
Community Crime Prevention Efforts	0.000	0.000	44.550
Program Administration	<u>10.387</u>	<u>9.842</u>	<u>11.880</u>
Total	\$417.053	\$196.350	\$440.550
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	76	78	100
<b>Information</b>			
Total Agency Budget	\$1,263.8	\$595.0	\$1,335.0
Drug Percentage	33.0%	33.0%	33.0%

Note: FY 1999 includes \$152.2 million in drug-related program obligations funded with prior year carryover funds and \$9.4 million in prior year recoveries.

## II. METHODOLOGY

- The proportion of total resources estimated for drug-related programs is 33 percent. The methodology employed to estimate the proportion of total Community Oriented Policing Services (COPS) resources was jointly developed by the Department of Justice and the Office of National Drug Control Policy based on the assumption that approximately one-third of the funding supports drug-related functions, particularly since a significant amount of law enforcement activities are directed towards drug infested neighborhoods, drug trafficking-related problems, and drug prevention efforts.

### III. PROGRAM SUMMARY

- Statutory authority for the COPS program is derived from the Violent Crime Control and Law Enforcement Act of 1994 through FY 2000. Action is underway to reauthorize COPS through the Administration's 21<sup>st</sup> Century Policing Initiative, which will extend COPS' authorization through FY 2005. The COPS program, which includes grant resources to fund police hiring, redeployment, training, technical assistance, and evaluation programs, is a critical component of the *Strategy*. The COPS' program supports Goal 1, "Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco" and Goal 2 "Increase the safety of America's citizens by substantially reducing drug-related crime and violence" of the *Strategy*. COPS supports Goal 1 of the *Strategy* by providing funds for school safety and community crime prevention initiatives. Goal 2 support includes hiring and redeployment of law enforcement officers and other community law enforcement personnel along with providing funds for innovative programs including research, technical assistance and evaluation to improve crime-solving techniques, crime fighting technologies, and crime prevention programs.
- The COPS program will empower communities in collaboration with law enforcement agencies to reduce the incidence of violence, crime and drug use in America. Safe and healthy community environments need to be created for children, adolescents, and adults through prevention of drug use, reduction of domestic drug-related crime and violence, the improvement of law enforcement capabilities, and the strengthening of partnerships between the local, state, and federal law enforcement communities.

### IV. BUDGET SUMMARY

#### 2000 Program

- The FY 2000 enacted drug control program includes \$59.4 million to support Goal 1, activities, and \$137 million to support Goal 2 activities. Following is the FY 2000 program request by *Strategy* Goal:

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- **COPS-in-Schools Hiring Initiative:** This program funds law enforcement officers that are directly assigned to schools. The community policing officers perform a variety of vital functions, among which is teaching crime prevention and substance abuse classes. The COPS Office will continue to provide funds for additional school resource officers.

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- **Public Safety and Community Policing Grants:** In May of 1999, the COPS Office achieved its primary goal of providing funding for the hiring and redeployment of 100,000 new law enforcement officers. In FY 2000, in response to the Administration's commitment to fund up to an additional 50,000 officers, the COPS Office will continue to provide funds for the hiring and redeployment of law enforcement officers throughout the country.
- **Methamphetamine:** In addition, the COPS Methamphetamine program supports a variety of enforcement, production, prevention, treatment, training, intelligence gathering, and precursor chemical monitoring efforts. Consistent with community policing objectives, local jurisdictions are encouraged to develop partnerships with local agencies to combat the methamphetamine threat in their communities.

**2001 Request**

- The COPS' total FY 2001 drug control requested level is \$440.6 million, an increase of \$244.2 million above the FY 2000 level. Below is a breakdown by *Strategy Goal*:

**Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The total drug control request for Goal 1 activities is \$6.6 million, a reduction of \$52.8 million from the FY 2000 level. This reduction is associated with the reduction to the Safe Schools Program. With the requested funding COPS will continue the School-Based Partnership grant program, providing police agencies with a unique opportunity to work with schools and community-based organizations to address persistent school-related crime problems, such as drug dealing and use of drugs and/or alcohol. The School-Based Partnership program emphasizes problem analysis to help develop effective responses to youth violence and drug abuse, including prevention and intervention efforts.

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total drug control request for Goal 2 activities is \$434 million and 99 FTEs, a net increase of \$297 million over the FY 2000 level. Program enhancements included the following components:
  - **Public Safety and Community Policing Grants:** The FY 2001 requested level will provide sufficient funding to continue implementing the initiatives identified in the Administration's 21<sup>st</sup> Century Policing Initiative. This program will help communities build on the accomplishments of the COPS program over the past years. Funds will be used to hire and re-deploy as well as train and educate law enforcement officers.

- **Crime Fighting Technologies Program:** This program assists state and local law enforcement agencies to purchase and implement new technologies to fight crime more effectively. COPS will strive to develop regionally based law enforcement networks or consortia allowing multiple communities to work collaboratively to analyze, prevent, and fight crime through crime-fighting technologies grant programs.
  
- **Community Crime Prevention Efforts:** This program will advocate the development and implementation of strategies to support specific programs that engage the entire community in suppressing and fighting crime and delinquency. Funding will support partnerships among policing agencies, prosecutors, probation and parole agencies, schools, faith-based groups, business leaders, civic association members, social service agencies, and other relevant stakeholders that can assist in creating safe and secure neighborhoods. Communities are encouraged to participate in a comprehensive planning and strategy development process that sets local crime prevention and crime-fighting priorities, and devises locally crafted responses.

## V. PROGRAM ACCOMPLISHMENTS

- In 1999, COPS awarded \$19.4 million through COPS' Methamphetamine Program to support a variety of enforcement, production, prevention, treatment, training, intelligence gathering, and precursor chemical monitoring efforts.
  
- On May 12, 1999, the COPS Office reached its goal, established in 1994 at the Office's inception, to provide funding for 100,000 additional community policing law enforcement officers. This was accomplished with a total of 24,141 grants for hiring, re-deployment, technology equipment, and support systems announced to 11,558 grantees.

# CRIMINAL DIVISION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 5	\$30.585	\$31.467	\$34.726
Total	\$30.585	\$31.467	\$34.726
<b>Drug Resources by Function</b>			
Prosecution	\$26.725	\$27.527	\$30.147
International	<u>3.860</u>	<u>3.940</u>	<u>4.579</u>
Total	\$30.585	\$31.467	\$34.726
<b>Drug Resources by Decision Unit</b>			
Organized Crime and Narcotics	\$9.864	\$10.318	\$10.942
International	3.860	3.940	4.579
Litigation Support	13.019	13.288	15.046
Management and Administration	<u>3.842</u>	<u>3.921</u>	<u>4.159</u>
Total	\$30.585	\$31.467	\$34.726
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	242	244	256
<b>Information</b>			
Total Agency Budget	\$100.3	\$104.5	\$114.0
Drug Percentage	30.5%	30.1%	30.5%

## II. METHODOLOGY

- The Criminal Division's drug budget figures are derived by estimating the level of involvement of each component in drug-related activities. Within each of the drug-related decision units, each component is required to estimate the percentage of work/time that is spent addressing drug-related issues in relation to the goals and objectives of the *Strategy*. This percentage is then applied against each component's overall resources to develop an estimate of those resources dedicated to counter-narcotics activities.

## III. PROGRAM SUMMARY

- The Criminal Division programs support Goal 5, "Break foreign and domestic drug sources of supply" of the *Strategy*. Several components of the Criminal Division are involved in this effort.

- **Organized Crime and Racketeering Section (OCRS)** efforts go towards destroying the major trafficking organizations by convicting and incarcerating their leaders. OCRS 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 (NDDS)** develops innovative investigative and prosecutorial methods, enhancing the effectiveness of federal, state, and local law enforcement task forces. The Narcotic and Dangerous Drug Section is intimately involved with efforts towards prosecuting the organizations and individuals behind drug production and trafficking, both domestically and abroad.
- The **Office of International Affairs (OIA)** promotes interdiction efforts through bilateral and multi-lateral agreements. These agreements lay the groundwork for enhanced intelligence sharing, and cooperation towards interdiction strategies. OIA helps identify and cement relations with those countries who have the political will to stop traffickers from using their national territories to produce or transport narcotics.
- The **Asset Forfeiture and Money Laundering Section (AFMLS)** 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 **Office of Enforcement Operations (OEO)** oversees the use of the most sophisticated investigative tools at the Department's disposal, including electronic surveillance and the Federal Witness Security Program. The Office provides legal advice to federal, state, and local law enforcement agencies on the use of the federal electronic surveillance statutes, and assists in developing Department policy on emerging technologies, telecommunications issues, and witness protection operations.
- The **Appellate Section** supports the Division's counternarcotics activities by reviewing acquittals and appealing adverse decisions in the U.S. Circuit Courts of Appeals and in the Supreme Court.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The FY 2000 drug-related resources total \$31.5 million and 244 FTEs. These resources are used for prosecution and international support activities, which support Goal 5 of the *Strategy*.
- In addition, the Criminal Division anticipates receiving \$0.8 million in reimbursable funding for its OCDETF activities.

## 2001 Request

- The FY 2001 drug control budget request is \$34.7 million and 256 FTEs. This represents an increase of \$3.3 million and 12 FTEs over the FY 2000 enacted level. This increase includes base adjustments of \$3 million and \$0.4 million is associated with a program enhancement for the Strategic Drug Enforcement Initiative highlighted below:
  - \$0.4 million and 5 positions (including 3 attorneys) to support DEA's Special Operations Division's (SOD's) money laundering initiative. Specifically, this initiative will assist in supporting DEA's new financial unit being established in their SOD and expanding Criminal Division's Asset Forfeiture and Money Laundering Section's role in international drug enforcement. In addition, resources are being requested for the Office of Enforcement Operations to address the increasing number of narcotics-related Title III wiretaps.
- In addition, the Criminal Division anticipates receiving \$0.8 million in reimbursable funding for its OCDETF activities.

## V. PROGRAM ACCOMPLISHMENTS

- **Operation Millennium:** On October 13, 1999, in pre-dawn raids, Colombian National Police arrested fourteen individuals in Bogota, one in Cali, and fifteen in Medellin – all as part of a coordinated U.S./Colombian investigation code named *Operation Millennium*. The individuals arrested were all indicted on cocaine and money laundering charges on September 30, 1999, by a federal grand jury in Miami. The United States has formally sought their extradition, as well the extradition of a Colombian national arrested in Mexico by Mexican officials.

In addition, DEA agents searched locations in Florida. Colombian law enforcement agents executed approximately eighty search warrants throughout Colombia. As part of *Operation Millennium*, U.S. law enforcement seized more than 13,000 kilograms of cocaine in the last two weeks of August alone. Sixteen individuals were arrested in August in connection with those seizures and are currently being prosecuted in Mexico and Ecuador.

The arrests are the culmination of a year-long operation designed to dismantle a Colombian-based transportation consortium believed to be responsible for supplying between twenty and thirty tons of cocaine per month to the United States and Europe. *Operation Millennium* involved the unprecedented cooperative effort of the U.S. Drug Enforcement Administration, the Colombian National Police, the Fiscalia General of the Republic of Colombia, the U.S. Attorney's Office in Miami, and the Justice Department's Criminal Division.

Among those arrested were Alejandro Bernal Madrigal, a/k/a "Juvenal," who is believed by law enforcement officials to be one of the most significant international drug traffickers and money launderers presently operating. In addition, authorities arrested Fabio Ochoa, who was one of the



leaders of the Medellin Cartel, and who allegedly has continued his drug trafficking activities with Bernal and others since he was released from prison in Colombia in 1996.

- **Operation Impunity:** Was a year long Organized Crime Drug Enforcement Task Force (OCDETF) and High Intensity Drug Trafficking Area (HIDTA) investigation designed to dismantle a narcotics importation/distribution network that smuggled tonnage quantities of cocaine across the Southwest border at McAllen, Texas. The network concealed cocaine in tractor trailers carrying watermelons and other produce. After the cocaine was smuggled across the border, the cocaine would be trucked to distribution centers in the Northeast and in the Chicago area. Members of the organization also collected millions of dollars in drug proceeds and transported the currency to Mexico in bulk shipments. *Operation Impunity* resulted in seizures netting 12,357 kilograms of cocaine, one-half kilo of heroin, 4,806 pounds of marijuana, and more than \$19 million in U.S. currency. Prosecutors in San Diego, Los Angeles, Lexington, Atlanta, Houston, McAllen, Newark, Philadelphia and the Dominican Republic, coordinated by the Narcotic and Dangerous Drug Section, charged a total of 105 defendants in this operation.

# DRUG ENFORCEMENT ADMINISTRATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$3.379	\$3.476	\$3.775
Goal 2	623.010	640.854	696.028
Goal 4	429.179	441.470	479.480
Goal 5	<u>248.412</u>	<u>255.523</u>	<u>277.526</u>
Total	\$1,303.980	\$1,341.323	\$1,456.809
<b>Drug Resources by Function</b>			
Investigations	\$889.145	\$914.608	\$993.355
Intelligence	136.524	140.434	152.525
International	256.348	263.689	286.392
State and Local Assistance	13.690	14.082	15.294
Prevention	3.379	3.476	3.775
Research and Development	<u>4.894</u>	<u>5.034</u>	<u>5.468</u>
Total	\$1,303.980	\$1,341.323	\$1,456.809
<b>Drug Resources by Decision Unit</b>			
Domestic Enforcement	\$355.239	\$376.984	\$400.906
Foreign Coop Investigations	175.284	200.678	206.644
Chemical	7.426	14.598	16.156
State and Local Task Forces	179.998	233.073	241.257
Intelligence	89.780	106.133	112.404
Laboratory Services	39.183	42.833	44.463
Training	25.993	19.861	20.309
Research, Engineering, and Technical Operations	118.652	81.050	82.290
ADP and Telecommunications	95.828	96.994	153.479
Management and Administration	139.824	83.289	89.858
Construction	4.979	5.500	5.500
Drug Diversion Control Fee Account	<u>71.794</u>	<u>80.330</u>	<u>83.543</u>
Total	\$1,303.980	\$1,341.323	\$1,456.809
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	7,558	7,991	8,066
<b>Information</b>			
Total Agency Budget	\$1,304.0	\$1,341.3	\$1,456.8
Drug Percentage	100%	100%	100%

## II. METHODOLOGY

- All of the Drug Enforcement Administration's resources are 100 percent drug-related.

### III. 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.
- The DEA program provides support to Goals 1, 2, 4, and 5 of the *Strategy*.
- Three major activities drive DEA's resource requirements. They are:
  - **Enforcement:** Through effective enforcement efforts, DEA will disrupt/dismantle the command, control, and infrastructure of drug syndicates, gangs, and traffickers of illicit drugs that threaten Americans and American interest, including providing enforcement assistance to American communities to fight drug-related crime and violence;
  - **Investigative Support:** Through its investigative support programs (Research, Engineering and Technical Operations (RETO), Intelligence, Laboratory Services, Training, and Automated Data Processing (ADP)), DEA will ensure that its investigative workforce needs are met so that its total investigative arsenal is optimized; and
  - **Program Direction:** This activity employs such management practices to ensure that DEA's mission driven programs function with the highest level of integrity, efficiency and effectiveness.

### IV. BUDGET SUMMARY

#### 2000 Program

- DEA's total FY 2000 direct appropriated resources include \$1,341.3 million and 7,991 FTEs. FY 2000 direct appropriated resources by *Strategy* Goal are highlighted below.

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- In FY 2000, DEA will spend \$3.5 million for demand reduction programs that provide leadership, coordination, and resources for drug prevention and education in each of DEA's twenty-one domestic field divisions. These programs are operated by twenty-one Special Agents, known as Demand Reduction Coordinators, who have a broad range of experience in dealing with law enforcement, community groups, young people, employers, educators, health care professionals, and others.

- The six priorities of this program are: Anti-Legalization Education; Training for Law Enforcement Personnel; Youth Programs; Drug-Free Workplace Programs; Support for Community-Based Coalitions; and, Sports Drug Awareness Programs.

**Goal 2: Increase the safety of America’s citizens by substantially reducing drug-related crime and violence.**

- The FY 2000 program provides \$640.9 million for programs that support Goal 2 of the *Strategy*. Activities to be funded in FY 2000 include:
  - **State and Local Assistance:** provides a diverse, creative, and all-encompassing federal response to the multi-faceted and complex drug problem to state and local law enforcement agencies. The program expands the work force under DEA’s supervision; provides state and local officers with special equipment and conveyances when needed for DEA undercover operations; contributes substantial intelligence information; and achieves enhanced cooperation with local banks, thus improving DEA’s ability to obtain emergency flash rolls and temporary storage of funds.
  - **Mobile Enforcement Teams (METs):** provide a supportive role in investigations that are targeted by state and local agencies based on their own local priorities. The mission of the METs is to dismantle drug organizations by securing the conviction and incarceration of those individuals dealing drugs and causing violence in these communities.

**Goal 4: Shield America’s air, land, and sea frontiers from the drug threat; and Goal 5: Break foreign and domestic drug sources of supply.**

- DEA’s FY 2000 program will include \$697 million to support Goal 4 and 5 activities. DEA’s activities in support of Goal 4 and Goal 5 are tightly meshed in the programs listed below. The following are some of the law enforcement activities to be funded in FY 2000:
  - **Domestic Enforcement Program:** includes the investigative operations of DEA's twenty-one field divisions, the operational coordination functions located at DEA Headquarters, Special Enforcement Programs, Title III intercept operations, and the Domestic Cannabis Eradication/Suppression Program. Specifically, the Domestic Enforcement Program employs the majority of the Special Agent work force and is responsible for conducting investigations of drug production and trafficking activities within the U.S. Domestic enforcement personnel use a variety of investigative tools, including electronic surveillance, informants, and undercover operations, to acquire intelligence information that aids in dismantling, prosecuting, and eliminating drug production and trafficking organizations.
  - **Regional Enforcement Teams (RETs):** provide a proactive, highly mobile regional investigative element to better develop intelligence, and investigate and target drug organizations operating in America’s smaller communities. Each RET is equipped with the investigative

equipment and vehicles necessary to ensure a high degree of mobility and to support the performance of even the most complex of investigations.

- **Research, Engineering, and Technical Operations:** provides new technology and scientific support to the operational elements of DEA; enhances technical equipment, aircraft, and personnel resources to improve investigative capabilities and personnel safety; and improves the speed, mobility, vantage, and maneuverability qualities unique to aircraft operations.
  - **Foreign Cooperative Investigations Program (FCIP):** advise, assist, and encourage foreign governments to reduce the trade and supply of illicit drugs within their countries. DEA also works with foreign governments on the investigation of high-level international trafficking organizations that have a direct impact on the U.S. In pursuing these aims, DEA coordinates drug intelligence collection and investigations with foreign law enforcement agencies, and participates in bilateral and multilateral drug suppression programs.
  - **Intelligence:** collect, analyze, and disseminate drug-related intelligence worldwide. Intelligence information obtained through this program is essential to DEA operations and facilitates seizures and arrests, strengthens investigations and prosecutions of major drug trafficking organizations, and provides policy makers with drug trend information upon which tactical and strategic decisions are based. DEA's intelligence units are located in all domestic field divisions and in major drug cultivation, production, and transit countries around the world. This program also funds the El Paso Intelligence Center (EPIC), a multi-agency facility that serves as a clearinghouse for tactical intelligence and as a central point for the collection, analysis, and dissemination of information related to worldwide drug movement and alien smuggling. This program supports Goals 2, 4 and 5 activities.
  - **Drug and Chemical Diversion Control:** This program is responsible for enforcing the Chemical Diversion and Trafficking Act of 1988, Article 12 of the United Nations Convention Against Illicit Drug Traffic of 1988, the Methamphetamine Control Act of 1996, and the Anabolic Steroid Control Act of 1991. In performance of this mission, DEA utilizes Diversion Investigators, Special Agents, Chemists, Pharmacologists, Program Analysts, and others to monitor legal and illegal movement of controlled drugs and chemicals across U.S. borders.
- In addition, DEA anticipates receiving \$104 million in reimbursable funding for its OCDETF activities.

## 2001 Request

- The FY 2001 budget for DEA includes a request of \$1,456.8 million and 8,066 FTEs. This represents a \$115.5 million increase over FY 2000 levels, of which \$64.6 million is associated with program enhancements.
- Program enhancements support Goals 2, 4 and 5 activities and include the following:
  - **\$3.1 million (Special Operations Division (SOD))** to implement a comprehensive enforcement approach to combat major drug trafficking organizations operating within the U.S. and their command and control centers based throughout the world. This initiative will focus on two critical areas Southwest Border operations and financial investigations. The Southwest Border component will enhance DEA's ability to penetrate, disrupt, and dismantle major Mexican and Colombian drug trafficking organizations that are using the border to smuggle drugs into the U.S. The financial investigations component will establish a Money Laundering/Financial Investigations Unit within the SOD. These resources will be used to provide nation-wide oversight and coordination of Title III investigations that identify and target money laundering operations.
  - **\$56 million** to establish sufficient infrastructure funding to support **FIREBIRD** operations and maintenance and technology renewal requirements. This enhancement will support operation and maintenance, telecommunications and contract support staff for the global FIREBIRD network and will provide sufficient technology renewal to replace ADP hardware as it reaches the end of its life cycle. FIREBIRD is DEA's primary office automation infrastructure, which provides essential computer tools for agents and support staff, including e-mail, uniform word processing, and many other forms of office automation software. FIREBIRD provides agents, intelligence analysts and diversion investigators with access to DEA's electronic file system, providing agents with information on all case investigations, and to investigative databases, containing intelligence information on alleged criminal activity.
  - **\$1.5 million** to operate, maintain, and enhance the El Paso Intelligence Center's (EPIC) information system. This enhancement will provide additional support to drug law enforcement intelligence through the EPIC's Information Technology Program.
  - **\$4 million** to enhance DEA's financial and resource management oversight functions. These resources will allow DEA and its financial management division to keep pace with the rapid agency growth and to provide additional oversight over critical financial and budgetary policy, internal control, budget development and performance measurement issues.

## V. PROGRAM ACCOMPLISHMENTS

### Southern Frontier Initiative

- **Operation Impunity:** On September 22, 1999, DEA, in concert with the FBI and the U.S. Customs Service, concluded a two-year international investigation, which culminated in the arrest of 109 individuals linked to the Amado Carillo Fuentes drug trafficking organization, headquartered in Mexico. Operation Impunity was a multi-jurisdictional, multi-agency complex investigation that tied drug trafficking activity within the U.S. to the highest levels of the cocaine trade operating today. This investigation was especially significant because it successfully targeted the syndicate's importation, transportation and distribution network; substantially hindering its ability to move cocaine and other drugs into and around this country. During the duration of Operation Impunity, over \$25 million in U.S. currency and assets were seized, as well as over 12,434 kilos of cocaine and 6,177 pounds of marijuana.

The most critical aspect of the investigation was the identification and arrest of three major drug trafficking cell heads—individuals who are on the payroll of major drug lords who direct their operations within the U.S. cities, and who worked for the Amado Carillo Fuentes organization, based in Juarez, Mexico. This organization moved hundreds of tons of Colombian cocaine from Mexico to McAllen, Texas and to other cities such as San Diego, Chicago, Atlanta, and New York. From there it was moved to other cities, such as Nashville, Miami, Detroit, Tulsa and Los Angeles, where it was distributed to domestic organizations that guaranteed its sale on the streets of U.S. communities. Traffickers based in Mexico and their U.S. affiliates communicated through various sophisticated means, taking full advantage of personal communication systems which the traffickers believed were safe from law enforcement attention. DEA's Special Operations Division was integral to coordinating this high impact, multi-agency investigation.

### Methamphetamine Enforcement:

- **Alfredo GOMEZ and Felipe Hernandez-CARRILLO Organizations:** In November 1998, the DEA Casper, Wyoming and Glenwood Springs, Colorado offices began separate investigations targeting the Alfredo Gomez and Felipe Hernandez-Carillo organizations. Though independent of each other, together they were responsible for supplying the majority of multi-kilogram quantities of methamphetamine, cocaine, and marijuana to the western slope of Colorado and the Casper area. Both organizations received drug shipments from the Borrayo Brothers organization, a methamphetamine and cocaine trafficking organization based in the Los Angeles area, thus the scope of the investigations was expanded to include DEA offices in Los Angeles as well as Cheyenne. The DEA Casper investigation culminated on February 26 with thirteen arrests and seizure of \$55,000 and thirteen vehicles. On March 8, the Glenwood Springs investigation culminated with one arrest and seizure of ten pounds of cocaine. The Los Angeles investigation culminated on March 18 with five arrests and the seizure of methamphetamine solution, ephedrine and \$12,060. The combination of investigations yielded seizure of \$279,035, fourteen vehicles and seven weapons. Additionally, one fully operational clandestine methamphetamine laboratory and

one fully operational pseudoephedrine laboratory were seized as well as thirty-three pounds of methamphetamine, fifty-one gallons of methamphetamine solution, twenty-two and half kilograms of cocaine, and 115 pounds of marijuana. Forty-four individuals were arrested, including Felipe Hernandez-Carillo, whose operation was dismantled.

### **Mobile Enforcement Team Program:**

- In FY 1999, the MET program received seventy requests for deployment from state and local law enforcement agencies. Fifty-three new deployments were initiated during the year and another thirty-two deployments were completed. Highlights of one MET deployment:
  - **Phoenix Division—Coconino County, Arizona:** The Phoenix Field Division MET worked closely with the Northern Arizona Street Crimes Task Force in targeting the Colimas and Costillo drug-trafficking organizations. The Colimas organization was responsible for supplying street-level dealers with multiple-pound quantities of methamphetamine. The Costillo organization, a polydrug trafficking group, had a reputation for extreme violence; some of its members had criminal histories, which included armed robberies, home invasions, assault, sex crimes, and child abuse. The MET was able to infiltrate these two organizations and severely disrupt their operations. The nine-month deployment, resulted in the seizures of seven operational and three dismantled methamphetamine labs, forty-four grams of heroin, twenty-two pounds of marijuana, five hundred dosage units of LSD, forty weapons, eighteen motor vehicles, and \$16,292. The MET secured eighty-six arrests, including the arrests of two primary targets: Jose Francisco Colimas and Ricardo “Duke” Castillo. This deployment was considered a significant success, as members of the Task Force and local police officers indicate that the manufacturing of methamphetamine has diminished substantially since the conclusion of this MET deployment.

### **International Operations:**

- **Operation Millennium:** On October 13, 1999, Colombian law enforcement authorities arrested thirty drug traffickers and money launderers in Bogota, Medellin and Cali, as part of a coordinated U.S./Colombian investigation. One additional person was arrested in Mexico by Mexican authorities. The arrests were the culmination of a one-year operation designed to dismantle a Colombian-based transportation consortium believed to be responsible for supplying between twenty and thirty tons of cocaine per month to the U.S. and Europe. Among those arrested were Alejandro Bernal Madrigal, a.k.a. “Juvenal”, believed to be one of the most significant international drug traffickers and money launderers presently operating. In addition, authorities arrested Fabio Ochoa, one of the leaders of the Medellin Cartel. As part of Operation Millennium, U.S. law enforcement seized more than 13,000 kilograms of cocaine in the last two weeks of August alone. Sixteen individuals were arrested in August in connection with those seizures and are currently being prosecuted in Mexico and Ecuador.



# FEDERAL BUREAU OF INVESTIGATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$117.873	\$131.780	\$156.064
Goal 4	76.618	85.657	101.442
Goal 5	<u>394.875</u>	<u>441.463</u>	<u>522.817</u>
Total	\$589.366	\$658.900	\$780.323
<b>Drug Resources by Function</b>			
Investigations	\$519.281	\$585.458	\$702.689
Intelligence	34.275	36.541	38.828
International	9.246	10.337	12.242
Research and Development	<u>26.564</u>	<u>26.564</u>	<u>26.564</u>
Total	\$589.366	\$658.900	\$780.323
<b>Drug Resources by Decision Unit</b>			
Organized Criminal Enterprises	\$311.566	\$331.928	\$352.848
White-Collar Crime	69.261	77.713	82.524
Violent Crimes	80.233	86.121	90.573
Training, Recruitment and Applicant	23.060	19.901	21.721
Forensic Services	12.207	21.299	22.508
Information Management, Automation and Telecommunications	24.538	37.292	38.999
Technical Field Support and Services	17.450	23.956	43.459
Criminal Justice Services	12.130	24.533	37.472
Management and Administration	<u>28.921</u>	<u>28.657</u>	<u>30.219</u>
Subtotal	\$579.366	\$651.400	\$720.323
Carrier Compliance	<u>10.000</u>	<u>7.500</u>	<u>60.000</u>
Total	\$589.366	\$658.900	\$780.323
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	5,711	5,764	5,893
<b>Information</b>			
Total Agency Budget	2,939.5	3,039.8	3,397.5
Drug Percentage	20.0%	21.7%	23.0%

## II. METHODOLOGY

- The Federal Bureau of Investigation (FBI) is a multi-jurisdictional federal investigative agency. The FBI's counterdrug effort includes the drug-related portion of the Organized Criminal Enterprises (OCE) decision unit and a proportional share of other FBI activities. The term "drug-related" denotes any investigative or support program that impacts the FBI's efforts to reduce drug

trafficking and related criminal enterprises.

- As displayed in this volume, the FBI drug control budget methodology has been changed to reflect more accurately the Bureau's drug enforcement efforts. Through the Time Utilization Record Keeping (TURK) system, the FBI is now better able to account for the drug-related resources in the Violent Crimes account. The FBI previously applied data collected by the Bureau of Justice Statistics (BJS), which was based primarily upon state and local law enforcement activities, to estimate the drug-related portion of its Violent Crimes program. It has since been determined that this methodology was not consistent with actual FBI Violent Crime program drug-related activities and a new approach using internal FBI data has been adopted. For Fiscal Year 1999, the revised methodology has resulted in a scorekeeping adjustment of \$283 million from the amount reported in last year's *Budget Summary*. The effect on the amount reported for other years is a similar order of magnitude. These data have been adjusted to report FBI budget data on a consistent basis. This change reflects a technical scorekeeping adjustment only, it has no adverse effect on the actual level of FBI resources devoted to drug enforcement. The FBI continues to validate its drug control costing methodology to ensure the most accurate estimates of cross-program activities are provided.

### III. PROGRAM SUMMARY

- The FBI supports Goal 2 "Increase the safety of America's citizens by substantially reducing drug-related crime and violence", Goal 4 "Shield America's air, land, and sea frontiers from the drug threat", and Goal 5 "Break foreign and domestic drug sources of supply" of the *Strategy*.
- The FBI is charged with investigating all violations of federal laws with the exception of those statutorily assigned to other agencies. The FBI's jurisdiction includes a wide range of responsibilities in the civil, criminal, and national security fields. Among these are terrorism, kidnapping, extortion, bank robbery, interstate transportation of stolen property, civil rights matters, interstate gambling violations, narcotics violations, fraud against the government, money laundering, and assault or murder of the President or a federal officer. The FBI's five-year strategy and management philosophy apply to all criminal investigative programs to ensure focus on crime problems facing the citizens of the U.S.
- The FBI's Strategic Plan and Organized Crime Drug Program Plan were developed in accordance with the *National Drug Control Strategy*. The Strategic Plan and Organized Crime Drug Program Plan focuses FBI counter-narcotics resources against nationally targeted organizations and their affiliates. Since the adoption of these critical planning documents, the most significant change in the strategic situation is that the FBI has identified those drug trafficking organizations deemed to have the greatest impact on the overall threat of drug trafficking in the United States and is attempting to redirect FBI drug resources to address those specific drug trafficking organizations and their affiliate organizations.

- The FBI has developed, and annually updates, a list of major drug trafficking organizations that are identified as national priority targets. These national priority targets comprise the FBI's National Priority Target List (NPTL), which currently consists of 14 major international drug trafficking organizations. The 14 international trafficking organizations include 6 Mexican organizations, 6 Colombian organizations and 2 Caribbean organizations. The NPTL selection resulted from a comprehensive review of major international drug trafficking organizations with input from FBI field divisions, Special Operations Division (SOD), Drug Enforcement Administration, U.S. Customs Service, Office of National Drug Control Policy, National Drug Intelligence Center and El Paso Intelligence Center.
- The FBI's counter-drug effort focuses on identifying, disrupting and dismantling drug trafficking organizations through long-term, sustained investigations. The FBI's Strategic and Drug Program Plans require field offices to identify national priority targets in the field office's area of responsibility and dedicate a majority of the field office's OCE resources toward dismantling the organizations. A key component of dismantling a drug trafficking organization includes seizing and forfeiting the illicit assets of drug trafficking organizations.
- The Organized Crime Drug Program Plan identifies the goals and objectives of the FBI's counter-drug program. Other program plans, including those of the Violent Crimes and Major Offenders Programs, directly or indirectly support the FBI's Organized Drug Program Plan through drug-related criminal investigations.
- The FBI's counter-drug effort is driven by the FBI's criminal intelligence base. The FBI's criminal intelligence base is manifested in criminal intelligence squads and other intelligence entities which coordinate the gathering, analysis, and dissemination of information among field offices and other federal, state and local intelligence agencies. The FBI's criminal intelligence base serves to identify individuals, methods and trends, project criminal activity to allow the concentration of resources in major centers of drug trafficking, and provide assistance to other law enforcement agencies.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The FBI's FY 2000 budget includes \$658.9 million and 5,764 direct FTEs that support Goals 2, 4, and 5 of the *Strategy*. The following provides a summary of FY 2000 resources by *Strategy* goal.

##### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The FY 2000 funding for Goal 2 totals \$131.8 million. The FBI supports Goal 2 through the efforts of 164 Safe Street Task Forces, as well as a host of ad hoc task forces operating throughout the U.S. and San Juan, Puerto Rico. The Safe Street Task Forces team has more than 700 FBI

Special Agents, with 180 other federal officers from agencies such as DEA, Marshals Service, Immigration and Naturalization Service, Secret Service, Bureau of Alcohol, Tobacco and Firearms, and more than 1,200 state and local officers. Safe Street Task Forces allow the FBI and other agencies and law enforcement personnel to address gang and drug-related violence through the establishment of long-term, proactive task forces focused on violent gang crimes and the apprehension of violent fugitives.

**Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The FY 2000 funding for Goal 4 totals \$85.7 million. The FBI supports Goal 4 through its investigations that disrupt and dismantle criminal organizations smuggling drugs across America's frontiers, especially along the Southwest Border and in the Caribbean. Investigations conducted away from the nation's borders impact a criminal organization's efforts to smuggle drugs across the nation's borders; therefore, FBI resources and investigative efforts are located in the geographic areas of the border to support Goal 4.

**Goal 5: Break foreign and domestic drug sources of supply.**

- The FY 2000 funding for Goal 5 activities totals \$441.5 million. The FBI supports Goal 5 by continuing to identify, disrupt, and dismantle core trafficking organizations through long-term, sustained investigations aimed at dismantling trafficking networks, arresting their leadership, and seizing and forfeiting their assets. The FBI's investigative programs are driven by the FBI's criminal intelligence base. The FBI's criminal intelligence base serves to identify individuals, methods and trends, project criminal activity to allow the concentration of resources in major centers of drug trafficking, and provide assistance to other law enforcement agencies.
- The FBI also supports Goal 5 through efforts to strengthen cooperative efforts with Mexico in support of the Director of Investigative Agency Policy (DIAP) Resolution 6. The FBI is expanding its participation in bi-national task forces targeting border crime. In addition, the FBI has appointed agents as Mexican border liaison officers to ensure any diplomatic and investigative issues are resolved expeditiously.
- Goal 5 is further supported within the framework of the Communications Assistance for Law Enforcement Act (CALEA) of 1994, through which the FBI seeks to preserve and maintain the existing capabilities of federal, state and local law enforcement to lawfully conduct court-authorized electronic surveillance in a rapidly changing telecommunications environment.
- The FBI anticipates receiving \$108.5 million in reimbursable funding for its OCDETF activities.

## 2001 Request

- The FY 2001 drug control request totals \$780.3 million and 5,893 FTEs in support of Goals 2, 4 and 5, an increase of \$121.4 million over FY 2000 levels. This increase is comprised of adjustments to base of \$31.8 million and program enhancements of \$89.6 million.
- Program enhancements support Goals 2, 4 and 5 activities and include the following:
  - **\$52.5 million (Telecommunications Carrier Compliance Fund)** to maintain law enforcement's ability to lawfully conduct court-authorized electronic surveillance. This initiative will be used as an investigative tool to reduce: 1) violent crime, (including organized crime and gang-related violence); 2) availability and abuse of illegal drugs through traditional and innovative enforcement efforts; and 3) espionage and terrorism sponsored by both foreign and domestic groups in the U.S. and abroad.
  - **\$10.8 million (Digital Storm)** to support the deployment of computer-based collection systems to all FBI field offices by 2003. This initiative will assist all drug-related investigations in the fifty-six field offices through systems that take advantage of already available, state-of-the-art technology through the use of commercial-off-the-shelf (COTS) equipment. Specifically, this enhancement will increase the FBI's ability to rapidly process, collect, analyze, translate and transcribe multiple forms of intercepted communications (telephony, data, video, etc.). Finally, computer-based collection systems support the proposed Field Translation Center concept in which electronic (or digital) files of Title-III intercepts can be transferred to a remote or distant field office for translation and transcription.
  - **\$7.8 million (Casa De Web)** to provide shared access and processing of electronic surveillance evidentiary data and intelligence among FBI field offices, criminal justice agencies and the intelligence community. This initiative will provide a uniform interface capability to existing legacy and new digital electronic surveillance collection systems (i.e., Digital Storm, etc.).
  - **\$2 million** to enhance foreign language translation capabilities. Specifically, funding will support additional contract linguist to increase and expand foreign language translation capabilities.
- In addition, the FBI anticipates receiving \$112.5 million in reimbursable funding for its OCDETF activities.

## V. PROGRAM ACCOMPLISHMENTS

- In August, 1999, a major investigation involving thirteen separate FBI field offices, executed arrests and searches pursuant to the nationwide culmination of Operation Southwest Express, an endeavor that coordinated several federal, state and local law enforcement agencies and has yielded the apprehension of 86 subjects, with 21 subjects in fugitive status. The aggregate seizures include 145

kilograms of cocaine, \$67,000 in currency, five residences, two businesses, seven vehicles, two motorcycles, 20 tractor-trailers and 15 weapons. Operation Southwest was able to link smaller independent drug dealers to two organized crime and drug organizations on the National Priority Target List.

- On December 2, 1999, 43 arrest warrants were executed in the greater New York/New Jersey Metropolitan area, Pennsylvania and Nevada. As of the afternoon of December 2, 1999, a total of 37 subjects were in custody. The arrests are attributable to multi-jurisdictional investigations that targeted members and associates of the DeCavalcante, Gambino, and Colombo La Cosa Nostra (LCN) families for violations of Title 18 and the RICO Statute. The RICO predicate violations include: murder, conspiracy to murder, extortion and infiltration of business, extortion in aid of racketeering, extortionate credit transactions, bank robbery, conspiracy to commit armed robbery, and gambling. The Title 18 violations include interstate theft of stolen property, theft from interstate shipments, conspiracy to possess stolen property, truck high-jackings and drug trafficking.
- In 1999, the FBI exposed a major international network of Nigerian Nationals who had the capability to import significant quantities of Southeast Asian heroin into the United States and distribute it along the United States' western border and other cities. The joint efforts of the various law enforcement agencies dismantled a crucial cell of the Nigerian distribution network. This investigation also revealed the extensive role Nigerian Nationals have assumed with regard to international heroin trafficking operations. This investigation resulted in the arrest of thirty-three individuals on drug charges and violations of the immigration laws. In addition, almost fourteen kilograms of heroin, worth and estimated \$20 million, five weapons, and \$100,000 in cash were seized.
- The FBI initiated an Asian Drug Trafficking investigation in the New York Division. The investigation began from information offered to provide an FBI informant with large amounts of heroin. Following a number of controlled heroin purchases, a nine-month long electronic surveillance was initiated on thirty-five different telephone lines in New York, Philadelphia, Detroit, Las Vegas and Canada. The surveillance revealed that the targeted group was supplying heroin to distributors in New York, Detroit, Atlanta, Las Vegas, Miami, San Juan, Indianapolis and Los Angeles. With the assistance of the Royal Canadian Mounted Police, Toronto and Montreal Police, and the Hong Kong Police, the principals were identified and drug proceeds were traced back to several countries in Asia. The investigation remains pending, but 1999 investigative successes, which include more than twenty-five subjects arrested in the U.S. and the seizure of more than ten units of heroin and over \$100,000 in proceeds, have severely disrupted a major international heroin trafficking organization.

# FEDERAL PRISONER DETENTION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	<u>\$279.920</u>	<u>\$319.200</u>	<u>\$363.220</u>
Total	\$279.920	\$319.200	\$363.220
<b>Drug Resources by Function</b>			
Corrections	<u>\$279.920</u>	<u>\$319.200</u>	<u>\$363.220</u>
Total	\$279.920	\$319.200	\$363.220
<b>Drug Resources by Decision Unit</b>			
Care of U.S. Prisoners	<u>\$279.920</u>	<u>\$319.200</u>	<u>\$363.220</u>
Total	\$279.920	\$319.200	\$363.220
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
Total Agency Budget	\$460.3	\$525.0	\$597.4
Drug Percentage	60.8%	60.8%	60.8%

## II. METHODOLOGY

- The drug percentage is based on the number of prisoners in cell blocks with drug-related offenses. Drug-related percentages are determined annually.

## III. PROGRAM SUMMARY

- The Federal Prisoner Detention supports Goal 2, “Increase the safety of America’s citizens by substantially reducing drug-related crime and violence” of the *Strategy* by fostering the safety of American citizens through incarceration of federal prisoners waiting trial or sentencing. This account provides resources for the U.S. Marshals Service to contract with state and local detention facilities for the boarding of federal prisoners until they are released or incarcerated in a federal institution.

## IV. BUDGET SUMMARY

### 2000 Program

- The FY 2000 program includes a total amount of \$319.2 million for drug-related activities that support Goal 2 of the *Strategy*.

## **2001 Request**

- The FY 2001 drug control program request totals \$363.2 million, an increase of \$44 million over the FY 2000 level. Included in this increase is \$39.1 million to support increased jail days, medical costs and medical guard services. The majority of this increase is to pay for bed space in state and local jails. In conjunction with the increased resources needed to house federal detainees, the U.S. Marshals Service also requires an increase for medical and medical guard resources. As the detainee population increases so do detainee medical costs. Medical services vary in complexity and cost. In certain cases, the treatment requires the detainee to be transported to a medical facility outside of the detention facility.

## **V. PROGRAM ACCOMPLISHMENTS**

- In FY 1999 the average non-federal daily prisoner population totaled 22,666, of which 13,781 were drug-related charges.



# IMMIGRATION AND NATURALIZATION SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$178.575	\$208.842	\$234.551
Goal 4	179.215	201.661	231.663
Goal 5	<u>70.937</u>	<u>74.062</u>	<u>78.809</u>
Total	\$428.727	\$484.565	\$545.023
<b>Drug Resources by Function</b>			
Interdiction	\$179.215	\$201.661	\$231.663
Investigations	68.438	71.409	76.046
Intelligence	2.499	2.653	2.763
Corrections	<u>178.575</u>	<u>208.842</u>	<u>234.551</u>
Total	\$428.727	\$484.565	\$545.023
<b>Drug Resources by Decision Unit</b>			
Inspections	\$23.636	\$25.302	\$30.428
Border Patrol	98.074	96.368	117.026
Investigations	54.560	56.366	59.799
Detention and Deportation	72.849	49.970	73.187
Intelligence	2.499	2.653	2.763
Training	1.653	2.339	2.386
Data and Communications Systems	1.837	1.298	1.202
Breached Bond Detention Fund	36.236	26.805	27.632
Crime Bill:	<u>137.383</u>	<u>223.464</u>	<u>230.600</u>
Total	\$428.727	\$484.565	\$545.023
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	3,011	3,271	3,539
<b>Information</b>			
Total Agency Budget	\$2,764.4	\$3,060.0	\$3,284.6
Drug Percentage	15.5%	15.8%	16.6%

## II. METHODOLOGY

- The percentage used to develop the drug budget for the Immigration and Naturalization Service (INS) reflects estimated workyears devoted to INS' drug missions. The two largest components of the INS drug program, in terms of total resources, are the Border Patrol program and Detention and Deportation program activities. The INS calculates fifteen percent of the Border Patrol program's and twenty-five percent of the Detention and Deportation program's resources as drug-related. In addition, INS includes resources for Investigations (twenty-four percent), Inspections (fifteen percent), Intelligence (twenty-six percent), Training (fifteen percent), Data and

Communications (two percent), and Research and Development (seventy-three percent) in support of its border enforcement mission. Furthermore, beginning with FY 1998, INS began scoring its Breached Bond Detention Fund as being a drug-related account. This reflects the merger of the Immigration Detention Account, authorized in the Illegal Immigration Reform and Immigrant Responsibility Act, P.L. 104-208, with the Breached Bond Detention Fund. Funding from the Breached Bond Detention Fund directly supports program activities associated with the Detention and Deportation account.

### III. PROGRAM SUMMARY

- The INS is responsible for the admission, control, and removal of aliens within the United States. As an ancillary activity, the INS detects and apprehends drug smugglers and illegal aliens used to transport drugs at or near the border between ports-of-entry. The INS also cooperates with other federal agencies in locating, apprehending, and removing alien drug traffickers at ports-of-entry and within the interior of the United States, and in escorting alien witnesses in the United States to testify in drug trials. INS' programs are identified below by the *Strategy* Goal they support:

#### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The Detention and Deportation program is a critical element in the structure of INS and an important component of its drug program. Program aims are to detain, exclude, remove, parole and deport aliens. This includes the detention and deportation of aliens caught smuggling drugs into the United States or convicted of drug-related criminal activity.

#### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The Border Patrol program, representing the principal enforcement component of the INS, is responsible for interdicting drug traffickers along our land borders. The Border Patrol currently has over 7,884 agents that have been cross-designated with Title 21 drug authority by the Drug Enforcement Administration for the purpose of conducting drug search and seizures along the border.
- The Inspections program enforces and administers the immigration and nationality laws with respect to the inspection of all persons seeking admission into the U.S. The program is coordinated with the Department of State, the U.S. Customs Service, the Department of Agriculture and local port authorities.
- The INS' 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.

- The Training program develops and maintains a professional INS workforce through the delivery of quality basic, specialized, managerial and employee development training.

**Goal 5: Break foreign and domestic drug sources of supply.**

- The Investigations program is responsible for investigating and apprehending aliens who commit major criminal offenses. Emphasis is placed on international criminal alien organizations involved in narcotics trafficking, subversion, terrorism, alien smuggling, and other serious or violent criminal activities; prosecuting aliens who illegally apply for and collect benefits from government entitlement programs; and, preventing the filing of fraudulent claims.
- The Intelligence program provides strategic and tactical intelligence support to INS offices enforcing the provisions of the Immigration and Nationality Act, and assists other federal agencies in addressing national security issues.

**IV. BUDGET SUMMARY**

**2000 Program**

- The FY 2000 drug control program level is \$484.6 million and 3,271 FTEs. This level will enable INS to increase its interdiction and its detention program activities, as well as maintain its baseline activities in most other program areas. The following provides a breakdown of FY 2000 resources by *Strategy* goal:

**Goal 2: Increase the safety of America’s citizens by substantially reducing drug-related crime and violence.**

- The FY 2000 resource level of \$208.8 million and 805 FTEs for the Detention and Deportation program will allow for the identification and removal of record numbers of illegal aliens in FY 2000. In addition, funding will provide interior deterrence and border control facilitation, in support of Goal 2 of the *Strategy*.

**Goal 4: Shield America’s air, land, and sea frontiers from the drug threat.**

- The FY 2000 resource level for Goal 4 is \$201.7 million and 1,828 FTEs. Included in this funding is \$50 million (\$7.5 million drug-related) for 430 additional border patrol agents and enhanced recruitment efforts.

**Goal 5: Break foreign and domestic drug sources of supply.**

- The FY 2000 drug control resources for Goal 5 is \$74.1 million and 638 FTEs. Included in this funding is \$71.4 million for the Investigations program that will allow the Service to continue the investigation and apprehension of aliens who commit major criminal offenses, as well as interview

and identify deportable aliens that are incarcerated in local and county jails. These resources will also allow INS to establish an enforcement presence in select county and city jails that contain deportable criminal aliens.

- In addition, INS anticipates \$10.7 million in reimbursable funding for its OCDETF activities.

## **2001 Request**

- The FY 2001 drug control budget request for the INS totals \$545.0 million and 3,539 FTEs, an increase of \$60.5 million and 268 FTEs over the FY 2000 level. The drug control resources requested by *Strategy* goal, include the following:

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total funding requested for Goal 2 includes \$234.6 million, a net increase of \$25.7 million over the FY 2000 level. Included in this increase is a program enhancement of \$20.5 million. These resources will provide increased state and local bed-space requirements associated with the growing influx of juvenile illegal aliens apprehended by the INS and expanding National Crime Information Center capabilities to address serious backlogs of inputting criminal alien records into the database. In addition, resources will be used to implement a program in which the Service's detention standards will be administered, implemented, and maintained with a dedicated staff and funding for upgrading both small and large Intergovernmental Service Agreements.

### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The total funding requested for Goal 4 includes \$231.7 million, an increase of \$30 million over the FY 2000 level. In addition to funding to maintain current operational levels, this increase includes the following enhancements:
  - **Border Patrol:** The drug-related enhancement for this program is \$24.5 million. The total enhancement (both drug and non-drug) includes \$163.3 million and 430 additional Border Patrol agent positions. Closely following the vision and recommendations of the National Border Control Strategic Plan, the Border Patrol Five-Year Staffing Plan, and the 1997 INS Anti-Smuggling Strategy, the greatest portion of the new agents will augment existing forces along the Southern land border. Also, included is \$20 million (\$3 million drug-related) to continue deployment of the Border Patrol's Integrated Surveillance Intelligence System (ISIS) program. Emphasis will continue to be interdiction and detection along the Southwest border. This enhancement also includes \$50.3 million (\$7.5 million drug-related) for Border Patrol construction projects.
  - **Inspections:** The drug-related enhancement for this program is \$3.8 million. The total enhancement (both drug and non-drug) includes \$25.2 million and 115 additional Immigration

Inspector positions. Additional positions are requested to staff the opening of three new ports along the southern border--Eagle Pass, Los Tomates, and Laredo, Texas.

**Goal 5: Break foreign and domestic drug sources of supply.**

- The total funding requested for Goal 5 includes \$78.8 million, an increase of \$4.7 million over the FY 2000 level. This increase covers projected program cost increases but does not provide for any new program enhancements in FY 2001.

**V. PROGRAM ACCOMPLISHMENTS**

- Border Patrol line-watch operations along the Southwest land border are vital in stopping the transportation of illegal drugs into the U.S., as evidenced by recent seizures in the McAllen, Texas area. While performing line-watch duties near San Juan, Texas agents observed several subjects and a raft heading south towards Mexico. As they approached the area, an abandoned pickup truck was found near the river. A search of the truck revealed 1,591 pounds of marijuana inside the vehicle with a value of nearly \$1.3 million.
- The Border Patrol continues to successfully intercept the smuggling of drugs at traffic checkpoints located along the southern border. With the use of trained canine teams, record amounts of drugs have been seized by agents at these border checkpoints. A recent K-9 assisted seizure occurred at a Border Patrol traffic checkpoint in Falfurrias, Texas where 2,602 pounds of marijuana was located behind a trap door in the front wall of a refrigerated tractor trailer truck. The drugs were valued in excess of \$2 million.

# INTERAGENCY CRIME AND DRUG ENFORCEMENT

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$126.354	\$131.704	\$136.800
Goal 5	<u>177.878</u>	<u>185.082</u>	<u>192.098</u>
Total	\$304.232	\$316.786	\$328.898
<b>Drug Resources by Function</b>			
Investigations	\$207.954	\$216.390	\$224.627
Prosecution	81.884	85.434	88.776
Intelligence	<u>14.394</u>	<u>14.962</u>	<u>15.495</u>
Total	\$304.232	\$316.786	\$328.898
<b>Drug Resources by Decision Unit</b>			
Law Enforcement:			
Drug Enforcement Administration	\$97.384	\$101.671	\$105.764
Federal Bureau of Investigation	96.663	95.911	99.399
Immigration and Naturalization Service	10.719	15.300	15.808
U.S. Marshals Service	<u>1.421</u>	<u>1.900</u>	<u>1.984</u>
Sub-Total	\$206.187	\$214.782	\$222.955
Prosecution:			
U.S. Attorneys	\$79.832	\$83.300	\$86.582
Criminal Division	0.759	0.790	0.814
Tax Division	<u>1.293</u>	<u>1.344</u>	<u>1.380</u>
Sub-Total	\$81.884	\$85.434	\$88.776
Intelligence:			
Drug Enforcement Administration	\$2.228	\$2.329	\$2.426
Federal Bureau of Investigation	<u>12.166</u>	<u>12.633</u>	<u>13.069</u>
Sub-Total	\$14.394	\$14.962	\$15.495
Administrative Support:			
Executive Office for OCDETF	<u>1.767</u>	<u>1.608</u>	<u>1.672</u>
Total	\$304.232	\$316.786	\$328.898
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	---	---	---
<b>Information</b>			
Total Agency Budget	\$304.2	\$316.8	\$328.9
Drug Percentage	100%	100%	100%

## II. METHODOLOGY

- All of the funds in the Interagency Crime Drug Enforcement (ICDE) are scored as drug-related.

## III. PROGRAM SUMMARY

- The Organized Crime Drug Enforcement Task Forces (OCDETF) program constitutes a nationwide structure of nine regional Task Forces which utilize the combined resources and expertise of its member federal agencies, in cooperation with state and local investigators and prosecutors, to target major narcotic trafficking and money laundering organizations. The ICDE appropriation provides reimbursement to the Department of Justice agencies and components that participate in the program.
- The mission of the OCDETF program is to identify, investigate, and prosecute members of high-level drug trafficking and related enterprises, and to dismantle or disrupt the operations of those organizations. To dismantle is to put the criminal organization out of existence or break it up to the extent that reconstruction of the same criminal organization is impossible. To disrupt is to cause significant interference in the conduct of business by the targeted criminal organization.

## IV. BUDGET SUMMARY

### 2000 Program

- The FY 2000 resource level for Department of Justice agencies participating in the OCDETF program totals \$316.8 million. These resources are used to reimburse the various Justice agencies for drug-related law enforcement programs in support of Goals 2 and 5 of the *National Drug Control Strategy*.
- **Law Enforcement.** This decision unit includes \$214.8 million. The focus of OCDETF investigations is on the organized criminal enterprise leadership involved in drug trafficking and the breakup of the infrastructure of organized criminal enterprises. This includes the seizure and forfeiture of assets of organized criminal enterprises involved in narcotics trafficking. This activity provides resources to reimburse law enforcement agencies in the Department of Justice for investigative activities to OCDETF.
- **Intelligence.** This decision unit includes \$14.9 million. The Intelligence decision unit provides resources to the Federal Bureau of Investigation (FBI) and the Drug Enforcement Administration (DEA) for Regional Drug Intelligence Squads (RDIS).
  - The mission of RDIS is to establish multi-agency squads to gather, analyze, and disseminate raw and processed data for strategic, tactical, and operational intelligence support of OCDETF investigations and/or potential OCDETF investigations. They also provide the regional intelligence linkage to the National Drug Intelligence Center and to respective agency

headquarters. Participants in the RDIS program include state and local law enforcement agencies, the host agency FBI, DEA, U.S. Customs Service, Internal Revenue Service, Immigration and Naturalization Service, Bureau of Alcohol, Tobacco and Firearms, U.S. Marshals Service, Department of Defense, and the National Guard Bureau. Squads have been established in the following cities: Los Angeles, New York City, Washington, D.C., Houston, Miami, Phoenix, Chicago and Atlanta.

- **Prosecutions.** This decision unit includes \$85.4 million. Funding is used to reimburse the U.S. Attorneys, Criminal Division, and Tax Division for their investigative support and prosecutorial efforts towards OCDETF cases. Litigation efforts are targeted selectively on the criminal leadership involved in drug trafficking and are intended to dissolve organized illicit enterprises. This includes activities designed to secure the seizure and forfeiture of the assets of these enterprises.

A fundamental purpose of the prosecution effort is to apply limited federal prosecutorial resources against those targets where successful prosecution can have the greatest and most lasting effect on the nation's drug abuse problem. The centralized and organized nature of the drug trade mandates that the federal law enforcement and prosecution establishment incorporate successful experiences in combating organized crime. It also extends the successful OCDETF concept of actively targeting and pursuing the highest level drug offenders.

- **Administrative Support.** This decision unit includes \$1.6 million. The Executive Office for OCDETF provides policy guidance, central coordination, and administrative support to the headquarters of the member agencies and the nine regional task forces. The Executive Office has day-to-day responsibility for providing administrative support to the regions and is responsible for financial management oversight, records management, and maintenance of the Management Information System. This staff serves as the first-echelon point-of-contact for the regions when Washington intervention or assistance is required.

## 2001 Request

- The FY 2001 request totals \$328.9 million in support of Goals 2 and 5, an increase of \$12.1 million over the FY 2000 base level. The program increase provides for base adjustments and a pay raise. No program enhancements are requested.

## V. PROGRAM ACCOMPLISHMENTS

- Since 1982, more than 11,326 OCDETF investigations have been initiated resulting in more than 32,027 indictments, charging more than 101,570 defendants; over 71,840 members of trafficking organizations have been convicted, and more than 61,150 individuals have been sentenced to prison terms.
- Currently, there are over 4,790 open OCDETF cases being worked by nearly 2,600 federal agents and attorneys, with the assistance of state and local agencies. Approximately 800 state/local/county



agencies are projected to participate in the program in the next year, and nearly 7,500 state/local/county officers will be assigned to provide support to OCDETF investigations.

### **OCDETF Case Highlights:**

- **Operation “Casablanca”** an OCDETF investigation directed from the Southern District of California, targeted professional money launderers for the Cali and Juarez cartels and numerous Mexican and Venezuelan bankers who assisted in laundering over \$80 million in drug proceeds. Three Mexican banks and more than 100 defendants were indicted at the close of this four year multi-agency investigation, and charged with money laundering conspiracy and with money laundering. Simultaneously, in Washington, D.C., the government filed a civil forfeiture complaint against approximately \$23.1 million that was sent from the undercover account to bank accounts in 18 countries. To date, U.S. authorities have seized more than \$60 million in assets belonging to the 12 Mexican banks as well as two banks in Venezuela. Defendant’s motion to dismiss these indictments have been denied, and seven of the original defendants have already pleaded guilty, including lead defendant, Oscar Savedra. Three of these defendants have agreed to testify for the prosecution.
- **Operation “Panama Express”** an imprisoned former leader of the Cali cocaine cartel was expelled from Panama and sent to the United States to stand trial on charges of bringing more than fifteen tons of drugs to the U.S. and laundering millions of dollars in illicit proceeds from the sales. The expulsion of Jose Castrillion-Henao, a Colombian citizen, came just days after Panama changed its laws to allow the expulsion of foreign nationals in prison there. Castrillion is charged with operating a fleet of commercial fishing vessels that were used to ship the cocaine to the U.S. and with masterminding elaborate schemes to launder hundreds of millions of dollars in proceeds from the sales – utilizing a maze of real estate and investment companies in the U.S., Panama, Ecuador, Switzerland, Germany, and France to hide the source of drug profits.

# INTERPOL - U.S. NATIONAL CENTRAL BUREAU (USNCB)

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 5	<u>\$0.194</u>	<u>\$0.201</u>	<u>\$0.214</u>
Total	\$0.194	\$0.201	\$0.214
<b>Drug Resources by Function</b>			
International	<u>\$0.194</u>	<u>\$0.201</u>	<u>\$0.214</u>
Total	\$0.194	\$0.201	\$0.214
<b>Drug Resources by Decision Unit</b>			
Drug-related Activity	<u>\$0.194</u>	<u>\$0.201</u>	<u>\$0.214</u>
Total	\$0.194	\$0.201	\$0.214
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	2	2	2
<b>Information</b>			
Total Agency Budget	\$7.1	\$7.4	\$7.7
Drug Percentage	2.7%	2.7%	2.8%

## II. METHODOLOGY

- The USNCB has a single decision unit. The estimated drug expenses represent that portion of the total staff expended by the Drug Division office based on workload.

## III. PROGRAM SUMMARY

- The USNCB supports Goal 5, “Break foreign and domestic drug sources of supply”, by promoting the exchange of drug-related law enforcement information with the member countries of INTERPOL. INTERPOL coordinates the exchange of criminal information among the 176 member countries and U.S. law enforcement at the federal, state and local levels. The USNCB provides the INTERPOL International Notice Program with assistance in locating, apprehending, and extraditing international fugitives and criminals.
- The Drugs Program provides for daily communications on drug matters with federal, state, and local U.S. law enforcement agencies, INTERPOL General Secretariat and INTERPOL member countries. The INTERPOL channel is often the only means of communications to seek international assistance and cooperation on drug investigations.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- The USNCB's drug control program resources for FY 2000 totals \$0.2 million and 2 FTEs. Funding will support various international narcotics control activities that complement the efforts of the United States. In addition, funding will aid in instituting programs where the United States has limited or no access.

##### **2001 Request**

- The FY 2001 drug control request includes \$0.2 million and 2 FTEs. FY 2001 funding will maintain current services.

#### **V. PROGRAM ACCOMPLISHMENTS**

- Fernando Alfonso Burgos-Martinez was arrested by Ecuadoran Police on June 18<sup>th</sup> pursuant to a federal warrant issued by the U.S. Drug Enforcement Administration for conspiracy to import cocaine, and aiding and abetting.
  - In the late 1980s, Burgos-Martinez was the liaison between major Colombian drug trafficking organizations and ranking government officials of other countries. Using seaports and airports, he facilitated the safe transit of large quantities of cocaine from Colombia through other countries to the U.S. Millions of dollars in illicit profits were reaped.
  - An investigation culminated in the January 15, 1997 indictment of thirteen individuals, including Burgos-Martinez. Burgos-Martinez fled to his home country of Colombia upon learning of his indictment.
  - U.S. intelligence information suggested Burgos-Martinez would be traveling from Colombia to Ecuador. The USNCB issued an INTERPOL diffusion on behalf of the U.S. Drug Enforcement Administration. He was arrested as he deplaned from a flight from Colombia on the same day the diffusion was issued. On June 24, 1999, he was expelled to the U.S. to face charges.

# U.S. MARSHALS SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$262.468	\$281.527	\$304.413
Goal 5	<u>2.651</u>	<u>2.844</u>	<u>3.075</u>
Total	\$265.119	\$284.371	\$307.488
<b>Drug Resources by Function</b>			
Investigations	\$48.252	\$51.756	\$55.963
Prosecution	214.216	229.771	248.450
International	<u>2.651</u>	<u>2.844</u>	<u>3.075</u>
Total	\$265.119	\$284.371	\$307.488
<b>Drug Resources by Decision Unit</b>			
Protection of the Judiciary	\$157.139	\$168.551	\$194.154
Justice Prisoner Alien Transportation System	18.875	20.246	22.259
Fugitive Apprehension	66.380	71.200	72.428
Seized Assets Management	9.273	9.946	2.800
D.C. Superior Court	11.559	12.398	13.721
Service of Legal Process	1.748	1.875	1.956
Training	0.047	0.050	0.052
Management and Administration	<u>0.098</u>	<u>0.105</u>	<u>0.118</u>
Total	\$265.119	\$284.371	\$307.488
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	2,121	2,078	2,105
<b>Information</b>			
Total Agency Budget	\$504.0	\$540.6	\$586.5
Drug Percentage	52.6%	52.6%	52.4%

## II. METHODOLOGY

- The drug percentages are based on the number of prisoners in custody, witnesses protected, fugitives-at-large, judicial proceedings, and asset seizures related to drug offenses. Drug percentages are revised annually based on workload statistics.

## III. PROGRAM SUMMARY

- The United States Marshals Service (USMS) supports Goal 2 of the *Strategy*, “Increase the safety of America’s citizens by substantially reducing drug-related crime and violence,” and Goal 5 of the *Strategy*, “Break foreign and domestic drug sources of supply,” by enhancing programs that reduce domestic drug production and availability, and continue to target for investigation and

prosecution those who illegally manufacture or distribute drugs. The USMS' primary responsibilities for Goal 2 activities include:

- **Protection of the Judiciary:** The Deputy U.S. Marshals are responsible for the protection of the federal judicial system, including judges, witnesses, defendants and the court facilities during trial proceedings.
  - **Justice Prisoner and Alien Transportation System (JPATS):** USMS provides support for the movement of prisoners and detainees held on drug-charges when needed in court and after sentencing.
  - **Fugitive Apprehension:** Deputy U.S. Marshals apprehend fugitives, and participate in joint task forces with federal, state and local law enforcement agencies to capture fugitives.
  - **Seized Assets Management:** The USMS is responsible for the seizure, maintenance and disposal of assets from drug-related seizure cases, including the targeting of large criminal organizations such as illegal drug enterprises. Deputy U.S. Marshals execute court orders which include physical seizure and securing of assets. Additionally the USMS establishes contracts with private sector vendors to prevent waste, fraud and abuse of seized assets during the forfeiture process.
- The USMS primary responsibilities for Goal 5 activities include the apprehension of fugitive felons through cooperation with INTERPOL. The USMS supplements INTERPOL international law enforcement support by maintaining close working relationships with foreign country law enforcement officials, as well as with DEA and FBI officials in foreign locations.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The FY 2000 drug-related program includes \$281.5 million for Goal 2 and \$2.8 million for Goal 5 of the *Strategy*.
- In addition, USMS anticipates receiving \$1.9 million in reimbursable funding for its OCDEF activities.

##### 2001 Request

- The FY 2001 drug control request totals \$307.5 million and 2,105 FTEs, an increase of \$23.1 million over the FY 2000 level. The following is a summary of the FY 2001 request by *Strategy* goal:

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total FY 2001 request for Goal 2 activities is \$304.4 million, an increase of \$22.9 million over the FY 2000 level. This increase includes the following program enhancements:
  - **\$10.6 million (Mandatory Workload Initiative)** is requested to support the projected increase in workload. The current authorized level of positions for the USMS is short of the staffing required to address the anticipated increases in workload (e.g., prisoners in custody).
  - **\$4.4 million (Courthouse Security)** to provide security systems, telephone systems, relocation costs, and furnishings for courthouse construction projects. Security equipment provides central control during crisis and records possible assaults in the courthouses. Installing and maintaining electronic security devices is critical to the safety of judges, USMS personnel, and the public.
  - **\$1.3 million (Detention Enforcement Officers)** is requested to hire detention enforcement officers (DEOs) to secure cellblocks, holding cells and provide prisoner security in the districts with the greatest use of contract guards. The USMS uses a mix of deputies, DEOs, and guards throughout the country to provide prisoner security. This initiative is to provide DEOs in the districts where guard usage is consistently at a high level because of a large daily prisoner population.
  - **\$3.1 million (Special Assignments)** is requested to support supplemental resources to those districts unable to fulfill extraordinary operational missions with their current base resources. Deputy Marshals are temporarily re-assigned from other districts to enable the USMS to provide on-going security for judicial protective details and high threat trials. Special Assignments funding reimburses districts in which the special assignment is taking place as well as the districts that send Deputy Marshals to provide temporary assistance.
  - **\$0.7 million (D.C. Superior Court Staff)** is requested to support the D.C. Superior Court cellblock operations. Funding will hire fifteen DEO positions to provide security in the prisoner cellblocks and holding cells. D.C. Superior Court processes more prisoners each day than any other USMS district. The current detainee-to-DEO ratio is eleven to one. This initiative will provide for a more acceptable staffing ratio.

**Goal 5: Break foreign and domestic drug sources of supply.**

- The total FY 2001 request for Goal 5 activities totals \$3.1 million, an increase of \$0.2 million over the FY 2000 level. This increase covers projected program costs increases but does not provide for any new program enhancements in FY 2001.

## V. PROGRAM ACCOMPLISHMENTS

- The USMS is responsible for seizing property in drug cases and is in charge of disposing all federally seized properties. In addition, the USMS is responsible for housing prisoners arrested on drug-related charges. The following are some examples of USMS's drug-related accomplishments for FY 1999.
  - 27,627 total Class I Felony Arrests, of which 18,369 were drug-related,
  - 482,313 total Prisoner Productions, of which 300,047 were drug-related,
  - 46,021 total Properties Disposed, of which 32,215 were drug-related, and
  - 58,325 total USMS Prisoner Movements by the Justice Prisoner and Alien Transportation System of which 29,775 were drug-related.

