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JULIE,

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THE BRIEFING BOOK
GENERAL McCaffrey
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W/ERSKINE.

Joe



SWB BRIEFING

December 10, 1997



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20503

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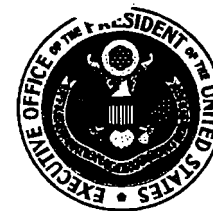
The South West Border:

An Overview of Drug-Control Challenges

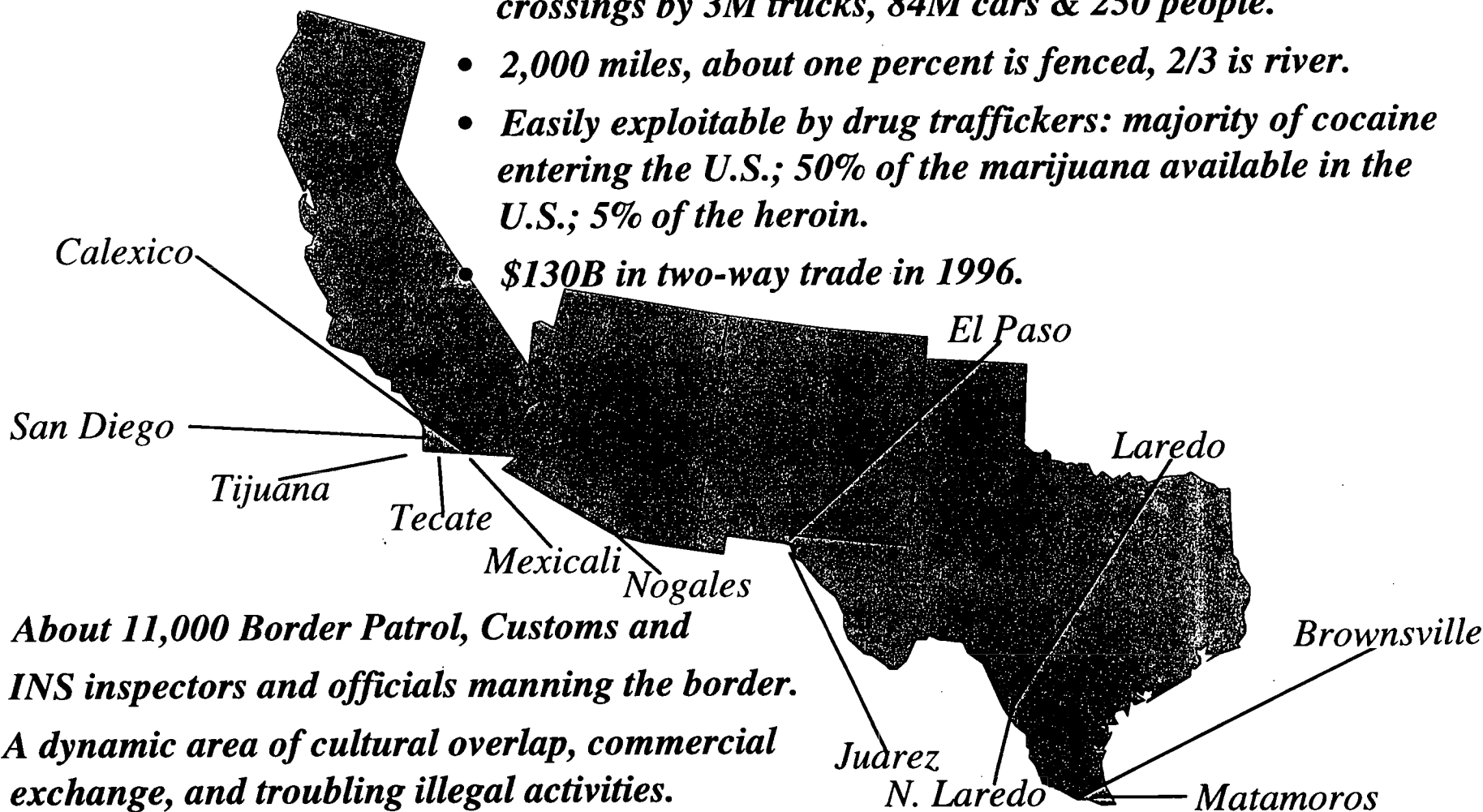


Barry R. McCaffrey
Director, Office of National Drug Control Policy
December 10, 1997

The Southwest Border - A Snapshot: The most active border in the world



- *The busiest border in the world: 39 crossing points; annual crossings by 3M trucks, 84M cars & 250 people.*
- *2,000 miles, about one percent is fenced, 2/3 is river.*
- *Easily exploitable by drug traffickers: majority of cocaine entering the U.S.; 50% of the marijuana available in the U.S.; 5% of the heroin.*
- *\$130B in two-way trade in 1996.*



- *About 11,000 Border Patrol, Customs and INS inspectors and officials manning the border.*
- *A dynamic area of cultural overlap, commercial exchange, and troubling illegal activities.*

12/9/97

Office of National Drug Control Policy

Drug Trafficking Challenges Along the Southwest Border



Geography -- 2,000 miles to cover.

Increasing volume of transborder traffic. Busiest crossing points in the world.

Nascent cross-border cooperation mechanisms.

Corruption on both sides of the border.

Trafficker exploitation of technology.

Interrelation of commerce, migration and trafficking.

Drug Seizures along the SW Border



- **Seizures from 1987 through 1995:**
 - **2,300 metric tons of marijuana.**
 - **345 metric tons of cocaine.**
 - **2,800 kilos of methamphetamines.**
 - **960 Kilos of heroin.**

NOTE: About 50% of the cocaine and marijuana available in the U.S. enters across the SW Border. About 5% of heroin sold in the U.S. is Mexican "black tar."

The Mexican View of the Challenge



Demand must be curtailed it drives the market.

Illegal arms trafficking must be checked it leads to increased violence.

Chemical precursors must be controlled.

Eradication processes must be enhanced.

Technology must be shared.

Money laundering must be jointly checked.

**Drug trafficking can't be defeated unilaterally
cooperation between two sovereign nations is the key.**

Drug Use in the U.S & Mexico



Illicit drug use in the general population (lifetime) in the U.S. and Mexico (in millions)

	<u>U.S.</u>	<u>Mexico</u>
Marijuana	37.7	3.3
Cocaine	11.3	0.5
Heroin	1.1	0.1
Hallucinogens	8.7	0.3

*Source: National Survey on Addictions, Ministry of Health (Mexico)
National Household Survey on Drug Abuse, SAMHSA, 1993*

Significant FY 98 Plus Ups for the Southwest Border



- **INS Southwest Border Initiative monies increased \$48M, adding 500 Border Patrol Officers.**
- **The joint DEA/FBI SW Border project will add another 186 agents.**
- **Customs: + 657 inspectors.**
- **U.S. Attorneys' Offices: + 50 attorneys -- up 20% over FY97's 176.**

ONDCP FY '99 - '03 Guidance to Federal Agencies for Port & Border Security Initiative



Reduce the entry of illegal drugs and precursor chemicals into the United States by 25% by 2002 from the base year 1996, and by 50% by 2007.