# OFFICE OF JUSTICE PROGRAMS

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$71.339	\$91.763	\$111.679
Goal 2	859.163	884.497	643.514
Goal 3	<u>0.026</u>	<u>0.026</u>	<u>0.026</u>
Total	\$930.528	\$976.286	\$755.219
<b>Drug Resources by Function</b>			
Corrections	\$61.220	\$46.688	\$3.295
Prevention	71.339	91.763	111.679
Research and Development	10.681	10.606	17.285
State and Local Assistance	680.028	718.649	482.240
Treatment	<u>107.260</u>	<u>108.580</u>	<u>140.720</u>
Total	\$930.528	\$976.286	\$755.219
<b>Drug Resources by Decision Unit</b>			
Research, Evaluation and Demonstration Programs	\$4.084	\$3.604	\$4.700
International Crime Research (NIJ)	0.000	0.000	0.100
Arrestee Drug Abuse Monitoring (ADAM)	6.325	6.700	11.700
Criminal Justice Statistical Programs	1.548	1.461	1.902
Regional Information Sharing System	18.000	18.000	18.000
Anti-Drug Abuse, Byrne Formula Grants	404.021	391.839	309.119
Anti-Drug Abuse, Byrne Discretionary Grants	34.541	45.845	44.234
At-Risk Children Initiative – Tribal Youth	1.216	10.000	20.000
Juvenile Justice Programs	7.273	8.000	8.000
Underage Drinking Prevention Program	20.005	25.000	0.000
Juvenile Drug Prevention Program	0.680	10.000	20.000
Executive Office for Weed and Seed	17.380	16.206	20.434
VAWA/STOP Grant Program	37.454	41.006	42.804
Rural Domestic Violence Program	5.003	12.245	12.075
Encouraging Arrest Policies	5.677	16.653	16.422
Drug Courts Program	39.213	39.184	46.300
State Corrections Grants	59.659	45.357	3.145
Local Law Enforcement Block Grant Program	144.890	159.027	0.000
Residential Substance Abuse Treatment	60.668	61.715	62.790
Criminal Records Upgrade	2.367	0.000	0.000
Stop Drugs – Stop Crime	---	---	72.450
Juvenile Justice Block Grant Program	36.693	34.971	0.000
Indian Tribal Court Initiative	0.099	1.633	4.830
Indian Country Alcohol & Crime Demonstration	---	---	1.932
Management and Administration, Direct	2.002	2.905	4.985
Management and Administration, State and Local	<u>21.730</u>	<u>24.935</u>	<u>29.297</u>
Total	\$930.528	\$976.286	\$755.219
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	238	231	245



<b>Information</b>			
Total Agency Budget	\$3,387.2	\$3,457.2	\$2,369.3
Drug Percentage	27.5%	28.2%	31.9%

## II. METHODOLOGY

- The Office of Justice Programs (OJP) uses a combination of methodologies to determine the available resources for its annual drug control budget submission. These methodologies include a percent of total costs for selected programs based on a review of drug-related workload data and the direct costs related to drug specific projects.

## III. PROGRAM SUMMARY

- The OJP, established by the Justice Assistance Act of 1984, supports cooperation of law enforcement at all levels in building networks that allow the criminal justice system to function more effectively. In addressing these issues, OJP also dedicates resources to aid in the fight against drugs, which supports three Goals of the *Strategy*. The following provides a summary of OJP's activities by *Strategy* goal.

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- OJP supports Goal 1 through a variety of prevention programs, which discourage the first-time use of controlled substances and encourage those who have begun to use illicit drugs to cease their use. These activities include programs that promote effective prevention efforts to parents, schools and community groups and assistance to state, local and tribal criminal justice agencies.

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- OJP supports Goal 2 through federal assistance (financial and technical) to state, local and tribal law enforcement entities or activities whose primary purpose is to investigate, arrest, prosecute or incarcerate drug offenders, or otherwise reduce the supply of illegal drugs; and activities associated with the incarceration and monitoring of drug offenders.
- In addition, OJP provides support to encourage/assist regular users of controlled substances to become drug-free through such means as coerced abstinence drug testing, counseling services, in-patient and out-patient care, research into effective treatment modalities, etc.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- OJP supports Goal 3 through its active sponsorship and participation in a drug-free workplace program.

## IV. BUDGET SUMMARY

### 2000 Program

- OJP's FY 2000 program estimate totals \$976.3 million and 231 FTEs. The following is a breakdown of OJP's resources by *Strategy* goal.

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- OJP's FY 2000 program includes \$91.8 million for programs that support Goal 1 activities. This funding includes resources for the following activities: providing information to promote effective prevention efforts to parents, schools and community groups; and providing assistance to state and local law enforcement.

#### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The FY 2000 program includes \$884.5 million for programs that support Goal 2 activities. Program funding includes support to state and local law enforcement entities or activities that assist state and local law enforcement efforts to investigate, arrest, prosecute, incarcerate drug offenders, or otherwise reduce the supply of illegal drugs; and activities associated with the incarceration and/or monitoring of drug offenders. Also, included under Goal 2 are all resources associated with criminal justice drug testing, treatment and intervention activities.

#### **Goal 3: Reduce health, welfare, and crime costs resulting from illegal drug use.**

The FY 2000 program includes \$26 thousand for OJP's drug-free workplace program that supports Goal 3 of the *Strategy*.

### 2001 Request

- The total FY 2001 drug control budget request is \$755.2 million and 245 FTEs, a decrease of \$221.1 million below the FY 2000 level. The following provides a breakdown of the FY 2001 request by *Strategy* goal.

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The total FY 2001 drug control request for Goal 1 is \$111.7 million, a net increase of \$19.9 million from the FY 2000 level. This increase includes the following program changes:

- **\$1.7 million** for the Alcohol and Drug Demonstration component requested within the new Indian Country Grant Program.
- **\$20 million** increase for Juvenile Justice Programs that include the Tribal Youth Program (\$10 million) and Drug Demonstration Program (\$10 million).
- **\$3.8 million** increase for the Weed and Seed Program.
- **\$2.5 million** increase for Management and Administration (\$2.4 million) and Criminal Justice Statistical Programs (\$0.1 million).
- **\$8.1 million** decrease for the Byrne Formula and Discretionary Grant Programs.

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total FY 2001 drug control request for Goal 2 is \$643.5 million, a net decrease of \$241 million from FY 2000 level. This decrease includes several components including the following program changes:
  - **Stop Drugs – Stop Crime:** \$87 million is requested to helping states and localities implement new systems of drug testing, treatment, and graduated sanctions for persons under supervision of the criminal justice system, including prisoners, parolees and probationers. This initiative is comprised of three components:
    - **Zero Tolerance/Drug Intervention Program** (\$75 million of which \$2.5 million is related to program management and administration). This new program will concentrate on local criminal justice systems--which have responsibility for the supervision of the vast majority of arrestees and offenders in the system--although states would also be eligible for funding for prison populations. Specifically, this initiative will develop and implement a system-wide strategy of universal drug testing combined with treatment interventions and graduated sanctions. Also, included in this component is \$25 million targeted to offenders who are re-entering society.
    - **Drug Courts Program** (\$10 million). These additional resources will bring total funding for the Drug Courts program to \$50 million in FY 2001 (\$1.7 million is related to program management and administration). This initiative provides alternatives to incarceration through using the coercive power of the court to force abstinence and alter behavior with a combination of escalating sanctions, mandatory drug testing, treatment, and strong aftercare programs.
    - **Residential Substance Abuse Treatment (RSAT) Program** (\$2 million). This funding will continue expansion of the RSAT program and bring total funding to

\$65 million (\$2.2 million is related to program management and administration). RSAT is a formula grant program that provides funds to states for state and local correctional agencies to provide intensive drug treatment to hardcore drug users before and after they are released from prison.

- **\$5 million** increase for the Arrestee Drug Abuse Monitoring Program (ADAM). This increase will bring total ADAM funding to \$11.7 million and will allow the program to expand from 35 sites in FY 2000 to 50 sites in FY 2001.
- **\$3.2 million** increase for the Indian Tribal Court Program.
- **\$7.8 million** increase, which includes the following activities: Grants to Combat Violence Against Women; Criminal Justice Statistical Programs; Research, Evaluation and Demonstration Programs; Weed and Seed Program; and Management and Administration.
- No funding is requested for the Local Law Enforcement Block Grant Program which accounts for a decrease of \$159 million.
- No funding is requested for the Juvenile Accountability Incentive Block Grant Program which accounts for a decrease of \$35 million.
- **\$42.2 million** decrease in resources for the State Corrections Grants Program based on a modified program requested in 2001.
- **\$25 million** decrease for the Juvenile Justice Programs.
- **\$76.6 million** decrease for the following programs: Byrne Formula and Discretionary Grant Programs and Rural Domestic Violence and Child Abuse Enforcement.

## V. PROGRAM ACCOMPLISHMENTS

- The Drug Courts Program aims to improve public safety and reduce criminal recidivism through the use of intensively supervised drug treatment for drug addicted, non-violent offenders. In 1999, 108 new federally funded operational drug courts (including sixteen tribal drug courts) were brought on-line. Since 1995, more than \$100 million has been awarded to approximately 550 communities for the planning, implementation, or enhancement of adult, juvenile, family, and tribal drug courts. OJP funding has resulted in the implementation of over 250 funded drug courts, which represents sixty percent of the currently 415 operational drug courts nationwide. The success of this program is reflected by data collected by the Drug Court Clearinghouse (operated by American University) that finds that approximately eighty percent of drug court program participants do not commit crimes while enrolled in the program. OJP also supports the growth of the drug court field by providing comprehensive training and technical assistance. During 1999, twenty-two workshops

were sponsored for approximately 1,300 practitioners and 3,100 requests for technical support and assistance were responded to.

- The Residential Substance Abuse Treatment Program provides funds to the states for state and local correctional agencies to establish or expand residential substance abuse treatment for offenders. In 1999, forty residential substance abuse treatment programs were successfully initiated or expanded in state and local correctional facilities, bringing the total to 114 such programs.

Also in 1999, a total of 18,893 offenders were reported treated for substance abuse. This brings the total to 29,113 offenders treated since states started reporting in 1998. In addition, 950 state and local policy makers and correctional and treatment practitioners were provided technical assistance and training.

# TAX DIVISION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	<u>\$0.192</u>	<u>\$0.365</u>	<u>\$0.386</u>
Total	\$0.192	\$0.365	\$0.386
<b>Drug Resources by Function</b>			
Prosecution	<u>\$0.192</u>	<u>\$0.365</u>	<u>\$0.386</u>
Total	\$0.192	\$0.365	\$0.386
<b>Drug Resources by Decision Unit</b>			
Criminal Prosecution	<u>\$0.192</u>	<u>\$0.365</u>	<u>\$0.386</u>
Total	\$0.192	\$0.365	\$0.386
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	2	3	3
<b>Information</b>			
Total Agency Budget	\$65.7	\$67.2	\$73.0
Drug Percentage	0.5%	0.5%	0.5%

## II. METHODOLOGY

- The methodology for calculating the Tax Division’s drug budget resources is based on actual workyears dedicated to drug-related cases. It also includes a prorated share of the mandatory increases/adjustments to its base budget attributable to the Tax Division’s Criminal Prosecution program.

## III. PROGRAM SUMMARY

- The Tax Division supports Goal 2 of the *Strategy*, “Increase the safety of America’s citizens by substantially reducing drug-related crime and violence.” Attorneys in the Tax Division’s four Criminal Enforcement Sections investigate and prosecute individuals, corporations, nonprofit organizations, and other taxpayers that attempt to commit tax evasion, willfully fail to file tax returns, file false tax returns, and otherwise intentionally attempt to evade their obligations under the federal tax laws. They also investigate and prosecute tax violations occurring in the context of criminal conduct such as financial institution fraud, narcotics trafficking, bankruptcy fraud, and domestic and international tax conspiracies.
- The Tax Division relies on the Internal Revenue Code to prosecute narcotics traffickers. In some instances, tax violations related to narcotics enterprises are easier to prove than the underlying drug

offenses. In other cases, tax charges complement the evidence of the narcotics crimes. Tax Division Criminal Enforcement attorneys serve as the liaisons to the Internal Revenue Service, the United States Attorneys' offices, the OCDETF program, and other agency participants in the *Strategy*. In this role, Tax attorneys monitor drug/tax related dockets to ensure that timely assistance is provided in the investigation and prosecution of narcotics traffickers.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- The Tax Division's FY 2000 drug control budget includes funding of \$365,000 and three FTEs for its Criminal Tax Enforcement drug-related program.
- The Tax Division anticipates receiving \$1.3 million in reimbursable funding for its OCDETF activities.

##### **2001 Request**

- The Tax Division's FY 2001 drug control request for its Criminal Tax Enforcement program is \$386,000 to support three FTEs. The FY 2001 base includes \$21,000 to cover costs associated with uncontrollable mandatory increases. The request includes no new program enhancements.
- The Tax Division anticipates receiving \$1.4 million in reimbursable funding for its OCDETF activities.

#### **V. PROGRAM ACCOMPLISHMENTS**

Major cases conducted by the Tax Division in 1999 are highlighted below:

- In *United States v. Lawrence Williams (E.D. VA)*, Williams pleaded guilty to a charge of conspiracy to distribute cocaine (50-150 kilogram) and marijuana (1,000-3,000 kilograms) in violation of U.S.C 841 AND 846. The defendant was a mid-level supplier and broker of cocaine and marijuana who's source of supply was affiliated with the Cali Cartel in Columbia. Mr. Williams was involved in this drug trafficking conspiracy from 1989 to 1998.
- The case of *United States v. Troy Thomas (E.D. VA)* was part of Operation Fast Track, a combined investigative effort of the FBI/IRS/DEA/ATF. The investigation is focusing on a long-term money laundering and cocaine/crack conspiracy with distribution networks running from Miami to New York City. On September 2, 1999, Thomas pleaded guilty to a charge of conspiracy to distribute cocaine, in violation of 21 U.S.C. 841 and 21 U.S.C. 846. Many of the conspirators cooked their cocaine into crack in order to obtain a greater profit margin in their sales.

- In *United States v. Vincent Vitola (E.D. PA)*, Vitola pleaded guilty to one count of conspiracy to distribute controlled substances. Vitola, who purchased marijuana from co-defendant Vincent Motto and then resold the marijuana to his own customers in order to support his cocaine habit, is cooperating with the government and will testify at trial against co-defendants Motto, Michael Cammarata, Louis Acciavatti and John Meterssian. During a time frame spanning from the autumn of 1991 to at least the summer of 1995, the defendants conspired to distribute more than 500 grams of cocaine and more than 1,000 kilograms of marijuana in the Philadelphia area. Over the course of the conspiracy, it was alleged that the defendants distributed approximately 3,000 pounds of marijuana, which had a street value of more than \$10,000,000. It was also alleged that the drugs were distributed by the defendants in neighborhoods of South Philadelphia, often in close proximity to public or private elementary and high schools.
- In *United States v. Wilfredo Gonzalez Lora (E.D. VA)*, after two days of trial and three hours of deliberation, a jury returned a guilty verdict against Lora, who was charged with one count of conspiracy to distribute cocaine and heroin. Lora's drug business was multi faceted. Operating out of his Washington auto repair shop, Lora bought and sold heroin and cocaine, brokered deals between other buyers and sellers, bought and sold guns, and installed secret compartments for guns and drugs in the automobiles of other dealers. Over the course of ten years, it is estimated that the defendant was involved in the distribution of 2,000 kilograms of cocaine, the majority of his profits being sent to his home in the Dominican Republic.



# DEPARTMENT OF LABOR

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$7.752	\$27.337	\$27.919
Goal 3	<u>47.640</u>	<u>47.463</u>	<u>47.749</u>
Total	\$55.392	\$74.800	\$75.668
<b>Drug Resources by Function</b>			
Prevention	<u>\$55.392</u>	<u>\$74.800</u>	<u>\$75.668</u>
Total	\$55.392	\$74.800	\$75.668
<b>Drug Resources by Decision Unit</b>			
Employment and Training Administration	\$54.860	\$74.256	\$75.109
Departmental Management	<u>0.532</u>	<u>0.544</u>	<u>.559</u>
Total	\$55.392	\$74.800	\$75.668
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	1	1	1
<b>Information</b>			
Total Agency Budget	\$10,946.6	\$11,223.4	\$12,399.0
Drug Percentage	0.5%	0.7%	0.6%

## II. METHODOLOGY

- Adult and Youth Employment and Training drug resource levels are derived by estimating the drug incidence among Job Training Partnership Act (JTPA) and Workforce Investment Act (WIA) participants using data from the 1995 National Household Survey, and applying the average program cost per participant to estimate the total substance abuse prevention costs for the Adult and Youth programs. Each year, the participant unit costs and number of participants are updated to reflect the latest actual data; thus, total budget estimates may fluctuate based on these revisions. The Job Training Partnership Act is repealed in FY 2000 by the Workforce Investment Act, which also contains Adult and Youth programs. Participation in these programs is recognized as not only a means to gaining employment but also as a means to deter drug and alcohol abuse. Due to changes triggered by WIA, Department of Labor will be revisiting the program determination methodology for FY 2001, but for now the current budget is based on a previously determined methodology, as applied to WIA.
- The Job Corps Program administers the Alcohol and Other Drugs of Abuse (AODA) component that consists of a comprehensive drug prevention and intervention program for all Job Corps participants. Estimated Job Corps cost formulations are based on estimated expenses for enrollee

drug testing, counseling, education, and referral, if necessary, to serve the budgeted number of students.

- Funding in the Departmental Management account supports the continued operation of the DOL's internal required Drug-Free Workplace program and maintenance of its outreach and information dissemination activities known as the *Working Partners for an Alcohol- and Drug-Free Workplace* program. Funding levels are determined based on the Department's previous experience with these programs.

### III. PROGRAM SUMMARY

- The **Employment and Training Administration (ETA)** administers the Adult and Youth Employment and Training Grants under the Job Training Partnership Act (FY 1999) and will administer the Workforce Investment Act Adult and Youth Activities, which replace the JTPA programs in FY 2000. These programs require individual assessments and specifically encourage outreach activities aimed at individuals who face severe barriers to employment, such as drug and alcohol abuse. Program activities include coordination with other community service organizations, such as drug and alcohol abuse prevention and treatment programs. The Job Corps also administers the AODA component to screen trainees for drug and alcohol problems and provide prevention and intervention services.
- The **Job Corps** has had an active program of alcohol and drug testing and counseling since January 1992. The AODA component is considered an important step in identifying alcohol and substance abusers and assisting them in combating their abuse problem. Emphasis is placed on short-term intervention and counseling and referral to treatment when needed, shifting from a medical to a behavioral approach. Job Corps enforces a "Zero Tolerance for Violence and Drugs" policy. Applicants are required to sign a drug-free certification and a contract committing to abide by this policy. Refusal to sign this contract precluded entry into the program.

Presently, services provided in Job Corps related to substance abuse are sufficient to cope with the problems of the vast majority of the students while they are in training. These services consist of both short-term individual and group counseling for those students who test positive for alcohol and other illicit drugs. However, when more intensive and long-term treatment is required, the student is separated and returned home with a referral to an appropriate health facility for treatment. Job Corps is not designed to administer such long-term treatment.

- ETA is also responsible for the **Welfare-to-Work (WTW)** initiative. WTW targets welfare recipients who face multiple labor market deficiencies - such as school dropouts, substance abusers, and those with a poor work history - and who are long-term welfare recipients (30 months or more) or who face termination from Temporary Assistance for Needy Families (TANF) within 12 months. Some of these funds will be used for substance abuse education, counseling, and non-medical treatment.

- ETA also funds projects such as the **Federal Bonding Program (FBP)**, which enables former substance abusers and others with a criminal background to qualify for fidelity bonding at no cost to the employer or employee.
- DOL funds the **Drug-Free Workplace Program**, which includes employee education, supervisory training, employee drug testing, and an employee assistance program (EAP) for DOL employees and their family members.
- DOL's **Working Partners for an Alcohol- and Drug-free Workplace program**, an outreach and information dissemination program, assists employers and labor unions to establish workplace substance abuse policies, and prevention and intervention programs. This program consists of two program components, the Small Business Initiative (SBI) and the Substance Abuse Information Database (SAID). SBI enlists national trade and professional associations to distribute industry-specific information developed by DOL to their members and to encourage and support organizations in the private and non-federal sectors to implement programs. SAID is an on-line, searchable collection of documents that are useful in developing workplace prevention programs including sample policies, training and educational materials, and information on applicable federal and state laws and regulations and contact information for local resources.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

##### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The total drug control request for Goal 1 activities for FY 2000 is \$27.3 million.
- While the Employment and Training Administration (ETA) and its program operators do not operate drug prevention or treatment programs, the JTPA and WIA allows and encourages certain activities concerned with substance abuse prevention. Decisions on which participants are provided what types of services under JTPA or WIA are reserved for states and localities. The WIA is fully implemented in FY 2001. In that program year, youth activities for year-around and summer jobs are consolidated. Grantees must spend 30 percent of the youth funds on out-of-school youth. Thus, the substance abuse budget for this component increases above FY 2000 for that reason. More at-risk youth will be served.
- The Job Corps Alcohol and Other Drugs of Abuse (AODA) component, now operational in all centers, is considered an important step forward in identifying alcohol and substance abusers and assisting them in combating their abuse problem. The substance abuse budget estimates for Job Corps have decreased substantially from prior years as a result of the "Zero Tolerance for Violence and Drugs" policy, whereby students who violate that policy are dropped from the program, and are no longer treated.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The total drug control request for Goal 3 activities for FY 2000 is \$47.5 million.
- Goal 3 focuses on providing treatment opportunities for those with addictions and promoting adoption of drug-free workplace programs. JTPA/WIA program activities target adult participants and may include referral to treatment. It is important to note that JTPA and WIA are job training programs and not substance abuse treatment programs. The transitioning of the disadvantaged, low-income and unemployed into self-sustaining employment sometimes requires dealing with a participant's substance abuse by providing prevention education/counseling and referral services for individuals at risk of abusing drugs or alcohol. The WIA adult activities will be more universal than under JTPA, with services available to all, not just the disadvantaged. However, the disadvantaged and low-income individuals will have preference in receiving services.
- The Departmental Management account, which supports the Department's internal drug-free workplace program and its *Working Partners* information dissemination activities, also supports Goal 3 by contributing to the promotion of drug-free workplace programs.

### **2001 Request**

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The total drug control request for Goal 1 activities for FY 2001 is \$27.9 million, an increase of \$0.6 million above the FY 2000 level.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The total drug control request for Goal 3 activities for FY 2001 is \$47.7 million, an increase of \$0.2 million above the FY 2000 level.

## **V. PROGRAM ACCOMPLISHMENTS**

- The amended Job Training Partnership Act (P.L. 102-367) and the newly enacted WIA (P.L. 105-220) allows costs for participant counseling on avoiding substance abuse.
- Job Corps has strengthened new student enrollment procedures by implementing a "Zero Tolerance for Violence and Drugs" policy. Applicants are required to sign a drug-free certification and a contract committing to abide by this 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 45-day probationary period will be terminated from the program, and cannot re-enroll for a period of one year.

- The new Youth Opportunity Grants activity, authorized by the WIA (1999 and 2000), will provide additional opportunities for at-risk, disadvantaged youth – many of whom will be high school dropouts – to obtain basic skills, training, and other services to enable them to obtain employment. These programs will enable many youth to escape the ravages of alcohol and drug abuse.
- The Welfare-to-Work initiative targets services to approximately 20 percent of the adult welfare population who are most at risk of long-term welfare dependency. A major feature of the new initiative is that at least 70 percent of grant funds are to be spent on recipients who face multiple labor market deficiencies (barriers to employment) such as substance abuse.
- The *Working Partners for an Alcohol- and Drug-Free Workplace* program develops, collects, and disseminates information to work organizations to encourage the implementation of drug-free workplace programs.
- Working Partners has equipped 2,000 business associations and labor organization partners with information to arm their member businesses and labor unions with tools needed to implement effective drug-free workplace programs, and responded to more than 500 individual questions received via phone, mail, or e-mail.
- Launched in 1999, the interactive Drug-Free Workplace Advisor on the *Working Partners* Web site has answered more than 21,000 customer inquiries on non-regulatory guidance about the Drug-Free Workplace Act of 1988. The site continues to receive more than 350 hits per week and is listed on the White House's home page as a Commonly Requested Federal Service.
- *Working Partners'* Small Business Initiative (SBI) has succeeded in reaching approximately 600,000 employers. In addition, approximately 300 Working Partners/Small Business kits are requested per month and many more are accessed via the Web site.
- *Working Partners'* Substance Abuse Information Database (SAID), a fully searchable Web site that is free and accessible to anyone on the Internet, received more than 330 hits weekly and the number of documents entries has grown to over 360.
- DOL assisted the SBA in establishing criteria and reviewing technical proposals for demonstration grants to intermediary organizations awarded under the Drug-Free Workplace Act of 1988 to assist small businesses in implementing drug-free workplace programs.

# COUNTERDRUG TECHNOLOGY ASSESSMENT CENTER

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$19.044	\$16.826	\$8.700
Goal 3	7.090	10.983	8.200
Goal 4	<u>2.866</u>	<u>4.243</u>	<u>3.500</u>
Total	\$29.000	\$32.052	\$20.400
<b>Drug Resources by Function</b>			
State and Local Assistance	\$13.000	\$13.052	\$3.700
Research & Development	<u>16.000</u>	<u>19.000</u>	<u>16.700</u>
Total	\$29.000	\$32.052	\$20.400
<b>Drug Resources by Decision Unit</b>			
CTAC			
Research	\$16.000	\$16.000	\$16.000
Technology Transfer	13.000	13.052	3.700
Anti-Doping	<u>0.000</u>	<u>3.000</u>	<u>0.700</u>
Total	\$29.000	\$32.052	\$20.400
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
Total Budget	\$29.0	\$32.1	\$20.4
Drug Percentage	100%	100%	100%

## II. METHODOLOGY

- All resources are 100 percent drug-related.

## III. PROGRAM SUMMARY

- Section 712 of the National Drug Control Policy Reauthorization Act of 1998 reauthorized the Counterdrug Technology Assessment Center.
- CTAC resources are derived through direct appropriations from the General Fund of the Treasury.

## **IV. BUDGET SUMMARY**

### **2000 Program**

- The FY 2000 program includes \$32.1 million for activities to support CTAC activities which include: \$16.0 million for research and development; \$13.1 million for Technology Transfer grants to the states; and \$3.0 million for a United States Olympic Committee Grant.

### **2001 Request**

- The FY 2001 budget includes \$16.0 million for research and development of counter-drug technology; \$3.7 million for technology transfer to the states; and \$0.7 million for the United States Olympic Committee.

## **V. PROGRAM ACCOMPLISHMENTS**

- CTAC heads the Interagency Working Group for Technology (IAWG-T) that is composed of technology representatives from each of the federal drug control agencies. This forum is used to oversee and coordinate counterdrug technology development initiatives that transcend federal agency lines of responsibility.
  - Supporting activities include a variety of regional one-day workshops at the state and local level, technical symposia, interagency working group meetings and ad hoc studies to promote the exchange of relevant information throughout the entire scientific and technical community. These outreach activities serve to reduce unnecessary duplication of effort and provide the mechanism for CTAC to oversee and coordinate counterdrug technology initiatives with other Government agencies.
  - The fifth International Counterdrug Technology Symposium, held March 8-10, 1999 in Washington, DC provides an example of the coordination and oversight efforts provided by CTAC. Over 100 technical papers were presented with an attendance of 400 medical research scientists, engineers and law enforcement professionals from academic, federal, state and local organizations.
- CTAC, in conjunction with the National Institute on Drug Abuse (NIDA), is committed to improving the tools available for world-class research scientists to explore and understand the underlying causes of substance abuse, dependence, and addiction. The Demand Reduction program provides the nation's leading medical research institutions with the technology and equipment necessary to support their research teams and faculties.
  - For the past two years, CTAC has been sponsoring brain imaging technology development projects that complement one another in contributing to the sound understanding of the most complex human organ and behavior known.
    - Functional Magnetic Resonance Imaging (fMRI) to map brain reward circuitry, blood volume and flow associated with drug metabolism and interactions with

- potential therapeutic medicines (Massachusetts General Hospital and Emory University).
- ❑ Positron Emission Tomography (PET) for ultra high resolution of neurobiological substrates of addiction via use of radioisotope tracers (University of Pennsylvania).
  - ❑ Magnetic Resonance Spectroscopy (MRS) to image the drug's metabolic and chemical processes (Harvard University/McLean Hospital).
  - For several years, Columbia University has been synthesizing highly active protein compounds of catalytic antibodies. The objective is to produce an anti-cocaine medication that acts as a peripheral blocker. This approach reduces serum cocaine concentrations in the blood thereby depriving the cocaine abuser of the behavioral reinforcing effect of the drug. A promising candidate compound (15A10) has been demonstrated to be effective in blocking cocaine in small animals.
  - Yerkes Regional Primate Research Center at Emory University has found that analogs of certain phenyltropane compounds prove to be effective candidate compounds for agonist medications to combat cocaine abuse. The team, partially under CTAC sponsorship, has recently characterized eighteen NIDA-identified compounds in rodents and is now testing two of the best candidates in monkey models. The ideal pretreatment time and doses for RTI 177 have been determined.
  - For the past three years, the Center for Addiction and Substance Abuse (CASA) at Columbia University has been developing the Drug Evaluation Network System (DENS). DENS is a central computer system using the latest database and executive information system technology. It contains algorithms to evaluate and monitor substance abuse treatment programs by tracking, in real time, patients entering treatment, their characteristics and discharge status. This information is online and made available to treatment providers, researchers and managers. The DENS software architecture can host a variety of trend and treatment effectiveness methodologies. It currently is being configured to support the following two methodologies.
    - ❑ The National Evaluation of Substance Abuse Treatment (NESAT) is a nationally representative, randomly selected longitudinal study of 2,000 patients enrolled in treatment for drug and/or alcohol abuse at 200 programs nationwide. The study is designed to document the range of effectiveness of various treatment modalities and to identify those patient and program characteristics that are predictive of successful outcomes. Treatment programs were selected and periodic interviews were conducted. Follow-up interviews have started for the initial patients.
    - ❑ The Random Access Monitoring of Narcotic Addicts (RAMONA) provides national estimates of the size of the hardcore drug using population in the United States. It is based on a methodology demonstrated in Cook County, IL for estimating the number of drug users in a given geographic area based on arrest, shelter stay, and treatment admission activity.



- A project is being conducted by the New Orleans District Attorney's Office to improve approaches for drug abuse treatment on new youth offenders involved in substance abuse. This 33-month research project examines the effectiveness of two therapeutic approaches with 12 to 16 year old, first-time, non-violent juvenile arrestees who are substance abusers. These juveniles have their case "diverted" out of the normal judicial process, pending completion of program requirements. Eligible juvenile arrestees who volunteer for the study are randomly assigned to one of three groups: two "diverted" groups or a third control group where the juveniles face normal prosecution. Changes in outcome measures are examined from information obtained through follow-up contacts at approximately 6 and 12 months following arrest. These measures include self-reported drug use, drug testing results, criminal recidivism and aspects of psychological functioning.
- A comprehensive analysis of the use of banned substances and drugs of abuse among Olympic, professional, collegiate and high school athletes in America is being sponsored to identify more effective substance abuse testing, sanctions and treatment. The analysis will identify problematic substances, masking agents, and gaps in current testing procedures. Recommendations will be developed for how future research into new testing procedures should be directed.
- The supply reduction program addresses applied developments in technology areas such as nonintrusive inspection, tactical technologies and test and evaluation. The goal of the supply reduction program is to support improved counterdrug capabilities that transcend the need of any single federal agency. Additionally, CTAC resources in supply reduction are concentrated on those applications that also can be transitioned to the state and local agencies under the Technology Transfer Program.
  - CTAC works closely with the federal drug control agencies, especially the U.S. Customs Service and Department of Defense, in the development and evaluation of nonintrusive inspection systems for the detection of illicit drugs concealed in cargo, containers, and conveyances. CTAC's concentrates its efforts on the development of the higher risk technologies, such as, gamma ray and neutron-based inspection systems.
  - A project is being conducted to develop and evaluate a fixed-site gamma ray imaging system for the inspection of railroad cars. The system design is based upon prototypes developed for vehicle and truck inspections. Using a stationary radioactive source and detectors, the system is expected to image rail cars at a speed of 5 mph.
  - Researchers at the Massachusetts Institute of Technology (MIT) are developing an advanced means of signal processing for neutron interrogation techniques for cargo inspection. The goal is to overcome some of the primary disadvantages of x-ray and large-scale neutron systems; including the need for particle accelerators, mechanical scanning, and tight pulsing while reducing system costs.

- A drug detection dog-breeding center has been established in conjunction with the U.S. Customs Service. The breeding strategy is based upon quantitative genetic principles proven by the Australian Customs Service. The U.S. program is following the Australian protocols and ultimately may open the way for a worldwide canine gene pool.
- CTAC assists law enforcement agencies in applying state-of-the-art tactical tools to exploit the capabilities of high-speed computer and communications networks to meet operational counterdrug technical needs. This program continues investigations into the use of computer networks and case-building software tools for law enforcement applications.
- Software tools under development include data mining, link analysis, and multimedia case management applications. Demonstration projects with state and local law enforcement agencies on computer-based drug crime data sharing technologies have been conducted in California, Idaho, Iowa, and Colorado. Operational systems are located in Texas, New York and New Hampshire. Successful projects will be made available for transition to other state and local law enforcement organizations through the Technology Transfer Program.
- An evaluation of mobile/transportable drug destruction technologies also was conducted for the Drug Enforcement Administration.
- This work area includes efforts such as technology assessments, phenomenology research, and test and evaluation of emerging and advanced systems. The test and evaluation activity includes advanced concept theoretical studies and experimental evaluations in operational testbeds of promising law enforcement systems. For example, CTAC sponsored a test and evaluation program to assess the performance of tracking and navigation systems (such as, GPS based systems) as they are used in counterdrug law enforcement applications.
- The \$26,000,000 appropriated over the past two years has made possible the delivery of 892 pieces of equipment to 631 state and local law enforcement agencies. These transfers were sufficient to satisfy the first, second, or third priority request of these agencies. Hands-on training and limited maintenance support are provided to all recipients. The comments from the recipient agencies indicate that the technologies provided by the program have resulted in improved operational capabilities that otherwise would not have been possible because of limited budgets or lack of technical expertise.

# OFFICE OF NATIONAL DRUG CONTROL POLICY: OPERATIONS

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$2.348	\$2.523	\$2.808
Goal 2	3.785	4.067	4.526
Goal 3	8.373	8.996	10.012
Goal 4	5.864	6.300	7.012
Goal 5	<u>0.872</u>	<u>0.937</u>	<u>1.042</u>
Total	\$21.242	\$22.823	\$25.400
<b>Drug Resources by Function</b>			
State and Local Assistance	\$3.007	\$3.250	\$3.628
Prevention	1.698	1.835	2.049
Treatment	1.698	1.835	2.049
Interdiction	1.544	1.669	1.863
International	0.772	0.834	0.931
Investigations	11.423	12.344	13.780
Research and Development	<u>1.100</u>	<u>1.056</u>	<u>1.100</u>
Total	\$21.242	\$22.823	\$25.400
<b>Drug Resources by Decision Unit</b>			
Operations	\$19.142	\$20.811	\$23.300
Research: Policy	1.100	1.056	1.100
Model State Drug Laws	<u>1.000</u>	<u>0.956</u>	<u>1.000</u>
Total	\$21.242	\$22.823	\$25.400
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	106	124	125
<b>Information</b>			
Total Budget	\$21.2	\$22.8	\$25.4
Drug Percentage	100%	100%	100%

## II. METHODOLOGY

- All resources are 100 percent drug-related.

## III. 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. ONDCP responsibilities include:

- Developing a five-year *Strategy* and submitting to Congress annual reports on the progress and implementation of the *Strategy*.
- Developing a consolidated National Drug Control Budget for presentation to the President and the Congress (including budget certifications).
- Refining the PME system as data inputs improve in quality. Trend data will be reported and preliminary identifications made of areas in need of in-depth evaluation. New databases will result in new information for the Information Management System. Implementation plans will be refined as collaborative intergovernmental efforts come into play as ONDCP draws on experiences learned through our Performance Partnerships.
- Certifying the budgets of Bureaus, Agencies, and Departments.
- Evaluating Program Effectiveness--ONDCP is required to include in each *Strategy* an evaluation of the effectiveness of federal drug control during the preceding year.
- Coordinating and overseeing federal anti-drug policies and programs involving approximately 50 federal agencies and the programs they administer.
- Encouraging private-sector, state, and local drug prevention and control programs.
- Conducting policy analysis and research to determine the effectiveness of drug programs and policies in addressing the *Strategy's* goals, priorities, and objectives.
- Designating High Intensity Drug Trafficking Areas (HIDTAs) and providing overall policy guidance and oversight for the award of resources to federal, state, and local law enforcement partnerships in these areas.
- Operating the Counter-Drug Technology Assessment Center (CTAC) to serve as the central counterdrug enforcement research and development center for the federal government.
- Presenting to Congress any classified strategic guidance in a Classified Annex to the *National Drug Control Strategy*.
- Developing and overseeing a National Youth Anti-Drug Media Campaign that will be a multi-faceted communications campaign that harnesses the energies of parents, mass media, corporate America, and community anti-drug coalitions. This campaign will emphasize that prevention can work and will seek to empower parents to discuss this critical subject with their children.
- Overseeing the Drug-Free Communities Program which will serve as a catalyst for increased citizen participation to reduce substance abuse among our youth and provide community anti-drug coalitions with much needed funds to carry out their important missions.

- Funds for the HIDTA program, Special Forfeiture Fund (SFF), and CTAC are discussed elsewhere in this volume.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The FY 2000 program includes \$22.8 million that supports all five goals of the *Strategy*.
- The Office of Supply Reduction is responsible for advising the Director on policies and programs to reduce the supply of drugs and ensuring the implementation of the supply reduction programs in support of the goals and objectives of the *Strategy*. The Office of Supply Reduction supports the interdiction and international functions.
- The Office of Demand Reduction is responsible for advising the Director on policies and programs to reduce the demand for drugs and ensuring the implementation of the demand-related portions of the *Strategy*. The Office of Demand Reduction supports the prevention and treatment functions.
- The Bureau of State and Local Affairs (BSLA) coordinates ONDCP relationship and outreach efforts to state and local government agencies as well as public interest groups. In addition, BSLA promotes coordination among federal programs in cooperation with State and local counter-drug programs, including overseeing the HIDTA Program. Specifically, the Bureau of State and Local Affairs supports the state and local assistance and domestic law enforcement functions.
- The Office of Programs, Budget, Research, and Evaluation (OPBRE) is responsible for formulating the National Drug Control Budget; managing the Performance Measurement Effectiveness (PME) System; advising the Director on policies and programs with respect to their contribution to the *Strategy*; and conducting research and analysis on drug-related program and policy issues. OPBRE is also responsible for coordinating and analyzing all drug-related data to support the PME system and inform the policy process.
- Other offices within ONDCP that support the counter-drug efforts include: the Office of Administration; the Office of Financial Management (FMO); the Office of Public Affairs (OPA); the Office of Legal Counsel (OLC); the Office of Strategic Planning (OSP); the Office of Legislative Affairs (OLA); and the Office of Intelligence (OI). The Office of Administration (OA) provides administrative support for ONDCP. The Office of Financial Management is responsible for the oversight of all ONDCP financial related areas. The Office of Public Affairs serves as a liaison between ONDCP and the media. The Office of Legal Counsel is responsible for advising the Director and ONDCP staff regarding the scope and effect of the legal authority of the Director and the agency. The Office of Strategic Planning coordinates the *Strategy*, develops or reviews all significant public policy statements, prepares the Director's briefings and supports his public speaking engagements. The Office of Legislative Affairs is ONDCP's liaison with the Congress, the White House

Office of Legislative Affairs, and the legislative offices of more than fifty federal agencies involved in implementing the *Strategy*.

## 2001 Request

- The total FY 2001 ONDCP budget request is \$25.4 million, an increase of \$2.6 million from the FY 2000 enacted level. This change in funding consists of an increase of \$2.6 million to support continuing personnel and operational requirements.

## V. PROGRAM ACCOMPLISHMENTS

- ONDCP has led the interagency development and implementation of the comprehensive long-term *Strategy*.
- ONDCP has worked with other federal agencies and has developed a supporting five-year budget plan for ONDCP's ten year strategy.
- Ongoing ONDCP initiatives with the objective of reversing negative youth drug use include:
  - **The National Youth Anti-Drug Media Campaign** is an integrated advertising and communications campaign harnessing the power of the media and other organizations to educate America's youth to reject illegal drugs. The campaign uses advertising, television programming, movies, music, the Internet and print media to influence young people's attitudes toward drug use and other risk behaviors. Through strategic partnerships, the Campaign in 1999 increased the number of organizations and businesses through which accurate drug messages reach their target audiences. These alliances are extending Campaign messages to reach youth and parents in the communities where they live and in places where they spend most of their time – including schools, on line, at work and at play – helping build long-term substance abuse prevention activities.
  - A fully integrated communications approach was instituted in 1999, at which time the Office of National Drug Control Policy focused on specific anti-drug themes and messages for advertising and other outreach efforts, such as partnerships, entertainment industry, Interactive media and sports. The advertising program was divided into four to six-week periods – a process called *flighting* – during which time a specific anti-drug message “platform” was communicated. Local coalitions and other partners could amplify these messages by adding their own messages and conducting related local events and activities.
  - “Branding” was also introduced in 1999 to unite parent message platforms; create synergy between advertising and non-advertising programs and maximize campaign awareness and impact. The campaign's parent brand is “The Anti-Drug.” It is a promise to provide America's youth and their parents with unequivocally honest and straightforward information -- no hype, just honest, factual information. “The Anti-Drug” branding was launched in September 1999 in new advertising, targeted at parents, for television, radio, print, out of home media and parenting brochures.

- **Drug-Free Communities Act.** ONDCP will award grants to community coalitions of representatives of youth, parents, businesses, the media, schools, youth organizations, law enforcement, religious or fraternal organizations, civic groups, health care professionals, local, or tribal government agencies, and other organizations. In carrying out the Program, the Director of ONDCP will: (1) make and track grants to grant recipients; (2) provide for technical assistance and training, data collection and dissemination of information on state-of-the-art practices that the Director determines to be effective in reducing substance abuse; and, (3) provide for the general administration of the Program. Additional program accomplishments are detailed under the Special Forfeiture Fund section.
- Ongoing ONDCP initiatives that support the shielding of our air, land, and sea borders include:
  - **Counterdrug Intelligence Architecture.** ONDCP led an extensive interagency review of counterdrug intelligence centers and activities. The Administration's draft General Counterdrug Intelligence Plan (GCIP) will establish a framework that supports operators in the field, improves federal, state, and local counterdrug relationships, and responds to the needs of policymakers as they formulate counterdrug policy, tasking, and resource decisions. For the first time, the GCIP creates a permanent coordination mechanism to resolve drug intelligence issues and to aid National Drug Control Program agencies in satisfying performance measures of effectiveness.
  - **Cooperation with Mexico.** Cooperation between the two nations has improved in information sharing, cooperative investigations, extraditions, and military counterdrug coordination. This year has witnessed record maritime seizures due to bilateral cooperation between the U.S. Coast Guard and Mexican authorities. The U.S.-Mexico High Level Contact Group (HLCG) for Drug Control and the Senior Law Enforcement Plenary (SLEP) helped strengthen binational cooperation and law enforcement institutions.
  - **Forward Operating Locations (FOLs).** ONDCP took the lead role in reestablishing the theater architecture by promoting the FOL initiative, rallying the interagency behind this single unifying policy concerning our Post Panama Counterdrug Operations.
  - **Refining Interagency Interdiction Efforts.** In February 1999, ONDCP articulated a unified vision for interagency interdiction in the *Classified Annex on Drug Interdiction, International, and Law Enforcement Policy and Programs* of the President's *National Drug Control Strategy*. Throughout the remainder of 1999, ONDCP provided active oversight to interagency efforts on a number of key interdiction tasks found in that interagency strategic plan. ONDCP has also played a key role in interagency efforts to ensure that the national task force resulting from the May 1999 merger of Joint Interagency Task Forces -East and -South is optimally outfitted to accomplish its interdiction support mission throughout the source, transit, and arrival zones.

- Ongoing ONDCP initiatives that support breaking sources of supply include:
  - **Aid to Colombia.** ONDCP helped formulate the Administration proposal for increased funding to support Colombia and the other countries in the Andean Region. This is one of the most important counterdrug initiatives ever proposed by our government. This proposal is a balanced, comprehensive package that will require \$1.6 billion over two years supporting counterdrug activities, alternative economic development, rule of law, human rights, good governance, and the resettlement of internally displaced persons.
  - **Ratification of the Multi-lateral Evaluation Mechanism (MEM).** After 18 months of discussion and negotiation, a hemispheric system of counter-drug performance measurement was inaugurated during the twenty-sixth regular session of CICAD in Montevideo, Uruguay (October 5-8, 1999). The initial steps in implementing the MEM have already begun. The MEM will focus on 82 specific performance indicators in five categories; National Plans and Strategies; Prevention and Treatment; Reduction of Drug Production; Law Enforcement Measures; and Cost of the Drug Problem. Evaluations of every country in the hemisphere will begin early in the year 2000. Results will be reported at the 3<sup>rd</sup> Summit of the Americas in 2001 in Quebec City, Canada.
  - **Western Hemisphere Drug Policy Leadership Conference.** ONDCP and CICAD sponsored the first *Western Hemisphere Drug Policy Leadership Conference* from November 3-5, 1999. It was attended by nearly 200 high-level drug officials from 34 countries. Delegations from throughout the hemisphere exchanged views on counterdrug challenges in the first decade of the next century.



# HIGH INTENSITY DRUG TRAFFICKING AREAS

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$3.087	\$3.124	\$3.124
Goal 2	95.377	97.091	97.462
Goal 3	0.600	0.600	0.600
Goal 4	29.836	30.603	30.720
Goal 5	<u>57.577</u>	<u>59.853</u>	<u>60.094</u>
Total	\$186.477	\$191.271	\$192.000
<b>Drug Resources by Function*</b>			
Investigations	\$108.927	\$110.744	\$111.203
Intelligence	38.167	39.092	39.092
Prosecution	8.211	8.408	8.408
Interdiction	22.725	23.271	23.271
Prevention	3.087	3.124	3.124
Treatment	5.360	5.102	5.102
Research	<u>0.000</u>	<u>1.530</u>	<u>1.800</u>
Total	\$186.477	\$191.271	\$192.000
<b>Drug Resources by Decision Unit</b>			
HIDTA	<u>\$186.477</u>	<u>\$191.271</u>	<u>\$192.000</u>
Total	\$186.477	\$191.271	\$192.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
State and Local Assistance**	\$149.827	\$150.000	\$150.000
Total Budget	\$186.477	\$191.271	\$192.000
Drug Percentage	100%	100%	100%

\* Grants supporting the State and Local Assistance function have been allocated to the functions listed above. This change results from improvements in HIDTA-related accounting capabilities, and is a more accurate representation of funding.

\*\* Of the total budget for this account, these resources are provided to state and local governments.

## II. METHODOLOGY

- All resources are 100 percent drug-related. These numbers show a slight modification from the numbers contained in the *1999 National Drug Control Strategy Budget Summary* due to the following changes:

- Goal 2 increased when five new HIDTAs were designated. In addition, the Break the Cycle and Domestic Drug Sources of Supply funding was rescored.
- Goal 3 shows a decrease due to Break the Cycle rescored.
- Goal 4 shows an increase due to a shift in focus to interdiction, primarily on the Southwest Border.
- Goal 5 shows a decrease due to rescored of Domestic Drug Sources of Supply funding.
- The State and Local funding line was eliminated and combined with the remaining functions.

### **III. PROGRAM SUMMARY**

- The Anti-Drug Abuse Act of 1988 and the Office of National Drug Control Policy Reauthorization Act of 1998 authorize the Director of The Office of National Drug Control Policy (ONDCP) to designate areas within the United States which exhibit serious drug trafficking problems and harmfully impact other areas of the country as High Intensity Drug Trafficking Areas (HIDTA). The HIDTA Program provides additional federal funds to those areas to help eliminate or reduce drug trafficking and its harmful consequences. Law enforcement organizations within HIDTAs assess drug trafficking problems and design specific initiatives to reduce or eliminate the production, manufacture, transportation, distribution and chronic use of illegal drugs and money laundering. Since 1990, 31 areas within the United States have been designated as HIDTAs.
- In designating a new HIDTA, the Director of ONDCP consults with the Attorney General, Secretary of the Treasury, heads of national drug control agencies and the appropriate governors and considers the following criteria required by statute:
  - The extent to which the area is a center of illegal drug production, manufacturing, importation, or 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 country; 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.

- Specific counties in 31 areas have been designated as HIDTAs: Southwest Border (which contains the 5 partnerships of the California Border, Arizona, New Mexico, West Texas, and South Texas), Los Angeles, Houston, South Florida, and New York/New Jersey (designated in 1990); Washington D.C./Baltimore and Puerto Rico/U.S. Virgin Islands (designated in 1994); Atlanta, Chicago, Philadelphia/Camden (designated in 1995); Rocky Mountain (Colorado, Utah and Wyoming), Northwest (Washington State), Lake County (Indiana), Midwest (Iowa, Kansas, Missouri, Nebraska, South Dakota and North Dakota), and Gulf Coast (Alabama, Louisiana and Mississippi) (designated in 1996); and Southeast Michigan and Northern California (designated in 1997); and Appalachia (Kentucky, Tennessee and West Virginia), Central Florida, Milwaukee and North Texas (designated in 1998); and Central Valley California, Hawaii, New England (Connecticut, New Hampshire, Maine, Massachusetts, Rhode Island and Vermont), Ohio and Oregon (designated in 1999).
- The HIDTA Program helps improve the effectiveness and efficiency of drug control efforts by facilitating cooperation between drug control organizations through resource and information sharing, collocating and pooling resources, coordinating and focusing efforts, and implementing joint initiatives. HIDTA funds help federal, state and local law enforcement organizations invest in infrastructure and joint initiatives to confront drug-trafficking organizations. Funds are also used for demand reduction and drug treatment initiatives. Resources provided by the Program have grown from \$25 million in Fiscal Year 1990 to over \$190 million in Fiscal Year 2000.
- The key priorities of the Program are:
  - Assess regional drug threats;
  - Design strategies to focus efforts that combat drug trafficking threats;
  - Develop and fund initiatives to implement strategies;
  - Facilitate coordination between federal, state and local efforts; to
  - Improve the effectiveness and efficiency of drug control efforts to reduce or eliminate the harmful impact of drug trafficking.
- Typically, a HIDTA consists of:
  - An Executive Committee composed of approximately 16 members with equal representation from federal, state and local law enforcement officials;
  - A major task force consisting of collocated federal, state and local law enforcement members;
  - Other regional federal and local/state collocated drug and money laundering task forces;

- A regional joint intelligence center and information-sharing network; and
  - Other support initiatives to sustain law enforcement gains.
- At the National level, the HIDTA Coordination Committee makes recommendations on policy, program and funding to the ONDCP Director. The Committee's membership consists of representatives from ONDCP and the Departments of Justice, Treasury, and Health and Human Services. The ONDCP Director oversees the development and implementation of the HIDTA Program.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- The 2000 HIDTA Program includes \$191.3 million for drug-related activities, which supports all five goals of the *National Drug Control Strategy*:

##### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- Several HIDTAs integrate other drug education and early intervention programs with law enforcement efforts to reduce youthful involvement with illegal substances and strengthen families and communities.

##### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- All HIDTAs have joint drug task forces that target drug trafficking organizations for dismantling and disruption, which increases the safety of America's citizens. Since the Program began, the task forces have dismantled major drug trafficking organizations, seized tons of illicit drugs and millions of dollars in currency, and dismantled the hierarchies of major international drug trafficking organizations. In addition, HIDTA task forces have dismantled gangs with major drug trafficking organization connections. HIDTA drug task forces conduct intensive surveillance of drug organizations; infiltrate street gangs; assist prosecutors in developing cases; and use specialized techniques to conduct sophisticated intelligence gathering, wire taps and investigations.
- The HIDTA Program concentrates federal, state and local law enforcement efforts in critically affected areas of the nation that dismantle or disrupt major drug trafficking organizations. Through improved investigations, adoption of state-of-the-art technologies and integrated agency activities, HIDTA task forces bring all Americans closer to safer, healthier, and more viable communities.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- Certain HIDTAs support demand reduction initiatives. For example, the Arizona Alliance Planning Committee collaborated with Arizonians for a Drug Free Workplace providing Arizona businesses and employees with drug-free workplace education, technical assistance and training for the detection of drug abuse in the workplace served over 2300 businesses.
- Per Congressional guidance, FY 2000 HIDTA funds addressing the treatment or prevention of drug use shall not be less than the funds obligated or expended during fiscal year 1999 for each HIDTA without the prior approval of the Committees on Appropriations.

### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The HIDTA Program concentrates America's drug control efforts in key areas to protect the Nation's frontiers from drug trafficking. Along the Southwest border and at major ports of entry, HIDTAs assist in developing border interdiction, intelligence, investigation and prosecution systems to develop and support cases against those who smuggle, launder money or engage in the international drug trade.

### **Goal 5: Break foreign and domestic drug sources of supply.**

- Participating agencies in the HIDTA Program disrupt both international and domestic drug trafficking by a systematic handling of complex intelligence, investigation, and technical issues. HIDTAs integrate federal, state and local law enforcement and prosecution agencies to develop sophisticated investigations of domestic and international drug trafficking organizations.
- Three HIDTAs specifically focus on domestic drug sources. The Appalachia HIDTA executes initiatives to reduce marijuana production, trafficking and distribution in Kentucky, Tennessee and West Virginia counties as well as other areas of the United States. Both the Midwest and Central Valley California HIDTAs provide significant assistance to federal, state and local law enforcement organizations that target domestic methamphetamine production and trafficking.

### **2001 Request**

- The total FY 2001 HIDTA drug control budget request is \$192 million to support all five Goals of the *National Drug Control Strategy*. This funding will continue efforts initiated in FY 2000 to include funding of the 31 HIDTA areas, and provides \$1.8 million for program auditing services.

## V. PROGRAM ACCOMPLISHMENTS

- The HIDTA Program advances the *National Drug Control Strategy* by, as a neutral entity, providing a coordination umbrella for federal, state and local agencies to combine drug control efforts through an outcome-focused, strategy-driven approach, which is developed by an equal partnership of regional law enforcement agencies. The balancing of power between the law enforcement leaders ensures the integration and synchronization of efforts to reduce drug trafficking, eliminate unnecessary duplication of effort, maximize resources, and improve intelligence and information sharing both within and between regions. Information sharing is coordinated at HIDTA Investigative Support Centers, which are built in every region to provide technical, analytical and strategic support to participating agencies and beyond with access to local, state, and federal agency databases and personnel. The effectiveness and success of the HIDTA Program is evidenced by current participation of 949 local, 172 state and 35 federal law enforcement agencies and 86 other organizations participating in 462 HIDTA-funded initiatives containing a multitude of multi-jurisdictional task forces.
- Regional HIDTA strategies include building collocated, multi-agency drug task forces and initiatives. Collocation and multi-jurisdictional task forces are fundamental program standards that promote achievement of strong levels of coordination and partnership building. These standards provide valuable opportunities for agencies to combine their wide range of knowledge, skills, jurisdictional powers and resources to target illicit drug organizations and drug-related crime, as well as to share information and resources, develop lasting teamwork, and even conduct cross training. Strategies are developed based on the identified regional drug trafficking threat. Every year each HIDTA reviews their strategy and initiatives to improve effectiveness and to respond to changes in the threat. By focusing and measuring outcomes, the HIDTA Program increases America's impact on the illicit drug trafficking industry and helps make our communities safer and free of drugs.
- Unprecedented in its goal to integrate the efforts of federal, state and local drug control agencies, the HIDTA Program has achieved significant levels of cooperation as was evident at the 1999 HIDTA Conference. Among the participants at this conference were ONDCP Director Barry R. McCaffrey, Attorney General Janet Reno, FBI Director Louis J. Freeh, DEA Acting Administrator Donnie R. Marshall, US Customs Commissioner Raymond W. Kelly and an additional 350-plus law enforcement leaders from around the nation. National awards were presented for accomplishments directly attributable to multi-agency, cooperative efforts in HIDTA initiatives. All 13 awards demonstrated the HIDTA Program's ability to enhance law enforcement agency efforts in achieving levels of success that could not have been achieved by individual efforts.
- Among the initiatives receiving a National HIDTA Award was a regionally conceived concept in a California HIDTA designed to impact the methamphetamine epidemic in California. This has now evolved to a nationally recognized initiative having major nationwide effect on the methamphetamine problem. The National Methamphetamine Chemical Initiative improves support of chemical precursor investigations and coordinates investigations, promotes information sharing and training

among law enforcement, prosecutors, judges, probation/parole, family services, etc., providing updates on current trends and methods of operation.

- Another example of the contributions made by HIDTA was Operation Impunity. This multi-agency investigation focused on Mexican-based cocaine smuggling organizations moving ton-quantities of cocaine into the US. This resulted in the identification of the command and control components of this criminal organization that ultimately culminated nationally with 92 arrests, cash seizures totaling over \$19 million, 12,000 kilograms of cocaine, 4,800 pounds of marijuana and \$7 million in assets.
- The Midwest HIDTA has developed a unique initiative that relieves scarce investigative resources from having to perform mundane tasks of securing small but abundant methamphetamine lab sites for cleanup. As a result, these investigators can now perform duties for which they have been trained and for which they are most needed.
- The extremely effective El Dorado Task Force initiative in the New York/New Jersey HIDTA consistently receives national recognition for its effectiveness in blocking drug traffickers from laundering their illicit drug proceeds through money remitters. Traffickers are forced to use other less secure methods to move their money, causing significant increases in law enforcement cash seizures.
- In another HIDTA initiative, regional law enforcement launched a relentless multi-agency attack to eradicate the illicit drug epidemic in the drug infested Washington Heights section of Northern Manhattan. Formerly known as the Northern Manhattan Initiative, the success of this project encouraged the expansion of this type of program across New York City. The results were increased safety of citizens by having substantially reduced drug-related crime and violence.
- Annual reports from the HIDTA regions highlighted significant numbers of arrests involving complex and sophisticated drug trafficking investigations conducted by collaborating law enforcement agencies. These major investigations included Operation Ramp Rats, involving employees of a major airline and other officials allegedly smuggling large amounts of drugs and weapons into the United States in the South Florida area. Operation “Septimo Cielo”, (Seventh Heaven), conducted by a Houston HIDTA multi-agency task force initiative resulted in 45 arrests, seizures of tons of marijuana and millions in cash and assets spanning several states. Using sophisticated surveillance techniques, the law enforcement officers were able to eliminate an entire criminal enterprise from its command and control structure down to street level distribution operations.

## SPECIAL FORFEITURE FUND

### I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$205.000	\$214.297	\$230.000
Goal 2	2.000	1.000	27.500
Goal 3	5.000	0.000	0.000
Goal 4	0.000	0.000	0.750
Goal 5	<u>4.500</u>	<u>0.000</u>	<u>0.750</u>
Total	\$216.500	\$215.297	\$259.000
<b>Drug Resources by Function</b>			
Prevention	\$205.000	\$214.297	\$230.000
Treatment	2.000	1.000	26.000
Research & Development	4.500	0.000	3.000
Treatment Research	<u>5.000</u>	<u>0.000</u>	<u>0.000</u>
Total	\$216.500	\$215.297	\$259.000
<b>Drug Resources by Decision Unit</b>			
Special Forfeiture Fund	<u>\$216.500</u>	<u>\$215.297</u>	<u>\$259.000</u>
Total	\$216.500	\$215.297	\$259.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
Total Budget	\$216.5	\$215.3	\$259.0
Drug Percentage	100%	100%	100%

### II. METHODOLOGY

- All resources are 100 percent drug-related.

### III. PROGRAM SUMMARY

- Section 712 of the National Drug Control Policy Reauthorization Act of 1998 re-authorized the Special Forfeiture Fund (SFF) to provide ONDCP supplementary resources to enhance drug control activities.
- SFF resources are derived through direct appropriations from the General Fund of the Treasury.



## IV. BUDGET SUMMARY

### 2000 Program

- The FY 2000 program includes \$215.3 million that supports Goals 1 and 2 of the *Strategy*.

#### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The FY 2000 program includes \$214.3 million for activities that support Goal 1 of the *Strategy*. This consists of \$184.3 million for the National Media Campaign and \$30.0 million for the Drug-Free Communities Program.
- **The National Youth Anti-Drug Media Campaign** is an integrated advertising and communications campaign harnessing the power of the media to educate and enable America's youth to reject illegal drugs. The campaign uses advertising, television programming, movies, music, the Internet and print media to influence young people's view of drug use and other risk behaviors. The campaign uses state-of-the-art advertising, marketing and technology to communicate key messages to young people and their adult influencers where they live, learn, work, play and pray.
- **The Drug-Free Communities Program** supports community anti-drug coalitions throughout the United States in developing and implementing comprehensive long term plans to prevent and treat substance abuse among youth. It is a catalyst for increased citizen participation in our efforts to reduce substance abuse among our youth and provide community anti-drug coalitions with the much needed funds to carry out their important missions. In FY 2001 new grants will be made to approximately 95 coalitions. All 215 current grantees are expected to reapply for an additional year of funding, bringing the total number of active grants to 311.

#### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The FY 2000 program includes \$1.0 million for activities to support the National Drug Court Institute.

### 2001 Request

- The total drug control FY 2001 budget request is \$259.0 million which supports goals 1, 2, 4, and 5 of the *Strategy*.

**Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The FY 2001 budget request includes \$230.0 million for activities which support Goal 1 of the *Strategy*. This consists of \$195.0 million for the National Media Campaign and \$35.0 million for the Drug-Free Communities Program.

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The FY 2001 budget includes \$25.0 million to support criminal justice treatment programs. This funding will compliment the \$75 million in new resources requested through the Office of Justice Programs supporting the Stop Drug Stop Crime Initiative. FY 2001 funding also includes \$1.5 million for the Counterdrug Intelligence Executive Secretariat (CDX), and \$1.0 million for the National Drug Court Institute, which support Goal 2 of the *Strategy*.

**Goal 4: Shield America's air, land and sea frontiers from the drug threat.**

- The FY 2001 budget includes \$0.8 million for the CDX which support Goal 4 of the *Strategy*.

**Goal 5: Break foreign and domestic drug sources of supply.**

- The FY 2000 budget includes \$0.8 million for CDX which support Goal 5 of the *Strategy*.

**V. PROGRAM ACCOMPLISHMENTS**

**Media Campaign.**

- The national advertising component of the media campaign was launched July 1998, with comprehensive participation from public health organizations, the media and entertainment industry, non-profit organizations, government and the private sector. This program targets specific audiences and age groups with a comprehensive message. Matches greater than 100 percent were obtained in public service efforts from media where public funds netted significant donations of public service time, particularly in minority and ethnic outreach by incorporating drug-prevention themes in the campaign.
- Through strategic partnerships, the Campaign is increasing the number of organizations and businesses through which accurate drug messages reach their target audiences. These alliances are extending Campaign messages to reach youth and parents in the communities where they live and in places where they spend most of their time – including schools, on line, at work and at play – helping build long-term substance abuse prevention activities. Media and advertising partnerships bring expertise to every aspect of the Campaign; all major television networks donated airtime, special programming and production of celebrity PSAs. Significant national partners playing critical roles in the Campaign include the Partnership for a Drug Free America, The Ad Council and the American Advertising

Federation. Other Campaign partners include organizations that have focused historically on young people, parents and substance abuse issues, education, and other fields with broad reach into target audiences. These include the Campaign's newest entertainment industry partner, the *Hollywood Reporter*, Youth Development partners such as *YMCA of the USA* and *National FFA Organization* (formerly the Future Farmers of America), and the *Girl Scouts USA*. Education partners helping to communicate anti-drug messages include the National Middle School Association and the National Association of Student Assistance Professionals, as well partnerships with major news organizations such as the Annie E. Casey School of Journalism for Children and Families, *Chicago Tribune*, *USA Today* and *New York Times*.

- The campaign developed Internet sites with industry giants like America Online (AOL). Content is being developed for campaign-related web sites. *Freevibe.com* helps youngsters make positive, well-informed, life-style decisions. The Parents' Drug Resource Center -- on AOL at Keyword "Drug Help"-- teaches parents about underage drug use, connects them to drug-help resources, and offers expert advice on child-rearing. Other Internet initiatives combine online banner ads with educational mini-sites, online sponsorships, promotions and interactive events.
- A fully integrated communications approach was instituted in 1999, at which time the Office of National Drug Control Policy focused on specific anti-drug themes and messages for advertising and other outreach efforts, such as partnerships, entertainment industry, Interactive media and sports. The advertising program was divided into four to six-week periods – a process called *flighting* – during which time a specific anti-drug message "platform" was communicated. Local coalitions and other partners could amplify these messages by adding their own messages and conducting related local events and activities.
- "Branding" was also introduced in 1999 to unite parent message platforms; create synergy between advertising and non-advertising programs and maximize campaign awareness and impact. The campaign's parent brand is "The Anti-Drug." It is a promise to provide America's youth and their parents with unequivocally honest and straightforward information -- no hype, just honest, factual information. "The Anti-Drug" branding was launched in September 1999 in new advertising, targeted at parents, for television, radio, print, out of home media and parenting brochures.
- During the past year, the campaign reached 90 percent of America's youth at least four times a week through advertising; and communicated advertising messages in eleven languages to youth and adults of various ethnic groups. The campaign represents the largest multicultural advertising and communications effort ever undertaken by the federal government, with messages and delivery tailored to ethnic audiences. It combines culturally competent and relevant messages designed by African American, Hispanic, and Asian-owned companies, to ensure the credibility of the messages and to enhance their impact.

## **Drug-Free Communities.**

- **The Drug Free Communities Program** awards grants directly to local community coalitions, which work to reduce substance abuse among youth and strengthen collaboration among organizations and agencies in the private and public sectors. Coalitions include representatives of youth, parents, businesses, the media, schools, youth organizations, civic groups, health care professionals, state, local, or tribal government agencies, and other organizations. Administration of the program represents a collaborative effort involving the Justice Department's Office of Juvenile Justice and Delinquency Prevention, which administers the grants, and the Center for Substance Abuse Prevention, which provides grantees training and technical assistance. An independent evaluation is being conducted to provide information on program processes and outcomes.
- In 1999 ONDCP awarded 215 grants, 124 new grants and 91 reapplication grants from 1998. These coalitions are located in 45 states, Puerto Rico, and the U.S. Virgin Islands. Fifteen were awarded to Native American communities and approximately one third awarded to small towns or rural areas.

# U.S. SMALL BUSINESS ADMINISTRATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 3	<u>\$4.000</u>	<u>\$3.470</u>	<u>\$0.000</u>
Total	\$4.000	\$3.470	\$0.000
<b>Drug Resources by Function</b>			
Prevention	<u>\$4.000</u>	<u>\$3.470</u>	<u>\$0.000</u>
Total	\$4.000	\$3.470	\$0.000
<b>Drug Resources by Decision Unit</b>			
Education	\$4.000	\$3.470	\$0.000
Program Administration	<u>0.000</u>	<u>0.000</u>	<u>\$0.000</u>
Total	\$4.000	\$3.470	\$0.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	0	0	0
<b>Information</b>			
Total Agency Budget	\$820.0	\$877.0	\$1,067.0
Drug Percentage	0.5%	0.4%	0.0%

## II. METHODOLOGY

- All resources are 100 percent drug-related.

## III. PROGRAM SUMMARY

- The mission of the U.S. Small Business Administration (SBA) is to help Americans start, maintain, and expand their small businesses and recover from disasters.
- SBA's Drug-Free Workplace Demonstration Program (DFWP) was established by the Drug-Free Workplace Act of 1998 and it allows SBA to:
  - award grants to eligible intermediaries to assist small businesses financially and technically in establishing DFWP programs; and
  - award contracts to the Small Business Development Centers to provide information and assistance to small businesses with respect to establishing DFWP programs.