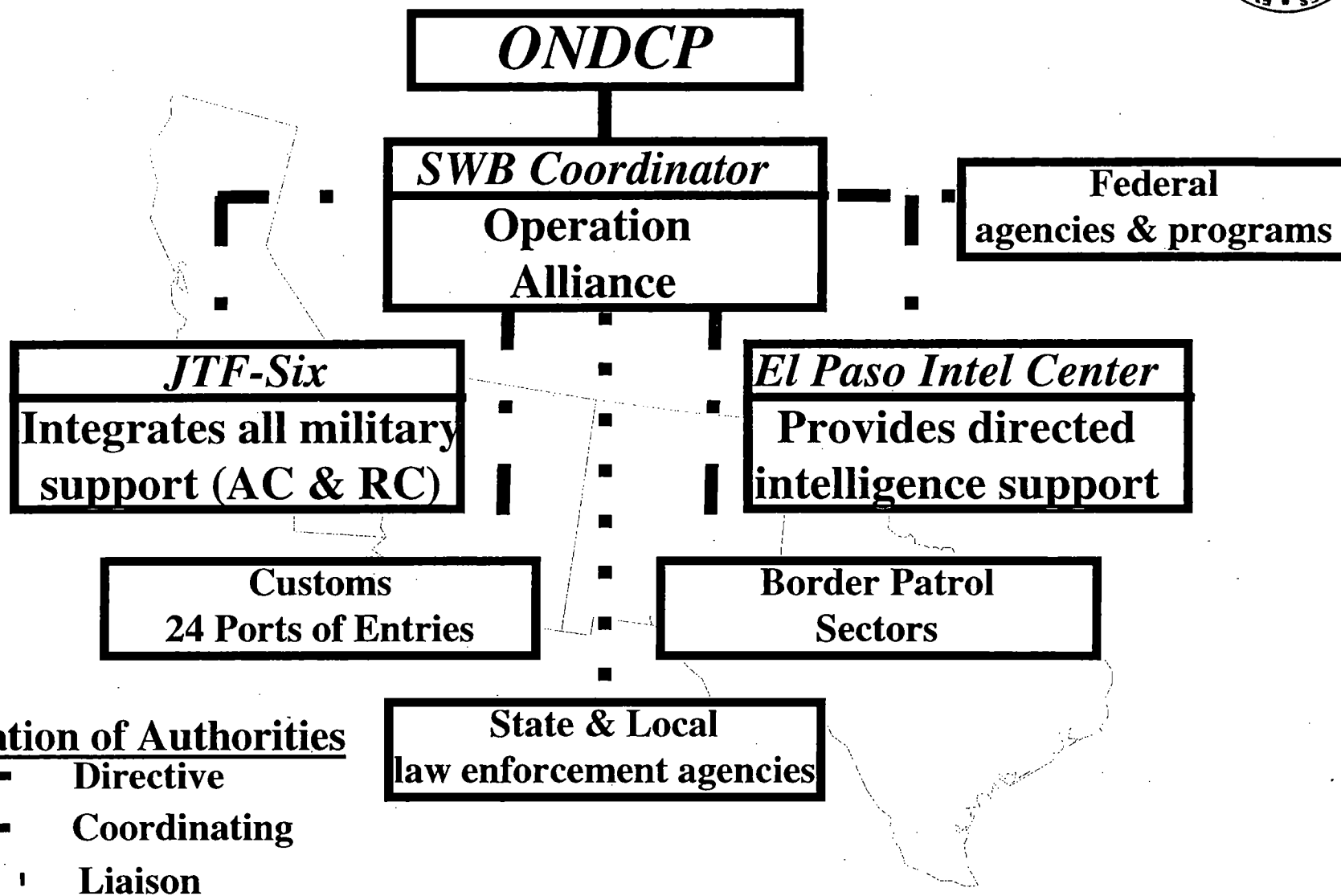
Increase total funding from \$213.8M (FY99) to \$585.1M in FY03. Projected increases by dept:

Justice: from \$ 69.4M to \$369.6M.

Treasury: from \$129.6M to \$191.3M.

Transportation: from \$ 9.8M to \$ 19.2M.

A Preliminary Organizing Concept



12/10/97

Office of National Drug Control Policy

SWB Coordinator Functions



- **Bring to bear coordinating authority similar to ONDCP's on a national problem.**
- **Senate confirmee status would make him a natural administration spokesperson to the congress and state and local authorities.**
- **Specific actions:**
 1. Submit annual reports.
 2. Set federal priorities.
 3. Provide budgetary guidance to federal agencies.
 4. Establish standards and accountability.

Conclusions



The following measures will help improve federal drug control capabilities along the Southwest Border

Improve accountability.

Expand cooperation with Mexico.

Develop a comprehensive intelligence architecture.

Develop a system that matches resources with threats.

Integrate technology.

Conclusions (continued)



Strengthen the High Intensity Drug Trafficking (HIDTA) Program.

Build infrastructure to support the law.

Encourage private sector support of our efforts.

Implement a systems approach to drug control efforts.

Continue DoD's support role.

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**EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY**

Washington, D.C. 20503

October 7, 1997

MEMORANDUM FOR THE PRESIDENT

FROM: BARRY McCaffrey

SUBJECT: ONDCP Field Visit to Drug Control Efforts in the Southwest Border Region

1. PURPOSE. The purposes of this memorandum are to: (a) summarize Office of National Drug Control Policy observations made during the recent ONDCP-led trip to the Southwest border; (b) report on the status of counter-drug efforts in this region; and (c) suggest interagency consideration of how federal drug control efforts along the border can be improved.

2. EXECUTIVE SUMMARY

- a. From August 24, 1997-August 29, 1997, ONDCP led a delegation of federal officials on a fact-finding trip along the U.S. Southwest border. Our purpose was to review federal drug control program agency efforts to stop drug trafficking and stem drug-related violence and corruption. We also met with state and local officials in each of the border states to hear their perspectives of the drug threat. Finally, we discussed cooperative drug control efforts with Mexican officials in four major Mexican border cities (Ciudad Juarez, Nuevo Laredo, Nogales, and Tijuana).
- b. Establishing adequate control of our Southwest border is an increasingly important U.S. national security interest. As U.S.-Mexico trade continues to grow -- it has increased 122 percent since 1990 (going from \$59B to almost \$130B in 1996) -- so do the opportunities for drug trafficking. This 2,000-mile border is one of the most open and busiest in the world. Last year, 254 million people, 75 million cars, and 3.5 million trucks and rail cars entered the United States from Mexico through 39 crossings and 24 ports of entries (POEs). We estimate that more than half of the cocaine on our streets, and large quantities of heroin, marijuana, and methamphetamines also enter the U.S. across this border. The enormous profits associated with this drug trade and the propensity of U.S. and Mexican criminal drug trafficking organizations to use violence and bribes to further their operations foster both corruption and lawlessness. A manifestation of this problem is the wave of murders in the Mexican border town of Ciudad Juarez following the recent death of Mexican trafficker Amado Carrillo Fuentes.
- c. Over the past four years, the administration has significantly increased the federal presence along the Southwest border. Some examples:
 - Customs' budget for Southwest border programs has increased 72 percent since FY93.

SUBJECT: ONDCP Field Visit to Drug Control Efforts in the Southwest Border Region

- DOD's drug control budget for the Southwest border has increased 53 percent since FY91.
- The number of U.S. Attorneys handling cases in the Southwest border region has increased by 80 percent since FY90.

This federal attention is making a difference. For example, violent crime is down in California, New Mexico, and Texas. Federal drug seizures have also increased; USBP FY96 marijuana seizures were up 50 percent over FY94's 50,000 pounds.