- Among the activities that will be performed by the grant and contract recipients are:
  - providing financial assistance to small businesses as they set up drug-free workplace programs (e.g., free or reduced costs for EAP services and/or drug testing);
  - educating small businesses on the benefits of a drug-free workplace;
  - encouraging small business employers and employees to participate in DFWP programs; and
  - educating parents that work for small businesses on how to keep their children drug-free.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- SBA is allocating \$3.5 million in support of the Drug-Free Workplace Demonstration Programs.

##### **2001 Request**

- No funding is requested for this program in FY 2001.

#### **V. PROGRAM ACCOMPLISHMENTS**

- The first quarterly report from the grant and contract recipients is due to SBA no later than January 31, 2000. This report will be reviewed by individuals from SBA, ONDCP, Department of Labor and Department of Health and Human Services, and will provide information on actual accomplishments.

# BUREAU FOR INTERNATIONAL NARCOTICS AND LAW ENFORCEMENT AFFAIRS

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 4	\$17.495	\$15.620	\$16.140
Goal 5	<u>471.705</u>	<u>258.221</u>	<u>250.860</u>
Total	\$489.200	\$273.841	\$267.000
<b>Drug Resources by Function</b>			
International	<u>\$489.200</u>	<u>\$273.841</u>	<u>\$267.000</u>
Total	\$489.200	\$273.841	\$267.000
<b>Drug Resources by Decision Unit</b>			
Counterdrug Programs	<u>\$489.200</u>	<u>\$273.841</u>	<u>\$267.000</u>
Total	\$489.200	\$273.841	\$267.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	132	159	159
<b>Information</b>			
Total Agency Budget	\$493.600	\$303.841	\$312.000
Drug Percentage	94.5%	90.1%	84.0%

## II. METHODOLOGY

- All Department of State Bureau of International Narcotics and Law Enforcement Affairs (INL) programs, except those appropriated for international crime and justice activities, are scored as 100 percent drug-related.

## III. PROGRAM SUMMARY

- The mission of the Bureau for International Narcotics and Law Enforcement Affairs is to develop, implement and monitor U.S. international counternarcotics strategies and foreign assistance programs that support the President's *National Drug Control Strategy*. Two of INL's primary mandates are in response to the Andean Strategy, which provides the focus for drug control in the major coca producing countries, and the heroin strategy, which addresses global aspects of this problem. INL functions also include foreign policy formulation and coordination, program management and diplomatic initiatives. The Department's drug control programs support Goals 4 and 5 of the *National Drug Control Strategy* as described below.

➤ INL conducts narcotics law enforcement training in cooperating countries to improve the

technical and investigating skills of drug law enforcement and to increase the cooperation and coordination between U.S. and foreign law enforcement officials. INL also supports participation by some 20 transit zone government enforcement agencies in a cooperative interdiction intelligence project with the El Paso Intelligence Center (EPIC).

- INL country programs improve foreign government institutional capabilities to implement comprehensive national drug control plans that reduce the availability of illicit drugs and address other drug-related crimes, including money laundering. INL supports interregional aviation programs to assist cooperating governments' drug crop eradication and attacks on drug processing sites, and supports international organization programs that promote increased international cooperation in counternarcotics efforts. INL also provides training and assistance to governments, NGOs, and international organizations to support the development of prevention and treatment programs aimed at increasing public awareness of the drug threat and strengthening the international coalition against this problem.

#### **IV. BUDGET SUMMARY**

##### **2000 Base Program**

- This does not include the President's proposal announced January 11, 2000, for a comprehensive \$1.3 billion program to assist Colombia and other Andean countries in vital counternarcotics efforts. Refer to the U.S. Support for Plan Colombia and Andean Region paper in the *Budget Summary*.

##### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The 2000 base program includes \$15.6 million for law enforcement activities, which support Goal 4 of the *National Drug Control Strategy*.
- These resources fund programs that assist cooperating governments adjacent to U.S. borders and in the transit zone to maintain enforcement organizations that provide information to, and operate cooperatively with, U.S. interdiction authorities.

##### **Goal 5: Break foreign and domestic drug sources of supply.**

- The 2000 base program contains \$258.2 million for drug-related international programs, which support Goal 5 of the *National Drug Control Strategy*. This includes \$173.2 million for Latin American country programs, \$15.3 million for Asia/Africa/ Middle East country programs, \$50 million for interregional aviation programs, \$12 million for international organization programs, \$9 million for centrally-funded law enforcement training and demand reduction activities, \$5 million for systems support and upgrades, and \$9.3 million for program development and support activities.
- INL country programs address the unique counternarcotics issues in Latin America, Asia, Africa, and the Middle East source and transit countries. These include programs to improve foreign government institutional capabilities to implement comprehensive national drug control plans that



reduce cultivation of crops destined for illicit drug use; prevent, control, or punish traffic in illicit drugs or related crimes including money laundering; and reduce demand for drugs through public awareness, prevention, and treatment.

- Interregional aviation programs support agencies of cooperating governments to eradicate drug crops by aerial-applied herbicides or by providing support for manual destruction; provide mobility for operations against drug processing and reconnaissance in support of these missions; and transport goods and persons to support drug control activities.
- INL international organization programs provide funds to international organizations such as United Nations Drug Control Program (UNDCP), the Organization of American State's Inter-American Drug Abuse Control Commission (CICAD) and the Colombo Plan's Drug Advisory Program. These programs help to foster increased international cooperation in counternarcotics efforts, including drug control activities in certain source countries where U.S. bilateral access is constrained.

## **2001 Request**

- The total FY 2001 INL drug control budget request is \$267 million, a decrease of \$6.8 million from the FY 2000 plan. Refer to the U.S. Support for Plan Colombia and Andean Region paper in the *Budget Summary*.

### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The total drug control request for Goal 4 activities for FY 2001 is \$16.1 million, an increase of \$0.5 million over the FY 2000 request, sustaining current programs and supporting the following program enhancements:
  - An increase for additional regional training requirements aimed at improving local law enforcement capabilities in transit zone countries.
  - A slight increase for regional interdiction programs for Central America and the Caribbean.

### **Goal 5: Break foreign and domestic drug sources of supply.**

- The total drug control request for Goal 5 activities for FY 2001 is \$250.9 million, a net decrease of \$7.4 million from FY 2000 (anticipates FY 2000 emergency supplemental for Colombia). This level will support the following program activities:
  - **Country Programs.** The requested funding will support law enforcement and judicial programs designed to disrupt illicit drug trafficking through identification of trafficker groups, arrest and subsequent prosecution. Requested funds will bolster legal alternative crop programs for farmers in Bolivia and Peru, while increasing eradication activities to continue the net

reduction of illicit coca cultivation. Assistance to Colombia will concentrate on discouraging cultivators or would-be cultivators through aerial eradication in the Putumayo region, and through limited alternative development programs. Included for FY 2001 is a decrease in funding for such activities in Colombia from \$50 million in FY 2000 to \$35 million (INL anticipates that request will be augmented through FY 2000 emergency supplemental funds), an increase in Bolivia from \$48 million to \$52 million, and sustained funding in Peru at \$48 million. Mexico program funding will be straightlined at \$10 million to concentrate on judicial sector training, law enforcement activities and the Southwest Border Initiative.

- **Interregional Airwing.** Interregional Airwing funding will be sustained at \$50 million for FY 2001. This amount will provide for aerial eradication operations in Colombia; aerial logistical support requirements for eradication and law enforcement activities in Colombia, Bolivia and Peru; for temporary regional deployments to Central America; and for adjustments to contract costs based on negotiated modifications. Desired results include further net reductions in coca and opium poppy cultivation and increased interdiction operations. The funding request is also aimed at institution building within the three Andean country aviation programs so that American support presence can be lowered over the next few years.
- **International Organizations.** International Organizations funding will be straight-lined at \$12 million. The request level will support the U.S. Government pledges to Organization of American States Inter-American Drug Advisory Program (OAS/CICAD) and the United Nations Drug Control Program, the later which will help to start or strengthen a number of programs, often in countries with no bilateral relationship with the U.S., and to support United Nations General Assembly Special Session goals regarding the elimination of all illicit drug crops by 2008. Many such programs -- demand reduction, alternative development, judicial reform and chemical controls, for example -- are critical to the success of U.S. Government anti-drug efforts.
- **Law Enforcement Training and Demand Reduction.** The FY 2001 request of \$10 million represents a \$1 million increase over FY 2000, which will provide additional training aimed at improving the technical and investigative skills of high priority anti-drug law enforcement personnel, with increased emphasis on financial crimes related to the drug trade.
- **Systems Support/Upgrades.** Systems Support and Upgrades funding request will be decreased to \$4 million for FY 2001. The request level will provide funds for continued C-26 support, airborne surveillance systems for C-26 platforms, OV-10 refurbishment and A-10 testing.
- **Program Development and Support.** Program Development and Support funding, which covers Washington staff operating expenses, will increase by \$2.2 million to a total of \$11.5 million to fund an additional 27 foreign and civil service program officer, senior advisor and administrative personnel FTE authorized by the Department.

## V. PROGRAM ACCOMPLISHMENTS

- Over the past year, INL's programs have had a significant impact on strengthening international drug and crime control efforts. Much of this success is due to focusing efforts on the "center of gravity" of the drug and crime threats: on the drug crops, narcotics kingpins, and crime bosses who plot to eviscerate the rule of law, and the authorities and institutions struggling to uphold it. Countries that have historically blamed the drug and crime problems on the U.S. market are increasingly focusing on the dangers drugs and crime pose to their own people, and to their democratic and free market institutions. As a result, cooperation with the United States is improving and efforts are producing positive results.
- Coca production is declining and is now at the lowest level since we began keeping statistics in 1987; net cultivation is down a remarkable 66% in Peru alone since 1995. In Bolivia, the political will shown by the Banzer administration and its efforts to eradicate illicit coca combined to produce a record amount of over 15,000 hectares of coca eradicated for CY 1999. The Bolivians are on track to completely eliminate illicit coca cultivation by 2002.
- Colombia, faced with especially challenging geographic, topographic, and security challenges in the drug cultivation zones, continued with a massive aerial-applied herbicide spray campaign. The program has succeeded in stabilizing the poppy crop and reducing coca cultivation in the areas where eradication operations are conducted.
- On September 27, the U.S. Coast Guard cutter *Gentian* was recommissioned as the Caribbean support tender. Crewed with seamen from various Caribbean States and the U.S. and with over \$1.1 million in INL-funded spare parts, it will provide training and technical assistance to Caribbean State's vessels, including repair and preventive maintenance, which will enhance law enforcement and interdiction capabilities in the region.
- Cooperation between the U.S. Coast Guard and the Mexican Navy improved markedly, resulting in four multi-ton seizures of cocaine from vessels off the western coast of Mexico. Over 25 tons of cocaine was seized in the last six months alone from these cooperative operations.
- INL launched a major new multi-year alternative development project in Phongsali Province, Laos, to include roads, dams, irrigation and alternative agricultural training. The Phongsali project follows the model of the highly successful Houaphanh project.
- Thailand's eradication and crop substitution programs remain among the world's most effective. Net opium production is down 91 percent from 1985 when estimates were first made. The International Law Enforcement Academy in Bangkok opened this past year and has provided a new regional focus on counternarcotics training.
- After years of work by the Government of Pakistan and funding provided by INL, poppy has been essentially eradicated in those areas where alternative development is available. Only a few remote

areas not reached by roads still produce opium.

- INL has encouraged and assisted governments in strengthening their judicial and banking systems resulting in modernized laws, improvements in court systems, and progress on extradition.
- Foreign law enforcement training and assistance has improved the ability of foreign governments to find and prosecute major criminals that target the United States. All of the leaders of Colombia's once notorious cocaine cartels are dead or in jail; Mexico, Thailand, and other major drug countries are for the first time directly attacking the top kingpins. Many, including most recently Colombians, are being extradited to the United States.

# EMERGENCIES IN THE DIPLOMATIC AND CONSULAR SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 5	<u>\$1.000</u>	<u>\$1.000</u>	<u>\$1.000</u>
Total	\$1.000	\$1.000	\$1.000
<b>Drug Resources by Function</b>			
International	<u>\$1.000</u>	<u>\$1.000</u>	<u>\$1.000</u>
Total	\$1.000	\$1.000	\$1.000
<b>Drug Resources by Decision Unit</b>			
Narcotics Rewards	<u>\$1.000</u>	<u>\$1.000</u>	<u>\$1.000</u>
Total	1.000	1.000	1.000
<b>Drug Resources Personnel Summary</b>			
Total FTEs	---	---	---
<b>Information</b>			
Total Agency Budget	\$17.5	\$5.5	\$11.0
Drug Percentage	6.0%	18.0%	9.0%

## I. METHODOLOGY

- The drug portion of the Emergencies in the Diplomatic and Consular Service appropriation consists exclusively of the narcotics rewards program. The amount budgeted for a given year is driven by the inflow of information leading to the arrest and conviction of individuals involved in narco-terrorism incidents or the frustration of such incidents.
- The amount determined for a given reward is based on several factors, including the nature of the subject trafficker, the value of the information provided, and local circumstances.
- Payment amounts are initially recommended by post, reviewed by an inter-agency committee, and approved by both the Secretary of State and the Attorney General.

## II. PROGRAM SUMMARY

- The Narcotics Rewards Program was established by Congress in 1986 as a tool to assist the U.S. Government in identifying and bringing to justice the major narcotics traffickers responsible for bringing hundreds of tons of illicit drugs into the United States each year.
- The Department of State's Emergencies in the Diplomatic and Consular Services (EDCS) appropriation administers the Narcotics Rewards program, and closely coordinates

management activities for the program with the Department's Bureau for International Narcotics and Law Enforcement Affairs (INL). The Department's drug control programs support Goal 5 of the National Drug Control Strategy, "Break Foreign and Domestic Drug Sources of Supply".

- INL closely coordinates program management with the Department of Justice, the Drug Enforcement Administration and other interested U.S. agencies.
- Drug control funds available under this appropriation provide rewards for information concerning international narco-terrorism activities. Authorization to make narco-terrorism reward payments is detailed in the Anti-Drug Abuse Act (P.L. 100-690), the International Narcotics Control Act of 1989 (P.L. 101-231), and the State Department Basic Authorities Act, as amended (P.L. 105-323). The latter legislation increased the individual ceiling on these rewards to \$5 million. The EDCS narco-terrorism program supports the federal drug control priorities by strengthening international cooperation and actions against narcotics production, trafficking, and use.

### **III. BUDGET SUMMARY**

#### **2000 and 2001 Program**

- In FY 2000 and FY 2001, resources will be provided at the FY 1999 level. This will continue the narco-terrorism rewards program, which supports Goal 5 of the Strategy.

### **IV. PROGRAM ACCOMPLISHMENTS**

- The EDCS rewards program has continued to make progress in the development of a comprehensive publicity campaign, utilizing a variety of innovative approaches ranging from an Internet Home Page to public service announcements and promotion of its program through other DEA and FBI activities. The reward program is fully integrated into a key interagency counter-narcotics intelligence group focused on Latin America and continues to promote vital information to enhance other law enforcement efforts.

# PUBLIC DIPLOMACY

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request*</b>
<b>Drug Resources by Goal</b>			
Goal 5	<u>\$8.500</u>	<u>\$8.000</u>	<u>\$8.800</u>
Total	\$8.500	\$8.000	\$8.800
<b>Drug Resources by Function</b>			
International	<u>\$8.500</u>	<u>\$8.000</u>	<u>\$8.800</u>
Total	\$8.500	\$8.000	\$8.800
<b>Drug Resources by Decision Unit</b>			
Overseas Missions	\$6.500	\$6.600	\$7.200
Information Programs, Exchanges and Research	<u>1.600</u>	<u>1.400</u>	<u>1.600</u>
Subtotal, Information and Cultural Programs	8.100	8.000	8.800
Broadcasting	<u>0.400</u>	<u>0.000</u>	<u>0.000</u>
Total	\$8.500	\$8.000	\$8.800
<b>Drug Resources Personnel Summary</b>			
Information and Cultural Programs	79	78	78
Broadcasting	<u>4</u>		
Total FTEs	83	78	78
<b>Information</b>			
Total Agency Budget**	\$1,101.6	\$441.3	\$621.3
Drug Percentage	0.7%	1.8%	1.4%

\* Pursuant to the Foreign Affairs Reform and Restructuring Act of 1998, as contained in P.L. 105-277, the United States Information Agency (USIA) was integrated into the Department of State and the Broadcasting Board of Governors (BBG), formerly part of USIA, become a separate federal entity by October 1, 1999. On that same date, USIA's research office merged with the Department's Bureau of Intelligence and Research. Thus, neither research nor broadcasting remains part of the Department's Public Diplomacy function in FY-2000 and FY-2001. When discussing activities that took place during FY 1999, the terms USIA and USIS will be used.

\*\* For FY 1999: USIA appropriation; for FY 2000: Diplomatic and Consular Programs appropriation, public diplomacy earmark (\$235.3 million), plus Educational and Cultural Exchanges appropriation (\$204.1 million); for FY 2001: Diplomatic and Consular Programs appropriation, public diplomacy request (\$246.6 million), plus Educational and Cultural Exchanges request (\$225 million).

## II. METHODOLOGY

- The drug percentage figure is based on estimates provided by the six geographic area offices, the Bureau of Educational and Cultural Affairs and the Office of International Information Programs.
- The FY 1999 actuals reflect cost breakdowns that existed prior to October 1, 1999. For FYs 2000 and 2001, as noted, there is an independent international broadcasting entity that includes the Voice of America and a television production division. In addition, the Office of Research and Media Reaction merged with the Department's Bureau of Intelligence and

Research (INR) and is no longer identified with the public diplomacy function. Therefore, total public diplomacy drug resources exclude these two previously reported decision units.

- Programs involving grants--including speaker programs, educational exchanges and foreign visitors to the U.S.-- which are directly attributable to drug control are easy to identify. It is more difficult to calculate the drug control portion of other activities: the cost of radio broadcast and Internet sites, for example, are spread over a number of thematic areas. An attempt has been made to estimate some of those amounts. Areas in which the costs are not possible to attribute to drug control include the press support provided by overseas posts for visiting U.S. officials and the contact work done by officers in the field with key foreign publics.

### III. PROGRAM SUMMARY

- The mission of Public Diplomacy is to inform foreign audiences about United States Government policies. This mission, previously performed by USIA, continues, albeit through slightly different mechanisms under the leadership of the Under Secretary for Public Affairs and Public Diplomacy. Through the use of multilingual media products, exchange programs and the activities of its overseas posts, public diplomacy explains policy within a foreign cultural context and seeks to influence public opinion through interaction with key host country media, academic institutions, government departments and NGOs. Public diplomacy officers abroad also seek to facilitate contact and broaden the dialogue between U.S. institutions and their counterparts in other countries.
- Public diplomacy's drug control efforts support Goal 5 of the *National Drug Control Strategy*-- "Break foreign and domestic drug sources of supply." Public affairs programming is designed to build understanding and support for U.S. international counterdrug activities. It provides timely and accurate information about U.S. policies and programs, demonstrates the threat posed by drug trafficking to source and transit countries, and strengthens the capacity of foreign countries to fight drug abuse, trafficking and related criminal activities. Public diplomacy's counterdrug programs are carried out in the following ways:
  - **Overseas Posts.** Public diplomacy officers at 192 U.S. Missions in 141 countries direct public affairs programs on drug issues under the direction of the ambassador and in close collaboration with State, DEA and other U.S. Government agencies. Public diplomacy offices provide information products to the media, organize press support for visiting U.S. Government officials, build relationships with key government and non-government organizations, and administer exchange-of-persons programs. The drug-producing and transit countries of Latin America continue to be the State Department's primary focus for building public support against illegal drugs. Posts in the heroin-producing and drug transit countries of Asia, Africa and Europe conduct more limited programs.
  - **Information and Exchanges.** The State Department supports the activities of its overseas posts with products and services from its Washington headquarters: news, official texts, and other materials on drug issues are transmitted electronically to the field



or posted on various Internet sites; American experts are recruited to participate in speaker programs, teleconferences and seminars; and reference services are available to respond to inquiries from mission contacts. Professional and academic exchange programs on drug related issues are conducted to enable Americans and their international counterparts to compare techniques and experiences.

- **Broadcasting.** In FY-99, USIA regularly provided news, features and interviews on drug issues through the Voice of America's 52 language services and through affiliated media outlets Radio Marti, Radio Free Europe, Radio Liberty and Radio Free Asia. The State Department looks forward to maintaining a productive working relationship with the new BBG broadcasting entity that has responsibility for the aforementioned activities. The broadcasting entity also transmits news stories, public service announcements and documentaries for use at field posts or for rebroadcast by foreign media on counter-narcotics and demand reduction matters. The interactive programs division of WORLDNET television service has become a part of State Department Public Affairs, and is no longer identified with the overseas public diplomacy function.

#### **IV. BUDGET SUMMARY**

##### **FY 2000 Program**

##### **Goal 5: Break foreign and domestic drug source of supply.**

- The Department's Public Diplomacy budget estimate for FY-2000 totals \$8.0 million.
- A total of \$6.6 million will be spent on drug-related public diplomacy activities at overseas missions. This base program includes the cost of media programs, salaries and administrative overhead, and local costs for seminars and speaker programs. It does not, however, include expenses paid directly by Narcotics Affairs Sections in support of public diplomacy programs, particularly on demand reduction and prevention. In FY-98, USIA implemented an international public affairs strategy in concert with other USG agencies to improve coordination and effectiveness of U.S. Government expenditures across agencies on public diplomacy concerning drug control. This practice will continue.
- Washington-based activities will cost \$1.4 million, including: (1) International Visitor, Hubert Humphrey, Fulbright and other drug-related exchange programs (\$1.0 million); (2) information programs including teleconferencing, speaker programs, texts, background articles, and reference services (\$0.3 million); (3) overall policy coordination (\$0.1 million).

##### **FY 2001 Request**

- For FY 2001, \$8.8 million is requested to support anti-drug programs. This will allow public diplomacy entities to maintain FY-2000 programming levels by providing an increase of \$800,000 to cover anticipated increases in overseas and domestic salaries and other operation costs but no new program initiatives. Most of these resources will continue to focus on efforts in the Western Hemisphere.

## V. PROGRAM ACCOMPLISHMENTS

- **Overview.** In FY 1999, the U.S. Information Agency (USIA) and its U.S. Information Service (USIS) posts abroad employed the entire range of program tools to advance Goal 5 of the *National Drug Control Strategy*. Many activities provided support for the *Strategy* by ensuring that foreign publics had accurate information about U.S. policies and “best practices.” These efforts contributed to strengthening support for and understanding of U.S. actions to control drugs at home and abroad.
- **USIS Finland and Estonia** arranged a ten-day, program for four experts dealing with drug trafficking in the Baltic Sea area. Participants included the Head of the Helsinki Police Drug Unit, a Senior Customs Enforcement Officer, and the Commissioner of the Tallinn Police Drug Unit. They met with a broad range of federal, state and local officials to examine, *inter alia*, U.S. Government drug control policy, law enforcement, international cooperation in fighting organized crime, intelligence, inter-agency cooperation, border issues, drug trafficking, and passenger profiling.
- **Mexico’s** Jalisco Education, Health, Public Security Departments and the District Attorney's Office are coordinating on the Drug-Free Schools project being carried out in approximately 2,500 schools throughout the state. The program is based on examples of similar projects in the United States, from information and books provided by USIS Guadalajara and other U.S.-based sources.
- As part of **USIS Bangkok’s** ongoing efforts on bilateral narcotics issues, the post supported a seminar on "Criminal Justice and Drug Control: Policy and Measures Revisited," which was opened by the Deputy Prime Minister/Minister of Justice and the U.S. Ambassador. The keynote speaker was a noted U.S. legal expert who has dealt extensively with narcotics cases and who came to Thailand under USIA auspices for a two-week professional in residence grant to work with the Thailand Criminal Law Institute.
- **USIS Lima** reports that the new Rector of Villarreal University, a former International Visitor and Fulbrighter, announced a new anti-drug Masters program. Representatives of CEDRO (Peru's leading anti-drug NGO), USIS, the Narcotics Assistance Section (NAS), and the Fulbright Commission met with the Minister of Education and the Rector, to discuss the new program which will allow graduates to apply their particular specialties to the fight against drugs while earning a Masters degree. In the future, the Public Affairs Section of the Embassy (former USIS) will continue to support the program with speakers and specialists, and NAS and other Embassy entities will also work to assist in the development of this Mission priority program.

# UNITED STATES COAST GUARD

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 4	\$806.574	\$564.783	\$608.356
Goal 5	<u>8.677</u>	<u>8.851</u>	<u>9.049</u>
Total	\$815.251	\$573.634	\$617.405
<b>Drug Resources by Function</b>			
Interdiction	\$811.769	\$569.921	\$612.842
Research & Development	<u>3.482</u>	<u>3.713</u>	<u>4.563</u>
Total	\$815.251	\$573.634	\$617.405
<b>Drug Resources by Decision Unit</b>			
Operating Expenses (OE)	\$537.052	\$518.928	\$565.168
Acquisition, Construction, and Improvements (AC&I)	274.717	50.993	47.674
Research, Development, Test and Evaluation (RDT&E)	<u>3.482</u>	<u>3.713</u>	<u>4.563</u>
Total	\$815.251	\$573.634	\$617.405
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	7,507	7,061	7,131
<b>Information</b>			
Total Agency Budget	\$4,473.0	\$4,306.9	\$4,733.8
Drug Percentage	18.2%	13.3%	13.0%

## II. METHODOLOGY

- The methodology, described below, provides a summary of how the Coast Guard develops its Drug Control Budget estimates. It should be noted that the Coast Guard does not have a specific appropriation for drug interdiction activities. All drug interdiction operations, capital improvements/acquisitions and research and development activities are funded out of the Coast Guard appropriations mentioned below. The Coast Guard's accounting system is facilities-based and accounts for resources expended by the operating and support elements of the Coast Guard, but not by mission areas. In addition, these facilities, such as ships and aircraft, are multi-mission capable and carry out an array of Coast Guard missions. Finally, the Coast Guard does not have an accounting system designed to specifically capture personnel and personnel cost data by mission.
  
- The Coast Guard's multi-mission nature strengthens its ability to provide effective and efficient public services. However, this flexibility makes it challenging to identify resources expended on each specific mission area. As a result, the Coast Guard has developed a cost allocation model

called the Program Budget. The Program Budget model, originally designed to provide an allocation based on historical expenditure data by mission area, has been continually improved and is used to allocate budget authority to the mission areas of the Coast Guard, such as Drug Interdiction. This methodology bridges the gap between Coast Guard appropriations and accounting systems, and the primary mission areas that support the Coast Guard's strategic goals.

- **Operating Expenses (OE) Appropriation:** OE funds are used to operate Coast Guard facilities, maintain capital equipment, improve management effectiveness, and recruit, train, and sustain all active duty military and civilian workforce personnel. The Program Budget model systematically allocates OE dollars to primary missions and operating programs, such as Drug Interdiction. The methodology uses various cost drivers, such as the hours cutters, aircraft, boats, and marine safety personnel normally spend on various types of missions, to allocate costs to all Coast Guard mission areas.
- **Acquisition, Construction & Improvements (AC&I) Appropriation:** AC&I funds are used to acquire, construct and improve capital equipment, systems and assets. The Coast Guard uses the Program Budget model data to do a line item analysis of AC&I projects to allocate costs to each mission area. AC&I project costs are allocated based on the percentage of time the asset, or asset class, being acquired, constructed or improved, is expected to contribute towards primary mission and operating programs, such as Drug Interdiction.
- **Research, Development, Test & Evaluation (RDT&E) Appropriation:** RDT&E funds are used for research and development efforts designed to support or enhance Coast Guard mission performance. This decision unit contains funding associated with both direct and indirect support of the Drug Interdiction mission area. Funding for the direct project support is based on R&D tasks performed solely to assist and improve drug detection and interdiction. Funding for indirect project support is based on those R&D tasks done for other mission programs that will also influence or improve drug law enforcement. Since release of the 1999 NDCS Budget Summary, this methodology has been updated to reflect allocation of drug-related personnel costs not included in previous submissions.
- **Goals and Functions:** Coast Guard drug control efforts contribute primarily to achieving the supply reduction goals of the *Strategy*. The vast majority of Coast Guard drug interdiction operations are designed to reduce the flow of drugs entering the United States and directly support Goal 4 of the *Strategy*: Shield America's Air, Land, and Sea Frontiers from the Drug Threat. As such, most drug interdiction funding, or costs, are allocated to Goal 4 using the above methodologies. The Coast Guard also supports the objectives of Goal 5 of the *Strategy*: Break Foreign and Domestic Drug Sources of Supply. The amount allocated to this goal represents the cost of providing aircraft for Operation LASER STRIKE, the portion of intelligence resources focused on source country issues and costs for personnel that carry out international training efforts in source countries.

The Coast Guard arrays funding information into two primary functions, Interdiction and Research and Development. All funding, or costs, are listed under the interdiction function with the exception

of those allocated to drug interdiction activities within the RDT&E Appropriation and reported under the Research and Development function. It should also be noted that the Coast Guard does carry out Intelligence and International functions, but as these are in direct support of interdiction operations, they are not listed separately.

- **Personnel:** Full time equivalent (FTE) information is calculated following the same baseline approach used to formulate the drug funding for the OE, AC&I and RDT&E appropriations. The baseline drug percentage is applied to the estimated FY 1999 – 2001 personnel totals for each appropriation. Due to the Coast Guard's multi-mission nature, this methodology portrays the best allocation possible of FTE to the Drug Interdiction mission area. Since release of the 1999 NDCS Budget Summary, this methodology has been updated and the FTE levels included in this summary are based upon the new methodology.

### III. PROGRAM SUMMARY

- Maritime drug interdiction is an integral component of the *National Drug Control Strategy*. The Coast Guard enforces federal laws in the transit and arrival zones as the Nation's principal maritime law enforcement agency with jurisdiction on, under and over the high seas and U. S. territorial waters. As part of the Coast Guard's Maritime Security mission area, the Coast Guard's drug interdiction goal is to reduce the supply of illegal drugs entering the United States by denying maritime smuggling routes as part of the interagency effort to impact the market for illegal drugs. Achieving this goal is in alignment with ONDCP's Performance Measures of Effectiveness (PME) system that specifically targets a reduction in the rate at which illegal drugs successfully enter the United States from the transit and arrival zones.
- Coast Guard drug interdiction responsibilities are prescribed in the 2000 *National Drug Control Strategy*. This *Strategy* includes five goals and thirty-one objectives intended to focus a national effort that will reduce illegal drug use and availability by 50 percent during the ten-year period beginning with FY 1998 and ending in FY 2007. In support of the *National Drug Control Strategy*, the Coast Guard has developed a ten-year Counterdrug Strategic Plan, Campaign STEEL WEB. This plan is a comprehensive approach to maritime counterdrug law enforcement in the transit and arrival zones. The cornerstones of this strategy are:
  - Maintain a strong interdiction presence highlighted by agile and flexible operations in the transit and arrival zones. This will be accomplished through a series of sequential pulse operations designed to deny smugglers access to maritime routes and deter trafficking activity;
  - Strengthen ties with source and transit zone nations to increase their willingness and ability to reduce the production and trafficking of illicit drugs within their sovereign boundaries, including territorial seas. This will be accomplished through increased engagement designed to deny smugglers safe havens and enhance the law enforcement capabilities of these nations' maritime forces;

- Support interagency and international efforts to combat drug smuggling through increased cooperation and coordination; and
- Promote efforts to reduce illegal drug and alcohol use in the maritime environment;
- Highlights of the Coast Guard's drug control programs are listed below by the *National Drug Control Strategy* Goal and initiatives they support.

**Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The Coast Guard aims to conduct effective, agile interdiction operations directed at high threat drug smuggling activity to significantly impact maritime trafficking routes and modes through seizures, disruption and displacement. To this end, the Coast Guard:
  - Deploys a fleet of vessels and aircraft that are equipped with sensors, communications systems and detection technologies guided by coordinated intelligence to target, track, identify, stop, and interdict drug traffickers in the maritime transit and arrival zones. These large cutters, patrol boats, maritime patrol aircraft, helicopters and various small boats provide a critical maritime interdiction presence;
  - Participates in coordinated and joint operations with law enforcement agencies, DoD, and international partners to enhance the effectiveness of transit and arrival zone interdiction efforts. The Coast Guard plans and executes cooperative operations enhancing detection, tracking, interdiction, and apprehension in the transit and arrival zones;
  - Deploys Coast Guard Law Enforcement Detachments aboard U.S Navy and foreign naval vessels to provide critical law enforcement expertise and authority required to carry out interdiction operations throughout the transit zone; and
  - Supports the *Strategy's* impact target of reducing the rate at which illegal drugs enter the United States 10 percentage points by FY 2002 and 20 percentage points by FY 2007.

**Goal 5: Break foreign and domestic drug sources of supply.**

- The Coast Guard conducts combined law enforcement operations with nations in the source and transit zones. These operations provide training, bolster the participating nations' law enforcement capabilities and strengthen their political will to fight the adverse impacts of illicit smuggling.
- Coast Guard policy and legal experts, in conjunction with the Department of State, negotiate maritime counterdrug agreements with source and transit zone countries. These agreements promote seamless law enforcement efforts and facilitate the exercise of host nation authority. Through such initiatives, the Coast Guard strives to make territorial boundaries as functionally transparent to law enforcement forces as they are to the smuggling community.