- d. Despite these successes, much remains to be done. For example, added inspection resources have not increased our ability to adequately screen trucks. Last year about 900,000 (about a quarter of the total) U.S.-bound trucks were subjected to drug control inspections. Cocaine was found in just sixteen. Our current interdiction efforts almost completely fail to achieve our purpose of reducing the flow of cocaine, heroin, and methamphetamines across the border. We need to shift from a manpower/physical inspection approach to one that is intelligence-driven and that employs emerging technologies to conduct non-intrusive searches. Based on our observations during this trip, ONDCP suggests the following measures will help improve federal drug control capabilities along the Southwest border:

- Improve accountability.
- Expand cooperation with Mexico.
- Develop a comprehensive intelligence architecture.
- Develop a system that matches resources with threats.
- Integrate technology.
- Strengthen the High Intensity Drug Trafficking Area (HIDTA) program.
- Build infrastructure to support the rule of law.
- Encourage private sector support of our efforts.
- Implement a systems approach to drug control efforts.
- Continue DOD's support role.

3. DISCUSSION

- a. **Improve accountability.** At least ten federal agencies and scores of state and local governments are involved in drug control efforts along the Southwest border. However, no individual or agency has overall coordination responsibility for drug control operations along the length of the border or even within individual POEs. That being said, federal

SUBJECT: ONDCP Field Visit to Drug Control Efforts in the Southwest Border Region

agencies at major POEs are forming quality improvement committees as an ad hoc measure to improve coordination. Functional and sectoral accountability must be established. Specific ONDCP suggestions include:

- Assign direct responsibility for coordinating all federal drug control efforts along the Southwest border to one federal official.
 - Designate an "in-charge" federal official at each POE.
- b. Expand cooperation with Mexico.** The United States alone cannot stop drug trafficking across the Southwest border. Expanded cooperation with Mexico is essential. Ongoing cooperative initiatives at the local, state, and national levels -- such as FBI training of Mexican law enforcement officials and Bilateral Liaison Mechanisms (BLMs) that link cross-border communities -- should be our building blocks. Specific suggestions include:
- Encourage BLMs to address drug trafficking and drug-related problems.
 - Establish Mexican law enforcement liaisons with U.S. Southwest border HIDTAs while maintaining appropriate strict security measures.
- c. Develop a comprehensive intelligence architecture.** Current U.S. intelligence capabilities along the Southwest border are clearly inadequate. Federal, state and local law enforcement officials conducting drug control operations do not normally receive timely or actionable intelligence or information. Intelligence is not adequately shared among Federal and state agencies. NDIC and EPIC roles are not supportive of operating elements. Our intelligence and information systems must:
- Bring together all federal, state and local intelligence collection, analysis and dissemination efforts.
 - Create a seamless intelligence operation covering the entire 2000-mile border and contiguous waters.
 - Encourage law enforcement officials at all levels to conduct intelligence-driven/information-based operations.
 - Encourage appropriate, strictly protected sharing of information with vetted counterpart Mexican organizations.
- d. Develop a system that matches resources with threats.** Available information about the drug threat is fragmented and incomplete. It is difficult to obtain a succinct, up-to-date assessment of the drug threat either along the entire border or in any specific state or sector. Similarly, there is no readily-available integrated overview of federal efforts to address the drug threat. The end result is that there is often no direct link between current operations and an intelligence analysis of the dynamic threats we face. Specific ONDCP suggestions include:

SUBJECT: ONDCP Field Visit to Drug Control Efforts in the Southwest Border Region

- Develop the capability to track the drug threat, drug control assets, and sectoral responsibilities into an automated, digital, grid-based schematic format covering both sides of the border.
 - Update this information on a real time basis and link it to a centralized Southwest border intelligence and coordination headquarters.
 - Create an intelligence system through the five SW Border HIDTAs that will allow law enforcement and policy-makers to monitor the changing nature of the trafficking threats and adapt efforts accordingly.
 - Use this carefully protected counter-drug information to prioritize and conduct counter-drug operations and assess new manpower and technology needs.
- e. Integrate counter-drug technology.** The enormous growing volume and importance of legitimate commercial trade in goods and services between the United States and Mexico is good news for America. However, with this volume of trade, no number of new agents alone can manually prevent the influx of drugs into the United States. Technological advances hold the key to allowing the relatively unfettered flow of legitimate trade, while capturing from this flow illicit traffic in drugs, drug money, and precursor chemicals. The technology currently being deployed is, for the most part, inadequate and/or already outdated. Hundreds of Border Patrol agents conduct dangerous night operations without basic equipment, such as night vision optics. The three operational x-ray machines (two are at fixed sites, one is a mobile prototype) provide inadequate coverage and are easily avoided by traffickers. Another six are scheduled to be operational by mid 1999. We need to ensure that authorities manning this border have access to the most up-to-date counter-drug technologies possible so that:
- Every truck and train that crosses the border into the United States can be subjected to at least three different non-intrusive inspections that can detect illegal drugs.
 - The physical and or electronic transfer of drug monies out of the United States can be detected.
 - Sensors, lighting and remote night vision devices monitor areas between POEs.
 - Law enforcement officials along the border are equipped with digital communications equipment, observation devices, detection devices, and other technologies necessary to their tasks.
- f. Strengthen the High Intensity Drug Trafficking Area (HIDTA) program.** Although degrees of success vary, the five Southwest border HIDTAs are each substantially improving the ability of law enforcement officials to combat drug trafficking. The effectiveness of HIDTA programs along the border can be improved by:
- Ensuring the five HIDTAs coordinate all federal, state and local counter-drug activities in their jurisdictions.

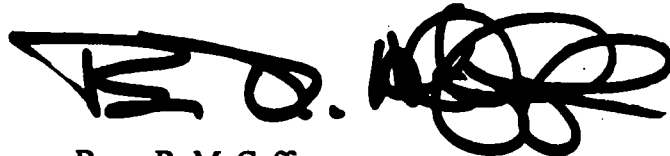
SUBJECT: ONDCP Field Visit to Drug Control Efforts in the Southwest Border Region

- Increasing coordination among the border HIDTAs (for example, facilitating the flow of intelligence information on a real time basis, creating exchanges about programs that work, and coordinating programs on a regional basis).
 - Establish strictly-protected coordination between HIDTAs and counterpart Mexican authorities.
 - Improve coordination between HIDTAs, U.S. drug control program agencies, and state and local prevention, treatment, and enforcement agencies.
- g. Build infrastructure to support the rule of law.** In 1907, President Theodore Roosevelt issued a proclamation establishing federal control of a strip of land sixty feet wide along the entire U.S.-Mexico border. His intent was to assure the federal ability to secure the border. There was no follow-through on his proclamation. We must address serious infrastructure shortfalls in order to prevent the flow of illegal goods and persons -- in particular drugs and drug traffickers -- into the United States. Barriers and surveillance devices work. Along the Imperial Beach, San Diego section of the border for example, there were sixty murders and 10,000 pounds of marijuana seized three years ago. Last year, after the installation of fences and lights backed up by more Border Patrol Agents, there were no murders, and just six pounds of marijuana were seized. Specific suggestions include:
- Develop a strategic five-year plan to build access roads to allow patrolling of the border and to erect fences and lights in high trafficking areas.
 - Assign one federal agency responsibility for planning, building, and maintaining roads and barriers.
- h. Encourage private sector support of our efforts.** The scope of this challenge will require private sector support, particularly from those who hold substantial stakes in the success of U.S.-Mexico relations. The private sector can help by:
- Assisting in the development and deployment of new technologies that can detect drugs without slowing the two-way movement of goods and services.
 - Implementing self-regulatory procedures to prevent drugs from being hidden in legal transactions.
- i. Implement a systems approach to drug control efforts.** Over or under emphasis on any component of the overall drug control effort detracts from overall effectiveness. Increasing, for example, the number of inspectors and agents without a corresponding increase in capabilities within the prosecutorial and detention systems can overwhelm the latter. As we continue to increase federal drug control resources in the Southwest border area, we must ensure the build-up is steady across the board. In particular, we must ensure that:
- Drug control programs are appropriate to the challenge.