- The Coast Guard plays a leadership role in multinational initiatives such as the United Nations Drug Control Program (UNDCP). Multinational organizations coordinate international and regional drug control programs to ensure greater alignment of participating nations' goals and drug control efforts.
- The Coast Guard provides ongoing support to lead agencies focused on Goal 5 programs that are designed to reduce the flow of drugs from source countries. These efforts include providing aircraft and personnel for Operation LASER STRIKE, intelligence resources concentrating on source country activities, and personnel for international training in source countries.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The Coast Guard's total FY 2000 Drug Program level for all accounts is estimated at \$573.6 million. This level will provide for drug interdiction related activities in support of Goals 4 and 5 of the *Strategy*. This total includes \$518.9 million for Operating Expenses (OE); \$51 million for Acquisition, Construction, and Improvements (AC&I); and \$3.7 million for Research, Development, Test and Evaluation.
- The overall FY 2000 program is focused on sustaining both the current tempo of operations and the effectiveness of current assets, while enhancing end-game capability. The Coast Guard is focused on ensuring that it maintains the ability to meet the most emergent requirements of the nation, including the most critical drug interdiction operations.
- The FY 2000 OE program level includes funding to operate the following drug interdiction assets related to the Omnibus Consolidated and Emergency Supplemental Appropriations Act, 1999: six HU-25 maritime patrol aircraft, six additional 87-foot patrol boats, two T-AGOS class ships outfitted for interdiction support, and eight Deployable Pursuit Boats (DPBs). Funding will also provide deployable logistics support for pulse operations and the initial operation and support of enhanced sensor and communications systems. Finally, funding will support continued development of the highly successful Airborne Use of Force initiative.
- The FY 2000 OE program includes funding to continue operation of a Caribbean Support Tender (CST) to train and support foreign maritime forces in the Caribbean basin. The Coast Guard is operating the USCGC *Gentian*, a converted 180 foot buoy tender, as a ship based, mobile training and support vessel. This initiative is designed to improve the operational capabilities and effectiveness of the maritime forces of partner nations in the transit zone.
- The FY 2000 RDT&E program level includes funding to improve surveillance and drug detection systems. Funding is also being used to develop non-deadly methods of disabling vessels fleeing Coast Guard interdiction efforts. This project directly supports the Coast Guard's Airborne Use of Force initiative.

- The FY 2000 drug program will sustain an enhanced interdiction presence for Operation FRONTIER SHIELD in the vicinity of Puerto Rico and the Virgin Islands, and for Operation FRONTIER LANCE in the maritime approaches to Haiti and the Dominican Republic. Pulse operations in the southern Bahamas under Operation FRONTIER SABER will be conducted to counter trafficker shifts resulting from FRONTIER SHIELD and FRONTIER LANCE interdiction efforts.
- The FY 2000 drug program will also allow the Coast Guard to maintain interdiction efforts in the maritime regions along the Southwest Border. Under Operation GULF SHIELD, off the coast of south Texas, and Operation BORDER SHIELD, off the coast of southern California, the Coast Guard has established maritime interdiction operations that complement the coalition efforts of federal, state, and local law enforcement agencies to reduce trafficking across the Southwest Border.
- As directed in the United States Interdiction Coordinator's Interdiction Planning Guidance, the FY 2000 program will also support efforts in the Eastern Pacific theater of operations. The Coast Guard will conduct Operation PACIFIC TRIDENT, a series of pulse operations in the transit zone off the west coast of Mexico, and will provide support, as able, to Joint Interagency Task Force – East's Operation CAPER FOCUS off the coasts of Colombia and Peru.

## **2001 Request**

- The Coast Guard's total FY 2001 Drug Program request level for all accounts is estimated at \$617.4 million. This level will provide for drug interdiction related activities in support of Goals 4 and 5 of the *Strategy*. This total includes \$565.2 million for Operating Expenses (OE); \$47.7 million for Acquisition, Construction, and Improvements (AC&I); and \$4.5 million for Research, Development, Test and Evaluation.
- This FY 2001 request will allow the Coast Guard to build upon Campaign STEEL WEB successes and increase interdiction effectiveness. This funding will enable the Coast Guard to sustain the FY 2000 level of counterdrug operations in all areas, further strengthen "maintenance" forces in the eastern Caribbean, especially around Hispaniola, increase the Coast Guard's ability to conduct "pulse" operations, and increase effectiveness of interdiction forces. Overall, the request will further address three critical requirements for maritime interdiction operations: improved surface end-game game, or the ability to locate, track, stop and interdict smugglers; improved airborne surveillance capability in support of end-game game operations; and improved effectiveness and efficiency of current forces.

### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The total drug control program level for Goal 4 activities for FY 2001 is \$608.4 million. The FY 2001 request will improve surface end-game capability, that is the ability to detect, track, intercept and stop fleeing suspect vessels, in several ways. The request provides



personnel and funding support to sustain the current flight hour augments on HC-130 maritime patrol aircraft. Additional funds for deployable logistics support will increase the Coast Guard's ability to conduct "pulse" operations in areas of emerging smuggling threats in the transit zone and sustain required maintenance operations in other high threat areas. The request also includes funding for the initial conversion of one Patrol Craft that will eventually add critical surface vessel operating hours in support of surface interdiction efforts.

- The FY 2001 request includes funding to continue implementation of the very successful Airborne Use of Force initiative. The ability to intercept, stop, and board go-fast smuggling boats will be enhanced with additional armed and hardened helicopters, capable of delivering non-deadly force to stop fleeing suspect vessels, working in tandem with new Over-the-Horizon (OTH) boats launched from cutters. This initiative proved highly successful in limited scope deployments in FY 1999, and additional development and a limited stand-up of a special squadron will take place in FY 2000. FY 2001 OE funding will provide for the lease of additional specially equipped helicopters. Funding will also provide for personnel, maintenance, operations, facilities and training associated with initiative. FY 2001 AC&I funding is requested to prototype a specially equipped OTH cutter boat and to modify a major cutter to launch and recover this boat. Finally, RDT&E funds are requested for further development of non-lethal technologies used in this mission area.
- The FY 2001 budget request will also provide funds needed to leverage the effectiveness of existing assets and forces. Critical enhancements to intelligence collection and support will improve the Coast Guard's ability to identify, intercept and efficiently board smuggling vessels. Funding is also requested to add additional deployable Law Enforcement Detachments (LEDETs). Demand for the services of these highly trained law enforcement experts exceeds current capacity. Finally, the FY 2001 request includes personnel to support enhanced engagement with the maritime forces from source and transit nations as part of the STEEL WEB strategy.
- The FY 2001 drug program will sustain an enhanced interdiction presence for Operation FRONTIER SHIELD in the vicinity of Puerto Rico and the Virgin Islands, and for Operation FRONTIER LANCE in the maritime approaches to Haiti and the Dominican Republic. Pulse operations in the southern Bahamas under Operation FRONTIER SABER will be conducted to counter trafficker shifts resulting from FRONTIER SHIELD and FRONTIER LANCE interdiction efforts.
- The FY 2001 drug program will also allow the Coast Guard to continue interdiction efforts in the maritime regions along the Southwest Border. Under Operation GULF SHIELD, off the coast of south Texas, and Operation BORDER SHIELD, off the coast of southern California, the Coast Guard has established maritime interdiction operations that complement the coalition efforts of federal, state, and local law enforcement agencies to reduce trafficking across the Southwest Border. As part of the Southwest Border Initiative, the Coast Guard will continue efforts to enhance international cooperation through its relationship with the Mexican Navy.
- The FY 2001 program will also support additional efforts in the Eastern Pacific theater of

operations. The Coast Guard will continue Operation PACIFIC TRIDENT, a series of pulse operations in the transit zone off the West Coast of Mexico. The program will also allow the Coast Guard to continue limited support to Joint Inter-Agency Task Force (JIATF)-East's Operation CAPER FOCUS deep in the transit zone off the west coasts of Colombia, Peru, and Ecuador.

- The FY 2001 program will also allow the Coast Guard to continue its strong participation in interagency efforts to combat drug smuggling in the transit and arrival zone. Coast Guard personnel are integral members of such organizations as JIATF East and West, High Intensity Drug Trafficking Areas, El Paso Intelligence Center, National Drug Intelligence Center, The Interdiction Committee (TIC), and the U.S. Interdiction Coordinator. They provide critical communication and coordination that ensures interoperability and cooperation with other government agencies and international law enforcement organizations involved in counterdrug efforts.

#### **Goal 5: Break foreign and domestic drug sources of supply.**

- The total drug control program request for Goal 5 activities for FY 2001 is \$9 million. In addition to the international components of the Campaign STEEL WEB "pulse & maintain" operations and the international engagement enhancements described previously, the FY 2001 drug program will allow the Coast Guard to continue combined international operations with Caribbean, Central and northern South American countries. These include:
  - LASER STRIKE: U.S. Southern Command source country initiative to disrupt production and transportation of illicit drugs. Coast Guard participation includes riverine training teams and forward deployed air intercept aircraft.
  - CARIBE VENTURE: A recurring series of multilateral counterdrug operations in the Eastern Caribbean involving French, Dutch, and United Kingdom resources and regional law enforcement authorities. This highly mobile operation is designed to focus on the highest threats in the region using local assets and law enforcement agencies in conjunction with multinational maritime forces.
  - Bilateral Counterdrug Operations: The Coast Guard will continue periodic bilateral counterdrug operations such as Operation CONJUNCTOS with Panama, Operation RIP TIDE with Jamaica, and Operation COLOMBUS with the Colombian Navy. These efforts focus heavily on training and professional exchanges among law enforcement units with the goal of strengthening international coordination.

#### **V. PROGRAM ACCOMPLISHMENTS**

- During FY 1999, the Coast Guard seized or participated in the seizure of a record 111,689 pounds of cocaine; the previous record was set in 1997 at 103, 617. The Coast Guard also seized or participated in the seizure of 61,506 pounds of marijuana.

- Coast Guard interdiction efforts in FY 1999 kept more than 504 million cocaine “hits” off of our streets. The estimated street value of these seizures is more than \$3.7 billion.

<b>Drug Seizures</b>	<b>FY 1997</b>	<b>FY 1998</b>	<b>FY 1999</b>
-Cocaine (lbs)	103,617	82,623	111,689
-Marijuana Products (lbs)	102,538	31,390	61,506
-Seizure Cases	122	129	118

### **CAMPAIGN STEEL WEB**

- During FY 1999, the Coast Guard continued Campaign STEEL WEB designed to reduce the flow of drugs through the transit zone by conducting Operations FRONTIER SHIELD, FRONTIER LANCE, BORDER SHIELD and GULF SHIELD. The heart of the STEEL WEB strategy is the denial of maritime routes by a sequence of operations in which interdiction forces are concentrated in high threat areas. These forces must be able to locate, intercept, stop, and board suspect vessels for end-game success. Once a credible law enforcement presence is established and smuggling activity is deterred, interdiction forces will be re-deployed to other high threat areas, leaving an enhanced presence to deter and interdict subsequent smuggling. Ultimately, successful surges in each high threat area will systematically reduce drug flow through the transit zone.
- Campaign STEEL WEB will continue to strengthen maritime law enforcement capabilities and increase pressure on transnational criminal organizations that sponsor drug smuggling throughout the transit zone. Increased crime, violence and corruption are closely associated with drug smuggling activity.
- In addition to STEEL WEB efforts, in FY 1999 the Coast Guard provided forces to both JIATF-East and JIATF-West, operating ships and aircraft for interagency interdiction efforts such as Operation COSTA ESMERALDA and Operation SNOW FLURY, in the deep Caribbean and Eastern Pacific. The Coast Guard also deployed LEDETs aboard ships of the U.S. Navy and international partners in the Caribbean and Eastern Pacific. In FY 1999, LEDETs were responsible for nearly one-third of the Coast Guard’s cocaine seizures.
- **FRONTIER SHIELD:** Funding was primarily dedicated to institutionalizing Operation FRONTIER SHIELD to permanently deter and disrupt maritime drug smuggling into Puerto Rico and the U.S. Virgin Islands. **Results:** In FY 1999, Operation FRONTIER SHIELD forces, including interagency and international participants, successfully seized 25,049 pounds of illicit drugs. In this same time period, FRONTIER SHIELD interdiction forces seized 18 smuggling vessels and arrested 61 suspects. This marked a more than three-fold increase from FY 1998 levels, indicating that Puerto Rico remains a significant target for illicit activity.

- FRONTIER LANCE: Operation FRONTIER LANCE was introduced as a limited pulse in FY 1998, and re-established with a pulse and maintenance phase on February 1, 1999 in a continuing effort to increase the security of maritime approaches to Hispaniola. Not only does FRONTIER LANCE reduce the flow of drugs enroute to the U.S., it contributes to the stability of Haiti by reducing the influence of drug money on governing institutions and the Haitian economy. **Results:** Since inception, FRONTIER LANCE forces have seized more than 4,000 pounds of drugs, arrested 23 suspects, seized 6 vessels, and disrupted as many others.
- BORDER SHIELD/GULF SHIELD: The Coast Guard continued Operation BORDER SHIELD off the coast of southern California and Operation GULF SHIELD in the Gulf of Mexico. These smaller scale operations were conducted to anchor the maritime flanks of the Southwest Border as security efforts ashore were increased. Operation BORDER SHIELD protects the coastal borders of Southern California from maritime drug smuggling in support of ONDCP's Southwest Border Initiative. The two areas of primary concern are the Baja Peninsula (offshore component), where Coast Guard air and surface patrol assets operate, and the US/Mexico border area (inshore component) in which coordinated, real time end-game interdiction is conducted with multi-agency forces. This operation logically extends land border efforts into the surrounding maritime region. The Eleventh Coast Guard District Commander continues to coordinate operational issues with Mexican officials and is expanding opportunities for partnering by exchanging tactical information and developing coincidental operations. Operational GULF SHIELD continued to deter traffickers in the maritime extension of the Southwest Border off the south Texas coast. **Results:** During FY 1999, BORDER SHIELD/GULF SHIELD forces seized 5,953 lbs. of drugs, arrested 30 suspects, seized 19 vessels, and disrupted as many others.
- The Coast Guard also focused on the proliferation of noncommercial smuggling via small go-fast boats in the Florida Straits and Old Bahamas Channel. The rapid response capability of the multi-agency Operation Bahamas Turks and Caicos (OPBAT) assets was required to offset the pace of an emergent and unpredictable go-fast threat in the region. **Results:** During FY 1999, OPBAT forces in the Bahamas seized 8,421 lbs. of illegal drugs, 8 vessels, and arrested 13 suspects.
- In FY 1999 the Coast Guard used intelligence cueing to impact numerous large shipments of illegal drugs. These efforts, both in the Caribbean and the Eastern Pacific, included some of the largest drug seizures in Coast Guard history. For example, the motor vessel (M/V) CANNES seizure included Coast Guard - LEDETS aboard U.S. Navy ships, medium endurance cutters, maritime patrol aircraft, helicopters, patrol boats – as well as assets from interagency partners. This well orchestrated operation involved twenty-five Coast Guard units along with assets from U.S. Customs, DEA, FBI and the Texas Narcotics Control Program. These efforts resulted in the seizure of 10,500 pounds of cocaine with an estimated street value of \$185 million and the arrest of four people. This seizure ranks within the top-ten maritime cocaine interdictions by the Coast Guard. Additionally, the related seizures of the M/V CHINA BREEZE and M/V CASTOR netted an additional 20,104 pounds of cocaine. Information from these cases enabled a cooperative interagency effort to dismantle a major transnational drug trafficking organization

- FY 1999 marked a period of increased international cooperation between Coast Guard forces and transit zone nations. Significant progress in operations with the Mexican Navy was highlighted by the seizures of the fishing vessel (F/V) MAZATLAN IV (15,515 pounds of cocaine) and the F/V XOLO ESCUINTLE (21,038 pounds of cocaine), the second and third largest maritime cocaine seizures in history.

### GO-FAST THREAT/ENDGAME INITIATIVES

- Interagency assessments estimate that annual cocaine flow through the transit zone ranges between five and six hundred metric tons. Non-commercial maritime conveyances account for close to 80 percent of this transit zone flow. The single largest challenge is the elusive, high-speed smuggling boat, or go-fast.
- The number of go-fast events has increased 1,000 percent since FY 1995. Intelligence sources expect go-fast activity to rise to more than one event per day by FY 2000. The common profile is a long, narrow, open vessel with two or more high-powered outboard engines and a crew of two or three. They carry about 2,000 to 3,000 pounds of cocaine at speeds in excess of 35 knots. Typical transit routes depart from the north and West Coast of Colombia destined for Central America, Mexico, Hispaniola, or Puerto Rico.
- Go-fasts accounted for approximately 70 percent of known maritime smuggling events during FY 1999. In the vast majority of go-fast cases, interdiction assets lack the speed required to intercept, stop, and board suspect vessels - the end-game. The estimated success rate for go-fast deliveries is close to 90 percent. Until recently, the few successful go-fast boat interdictions have been either the result of mechanical failure on part of the suspect vessel or intervention by other nations with a more liberal use of force policy.
- The Coast Guard is acquiring new equipment and developing new capabilities to enhance the surface end-game system required to effectively address the go-fast boat threat. Examples of Coast Guard initiatives include:
  - A significant policy change allowing the use-of-force from aircraft, including warning shots and disabling fire, to compel compliance with an order to stop. **Results:** The initial deployments in FY 1999 of this Airborne Use of Force initiative, including specially configured helos and trained crews (HITRON) and specially outfitted cutter small boats, resulted in four successful interdictions (in four opportunities) that yielded 3,014 pounds of cocaine and 3,875 pounds of marijuana.
  - Deployable Pursuit Boats, capable of intercept speeds in excess of 50 knots (embarked on specially modified T-AGOS ships or from shore-based locations), were acquired during FY 1999 and will be used throughout the transit zone.

- The Coast Guard continued to enhance host nation capabilities to perform interdiction. The Caribbean Support Tender began operations with a multi-national crew during August 1999; it will assist Caribbean nations in maintaining and operating regional interdiction assets, and in training host nation law enforcement personnel.

# FEDERAL AVIATION ADMINISTRATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999 Actual</b>	<b>2000 Enacted</b>	<b>2001 Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$6.734	\$6.937	\$7.034
Goal 3	9.672	\$10.283	\$12.349
Goal 4	<u>7.202</u>	<u>9.037</u>	<u>11.265</u>
Total	\$23.608	\$26.257	\$30.648
<b>Drug Resources by Function</b>			
Interdiction	\$8.509	\$8.794	\$8.997
Investigation	5.211	6.950	8.789
Prevention	8.641	9.207	11.225
Intelligence	0.216	0.230	0.513
Prevention Research	<u>1.031</u>	<u>1.076</u>	<u>1.124</u>
Total	\$23.608	\$26.257	\$30.648
<b>Drug Resources by Decision Unit</b>			
Operations	\$22.577	\$25.181	\$29.524
Research, Engineering and Development	<u>1.031</u>	<u>1.076</u>	<u>1.124</u>
Total	\$23.608	\$26.257	\$30.648
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	187	218	220
<b>Information</b>			
Total Agency Budget*	\$9,806.7	\$9,940.5	\$11,221.6
Drug Percentage	0.2%	0.3%	0.3%

\* Includes FY 2000 supplemental proposals

## II. METHODOLOGY

- The drug budget is based on the number of workyears dedicated to drug-related activities resulting from Federal Aviation Administration (FAA) action.

## III. PROGRAM SUMMARY

- The FAA was created by the Federal Aviation Act of 1958, as amended. It controls the use of navigable airspace, develops and operates a common system of air traffic control and navigation for civil and military aircraft, regulates air commerce, and coordinates research and development that pertains 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 drug-related programs primarily address the areas of drug prevention, interdiction, investigations, and research.
  - **Random Drug Testing:** Each year, the FAA conducts pre-employment testing of all applicants for safety/security functions, as well as random drug testing of 25 percent of all employees in safety/security critical positions.
  - **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 facilities. This enhanced communication also assists in identifying airborne drug smugglers by using radar, posting aircraft lookouts, and tracking the movement of suspect aircraft.
  - **Intergovernmental Assistance:** FAA has in place 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 is aimed at improving the registration process of general aviation aircraft and the certification process of airmen.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The FY 2000 budget provides \$26.3 million and 218 FTE focused in the areas of prevention, interdiction, investigation, intelligence and research.

##### **Goal 2: Increase the safety of America’s citizens by substantially reducing drug-related crime and violence.**

- \$6.9 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 facilities and to provide other services as part of the Air Traffic program’s involvement in the interdiction program.



**Goal 3: Reduce health and social costs to the public of illegal drug use.**

- \$4.1 million to provide for random drug testing of approximately 25 percent of employees who are designated to be in safety/security-critical positions.
- \$5.1 million to support FAA regulatory oversight of the anti-drug and alcohol misuse prevention programs administered by approximately 5,000 aviation industry entities and individual commercial operators.
- \$1.1 million to support the analysis of post-mortem tissues and fluids from transportation accidents/incidents and assess the effects of drugs on performance of pilot and controller tasks.

**Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- \$2.4 million to support the FAA's Drug Investigation Support units.
- \$6.7 million to support investigations in the Registry program, as well as improved registration of aircraft and certification of airmen.

**2001 Request**

- The FY 2001 drug-related request for the FAA totals \$30.6 million and 220 FTE, a net increase of \$4.3 million and 2 FTE above the FY 2000 level.

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- \$7.0 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.

**Goal 3: Reduce health and social costs to the public of illegal drug use.**

- \$4.8 million to provide for drug testing of employees who are designated to be in safety/security-critical positions.
- \$6.4 million to support FAA regulatory oversight of the anti-drug and alcohol misuse prevention programs administered by approximately 5,000 aviation industry entities and individual commercial operators.
- \$1.1 million to support aeromedical research.

**Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- \$2.5 million to the 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 U.S.
- \$8.8 million associated with a program for the re-registration of aircraft and the periodic renewal of pilot certificates.

**V. PROGRAM ACCOMPLISHMENTS**

- The FAA continues to support the Administration's counterdrug efforts in drug prevention, interdiction, intelligence and research.

# NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$32.220	\$31.150	\$36.800
<b>Drug Resources by Function</b>			
Prevention	\$31.820	\$30.700	\$35.600
Prevention Research	<u>0.400</u>	<u>0.450</u>	<u>1.200</u>
Total	\$32.220	\$31.150	\$36.800
<b>Drug Resources by Decision Unit</b>			
Highway Safety Programs:			
Youth Alcohol	\$1.700	\$1.500	\$6.300
Drug Evaluation and Classification	0.920	0.500	0.500
Drugs, Driving and Youth	2.000	1.400	1.400
Highway Safety Research - Youth Alcohol	0.100	0.150	0.150
Highway Safety Research - Drugs	0.300	0.300	1.050
Section 402 State and Community	20.900	20.900	21.000
Formula Grants			
Section 410 Alcohol Incentive Grants	<u>6.300</u>	<u>6.400</u>	<u>6.400</u>
Total	\$32.220	\$31.150	\$36.800
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	5	5	5
<b>Information</b>			
Total Agency Budget	\$361	\$367	\$499
Drug Percentage	8.9%	8.5%	7.4%

## II. METHODOLOGY

- Operations and Research (O&R) Account: Drug control numbers are derived from specific budget line items that fund drug and youth alcohol-related activities.
- Highway Traffic Safety Grant Account: Drug control numbers are estimated from trends in expenditures in youth alcohol programs and by applying varying percentages to components of the grant program funding.

## III. PROGRAM SUMMARY

- The National Highway Traffic Safety Administration (NHTSA) funds programs that address the problems of drug and drugged driving and prevention programs targeting zero tolerance for alcohol

and drug use among youth. The agency's drug control programs are listed below by the *Strategy* Goal they support.

**Goal 1: Educate and enable America's youth to reject illegal drug as well as alcohol and tobacco.**

- **Presidential Initiative on Drugs, Driving and Youth:** President Clinton has called for action to reduce drugged driving and drug use in the face of increased drug use by youth (under 21 years old). A report entitled *Presidential Initiative on Drugs, Driving, and Youth*, prepared by the Secretary of Transportation and the Director of the Office of National Drug Control Policy, has recommended that improvements be made to the Driving Under the Influence of Drugs (DUID) system--stronger laws, more consistency in enforcement, prosecution, adjudication, prevention, education, publicity, drug testing, and treatment for drug use. NHTSA will collaborate with other federal agencies and national organizations to deliver a systematic strategy to states and communities as outlined in the President's report.
- **Youth Alcohol:** NHTSA will continue to emphasize programs for youth. While drinking and driving has decreased even faster for youth than for adults, drivers under 21 are still over-involved in alcohol-related crashes. Extensive evidence demonstrates that both alcohol sale and drinking while driving laws are not well enforced for youth. The agency will continue to assist states and communities in developing zero tolerance laws. Specifically, the agency will continue to assist states in training traffic enforcement officers on drinking laws pertaining to youth. Enforcement demonstration projects will also highlight effective law enforcement strategies and programs. Work with youth advocacy groups (e.g., Students Against Drunk Driving and Mothers Against Drunk Driving) will provide opportunities to educate youth leaders on underage drinking and driving.
- **Drug Evaluation and Classification (DEC):** The central purpose of this program is to assist states with drugged driving programs and to provide DEC technical assistance to law enforcement agencies through the International Association of Chiefs of Police. The main goal of DEC is to increase the number of participating states to maintain a national prevention infrastructure. In addition, new initiatives will enhance the number of law enforcement officers trained in the Standard Field Sobriety Test; expand drug information and training for prosecutors and judges; and promote uniform sanctions for drug offenses.
- **Highway Safety Research:** This program provides funding for research on youth alcohol-impaired and drug-impaired driving. The primary focus of the alcohol and drug research program is to identify the scope and nature of the impaired driving problem, identify specific target groups and to develop associated countermeasure programs aimed at these target populations. Research is also conducted to improve methods for police enforcement of youth alcohol-impaired driving and drugged driving laws.
- **Highway Traffic Safety Grants:** State and local governments are NHTSA's key partners in working toward the agency's goal to reduce deaths, injuries and economic losses resulting from

motor vehicle crashes. Federal aid to states and communities is available to assist this effort. The Transportation Equity act for the 21<sup>st</sup> Century (TEA-21) reauthorized both the Section 402 State and Community Highway Safety Grant Program and the Section 410 Alcohol Incentive Grant Program and provided funds to states to prevent impaired driving (alcohol and drugs) through education, public information and enforcement. Elements of this program directed toward youth populations support Goal 1 of the *National Drug Control Strategy*.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The total base program for FY 2000 is \$31.2 million. This funding provides for state and local assistance and R&D activities that support Goal 1 of the *Strategy*. The base program funds activities in both the Highway Traffic Safety Grant and the Operations and Research accounts.

##### Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.

	(\$ in millions)
Youth Alcohol	\$1.500
Drug Evaluation and Classification	0.500
Drugs, Driving and Youth	1.400
Highway Safety Research (Youth Alcohol)	0.150
Highway Safety Research (Drugs)	0.300
Section 402 State and Community Formula Grants	20.900
Section 410 Alcohol Incentive Grants	<u>6.400</u>
Total	\$31.150

##### 2001 Request

- The total drug control budget request for FY 2001 is \$36.8 million. This funding level represents an increase of \$5.7 million over the FY 2000 enacted level.

##### Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.

- The Transportation Equity Act for the 21<sup>st</sup> Century, enacted in June 1998, reauthorized both the Section 402 State and Community Highway Safety Grant program and the Section 410 Alcohol Incentive Grant program and provided assured funding for each program through FY 2003. Consistent with their problem analysis and goals, states may choose to use a portion of these grant funds to address underage drinking and drugged driving issues.
- The funding requested in FY 2001 will support the following Goal 1 activities:

	(\$ in millions)
Youth Alcohol	\$6.300
Drug Evaluation and Classification	0.500
Drugs, Driving and Youth	1.400
Highway Safety Research (Youth Alcohol)	0.150
Highway Safety Research (Drugs)	1.050
Section 402 State and Community Formula Grants	21.000
Section 410 Alcohol Incentive Grants	<u>6.400</u>
Total	\$36.800

## V. PROGRAM ACCOMPLISHMENTS

- In FY 1999, thirty-one states and the District of Columbia qualified for Section 410 Alcohol Incentive Grants under the new TEA-21 criteria, which continued to recognize programs to prevent underage drinking as a key component of a comprehensive impaired driving program.
- Updated the Standardized Field Sobriety Test program curriculum, a foundational element of the Drug Evaluations and Classification program, to include the most current procedural and case law information available.
- Completed logistical planning for the Law Enforcement Executives Summit on Drugs, Driving and Youth, scheduled for February 24, 2000. The summit will develop strategies to increase the involvement of law enforcement administrators in the youth drug issue and further implement the recommendations set forth by the Presidential Initiative on Drugs, Driving and Youth.
- Completed *Antihistamine Use and Driving* literature review, which examined research studies on the impairing effects of antihistamine use on driving performance.
- Initiated *Drug-Impaired Driving: A State of the Knowledge Literature Review* to examine the latest research relating to drug impaired driving, including the demographics of offenders, physiological impairment, and the effectiveness of countermeasures.
- Completed *Drugged Driving Legislation in European Countries* literature review, which dealt with legislation affecting drugged drivers in several European countries.

# BUREAU OF ALCOHOL, TOBACCO, AND FIREARMS

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1998 Actual</b>	<b>1999 Enacted</b>	<b>2000 Request</b>
<b>Drug Resources by Goal</b>			
Goal 1	\$9.700	\$8.400	\$7.300
Goal 2	<u>222.000</u>	<u>243.600</u>	<u>317.500</u>
Total	\$231.700	\$252.000	\$324.800
<b>Drug Resources by Function</b>			
Prevention	\$9.700	\$8.400	\$7.300
Investigations	<u>222.000</u>	<u>243.600</u>	<u>317.500</u>
Total	\$231.700	\$252.000	\$324.800
<b>Drug Resources by Decision Unit</b>			
Reduce Violent Crime	\$231.700	\$252.000	\$324.800
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	1,679	1,691	1,931
<b>Information</b>			
Total Agency Budget	\$553.1	\$604.6	\$755.9
Drug Percentage	41.9%	41.7%	43.0%

## II. METHODOLOGY

- The Bureau of Alcohol, Tobacco and Firearms' (ATF) estimate of drug-related costs is based upon the full-time equivalents (FTE) expended on investigations that result in drug charges being filed against defendants. The Bureau divides the total of all defendants charged in a year by the number of defendants arraigned under U.S.C. 18 section 924(c) provisions and/or a narcotics crime to derive a ratio. This ratio is used to pro-rate the share of total ATF budgetary resources, including both requested appropriations and anticipated reimbursable authority, applicable to support anti-drug programs.
- Based upon historical case statistics, ATF has devoted approximately 56 percent of the FTE achieved and obligations incurred under its Reduce Violent Crime (RVC) Activity for drug investigations or community outreach-oriented prevention projects. This major budget activity encompassed nearly 74.9 percent of the FY 2000 President's Budget request; preliminary data from the Bureau's net cost of operations indicates an RVC activity share factor of 75.5 percent is applicable for this year's request.

### III. PROGRAM SUMMARY

- ATF was established in 1972 to consolidate statutory responsibility for revenue collection, regulatory oversight and criminal enforcement involving alcohol and tobacco commodities as well as firearms and explosives. The established link between gun-related violence and drug trafficking has justified a significant investment of ATF staff time and financial resources in counternarcotics activities.
- The Bureau accomplishes its multi-faceted mission primarily through inspections and investigative cases managed by ATF personnel dispersed across the country. Nearly 3,455 (78 percent) of the current ATF workforce of 4,441 (onboard as of the end of FY 1999) is deployed at 23 field divisions, forensic science laboratories and the National Tracing Center. Additionally, ATF personnel located at Headquarters provide legal, financial, acquisition, training and information technology support to field operation units involved with drug-related investigations or prevention projects.
- Goals 1 and 2 of the *National Drug Control Strategy* are addressed by ATF programs that:
  - Detect and prevent the distribution of firearms into illegal channels and into the possession of prohibited persons;
  - Investigate arson and explosives-related incidents having a significant community impact;
  - Educate and enable America's youth to reject illegal drugs, as well as alcohol and tobacco;
  - 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.
- Current drug control funding priorities identify several areas that ATF has been involved with for many years.
- The Bureau's Gang Resistance, Education and Training (GREAT) Program is highly successful in its method of delivering an anti-violence and anti-gang message to children throughout the country. GREAT contributes to prevention goals, given that many youth gangs serve as a social forum for the use or trafficking in drugs and illegal firearms.
- ATF law enforcement programs, such as the Achilles Program, International Trafficking in Firearms, the Youth Crime Gun Interdiction Initiative (YCGII) and the Integrated Violence Reduction Strategy (IVRS), are aimed at reducing crime and violence, much of it drug related.



- The Bureau also is one of the 11 member federal agencies that participate in 9 regional task forces that comprise the Interagency Crime & Drug Enforcement (ICDE) program, previously referred to as the Organized Crime Drug Enforcement Task Forces (OCDETF). As of FY 1999, ATF produced about 20 percent of all approved ICDE cases.
- Additionally, all ATF programs are developed with the requirement to be flexible and respond to new criminal strategies and complex investigations.

#### IV. BUDGET SUMMARY

##### 2000 Program

In FY 2000, ATF received approximately \$252.0 million and 1,691 FTE for drug-related program support.

##### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The GREAT (Gang Resistance Education and Training) Program is a national program of recognized success in bringing an anti-violence, anti-drug message to the nation's youth. In FY 2000, the ATF-administered program will receive \$8.4 million in funding support from the Violent Crime Reduction Trust Fund.

##### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- A preponderance of ATF's responsibility within the drug control program lies in its law enforcement functions in support of Goal 2 of the *Strategy*. For FY 2000, \$243.6 million has been identified within appropriations to support these activities.
- The Bureau's drug-related functions supporting Goal 2 of the *Strategy* 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 that have a significant community-related impact.
  - Assist state and local law enforcement agencies in reducing crime and violence.
  - Reduce illegal trafficking, possession and use of firearms, destructive devices, and explosives.

## 2001 Request

- The President's budget includes a total of \$324.8 million and 1,931 FTE for the ATF related to drug control efforts, an increase of \$72.8 million and 240 FTE over the FY 2000 level.

### **Goal 1: Educate and enable America's youth to reject illegal drugs as well as the use of alcohol and tobacco.**

- The FY 2001 funding request for Goal 1 activities is \$7.3 million for the GREAT program. This represents a decrease of \$1.1 million from the FY 2000 level.