SUBJECT: ONDCP Field Visit to Drug Control Efforts in the Southwest Border Region

- Our programs continue to respond to the dynamic nature of the drug threat
 - Department and agency build-ups are coordinated.
- j. **Continue DoD's support role.** The U.S. Armed Forces are providing invaluable support to federal, state, and local law enforcement agencies in the Southwest border region. This support should continue. However, all Title 10 (active components) and Title 32 (Guard and Reserves) support missions must be carefully scrutinized to ensure assigned missions are compatible with unit and individual capabilities. We should also consider making appropriate investments in those areas where our troops are being employed as a result of federal drug control program agency shortfalls.
4. **CONCLUSIONS.** The flow of drugs across the Southwest border has not been significantly curtailed despite tactical success that have caused changes in smuggling routes and techniques. Drug trafficking and violence remain persistent and growing threats to border region residents. While the obstacles our law enforcement officials face in stemming these threats are significant, they are not insurmountable. Our significant investments along the Southwest border are beginning to pay off. Future success is dependent on adjusting existing organizations to better support ongoing federal, state, and local law enforcement efforts. Harnessing emerging technology is a must. The ten initiatives outlined in this report might usefully orient the already extensive federal anti-drug effort in the region. ONDCP will table them with your Drug Policy Council over the coming months. Our intent is to provide you a fully-coordinated and supportable plan of action in the spring.

V/R



Barry R. McCaffrey
Director
Office of National Drug Control Policy

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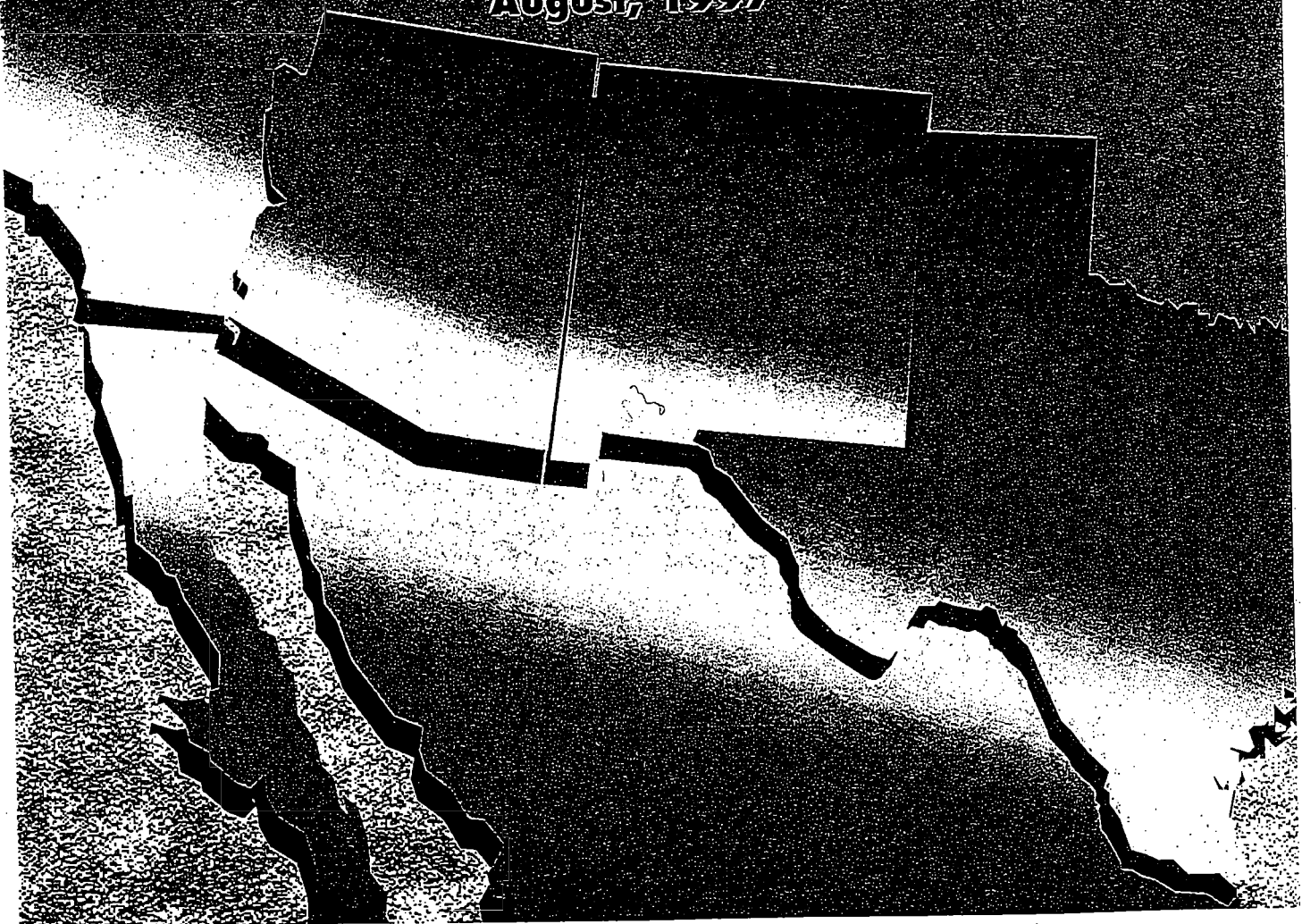
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BRIEFING BOOK

An Overview of Federal Drug Control Programs on the Southwest Border

August, 1997



The Southwest Border Region

Population

Trade

Immigration

Crime

Drug seizures

THE SOUTHWEST BORDER REGION

Geography and Population

There are ten states (four U.S. and six Mexican) that adjoin the 2,000 mile border.

- The four U.S. border states (California, Arizona, New Mexico, Texas) include 23 counties that touch the border
- The six Mexican border states (Baja California, Sonora, Chihuahua, Coahuila, Nuevo Leon, Tamaulipas) include 39 municipalities that touch the border.

The total population of the ten border states was 65,222,233 in 1990

- 51,926,828 (79.6 percent) in the U.S; 12,246,991 (20.4 percent) in Mexico.
- An estimated 10 percent of U.S. border state population lives in border counties; 29.4 percent of Mexican border state population lives in border municipalities.

On the U.S. side of the border:

- Approximately 26 percent of the border state population and 37 percent of the border county population is Hispanic.
- In comparison, the U.S. national average Hispanic population is 9.1 percent.

On the U.S. side of the border, the natural, annual rate of increase for all ethnic groups is 1.2/100 (state) and 1.5/100 (county).

- If this rate remains the same, the U.S. border population will double (all ethnic groups) in 57 and 47 years for states and counties, respectively.
- The Hispanic population at the state and county level will double in 25 years.
- In comparison, the United States will double its population as a whole in 90 years.

On the Mexican side of the border, the natural, annual rate of increase is 2.4/100 (state) and 2.5/100 (county).

- Migration movements toward the border, however, increase the overall population growth rate, to an estimated at 5.1 for Mexican border states and 7.8/100 for municipalities.
- At these rates, the Mexican border states and municipalities will double their population in 14 and 9 years, respectively.
- In comparison, Mexico will double its population as a whole in 25 years.

Source: United States-Mexico Border Health Association, *Future Directions: Substance Abuse in the U.S.-Mexico Border Region*

THE SOUTHWEST BORDER REGION
Commerce between the United States and Mexico

U.S.-Mexico trade has more than doubled from 1990 through 1996 (\$73.9 to \$149.5 billion)

- Two-way merchandise trade increased 122 percent (\$58.6 to \$129.8 billion)
- Two-way services trade increased 29 percent (\$15.3 to \$19.7 billion)

Imports from the United States accounted for three quarters of all Mexican imports in 1996

- Total value of Mexican imports increased 127 percent from 1990 through 1996 (\$39.3 to \$89.4 billion).
- U.S. share of imports increased from 75 percent in 1990 to 76 percent in 1996.

Mexico accounted for 9.1 percent (\$56.8 billion) of all U.S. exports in 1996; five states accounted for nearly two-thirds of these exports to Mexico:

- Texas (32.1 percent)
- California (15.6 percent)
- Michigan (10.0 percent)
- Indiana (4.7 percent)
- Illinois (3.6 percent)

Among the four Southwest border states, Texas relies most on exports to Mexico. As a share of total exports in 1996, exports to Mexico were:

- 33.9 percent for Texas
- 16.1 percent for Arizona
- 10.9 percent for New Mexico
- 8.4 percent for California

In 1995, five Southwest border ports of entry were among the 12 busiest ports of entry in the United States (based on the number of formal Customs entries).

- Laredo, Texas (281,881 formal Customs entries)
- El Paso, Texas (248,184 formal Customs entries)
- Otay Mesa, California (191,680 formal Customs entries)
- Nogales, Arizona (150,445 formal Customs entries)
- Calexico, California (63,769 formal Customs entries)

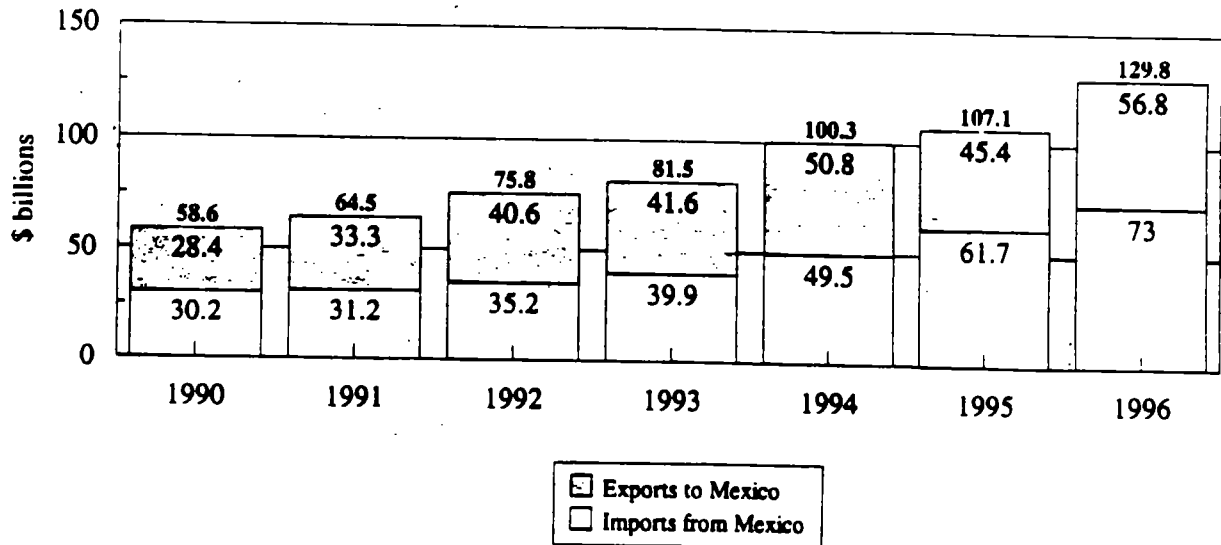
Note: A formal Customs entry is an importation exceeding \$1,250 or any textile importation.

Sources: Office of the United States Trade Representative; U.S. Department of Commerce; U.S. Customs Service; Massachusetts Institute for Social and Economic Research.

U.S. trade with Mexico has increased dramatically

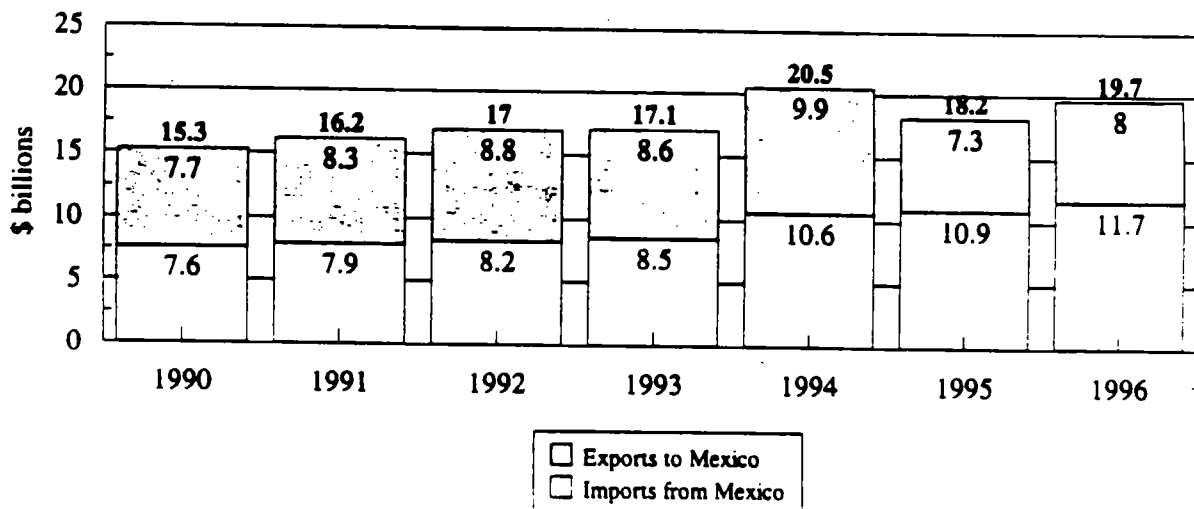
- Two-way merchandise trade between Mexico and the United States has increased 122 percent since 1990.

U.S. Merchandise Trade with Mexico
1990-1996



- Two-way trade in services between Mexico and the United States has increased 29 percent since 1990.