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total drug control request for Goal 2 activities for FY 2001 is approximately \$317.5 million, a net increase of about \$73.9 million over FY 2000.
- A total of \$49.5 million of the total increase requested for Goal 2 activities will support new or expanded activities in FY 2001. The ATF's FY 2001 initiatives are:
  - **Youth Crime Gun Interdiction Initiative Expansion:** \$10.7 million and 63 FTE are requested to enable the expansion of the YCGII to at least 12 additional cities in order to attain the Administration's 75-city target over a four-year period. YCGII is a component of our illegal firearms trafficking program that will: 1) reduce youth firearms violence and illegal firearms available to gang offenders; 2) enhance accessibility of Bureau firearms tracing capabilities to state and local law enforcement agencies; and 3) coordinate state and local law enforcement efforts for a comprehensive approach to combating illegal firearms trafficking.
  - **Integrated Violence Reduction Strategy:** \$20.1 million and 108 FTE are requested in support of a Presidential Directive and the Brady Handgun Violence Prevention Act. As part of a comprehensive effort that will integrate ATF's enforcement of firearms laws, IVRS is aimed at reducing the illegal acquisition, carrying and use of firearms. Through this initiative, ATF will strive to maintain the integrity of commerce in firearms; ensure integrity and vigorous follow-up investigative activities associated with the National Instant Criminal Background Check System; and interdict the flow of guns to prohibited persons who are actively attempting to acquire a firearm and are thwarted in the legal process.
- **Expanded Ballistics Imaging:** \$13.1 and 6 FTE are requested for a more extensive use of the integrated Ballistics Identification System (BIS) now used to compare images of ballistic evidence (projectiles and cartridge casings) obtained from crime scenes and recovered firearms. The system generates and maintains large ballistic image databases. As new images of evidence or test-fires of ATF's National Integrated Ballistics Information Network Program (NIBIN) was developed to work in concert with all of the Bureau's firearms enforcement and regulatory initiatives. The NIBIN

Program generates intelligence information linking crimes and crime guns that can be traced by the National Tracing Center to identify violators. Additionally, the NIBIN Program provides intelligence information, which assists investigators in identifying and addressing illegal firearms trafficking trends and patterns. This unique program is a vital component of the ATF national strategy to assist our law enforcement counterparts in reducing firearm-related violence.

- **Comprehensive Gun Tracing:** \$5.6 million and 6 FTE are requested to support federal, state and local gun crime enforcement by establishing nationwide crime gun tracing capabilities, focusing first on the cities where the maximum numbers of crime guns and bullet casings are recovered. Resources requested for this initiative will yield the following results: 1) nationwide comprehensive tracing capability for state and local law enforcement agencies; 2) faster trace results; and 3) preliminary funding to begin imaging out of business records.

## V. PROGRAM ACCOMPLISHMENTS

- There were a total of 112,000 gun traces requests processed in 1999 with an average trace response time of 11.5 days.

# U.S. CUSTOMS SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$35.637	\$37.596	\$45.630
Goal 4	689.099	419.580	532.138
Goal 5	<u>231.373</u>	<u>202.851</u>	<u>261.958</u>
Total	\$956.109	\$660.027	\$839.726
<b>Drug Resources by Function</b>			
Interdiction	\$838.660	\$542.129	\$677.826
Investigations	113.449	113.898	157.900
Research & Development	<u>4.000</u>	<u>4.000</u>	<u>4.000</u>
Total	\$956.109	\$660.027	\$839.726
<b>Drug Resources by Decision Unit</b>			
Salaries and Expenses	\$631.568	\$536.077	\$681.278
Operations and Maintenance	262.569	103.254	156.848
Facilities, Construction, & Improvements	7.000	0.000	1.600
Violent Crime Reduction Trust Fund	<u>54.972</u>	<u>20.696</u>	<u>0.000</u>
Total	\$956.109	\$660.027	\$839.726
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	4,934	5,027	5,182
<b>Information</b>			
Total Agency Budget	\$2,107.9	\$1,875.1	\$2,396.0
Drug Percentage	45.4%	35.2%	35.0%

## II. METHODOLOGY

- Customs uses the percentages below to estimate the amount of resources the agency dedicates to drug enforcement activities:

<b>Appropriation</b>	<b>Drug enforcement</b>
Activity/subactivity	<b>percentages</b>
<b>Salaries and Expenses</b>	
Inspections	
Passenger Processing	41%
Non-Intrusive Inspection Technology	95%
Cargo Examination	13%
Non-Intrusive Inspection Technology	95%

Outbound (Currency)	100%
<b>Appropriation</b>	<b>Drug enforcement</b>
<b>Activity/subactivity</b>	<b>percentages</b>
<b>Salaries and Expenses (cont.)</b>	
Canine Enforcement	100%
Inspectional Support	30%
Air Interdiction	95%
Marine and Other Interdiction	95%
Financial Investigations	60%
Illegal Export Investigations	5%
Interdiction Investigations (sub-activity)	100%
Criminal/Statutory Investigations	25%
Investigation and Enforcement Support	60%
Research and Development	As Appropriate
<b>Operations and Maintenance</b>	95%
<b>Facilities, Construction, Improvements</b>	As Appropriate
<b>Violent Crime Reduction Trust Fund</b>	As Appropriate

- In some cases, the percentages listed above can be applied across-the-board when programs and/or budget changes can reasonably be expected to affect a broad area of the agency’s programs and activities. However, in the event a program or budget change impacts a specific area within Customs, programmatic knowledge of the change will be used in determining the exact drug-related impact.

### III. PROGRAM SUMMARY

#### Customs Authorities/Investigative and Interdiction Operations:

- Titles 18 U.S.C. and 19 U.S.C. authorize the Customs Service to regulate the movement of carriers, persons, and commodities between the U.S. and other nations. It is through this statutory authority that Customs plays a key role in the overall anti-drug effort at the border.
- In addition, Customs has a broad grant of authority to investigate international financial crime and money laundering. Customs jurisdiction is triggered by the illegal movement of criminal funds, services, or merchandise across our national borders and is applied pursuant to the authority of the Bank Secrecy Act, Money Laundering Control Act, and other customs laws.
- Customs has its greatest impact on three goals of the *Strategy*: Goal 2, “Increase the safety of America’s citizens by substantially reducing drug-related crime and violence,” through its money

laundering and financial crimes investigations and outbound interdictions; Goal 4, “Shield America’s air, land, and sea frontiers from the drug threat;” and Goal 5, “Break foreign and domestic drug sources of supply.”

- Customs has implemented aggressive border strategies that are designed to interdict (Goal 4), investigate (Goal 2, Goal 5), and disrupt the flow of narcotics across our nation’s borders and dismantle the related smuggling organizations (Goal 5). Customs achieves these objectives by maintaining an aggressive air, land, and marine interdiction force, approximately 1,352 Title 21 cross-designated special agents, and a multi-disciplined money laundering control program to investigate financial crimes (Goal 2).
- Customs employs automated targeting and manifest systems, sophisticated hand held tools, high technology non-intrusive inspection systems, specifically configured interdiction aircraft and vessels, and detection dogs. These assets enable Customs to target, identify, and apprehend the willful violator, while efficiently processing the flow of law abiding international passengers and compliant cargo entering and exiting the United States.
- Customs investigative efforts focus on the most significant international drug smuggling organizations whose corrupt influence often impacts global trade and economics, financial systems, and public health and safety.
- Customs investigative approach, which targets the “command and control” structure of a drug smuggling organization in order to disrupt its transportation cells, uses techniques such as surveillance, electronic wire intercepts, controlled deliveries, undercover operations, and money pick-ups. In addition, Customs pursues legislative initiatives and offers training designed to facilitate the work of foreign investigative and customs counterparts.
- Customs narcotics interdiction strategies are designed to be flexible so that they can successfully counter the constantly shifting narcotics threat and disrupt the flow of drugs at--and between--the ports of entry, as well as in the source and transit zones. In addition to interdiction efforts at our borders, Customs has developed a number of industry partnership programs to intercept narcotics prior to export from the country of origin. These programs include the Carrier Initiative Program (air, truck, rail, and sea carriers); the Business Anti-Smuggling Coalition (importers, exporters, brokers, forwarders); and the Americas Counter Smuggling Initiative (involving exporters and governments in seven Central and South American countries).
- To assist in the interdiction of smugglers and contraband entering the arrival zone of the United States, Customs personnel skilled in the operation of a fleet of aircraft and marine vessels, outfitted with sophisticated radar, patrol the coastal waters and airspace of the arrival zone. Customs interdiction aircraft also patrol the transit and source zones with the objective of detecting and apprehending suspect drug trafficking aircraft and vessels. The non-personnel costs associated with the interdiction activities of the Customs Air and Marine Programs are supported by the Operations

and Maintenance Decision Unit, whereas the personnel costs are supported by the Salaries and Expenses Decision Unit.

- Customs has implemented aggressive border strategies that are designed to interdict (Goal 4) and disrupt the flow of narcotics proceeds. Customs achieves these objectives by maintaining an aggressive force of inspectors, canine teams, equipment, and facilities to interdict narcotics currency proceeds. Customs is able to increase the cost of drug trafficking organizations to move their illicit proceeds and increase effective and efficient interdiction efforts.
- Customs has been able to reassign inspectors and has formed dedicated outbound teams at a number of airports, seaports, and land border locations. These outbound teams are able to perform more intensive and frequent outbound examinations to interdict narcotic currency proceeds, and by increased targeting, disrupt the flow of narcotic currency proceeds.

### **Customs Air/Marine Programs:**

- The mission of the Customs Air and Marine Interdiction Division (AMID) is to protect the Nation's borders and the American people from the smuggling of narcotics and other contraband with an integrated and coordinated air and marine interdiction force. Ultimately, AMID seeks to deny drug traffickers the option of using private aircraft and vessels for transporting drugs into the United States, thereby forcing the operations of these organizations into other modes of transportation and/or geographic locations, thereby reducing trafficking organizations' profits and increasing their risks. Additionally, AMID provides assistance to other Customs enforcement efforts, as well as other federal, state, and local law enforcement agencies.
- Aircraft operated by AMID include jet interceptors and long-range trackers equipped with radar and infrared detection sensors, high performance helicopters, single and multi-engine support aircraft, sensor-equipped marine search and air-to-air detection platforms.
- AMID employs a variety of vessels, including interceptors, fast utility and blue water-type vessels. These vessels are complemented with several different types of sophisticated marine radar systems, radio systems, and other marine electronic support equipment that are designed to detect and help Customs apprehend smugglers that utilize private vessels for smuggling. Integrated air and marine interdiction activity now occurs primarily in the arrival zone. With smugglers changing their patterns of behavior, AMID will remain flexible to meet the smugglers' threat.
- Customs currently provides in excess of 90 percent of the Source Zone detection and monitoring. Customs is the only agency carrying Host Nation Controllers and is, therefore, providing 100 percent of the airborne Detection and Monitoring Support to Colombia. As force providers, the scheduling and utilization of all Customs aircraft that operate in the foreign arena are determined in coordination with Host Nations throughout Central and South America. As the newly appropriated P-3 aircraft come on line, Customs will continue to provide 90 percent of its P-3 flight hours in support of Transit and Source Zone initiatives.

## **Intelligence Program:**

- The Intelligence Program provides support to Customs investigative, inspectional, air, and marine components in disrupting the flow of drugs by collection and analysis of all source information and disseminating intelligence to the appropriate component. Also, the program provides strategic intelligence estimates to executive management for purposes of planning and resource allocation.

## **Southern Tier Operations/Initiatives:**

- In direct support of the U.S. Customs Service Southwest border drug interdiction initiative, an intelligence driven operations plan was designed by the Intelligence Division of Customs to be responsive to the intelligence needs of field offices. The plan is based on the concept of locating Intelligence Collection and Analysis Teams (ICATs) at selected sites along the Southwest border. The ICATs function as a U.S. Customs multi-discipline team working as an anti-smuggling element focusing on Customs specific intelligence needs.
- The ICAT concept provides for a centralized field mechanism for the collection, analysis, exploitation and dissemination of actionable intelligence. The ICATs are comprised of Special Agents, Inspectors, and Intelligence Analysts. In some locations, state and local police departments have assigned officers to work with Customs in the ICAT, and in most locations there is daily contact and coordination with other federal law enforcement agencies. The teams maximize the full potential of intelligence sources available to Customs and focus on the field development of intelligence through informants, document exploitation and surveillance. The ICATs coordinate all intelligence reporting with the Intelligence Division (ID), located at Customs Headquarters.
- The ID disseminates national level tactical intelligence to the appropriate ICAT offices for field action. The ICATs collect intelligence and disseminate this to the ID and appropriate field offices, especially as it relates to drug smuggling via cargo and commercial entities.
- The ICAT program has significantly increased the volume and quality of intelligence information related to Southwest border smuggling. Customs has expanded this program to include locations in the United States and Puerto Rico.

## **Money Laundering**

- Customs financial investigations target the systems used by international criminal organizations to launder the proceeds of their crime. Customs has implemented an aggressive strategy to combat money laundering which combines interdiction efforts, undercover investigations, and regulatory interventions that target those systems.
- The U.S. Customs Service has taken the lead in the attack on the Black Market Peso Exchange (BMPE), the largest continuing money laundering system in the Western Hemisphere. Customs has



established the Money Laundering Coordination Center (MLCC) which coordinates the intelligence generated from investigations targeting the BMPE.

## **Technology**

- Customs is continuing to acquire additional fixed, mobile, and re-locatable x-ray and Gamma Ray imaging systems for use at high-risk land, sea, and air ports of entry under terms of a five-year technology plan. The successful deployment of these systems is being accomplished through a strategic alliance between Customs and the Department of Defense Counterdrug Technology Development Program. Customs, through Operation FLINT and other partnerships, is also developing a number of performance measures to ensure deployment of an effective mix of non-intrusive inspection systems.
- Drug smugglers are also investing in high technology systems in an attempt to advance their own smuggling operations and simultaneously defeat our efforts. In order to address this threat, Customs has developed a five-year technology plan for the entire Southern Tier. The plan includes the following systems:
  - 9 Truck X-Ray Systems
  - 24 Gamma Ray Imaging Systems
  - 24 Heavy Pallet X-Ray Systems
  - 8 Rail Car Inspection Systems
  - 49 Mobile Truck X-Ray Systems
  - 8 High Energy Sea Container X-Ray Systems

## **Participation in Interagency Task Forces:**

- The task force methodology in law enforcement has proven to be an effective tactic in dismantling criminal organizations. Customs has actively supported task forces and High Intensity Drug Trafficking Areas (HIDTA) operations in the past and will continue to do so in the future. Customs also coordinates all GATEWAY activities through the Caribbean HIDTA as well as serves on the Executive Council for that HIDTA. At the urban HIDTAs, Customs personnel actively support and staff the local law enforcement task forces and programs developed by the HIDTAs aimed at dismantling narcotic trafficking and distribution organizations.
- Customs participates in and actively supports the Organized Crime Drug Enforcement Task Forces (OCDETF). There are nine Customs OCDETF Coordinators sitting on each of OCDETF's Regional Advisory Boards who actively interact with other federal law enforcement agencies, as well as Chiefs of Police and State Attorneys. Customs enthusiastically dedicates resources to participate in highly complex OCDETF investigations targeting major drug smuggling organizations.
- Customs also plays a major role in Operation Alliance, which was established in the summer of 1986 to facilitate and improve the coordination of law enforcement operations along the Southwest

border of the United States. Alliance is chartered to facilitate the implementation of national drug control policy, develop regional strategies and administer the HIDTA program for the Southwest border. Headquartered in El Paso, Texas, Alliance has a full-time staff and currently has some 26-member agencies which include federal, state and local organizations. The Operation is headed by a senior tactical coordinator who is alternately a Customs, DEA or INS/USBP representative. The senior tactical coordinator rotates annually between the three agencies.

- Customs additionally supports and actively participates in a number of Intelligence Community interagency working groups that are designed to focus the coordination of enforcement efforts on specific major cocaine and heroin trafficking organizations. The Intelligence Division of Customs has forged partnerships within the Intelligence Community and federal law enforcement agencies to become more focused on collection that produces actionable intelligence that is used to build cases against major drug trafficking organizations.
- Customs is an active participant in the Special Operations Division (SOD), a multi-agency program involving the Drug Enforcement Administration, Federal Bureau of Investigation, Justice Department and Customs. The SOD is a coordination and information-sharing mechanism focused on enhancing multi-agency, multi-jurisdiction investigations of major drug smuggling and trafficking organizations. In FY 1999, Customs increased its level of participation at SOD and created a new Customs-led money laundering initiative which will focus federal resources on attacking the laundering of drug proceeds. The new initiative will involve existing SOD member agencies and will bring resources from the Internal Revenue Service, Criminal Investigations Division, and Postal Inspection Service into the SOD fold.
- Customs actively works with state and local agencies to curb the flow of illicit narcotics proceeds (currency). Customs and state and local agencies have been able to expand outbound currency targeting manpower and increase the inspection capabilities to provide more intensive examinations of passengers and cargo at the airports, seaports, and land borders.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- In FY 2000, Congress appropriated \$660.0 million to Customs, which Customs will dedicate to its drug control activities along with 5,027 FTE. Of the total funding, \$37.6 million will support Goal 2 activities, \$419.6 million will support Goal 4 activities, and \$202.9 million will support Goal 5 activities. Major initiatives for which Congress appropriated funding to Customs in the FY 2000 budget include:
  - \$9 million for non-intrusive Mobile Personal Inspection Technology, and
  - \$2 million for money laundering (outbound) technology.

## **2001 Request**

- The FY 2001 total drug control budget request is \$839.7 million and 5,244 FTE, an increase of \$179.7 million and 217 FTE over FY 2000. Of this total increase, 93 FTE are due to an annualization of the FY 2000 initiatives and the FY 1999 Emergency Supplemental.

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total drug control request for Goal 2 activities in FY 2001 is \$45.6 million, a net increase of \$8.0 million over the FY 2000 level of \$37.6 million.
- **Narcotics Illicit Proceeds Strategy:** This initiative includes funding for personnel and equipment to interdict the outbound illicit proceeds generated from narcotics trafficking. In order to address fully the interdiction of inbound narcotics, Customs is also focusing on undeclared outbound currency. Current workload allows nothing more than intermittent examinations. Dedicated equipment and facilities are needed to provide a safe environment to conduct outbound examinations. This initiative provides special agents and intelligence analysts as well as equipment and funds for investigative efforts focusing on the Southwest Border, Southern Florida, and Puerto Rico.

### **Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- The total drug control request for Goal 4 activities in FY 2001 is \$532.1 million, a net increase of \$112.6 million over the FY 2000 level of \$419.6 million.
- **Enforcement Infrastructure:** This initiative includes funds to enhance and modernize Customs Air Program. Funds will purchase flight safety systems, as well as upgrades to radar systems, and computer capabilities. Investments in the program increase the effectiveness of Customs investigative activities. This initiative will enhance the effectiveness, efficiency, and personal security of Customs officers.

### **Goal 5: Break foreign and domestic drug sources of supply.**

- The total drug control request for Goal 5 activities in FY 2001 is \$262.0, a net increase of \$59.1 million over the FY 2000 level of \$202.9 million.
- **Drug Investigations Initiative:** This initiative includes funding for the personnel necessary to mount a comprehensive investigative effort to enhance high level enforcement by identifying and dismantling major drug smuggling organizations. To do this, Customs must target the organizations' operational cells (i.e., transportation, distribution, and money laundering) and disrupt the interrelationship that exists between them. Customs does this by building an "investigative bridge"

between border smuggling activity and the organization's command and control hierarchy located at inland U.S. cities.

## **V. PROGRAM ACCOMPLISHMENTS**

- The quantity of drugs seized in FY 1999 was a record for Customs. Customs seized or participated in the domestic seizure of approximately 1.4 million pounds of illegal drug, including over 160,000 pounds of cocaine, over 1.1 million pounds of marijuana, and nearly 2,000 pounds of heroin.
- Customs seized or participated in the domestic seizure of nearly \$330 million in monetary instruments in FY 1999, most of which was related to drug trafficking.
- Because of increased cooperation among law enforcement agencies, primarily through the Border Coordination Initiative (BCI) in FY 1999, over 1 million pounds of drugs (heroin, cocaine, and marijuana) were seized on the Southwest Border. This represents an overall increase of 19 percent in the quantity of narcotics seized as compared to the previous year.
- The Customs Air and Marine Interdiction Division (AMID) was integrated in FY 1999. A 5-year strategy was drafted, compliant with the Government Performance and Results Act (GPRA) of 1993. This effort included all levels of AMID management, and makes AMID accountable to its customers, especially the American Public. A mission statement, vision statement, new strategic goals and objectives, as well as performance indicators, were developed during this process.
- Customs provided airborne detection and monitoring, interceptor support and training for employment in Mexico, Central and South America, and the Caribbean. Customs aircraft deployed to South America contributed to the continued denial of the Peru-to-Colombia air bridge. Customs air and marine interdiction efforts in both the transit and source zones during FY 1999 resulted in the seizure of 2,225 pounds of marijuana and 11,815 pounds of cocaine. This is a significant increase over FY 1998 figures. Customs aviation personnel also provided law enforcement and U.S. Customs Advisory support to the Joint Interagency Task Forces (JIATF's) and their planning staff for air, land, and marine interdiction operations.
- During FY 1999, Customs deployed additional non-intrusive inspection (NII) technology along the southern tier of the U.S. To date, 18 pieces of heavy NII technology have been deployed. These include fixed-site truck x-rays, mobile truck x-rays, and gamma-ray detectors. These items are being used at locations across the entire southern tier, providing an unprecedented level of inspection for items deeply concealed in cargo or in secret compartments.
- Customs Special Agents conducted 1,029 controlled deliveries during FY 1999, more than double the number recorded in FY 1998. These deliveries resulted in 1,512 additional arrests (beyond arrests associated with the initial interdiction), and typified Customs commitment to parlaying drug

seizures at the border into conspiracy investigations intended to dismantle drug smuggling organizations.

- Customs supported international anti-drug efforts through the Americas Counter smuggling Initiative (ACSI), a program designed to minimize the use of legitimate trade for drug smuggling through training and industry partnerships throughout Central and South America. During FY 1999, the initiative resulted in the seizure of 35,640 pounds of illegal drugs abroad and 8,428 pounds in the United States.
- On August 25, 1999, Customs and the Drug Enforcement Administration (DEA), with cooperation from American Airlines, culminated two long-term undercover investigations, Operation Ramp Rats and Operation Sky Chiefs. Operating under the umbrella “Operation Overlord,” these investigations targeted internal conspiracies at Miami International Airport that facilitated the importation and domestic movement of drug and weapons aboard air carriers. This OCDETF investigation resulted in the arrests of over 70 suspects, including 37 American Airlines employees and 3 law enforcement officers. In addition, the investigation resulted in the seizures of 691 pounds of cocaine and 17 pounds of heroin.
- Beginning in 1997, Customs and DEA initiated an investigation into the Alejandro Bernal-Madrigal narcotics organization, based in the Reynosa, Mexico-McAllen, Texas area. Bernal-Madrigal, a Colombian national, utilized Mexican transportation cells to transport multi-ton quantities of cocaine from the Yucatan peninsula through Mexico to Reynosa. The cells further transported the narcotics across the U.S. border utilizing several smuggling techniques. Investigation determined that smaller loads of cocaine smuggled across the U.S. border were consolidated in South Texas and then placed in tractor trailers, often concealed beneath nominal cargoes of fresh produce, and then driven to destination cities, primarily Chicago and New York. This OCDETF investigation, known as Operation Impunity, culminated in 1999, resulting in 61 arrest, including that of Bernal-Madrigal, as well as the seizures of 12,434 kilograms of cocaine, 4,806 pounds of marijuana, one pound of heroin, and \$18.8 million in U.S. currency.

# FEDERAL LAW ENFORCEMENT TRAINING CENTER

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$78.174	\$68.258	\$65.824
Goal 5	<u>0.408</u>	<u>0.645</u>	<u>0.664</u>
Total	\$78.582	\$68.903	\$66.488
<b>Drug Resources by Function</b>			
Investigations	\$76.453	\$66.511	\$64.025
State & Local Assistance	1.721	1.747	1.799
International	<u>0.408</u>	<u>0.645</u>	<u>0.664</u>
Total	\$78.582	\$68.903	\$66.488
<b>Drug Resources by Decision Unit</b>			
Salaries and Expenses	\$43.283	\$50.416	\$56.090
Acquisitions, Construction, Improvements, and Related Expenses	35.146	12.967	10.398
Violent Crime Reduction Program:			
Rural Drug Training	<u>0.153</u>	<u>5.520</u>	---
Total	\$78.582	\$68.903	\$66.488
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	317	343	364
<b>Information</b>			
Total Agency Budget	\$131.0	\$114.8	\$110.8
Drug Percentage	60.0%	60.0%	60.0%

## II. METHODOLOGY

- The Federal Law Enforcement Training Center (FLETC) computes its drug program as approximately two-thirds 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, law of arrest, self defense, and others, are essential to train law enforcement officers to deal with drug-related crimes.
- To identify more completely the level of support provided in the counterdrug effort, a methodology has been developed to gauge the FLETC's efforts. This methodology entails the calculation of the amount of time spent on drug-related enforcement duties by the major agencies trained by the FLETC, including the Bureau of Alcohol, Tobacco, and Firearms, Internal Revenue Service, Customs Service, Bureau of Prisons, Immigration and Naturalization Service, Marshals Service, and

the Forest Service. This percentage is then applied to the total training effort of the FLETC resulting in the “drug-related” training estimate.

### **III. PROGRAM SUMMARY**

- The FLETC is an interagency training facility serving 73 federal law enforcement organizations. The major training effort is in the area of basic programs to teach law enforcement skills of investigation to 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 programs to state and local and international law enforcement officers on a not-to-interfere-with-federal-training basis.
- The FLETC is headed by a Director who is appointed by the Secretary of the Treasury. The FLETC conducts training at its headquarters in Glynco, Georgia, and a satellite center in Artesia, New Mexico.

### **IV. BUDGET SUMMARY**

#### **2000 Program**

- The FLETC’s drug-related program resources for FY 2000 consist of \$68.9 million and 343 FTEs. These support the FLETC’s continuing training efforts, as well as construction and facility maintenance.
- During FY 2000, in support of the participating agencies’ drug enforcement training, the FLETC expects to conduct (based on Spring 1999 projections):
  - Basic training for 8,684 students involving 78,086 student-weeks for an Average Resident Student Population (ARSP) of 1,502.
  - Advanced training for 8,243 students involving 16,226 student-weeks for an ARSP of 312.
  - State and local training for 181 students involving 294 student-weeks for an ARSP of 6.
  - International training for 1,096 students involving 4,121 student-weeks for an ARSP of 79.

## 2001 Request

- The total drug control FY 2001 request is \$66.5 million, a decrease of \$2.4 million from the FY 2000 enacted level.

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total drug control request for Goal 2 activities for FY 2001 is \$65.8 million, a decrease of \$2.4 million from the FY 2000 level. The FY 2001 request includes the following initiative:
  - **New Training Building Support:** The FY 2001 request includes \$964,000 for new construction underway and projects that are in various stages of construction. As expanded and new facilities are completed, additional utilities, janitorial services, grounds maintenance and operational personnel are required. Funds to support these expanded activities must be provided, if the facilities are to be effectively utilized and maintained.

### **Goal 5: Break foreign and domestic drug sources of supply.**

- The total drug control request for Goal 5 activities for FY 2001 is \$664,000, a net increase of \$19,000 over FY 2000 level. This increase does not include any program enhancements.

## V. PROGRAM ACCOMPLISHMENTS

- In FY 1999, the FLETC provided law enforcement training to 15,101 students. This number will increase to approximately 18,204 in FY 2000.
- FLETC expects to increase the number of student-weeks of training between FY 1999 and FY 2000 from 58,713 student-weeks to 98,727 student weeks, an increase of more than 60 percent over the FY 1999 level.



# FINANCIAL CRIMES ENFORCEMENT NETWORK

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$5.915	\$7.096	\$8.327
Goal 5	<u>1.479</u>	<u>1.774</u>	<u>2.081</u>
Total	\$7.394	\$8.870	\$10.408
<b>Drug Resources by Function</b>			
Intelligence	\$7.394	\$8.870	\$10.408
<b>Drug Resources by Decision Unit</b>			
Salaries and Expenses	\$7.241	\$8.525	\$10.408
Treasury, Office of Enforcement	<u>0153</u>	<u>0.345</u>	<u>---</u>
Total	\$7.394	\$8.870	\$10.408
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	48	55	60
<b>Information</b>			
Total Agency Budget	\$24.6	\$29.6	\$34.7
Drug Percentage	30.0%	30.0%	30.0%

## II. METHODOLOGY

- The Financial Crimes Enforcement Network (FinCEN) drug control budget proceeds from an estimate of support it will provide to HIDTA, Interagency Crime and Drug Enforcement task forces, OCDETF, and in support of narcotics-related investigations by law enforcement agencies at several echelons.

## III. PROGRAM SUMMARY

- The mission of the Financial Crimes Enforcement Network is to support and strengthen domestic and international anti-money laundering efforts, and to foster inter-agency and global cooperation to that end, through information collection, analysis, and sharing, technological assistance, and innovative and cost-effective implementation of Treasury authorities. FinCEN's drug control activities support Goal 2 of the *Strategy*, "Increase the safety of America's citizens by substantially reducing drug-related crime and violence," and Goal 5, "Break foreign and domestic drug sources of supply".
- Authorities worldwide have come to agree that money laundering is not merely incidental to drug trafficking. Given the high profits of drug production and distribution, and the criticality of disposing

of those profits, money laundering must be considered an integral part of the crime. It is thus appropriate for all counter-narcotics efforts--from the passage of criminal laws and enabling legislation, to the development of enforcement programs, and the implementation of specific police actions--to include considerations of the financial part of the criminal cycle. FinCEN is uniquely competent to guide attention to that need.

- FinCEN is the United States' central point for broad-based financial intelligence, analysis, and information sharing. This service is provided to federal, state, local and international law enforcement agencies to assist them in building investigations, preparing prosecutions, and developing and implementing strategies to combat narcotics-related money laundering.
- As its name states, FinCEN is a network--a link between law enforcement, financial, and regulatory communities on the international, federal, state and local level.
- Because the changing financial world creates vast opportunities for criminals to hide illicit proceeds, FinCEN works with its domestic and international partners to maximize the information sharing network and find new ways to create cost-effective and efficient measures to prevent and detect money laundering by major trafficking organizations.
- FinCEN administers the Bank Secrecy Act, which is a key component of Treasury's efforts to combat money laundering.
- FinCEN's goal is to provide law enforcement support through information analysis and the creation of new information resources for the prevention, detection, and prosecution of money laundering. Primary strategies include using state-of-the-art technology for information sharing to law enforcement; building new law enforcement resources through the use of the Bank Secrecy Act (BSA) and analysis of money laundering trends and patterns; and strengthening anti-money laundering efforts internationally.
- To use state-of-the-art technology for information sharing and analysis: FinCEN uses technology to exploit information collected in its databases to provide quality and timely information to law enforcement investigations of financial criminals. A secure Internet web allows information to be shared in a secure environment.
- To build new law enforcement resources through effective use of the Bank Secrecy Act: FinCEN monitors and adjusts BSA rules to meet the evolving needs for information by law enforcement and regulatory agencies. FinCEN is emphasizing the reporting of suspicious activity by the entire financial industry to include casinos, securities' dealers, and money service businesses. FinCEN is studying emerging technologies to determine the vulnerability of those systems to money laundering and reviews mechanisms for anti-money laundering safeguards to minimize abuse.
- To build new law enforcement resources through focused and sophisticated analysis of the elements of major cases and of trends and patterns of money laundering and related financial crimes: FinCEN

brings together various law enforcement, regulatory, and banking components in order to focus on and discuss problematic topics of mutual concern. These partnership meetings are an effective and efficient way to address emerging and existing trends and methods of money laundering and financial crime. FinCEN issues advisories and trend reports to inform its partners and highlight current financial crime schemes and trends.

- To challenge the financial criminal on all fronts, FinCEN recognizes that it must bring together government agencies and the private sector to address the massive problem of money laundering. FinCEN's approach is to build on common areas of interest when developing actions to reduce significantly its customers' burdens without compromising the needs of law enforcement. Through continuing outreach to the law enforcement community nationwide, and by way of meetings, conferences, speaking engagements, and other information-sharing forums, FinCEN builds partnerships while educating and informing its customers.
- To strengthen anti-money laundering efforts internationally: Efforts to reduce money laundering in the U.S. have forced drug traffickers to turn to other countries to cover their illicit profits. FinCEN assists its federal law enforcement counterparts in following the trail of the multinational money launderer by strengthening its partnership with the international community. Through linkages with multinational arrangements, FinCEN shares ideas and information generated throughout the law enforcement community. FinCEN is encouraging the establishment of task forces by language, or common interest, as an effective way to encourage and assist member countries to bring their financial policies into conformity with international money laundering standards.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

##### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence and Goal 5: Break foreign and domestic drug sources of supply.**

- FinCEN's 2000 program includes \$8.9 million and 55 FTEs that support domestic and international anti-narcotics related money laundering efforts by providing support through collection, analysis, and sharing of information, and providing technological assistance. This includes \$0.3 million from the Violent Crime Trust Fund to support the increased use of technology, such as data mining and expansion of the secure web for sharing information.

## 2001 Request

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence and Goal 5: Break foreign and domestic drug sources of supply.**

- In FY 2001, FinCEN is requesting \$10.4 million and 60 FTEs in support of Goal 2 and Goal 5 activities. FinCEN's request represents an increase of \$1.5 million over the FY 2000 level. The FY 2001 request will enhance FinCEN's financial intelligence, analysis and information sharing capabilities to better serve both the national and international law enforcement, financial, and regulatory communities.

## V. PROGRAM ACCOMPLISHMENTS

- FinCEN continues to support the Administration's counterdrug efforts in intelligence.

# INTERAGENCY CRIME AND DRUG ENFORCEMENT

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$61.001	\$60.537	\$78.190
Goal 5	<u>14.899</u>	<u>14.726</u>	<u>25.286</u>
Total	\$75.900	\$75.263	\$103.476
<b>Drug Resources by Function</b>			
Investigations	\$75.900	\$75.263	\$103.476
<b>Drug Resources by Decision Unit</b>			
IRS	\$37.248	\$36.816	\$63.218
ATF	10.293	\$10.182	\$10.623
Customs	28.165	\$27.865	\$28.984
Treasury, Office of Enforcement	<u>0.194</u>	<u>0.400</u>	<u>0.651</u>
Total	\$75.900	\$75.263	\$103.476
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	---	---	---
<b>Information</b>			
Total Agency Budget	\$75.9	\$75.3	\$103.5
Drug Percentage	100%	100%	100%

## II. METHODOLOGY

- The Interagency Crime and Drug Enforcement (ICDE) appropriation provides reimbursable resources to the three Department of the Treasury agencies that participate in the Organized Crime Drug Enforcement Task Force (OCDETF) Program and also provides funding for Departmental program management and oversight. Therefore, the resources are 100 percent drug-related.