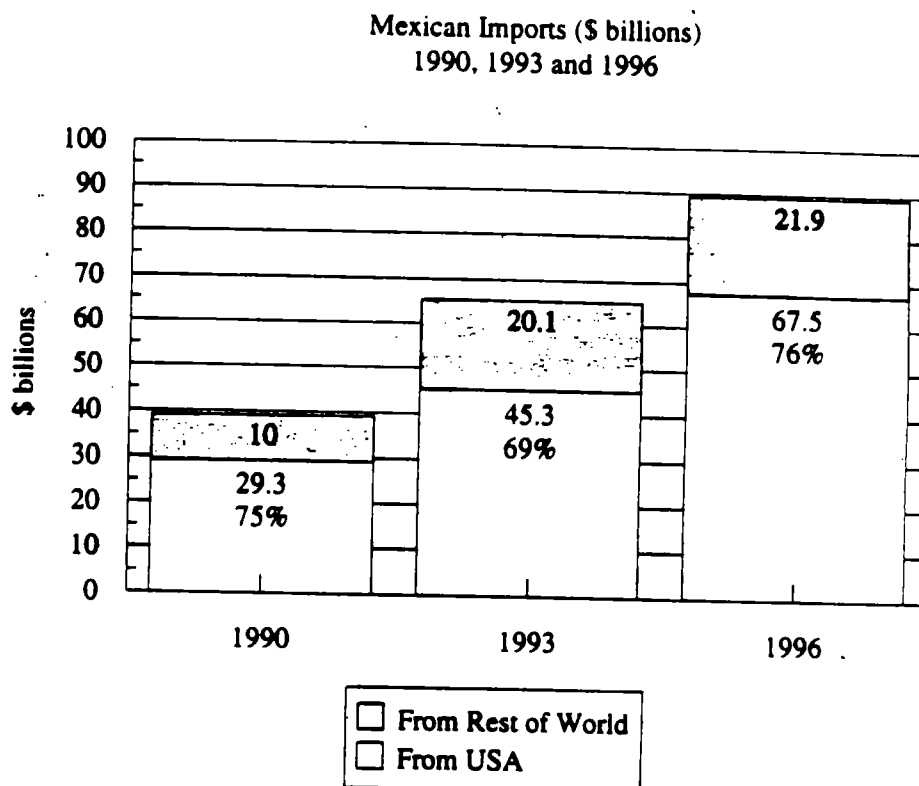
U.S. Services Trade with Mexico
1990-1996



Source: Office of the U.S. Trade Representative.

The United States is Mexico's principal source of imports

- Imports from the United States account for three quarters of all Mexican imports.

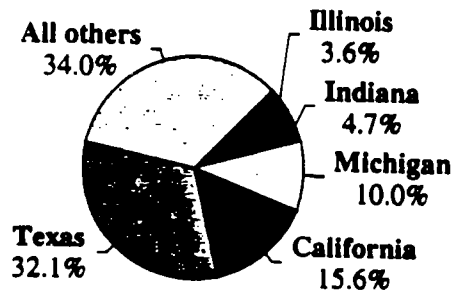


Source: Office of the United States Trade Representative

Mexico is an important export market for U.S goods and services

- Exports to Mexico comprise nine percent of all U.S. exports; five states account for 2/3 of this trade: Texas, California, Michigan, Indiana and Illinois.

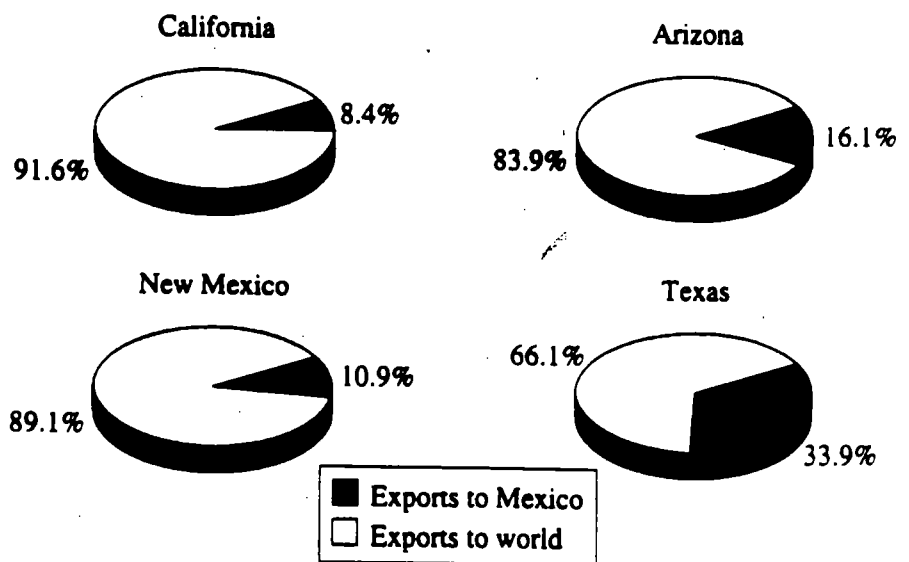
U.S. exports to Mexico (\$ billions)
1996



Total: 56.76

- Among the four Southwest border states, Texas relies most on trade with Mexico.

Exports to Mexico as a share of total exports
Southwest border states, 1996

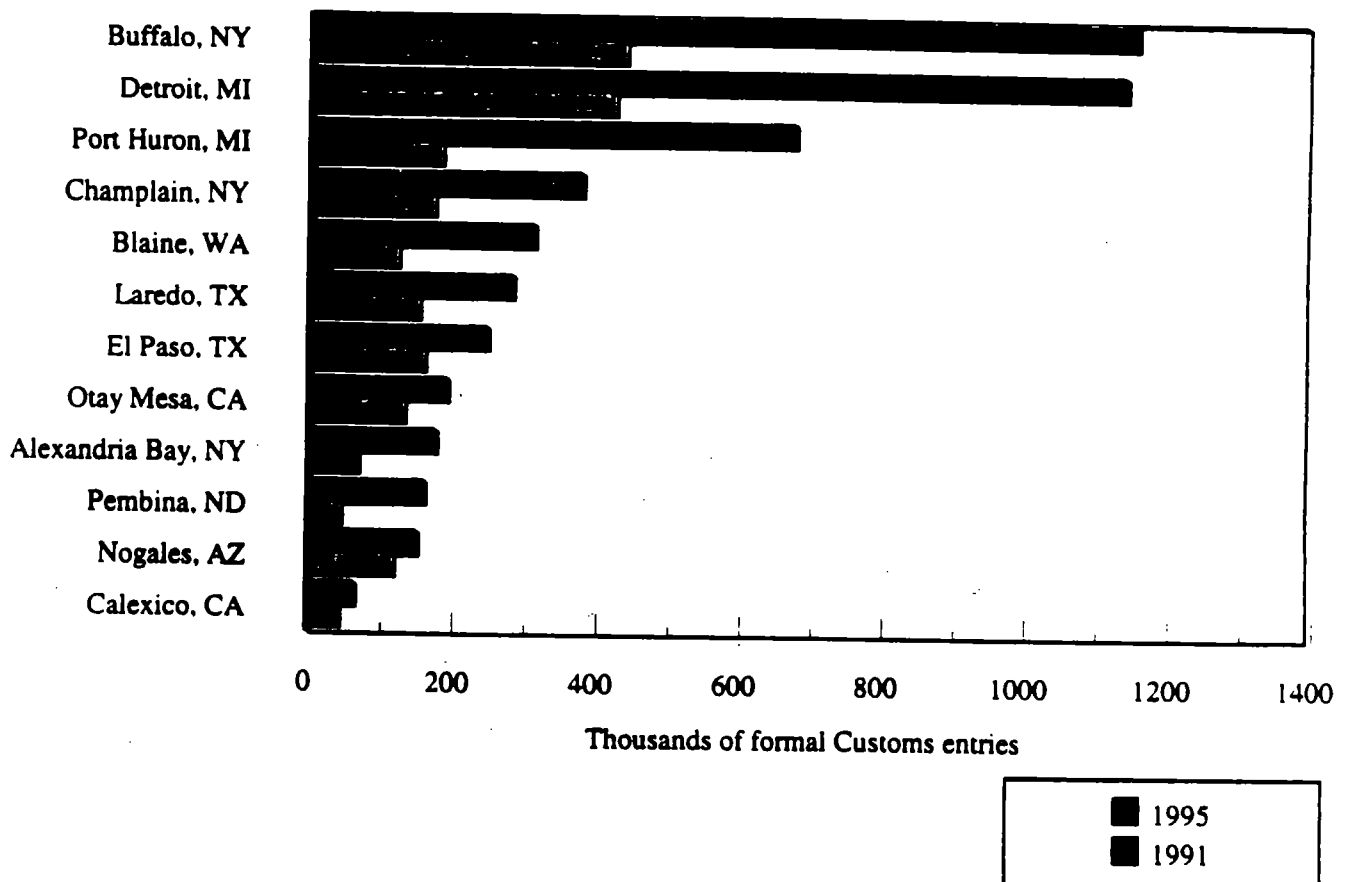


Twelve busiest ports in the United States

- In 1995, five Southwest border ports of entry were among the 12 busiest ports of entry in the United States:

- Laredo, Texas
- El Paso, Texas
- Otay Mesa, California
- Nogales, Arizona
- Calexico, California

U.S. Ports of Entry
Ranked by trade volume (number of formal Customs entries)
1991 and 1995



Note: A formal Customs entry is an importation exceeding \$1,250 in value or any textile importation.

Source: United States Customs Service

UNITED STATES ATTORNEYS

BUDGET AUTHORITY (\$ MILLIONS) FISCAL YEARS 1990-1998

FY	TOTAL BUDGET	TOTAL SOUTHWEST BORDER BUDGET	TOTAL DRUG-RELATED BUDGET	SOUTHWEST BORDER DRUG-RELATED BUDGET
1990	563	12	179	10
1991	788	16	229	13
1992	808	18	263	15
1993	875	20	285	16
1994	897	22	290	17
1995	958	23	288	18
1996	1015	25	314	20
1997	1062	29	325	24
1998	1147	33	346	27

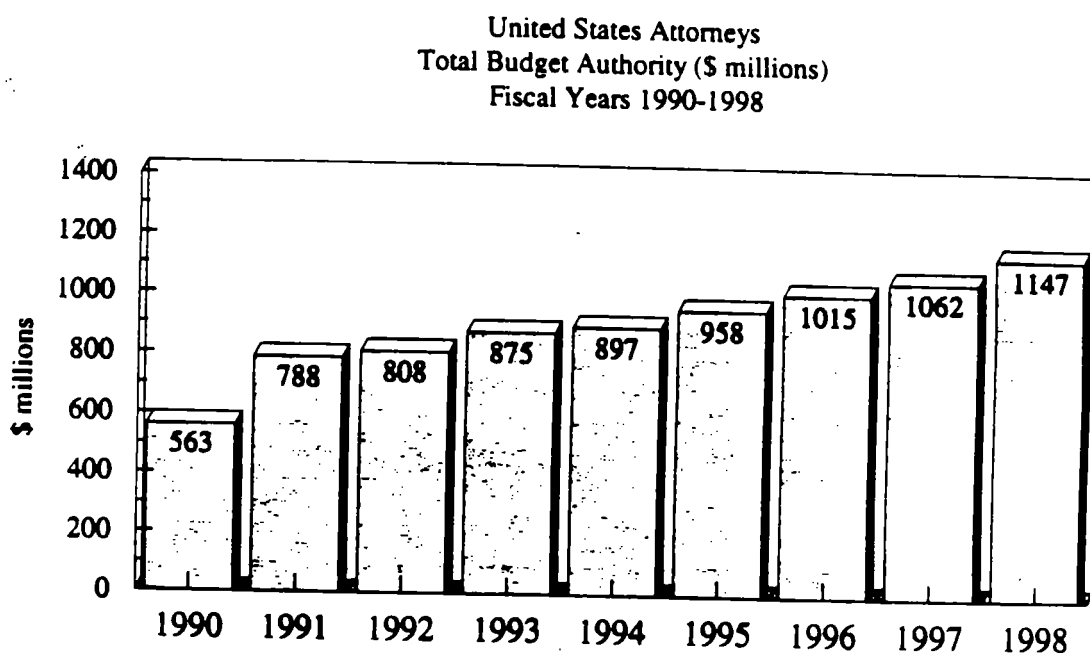
PERSONNEL FISCAL YEARS 1990-1998

FY	TOTAL (FTE)	TOTAL, SOUTHWEST BORDER	ATTORNEY POSITIONS, TOTAL	SOUTHWEST BORDER DRUG- RELATED	SOUTHWEST BORDER ATTORNEYS	TOTAL POSITIONS
1990	8710	152	4115	126	93	8620
1991	8842	178	4342	143	100	9390
1992	9113	203	4494	169	130	9373
1993	9148	222	4476	175	136	9308
1994	9227	222	4407	174	135	9171
1995	9429	229	4453	176	143	9214
1996	9709	236	4652	186	153	9482
1997	9783	273	4703	212	188	9539
1998	10170	327	4926	238	226	10230

Source: United States Attorneys.

United States Attorneys Total budget

- **FY 1990-97:** The U.S. Attorneys' total budget authority increased 89 percent (\$563 to \$1062 million)
- **FY 1998:** The U.S. Attorneys budget will total \$1.15 billion, an eight percent increase over FY 1997.

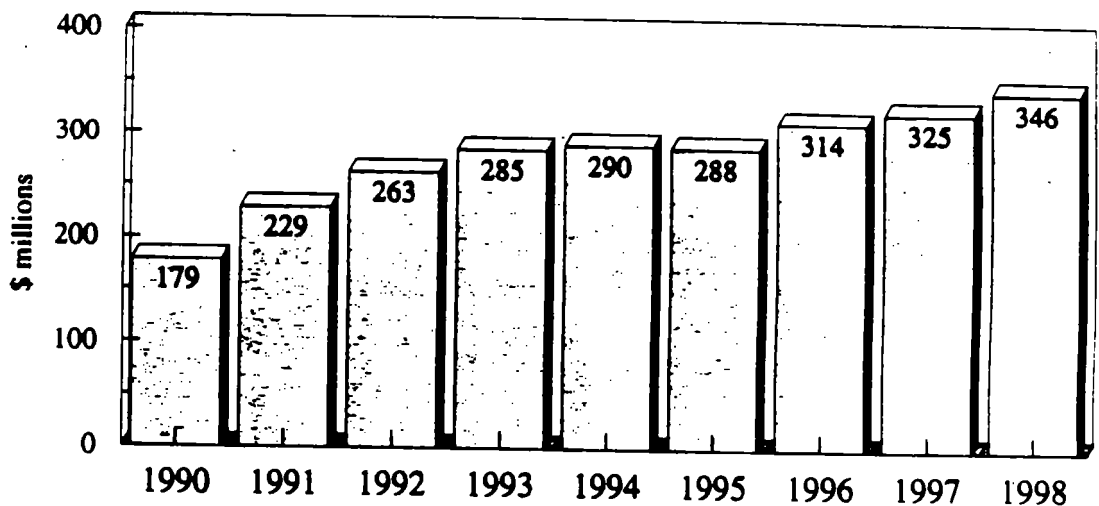


FY98 estimates are based on President's request

United States Attorneys Drug control budget

- **FY 1990-97:** U.S. Attorneys' drug control budget increased 82 percent (\$179 to \$325 million).
- **FY 1998:** U.S. Attorneys' drug control budget will total \$346 million, a six percent increase over FY 1997.