## III. PROGRAM SUMMARY

- The OCDETF Program constitutes a nationwide structure of nine regions, which utilizes the combined resources and expertise of its eleven-member federal agencies, in cooperation with state and local investigators and prosecutors, to target the most significant narcotic and violent narcotic trafficking and money laundering organizations. The Department of the Treasury agencies that participate in the program include the Bureau of Alcohol, Tobacco, and Firearms (ATF); the U.S. Customs Service (Customs); and the Internal Revenue Service Criminal Investigation Division (IRS-CID).

- The mission of the OCDETF Program is to identify, investigate, and prosecute members of high-level drug trafficking and related enterprises and to dismantle or disrupt the operations of those organizations. Coordinated efforts to pursue these complicated and resource intensive investigations have resulted in superior quality cases that have made a tremendous difference in fighting high-level organized drug crime.
- Efforts to coordinate and integrate the OCDETF program with the High Intensity Drug Trafficking Area (HIDTA) programs are leading to improved cooperation among federal, state, and local law enforcement agencies in the area of dismantling narcotic trafficking and distribution organizations. As a result of this cooperation, investigations generated by HIDTA programs, which target significant drug trafficking organizations and meet the OCDETF case criteria may be designated as OCDETF cases.
- Activities performed under this appropriation are core governmental functions that must continue on a day-to-day basis. Funding contributes directly to the *National Drug Control Strategy* Goals as follows:

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- ATF, Customs, and IRS-CID, support joint investigations that are focused on reducing drug-related crime and violence. The Treasury bureaus support this by:
  - Strengthening law enforcement through federal, state, and local drug task forces to combat drug-related violence and dismantle criminal organizations;
  - Participating in High Drug Trafficking Areas (HIDTA); and
  - Use of money laundering investigations and seizure and forfeiture of assets to disrupt and dismantle illicit narcotics organizations.

**Goal 5: Break foreign and domestic sources of supply.**

- IRS-CID supports the integration of federal, state, and local law enforcement to break foreign and domestic sources of supply by the following:
  - Participating in joint task force operations designed to reduce and inhibit, through the denial of financial resources, production of cocaine, methamphetamines, and marijuana; and
  - Conducting investigations of international narcotics-related money laundering organizations.

## IV. BUDGET SUMMARY

### 2000 Program

- ICDE funding for FY 2000 totals \$75.3 million, including \$36.1 million for the IRS, \$10.2 million for ATF, \$27.9 million for Customs, and \$400,000 for Treasury's Office of Enforcement.

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The FY 2000 ICDE budget contains funding and \$10.2 for ATF, \$27.9 million Customs, \$22.1 million for IRS-CID, and the \$400,000 for the Treasury Department's Office of Enforcement. The Treasury bureau's role in the OCDETF program is to support investigations focused on the dismantling of drug trafficking organizations and combating drug-related violence.

### **Goal 5: Break foreign and domestic sources of supply.**

- The FY 2000 ICDE budget contains \$14.7 million for the Goal 5 efforts of IRS-CID. IRS-CID attacks both foreign and domestic sources of supply through their participation in the OCDETF program.

### 2001 Request

- The FY 2001 request is \$103.5 million, an increase of \$28.2 million over the FY 2000 enacted level, including \$63.2 million for the IRS, \$10.6 million for ATF, \$29.0 million for Customs, and \$651,000 for Treasury's Office of Enforcement. Mandatory case load (MCL) increases and pay annualization accounts for increases in ATF, Customs, and Treasury's Office of Enforcement. For IRS-CID, increased funding is requested above MCL and pay annualization for the following activities:

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total drug control request for Goal 2 is \$78.2 million, a net increase of \$17.7 million over FY 2000. A small portion of this increase is attributed to MCLs and pay annualization. The FY 2001 request includes the following change:
  - The IRS-CID will receive a \$15 million enhancement for mandatory workload increases. The additional resources will allow IRS-CID to continue to use money laundering investigations and seizures and forfeiture of assets to disrupt and dismantle narcotics organizations. IRS-CID will investigate the methods utilized by narcotics trafficking organizations for the laundering of their illicit narcotics-derived proceeds. These methods include the use of banks, non-bank financial

institutions, wire remitter services, and bulk transportation of currency. These investigations will be conducted as OCDETF-approved cases.

### **Goal 5: Break foreign and domestic sources of supply.**

- The total drug control request for Goal 5 is \$25.3 million, an increase of \$10.6 million over FY 2000. The FY 2001 request includes the following enhancement.
  - IRS-CID will receive a \$10 million enhancement for mandatory workload increases. This enhancement will allow IRS-CID to continue its efforts to target international narcotics organizations by conducting money laundering investigations. It will also allow the IRS-CID to support task force operations to reduce and inhibit production of methamphetamine and marijuana. IRS-CID will expand their investigations in money laundering activities including participation in Special Operations Division that will focus on cartel-related money laundering and financial crimes.

## **V. PROGRAM ACCOMPLISHMENTS**

- The total number of OCDETF cases initiated have increased from 723 in FY 1997 to 1,356 in FY 1998, an increase of 87%. For FY 1999, there were 1,484 OCDETF cases initiated. This extraordinary growth in the program reflects the total commitment to this “premier” counter-drug effort by the participating Treasury bureaus.
- The following summarizes a few investigations that demonstrate successes of the participating Treasury bureaus in the ICDE program.
- **ATF**
  - Sex, Money, and Murder (SMM) Organization of New York. This gang was an armed and violent multi-state narcotic trafficking organization responsible for numerous murders committed with firearms. Operated out of New York the SMM distributed narcotics and firearms in Ohio, Pennsylvania, Maryland, Virginia and South Carolina.
  - Los Angeles to Albuquerque. A violent street gang operating from Los Angeles to Albuquerque. Four death penalty cases have been approved by Attorney General. In excess of 100 firearms have been seized.
  - Royster Drug Organization, a Baltimore, MD, violent heroin distribution group responsible for numerous shootings including four homicides. The Royster Organization has provided firearms and approximately 450 kilograms of heroin in Baltimore City and amassing over four million dollars in drug proceeds.



- **IRS-CID**

- Operation Jam. This investigation uncovered a \$13 million money laundering operation between Newport News, Virginia and Los Angeles, CA.
- Money Remitter Industry. This OCDETF/HIDTA investigation targeted the largest Dominican-owned money remitter in New York, with 13 offices in Manhattan, that were allegedly engaged in the international laundering of drug proceeds. The investigation revealed a pervasive money-laundering problem with respect to wire transmitters remitting funds to the Dominican Republic. As a result, Secretary Rubin issued a Geographic Targeting Order covering metropolitan New York City, northern New Jersey, and Puerto Rico.

- **Customs**

- Operation Casablanca. This investigation uncovered an extensive network of drug money laundering within the United States and Mexico. Operation Casablanca is the largest, most comprehensive, and significant money laundering case in the history of U.S law enforcement. It has resulted in the arrest of 167 individuals, the seizure of over \$103 million in U.S. currency, and over 2 tons of cocaine.
- Operation Meathook. This investigation resulted in the seizure of 17,200 pounds of cocaine and over \$6 million in U.S. currency.

# INTERNAL REVENUE SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$40.790	\$47.473	\$30.942
Goal 5	<u>31.620</u>	<u>37.974</u>	<u>30.719</u>
Total	\$72.410	\$85.447	\$61.661
<b>Drug Resources by Function</b>			
Investigations	\$54.731	\$62.157	\$39.837
Intelligence	16.292	19.742	18.276
International	<u>1.387</u>	<u>3.548</u>	<u>3.548</u>
Total	\$72.410	\$85.447	\$61.661
<b>Drug Resources by Decision Unit</b>			
Narcotics Crimes	\$57.204	\$68.355	\$43.915
Currency Transaction Reports	<u>15.206</u>	<u>17.092</u>	<u>17.746</u>
Total	\$72.410	\$85.447	\$61.661
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	866	920	649
<b>Information</b>			
Total Agency Budget	\$8,274.0	\$8,112.3	\$8,841.0
Drug Percentage	0.9%	1.1%	0.7%

## II. METHODOLOGY

- The Internal Revenue Service (IRS) drug control budget contains two components: Criminal Investigation (CI) and Currency Reporting Forms Processing.
- IRS-CI dedicates 22 - 24 percent of its Direct Investigative Time to the investigation and prosecution of narcotics organizations and narcotics money laundering organizations, supporting Goals 2 and 5 of the *National Drug Control Strategy*. Based on the recommendations contained in a review of IRS-CI by the Honorable William H. Webster, IRS Commissioner Rossotti has stated that IRS-CI will limit its support to the Interagency Crime Drug Enforcement (ICDE) narcotics investigations to the amount funded by the ICDE reimbursement. Therefore, the percentage of Direct Investigative Time (DT) that IRS-CI devotes to narcotics-related financial crime investigations will be directly related to the reimbursable funding levels received through the ICDE account in the future. The request for ICDE resources available to reimburse the IRS has been increased by \$25 million to ensure that this policy change does not decrease the IRS's support for this critical program.

- Currency Reporting Forms Processing: IRS resources are expended to process the Currency Reporting Forms required by the Bank Secrecy Act (Title 31), namely, Currency Transaction Reports (CTRs) and Casino Currency Transaction Reports (C-CTRs), Suspicious Activity Reports (SARs), and Foreign Bank Account Reports (FBARs) as well as Form 8300, Cash Payments in Excess of \$10,000 Received in a Trade or Business, required by the Internal Revenue Code (Title 26). The forms are processed for reporting Banks, Financial Institutions, and money services businesses as well as retail businesses. This program activity is reported in a separate account in the IRS's budget activities and is scored as 100 percent drug-related, supporting Goals 2 and 5 of the *Strategy*.

### **III. PROGRAM SUMMARY**

- The mission of the IRS-CI in federal law enforcement's anti-drug efforts is to utilize the financial expertise of its agents to identify and impede the transfer of illegal proceeds generated by the manufacture and distribution of illegal drugs. The mission focuses on the disruption and dismantling of the country's major domestic and international narcotics and narcotics money laundering organizations through investigation, prosecution, and asset forfeiture proceedings. Prosecutions involve the criminal statutes contained in the Internal Revenue Service Code (Title 26); the Bank Secrecy Act (Title 31); and the Money Laundering Control Act (Title 18) of the United States Code.
- The IRS-CI promulgated an International Strategy that placed special agents in strategic foreign posts to facilitate the development and use of information obtained in host nations in support of criminal investigations. The international strategy provides for direct foreign source support to the investigations over which IRS-CI has investigative jurisdiction.
- The IRS-CI supports the overall IRS mission by the investigation of criminal violations under its jurisdiction through three program areas: the Legal Income Tax Crimes Program, the Illegal Income Financial Crimes Program, and the Narcotics-Related Financial Crimes Program (Narcotics Program).
- The Narcotics Program supports the *National Drug Control Strategy* through continued support to joint interagency task forces including the ICDE and the High Intensity Drug Trafficking Areas (HIDTA). Additionally, IRS-CI is implementing a series of Task Forces to be used as a catalyst for the development of significant tax, narcotics, and non-narcotics money laundering cases.

### **IV. BUDGET SUMMARY**

#### **2000 Program**

- The FY 1999 program provides \$85.4 million and 920 FTE in support of the *National Drug Control Strategy*.

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- Of the total counternarcotics funding received by the IRS, \$47.5 million supports IRS-CI's effort in the investigation and prosecution of drug organizations, including domestic money laundering organizations. IRS-CI utilizes the financial investigative expertise of its special agents to increase the safety of America's citizens by substantially reducing drug-related crime and violence. Through resources applied to the Narcotics Program, IRS-CI support joint agency task forces including ICDE and HIDTA and sponsors and assists in covert money laundering initiatives to identify, disrupt, and dismantle the systems and criminal organizations that launder narcotics proceeds.
- IRS-CI directs its investigative efforts in drug enforcement towards financial investigations that meet standards set by the ICDE program. IRS-CI's financial investigations of tax and money laundering violations, arrest and prosecution of the leaders, and seizure and forfeiture of the narcotics organization assets, contribute to strengthening law enforcement for the purpose of dismantling major domestic and international criminal narcotic organizations.
- IRS-CI is implementing a series of Task Forces to facilitate the development of significant tax, narcotics, and non-narcotics money laundering cases.
- IRS-CI will implement projects targeting narcotics money laundering organizations that use wire remitter services and the bulk transportation of currency in their narcotics money laundering activities. The illegal use of wire remitter services by sophisticated narcotics organizations offers the narcotics trafficker/money launderer an immediate, efficient, secure, and reliable method of transferring huge sums of illicit funds over short periods of time. Another IRS-CI initiative targets the Bulk Transportation of Cash. The transportation of large sums of cash is a very reliable warning sign of drug trafficking activity and widely used method for the movement of millions of dollars in narcotics proceeds.

**Goal 5: Break foreign and domestic drug sources of supply.**

- Of the total counter-narcotics funding received by the IRS, \$38 million supports IRS-CI's Goal 5 activities in FY 2000.
- The IRS-CI strategy in counterdrug activities is to prevent the smuggling of narcotics into the United States by reducing the profit motive to criminal organizations. This is accomplished through continued support to joint agency task forces including ICDE and HIDTA, use of asset forfeiture, and through assistance in developing money laundering and asset forfeiture legislation.
- IRS-CI is currently organizing two projects, the Wire Remitter and Bulk Transportation of Currency initiatives, in order to identify domestic and international criminal money laundering organizations that are utilizing the non-bank wire remitter industry, or transporting large quantities of currency from, into, and within the United States.

- IRS-CI is participating in the newly created money laundering section at the Department of Justice, Special Operations Division (SOD), which is heavily concentrated on domestic and international narcotics-related organizations.
- IRS-CI's International Strategy places special agents in strategic foreign posts to facilitate the development and use of information obtained in host nations in support of criminal investigations. The IRS-CI maintains permanent overseas posts in Bogota, Colombia, Mexico City, Mexico, Frankfurt, Germany, Hong Kong, China, and Ottawa, Canada. A second special agent will be posted in Mexico in FY 2000.

## **2001 Request**

- The IRS is requesting a total of \$61.7 million and 649 FTE in FY 2001. The FY 2001 request reflects a decrease of \$23.8 million and 271 FTE from the FY 2000 funding level. The decrease is a result of the IRS's decision to implement recommendations in Webster Report that will result in IRS-CI relying on the ICDE appropriation to fund narcotics investigations. However, this decrease in direct IRS resources dedicated to anti-drug efforts is fully offset by a \$25 million increase in ICDE resources available to reimburse the IRS.

## **V. PROGRAM ACCOMPLISHMENTS**

- In FY 1999, the IRS-CI:
  - initiated 1,495 narcotics-related investigations,
  - recommended prosecution on 1,161 narcotics-related investigations,
  - achieved a narcotics-related conviction rate of over 90 percent,
  - applied 23.8 percent of Direct Investigative Time to the Narcotics Program, and
  - realized \$31.7 million in forfeited narcotics-related assets.
- Shell Companies: Jesus A. Guticoll, a member of a Cali, Colombia-based money laundering organization, came to CI's attention due to the filing of a Suspicious Activity Report, which indicated that he was making numerous cash deposits into various bank accounts. The money laundering operation funneled millions of dollars from drug sales through "front" companies by making currency deposits below the \$10,000 threshold level for the reporting requirement into multiple bank accounts. Guticoll, who pled guilty to money laundering conspiracy, was sentenced to 55 months in prison for his role in the money laundering scheme. Eight other defendants have either pled guilty or were convicted at trial for their roles in the scheme and are awaiting sentencing.
- Nashville Jeweler Pleads Guilty: The OCDETF investigation targeted Linus Leppink, a Nashville, Tennessee jeweler, James Hardy, and Darrell McQuiddy, who pled guilty to participating in a conspiracy to launder between \$10 million and \$20 million in drug proceeds during 1996 and 1997 while also distributing more than 400 kilograms of cocaine. They engaged in numerous cash

transactions with U.S. currencies that were the proceeds of cocaine trafficking. Other members of this organization pled guilty to additional financial crimes. Leppink was sentenced to 15 years in prison. The others are awaiting sentencing.

# UNITED STATES SECRET SERVICE

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$80.865	\$71.007	\$103.925
Goal 3	<u>6.582</u>	<u>6.858</u>	<u>7.418</u>
Total	\$87.447	\$77.865	\$111.343
<b>Drug Resources by Function</b>			
Prevention	\$6.582	\$6.858	\$7.418
Investigations	<u>80.865</u>	<u>71.007</u>	<u>103.925</u>
Total	\$87.447	\$77.865	\$111.343
<b>Drug Resources by Decision Unit</b>			
Investigations	\$72.040	\$69.614	\$103.925
Administration	2.937	3.011	3.107
Protective Operations	3.645	3.847	4.311
Crime Control Act	<u>8.825</u>	<u>1.393</u>	---
Total	\$87.447	\$77.865	\$111.343
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	711	625	749
<b>Information</b>			
Total Agency Budget	\$660.5	\$677.3	\$821.6
Drug Percentage	13.2%	11.5%	13.6%

## II. METHODOLOGY

- The estimate that 39% of the workload of the Service's Investigative Operations is drug related is based upon an analysis of base staff hours expended. The 7% and 1% figures for the Protective and Administrative Operations' involvement also rely on an analysis of base staff hours.

## III. PROGRAM SUMMARY

- The Secret Service drug-related investigative activities support Goal 2 of the *National Drug Control Strategy*. The Service's employee and applicant drug testing, protectee drug-related speeches, and protection for protectees involved in other drug enforcement related activities support Goal 3 of the *National Drug Control Strategy*.

- The mission of the Secret Service includes the authority and responsibility to:
  - 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/governments.
  - Provide security for the White House Complex and other Presidential offices, for the official residence of the Vice President, and for foreign diplomatic missions in the Washington, DC metropolitan area.
  - 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.
  - Detect and arrest those persons violating laws pertaining to electronic funds transfer frauds, credit card and debit card frauds, fraud involving federally insured financial institutions, false identification documents or devices, and computer access fraud.
- Resources identified are based upon a methodology that incorporates pay, benefits and support costs of FTE 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 for protectees involved in other drug enforcement related activities.

#### IV. BUDGET SUMMARY

##### 2000 Program

- The FY 2000 base program includes \$71.0 million for investigative activities supporting Goal 2 of the *Strategy* and \$6.9 million in prevention activities supporting Goal 3 of the *Strategy*.

##### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- In FY 2000, the Service will shift 240 of its investigative FTE to Protective Operations in preparation for the 2000 Presidential Campaign. Although the Service has proposed no new budgetary resources specifically devoted to carrying out the *National Drug Control Strategy*, it will continue to devote 39% of its investigative resources and 1% of its Protective Operations resources to drug-related activities.



## **2001 Request**

- The Service's FY 2001 drug related resources are \$111.3 million, an increase of \$33.478 million over the FY 2000 appropriation.
- In FY 2001, the Service will shift 170 of its protective FTE back to Investigative Operations. After the termination of the extraordinary protective efforts of 2000 and 2001, for protection of candidates/nominees for the presidential campaign, FTE will gradually reshift from protective to investigative operations.

### **Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- The total drug control request for Goal 2 activities for FY 2001 is \$103.9 million, a net increase of \$32.9 million over FY 2000.

### **Goal 3: Reduce health and social costs to the public of illegal drug use.**

- The total drug control request for Goal 3 activities for FY 2001 is \$7.4 million, a net increase of \$0.6 million over FY 2000.

## **V. PROGRAM ACCOMPLISHMENTS**

- The United States Secret Service continues to support Goals 2 and 3 of the *National Drug Control Strategy*.

# TREASURY FORFEITURE FUND

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	<b>1999</b>	<b>2000</b>	<b>2001</b>
	<b>Actual</b>	<b>Enacted</b>	<b>Request</b>
<b>Drug Resources by Goal</b>			
Goal 2	\$246.855	\$271.020	\$170.200
Goal 4	<u>0.134</u>	<u>0.200</u>	<u>0.200</u>
Total	\$246.989	\$271.220	\$170.400
<b>Drug Resources by Function</b>			
Investigations	\$138.248	\$191.620	\$90.800
State & Local Assistance	108.607	79.400	79.400
Interdiction	<u>0.134</u>	<u>0.200</u>	<u>0.200</u>
Total	\$246.989	\$271.220	\$170.400
<b>Drug Resources by Decision Unit</b>			
Permanent Indefinite Authority	\$246.989	\$271.220	\$170.400
<b>Drug Resources Personnel Summary</b>			
Total FTEs 1/	---	---	---
<b>Information</b>			
Total Agency Budget 2/	\$347.9	\$382.0	\$240.0
Drug Percentage	71.0%	71.0%	71.0%

**Notes:**

1/ Drug resource personnel are reported directly to ONDCP by each of the Treasury law enforcement bureau.

2/ Total Agency Budget for FY 2000 includes a Super Surplus of \$142 million. These funds are available to the Secretary of the Treasury, without fiscal year limitation, for any federal law enforcement purpose.

## II. METHODOLOGY

- 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 figures above.

## III. PROGRAM SUMMARY

- The Treasury Forfeiture Fund was established by Public Law 102-393, the Treasury Department Appropriations Act. The Fund supports the law enforcement activities of the Treasury Department and the United States Coast Guard, as well as to provide equitable sharing payments foreign governments and to state and local law enforcement agencies.

**Goal 2: Increase the safety of America's citizens by substantially reducing drug-related crime and violence.**

- Federal, state and local law enforcement task forces are supported, to fight criminal activity related to drugs and violence.
- Investigations and intelligence gathering efforts are supported which lead to seizures and forfeitures of assets obtained through sales of illegal drugs.

**Goal 4: Shield America's air, land, and sea frontiers from the drug threat.**

- Multilateral intelligence sharing with other governments regarding drug-related international money laundering has been supported by the TFF.
- Interdiction efforts supported by the TFF are those conducted by the U.S. Coast Guard in vessel seizures in conjunction with the U.S. Customs Service.

**IV. BUDGET SUMMARY**

**2000 Program**

- Drug control resources of the TFF total \$271.2 million in FY 2000 and includes \$142.0 million in Super Surplus funding. This budget is devoted almost exclusively to increasing the safety of America's citizens by substantially reducing drug-related crime and violence. A small amount of the total budget supports activities that shield America's air, land, and sea frontiers from the drug threat.

**2001 Request**

- The total drug control budget request is \$170.4 million. The reduction from FY 2000 is a result of lower revenue estimates projected for the fund.

**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 TFF. These achievements apply mostly to the investigations into money laundering and illegal drug activity conducted within the United States.
- Domestic efforts in training 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.

# DEPARTMENT OF VETERANS AFFAIRS

## I. RESOURCE SUMMARY

(Budget Authority in Millions)

	1999 Actual	2000 Enacted	2001 Request
<b>Drug Resources by Goal</b>			
Goal 3	\$1,041.736	\$1,111.434	\$1,155.517
Total	\$1,041.736	\$1,111.434	\$1,155.517
<b>Drug Resources by Function</b>			
Prevention	\$0.198	\$0.440	\$0.507
Treatment	1,034.193	1,101.653	1,145.669
Treatment Research	<u>7.345</u>	<u>9.341</u>	<u>9.341</u>
Total	\$1,041.736	\$1,111.434	\$1,155.517
<b>Drug Resources by Decision Unit</b>			
Medical Care	\$1,034.391	\$1,102.093	\$1,146.176
Research	<u>7.345</u>	<u>9.341</u>	<u>9.341</u>
Total	\$1,041.736	\$1,111.434	\$1,155.517
<b>Drug Resources Personnel Summary</b>			
Total FTEs (direct only)	13,908	14,370	14,370
<b>Information</b>			
Total Agency Budget	\$48,514.6	\$53,401.7	\$51,353.5
Drug Percentage	2.2%	2.1%	2.3%

## II. METHODOLOGY

- “Treatment Costs” represent the cost 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: 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. 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. Seventy-eight percent of the total costs of substance abuse treatment program goes towards the treatment costs of drug use disorders.

- Other related medical costs were included in the VHA budget estimates in recognition of elevated rates of serious medical problems among individuals with drug use disorders. Examples of these problems include viral hepatitis, sexually-transmitted diseases, endocarditis, a range of central nervous system infections, skin and soft tissue infections, tuberculosis, and HIV. In addition, the other related medical costs are a recognition of the relationship between drug use disorders and injuries sustained in accidents or through self-infliction.
- 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) are comprised of five general components: 100 percent of the other related medical costs for patients with a drug diagnosis and treated in a specialized drug program; 100 percent of the other related medical costs for patients with a primary drug diagnosis and treated in a specialized substance abuse treatment program; 100 percent of the other related medical costs for patients with a primary drug diagnosis and treated in programs other than specialized drug or substance programs; 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 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.
- The FY 1997 other related medical costs were calculated using the method just described. This data is then extrapolated to current years by applying the medical Consumer Price Index. Extrapolation does not reflect the significant shift from inpatient to outpatient treatment modalities that occurred during the period and the effect such a shift has on lowering treatment costs. Additionally, extrapolation does not reflect changes in workload (the number of patients treated with primary, secondary, or associated drug diagnosis) and the effect of such changes on “other medical costs.” VHA realizes that due to numerous variables, the extrapolated “other medical costs” are not reliable, but represent the best possible effort to represent drug-related costs using the current information available. VHA has requested a change in drug methodology that is under review by ONDCP. This proposed methodology change is the result of improved tracking mechanisms regarding drug patients.

### **III. PROGRAM SUMMARY**

- The Department of Veterans Affairs, through its Veterans Health Administration, 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). All of the drug-related resources support Goal 3 of the *Strategy*.
- The investment in health care and specialized treatment of veterans with drug abuse problems identified as funded by the resources in Medical Care helps avoid future health, welfare and crime costs associated with illegal drug use.

- In coordination with the Center for Substance Abuse Treatment (CSAT) on how to best employ outreach models, VA has been a participant in the Treatment Improvement Protocol (TIP) initiative developed by the Center for Substance Abuse Treatment of SAMHSA in HHS. A component of this project is the specific development of a TIP number 27, relating to case management and the associated facilitation of access to treatment.
- The dollars expended in research help to acquire new knowledge to improve the prevention, diagnosis and treatment of disease, and acquire new knowledge to improve the effectiveness, efficiency, accessibility and quality of veterans' health care.
- The Department of Veterans Affairs, in keeping with modern medical practice, continues to improve service delivery by expanding primary care and shifting treatment services to lower cost settings when clinically appropriate. Included in this shift to more efficient and cost effective care delivery has been VA's substance abuse treatment system. Initial data suggest these shifts in care delivery may impact budgets in future years. The exact nature of the impact, if any, cannot be determined until additional trend data becomes available.

#### **IV. BUDGET SUMMARY**

##### **2000 Program**

- The FY 2000 base contains an estimated \$1,102.1 million towards this program for medical care. This program consists of \$296.2 million for specialized treatment, \$805.4 million for other related treatment and \$0.440 million for prevention activities. Evaluation of substance abuse treatment programs will continue in 2001.
- The 2000 base contains \$9.3 million for research and development to be applied towards drug abuse related research.

##### **2001 Request**

- The FY 2001 request is \$1,155.5 million. The request is composed of \$1,146.2 million for medical care and \$9.3 million for drug abuse related research.
- In conjunction with the Department of Health and Human Services (HHS) and the Department of Justice (DOJ), the Department of Veterans Affairs (VA) 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 and implementing and assessing the effectiveness of clinical practice guidelines. VA will be able to accomplish this within existing resources, primarily through its Center of Excellence in Substance Abuse Treatment and Education (CESTATE) 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.

**Goal 3: Reduce health and social costs to the public of illegal drug use.**

The FY 2001 request includes the following Goal 3 enhancements:

- Increase treatment efficiency and effectiveness. Provide information on successful methods in various programs and the number of referrals that enter treatment. The dollars expended in research help this goal and objective by (1) acquiring new knowledge to improve the prevention, diagnosis and treatment of disease, and (2) acquiring new knowledge to improve the effectiveness, efficiency, accessibility and quality of veterans’ health care.
- Use effective outreach referral and case management efforts to facilitate early access to treatment. In coordination with CSAT on how best to employ outreach models, VA has been and will continue to be a participant in the Treatment Improvement Protocol (TIP) initiative developed by CSAT of SAMHSA, Department of Health and Human Services. A component of this project is the specific development of a TIP relating to case management and the associated facilitation of access to treatment. Previously issued TIPs have been made available to VA treatment programs, and have been used in VA’s continuing education activities. This effort will continue in the future.
- Improve access to diagnostic and treatment services for addicted veterans, thereby relieving suffering and avoiding further social, medical and psychiatric complications.
- VHA’s Performance Goal is to increase the percentage of patients (see table) seen in specialized substance abuse treatment settings who have an initial Addiction Severity Index (ASI) and six-month follow-up ASI.

Fiscal Year					
1997	1998	1999	2000	2001	Strategic Goal
N/A	N/A	55%	60%	65%	75%

**V. PROGRAM ACCOMPLISHMENTS**

- Specialized substance abuse treatment services are available at 153 VA Medical facilities. These are predominately ambulatory programs.
- VA continues to provide inpatient treatment services to veterans with significant substance abuse and psychosocial problems: 40 percent are 50 and older, 75 percent are not married, 37 percent are members of an ethnic minority, and 29 percent have service-connected disabilities. Among patients with drug diagnoses treated in specialized inpatient substance abuse units, 62 percent abuse cocaine, 22 percent abuse opioids, and 38 percent have co-existing psychiatric diagnoses.

- Improved rates of treatment retention: 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 (C-B) 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 have been conducted. Findings obtained include:
  - A total of 40 percent of the patients were abstinent from alcohol and drugs in the three months before the 1-year follow-up compared with only 2 percent in the 3 months before treatment intake. Additionally, at follow-up, 30 percent of the patients had no problems due to substance use, whereas at intake only 3 percent had no such problems. Psychological, legal and employment functioning also improved, but less substantially.
  - Casemix-adjusted 1-year outcomes showed that patients in 12-step programs were most likely to be abstinent, free of substance abuse problems, and employed. Patients who obtained more regular and more intensive outpatient mental health care, and those who participated more in 12-step self-help groups, were more likely to be abstinent and free of substance use problems.
  - With respect to treatment processes, patients in 12-step programs improved more between intake and discharge than did (C-B) patients on proximal. Outcomes assumed to be specific to 12-step treatment outcomes (e.g., disease concept beliefs, attending 12-step meetings), whereas patients in C-B programs made no greater change (and on a few variables, less change) than did 12-step patients on proximal. Outcomes assumed to underlie C-B treatment (e.g., sense of self-efficacy, coping skills).
  - No evidence was found that C-B or 12-step treatment is more beneficial for certain types of patients than is the other treatment approach.
  - Dually diagnosed patients and those with only substance use disorders had comparable substance use outcomes. However, patients with major psychiatric disorders fared worse on psychological symptoms and employment outcomes than did patients with personality disorders or only substance use disorders.
- PERC recently completed a prospective 1-year evaluation of a nationwide sample of more than 2,300 VA substance abuse patients seen in the Contract Residential Facilities (CRF). The findings are that:
  - Patients in the CRF Program improve substantially between treatment intake and 1-year follow-up.



- Patients who have longer episodes of care and participate more intensively in the CRF program have better casemix-adjusted 1-year outcomes.
- The CRF Program benefits diverse subgroups: substance abuse patients with psychiatric disorders, residentially unstable and homeless patients, patients mandated to treatment, and patients admitted directly from outpatient care.
- Patients in CRF care have better casemix-adjusted 1-year outcomes than comparable patients discharged from inpatient care to independent living in the community.
- Patients who are clinically eligible to be admitted directly to CFRs from outpatient care have similar casemix-adjusted 1-year outcomes but lower costs than do comparable patients who first have an episode of inpatient care.
- Patients who obtain more consistent outpatient mental health care during and after the CRF episode have better 1-year substance use and psychosocial outcomes than do patients who obtain less consistent outpatient care.
- The Program Evaluation and Resource Center is working with Mental Health Strategic Healthcare Group to develop a system of indicators to monitor the provision of services to veterans with substance use disorders. The first phase of development will test monitors designed to assess the effectiveness of early intervention as well as monitors measuring access to treatment and continuity of services. Later phases will evaluate treatment outcome using indicators such as changes in substance use, medical and psychiatric status, economic status and social conditions after receipt of services.

## VI. TECHNICAL ISSUES

### **Annual Accounting of Drug Control Funds:**

As a new mandate in law, 21 U.S.C. § 1704(d) provides that: “The Director [ONDCP] shall --

(A) require the National Drug Control Program agencies to submit to the Director not later than February 1 of each year a detailed accounting of all funds expended by the agencies for National Drug Control Program activities during the previous fiscal year, and require such accounting to be authenticated by the Inspector General of each agency prior to submission to the Director; and

(B) submit to Congress not later than April 1 of each year the information submitted to the Director under subparagraph (A).”

In order to implement this provision, on December 17, 1999, ONDCP issued to the heads of all National Drug Control Program agencies a circular, *Annual Accounting of Drug Control Funds*. This circular provides guidance to agencies for conducting the detailed accounting and authentication required by statute. The first such report will cover data for Fiscal Year 1999, as reported in this volume. ONDCP will consider proposed drug budget methodology modifications that may result from these reviews by agency Inspectors General.

### **Major Changes in Drug Budget Methodologies – Federal Bureau of Investigation (FBI):**

As displayed in this volume, the FBI drug control budget methodology has been changed to reflect more accurately the Bureau's drug enforcement efforts. Through the Time Utilization Record Keeping (TURK) system, the FBI is now better able to account for the drug-related resources in the Violent Crimes account. The FBI previously applied data collected by the Bureau of Justice Statistics (BJS), which was based primarily upon state and local law enforcement activities, to estimate the drug-related portion of its Violent Crimes program. It has since been determined that this methodology was not consistent with actual FBI Violent Crime program drug-related activities and a new approach using internal FBI data has been adopted. For Fiscal Year 1999, the revised methodology has resulted in a scorekeeping adjustment of \$283 million from the amount reported in last year's *Budget Summary*. The effect on the amount reported for other years is a similar order of magnitude. These data have been adjusted to report FBI budget data on a consistent basis. This change reflects a technical scorekeeping adjustment only, it has no adverse effect on the actual level of FBI resources devoted to drug enforcement. The FBI continues to validate its drug control costing methodology to ensure the most accurate estimates of cross-program activities are provided.