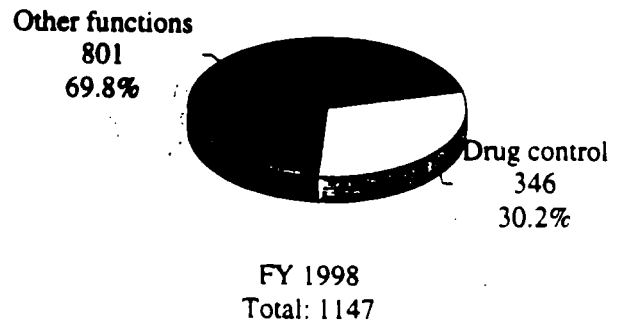
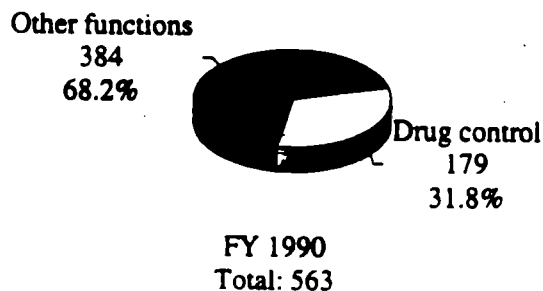
United States Attorneys
Drug Control Budget (\$ millions)
Fiscal Years 1990-1998



FY98 estimates are based on President's request

- **FY 1998:** 30 percent of the U.S. Attorneys' total budget will be drug-related.

United States Attorneys
Total Budget Authority (\$ millions)

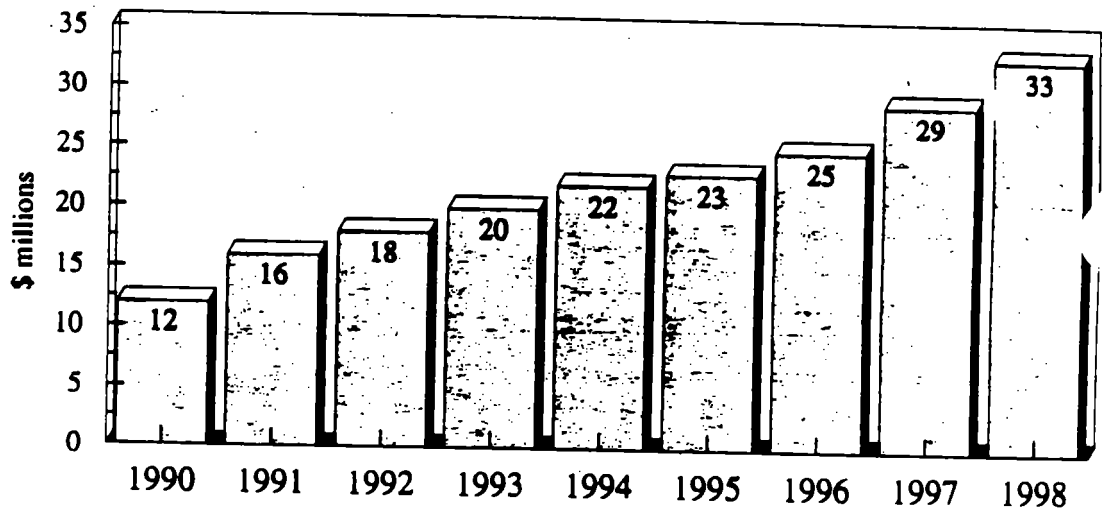


Source: United States Attorneys

United States Attorneys Southwest border funding

- FY 1990-97: U.S. Attorneys funding for the Southwest border increased 142 percent (\$12 to \$29 million)
- FY 1998: U.S. Attorneys funding for the Southwest border will total \$33 million, a 14 percent increase over FY 1997.

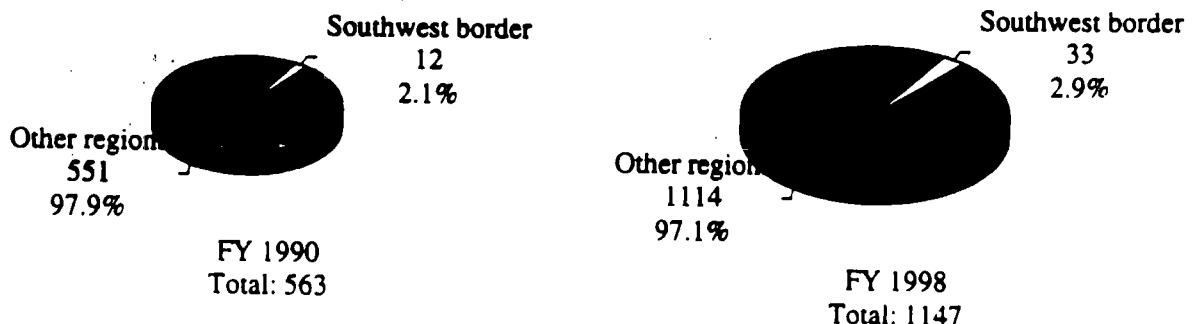
United States Attorneys
Southwest Border Funding (\$ millions)
Fiscal Years 1990-1998



FY98 estimates are based on President's request

- FY 1998: Three percent of the U.S. Attorneys' budget will be allocated for the Southwest border region.

U.S. Attorneys
Southwest Border Funding (\$ millions)

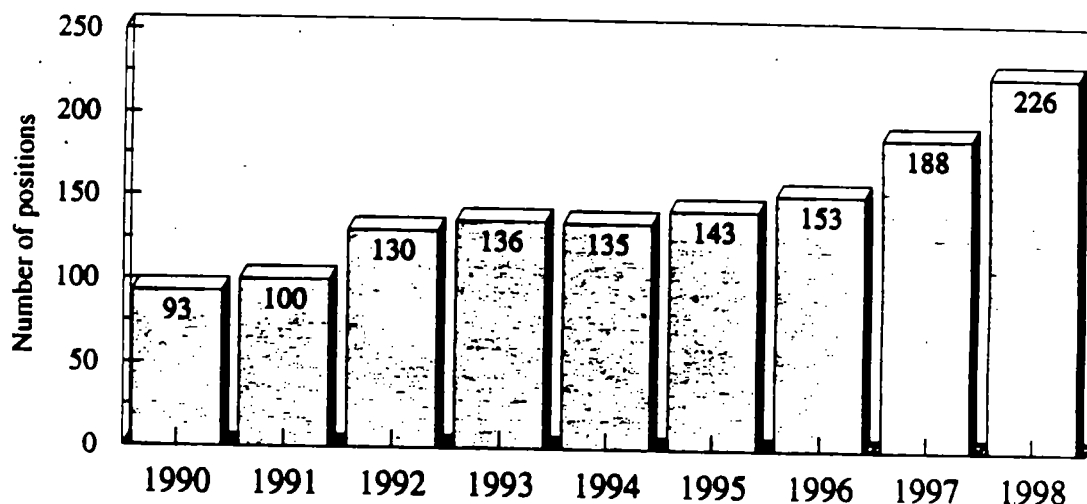


United States Attorneys

Attorney positions on the Southwest border

- **FY 1990-97:** The number of U.S. Attorney positions in the Southwest border region increased 102 percent (93 to 188).
- **FY 1998:** The number of U.S. Attorney positions will total 226, a 20 percent increase over FY 1997.

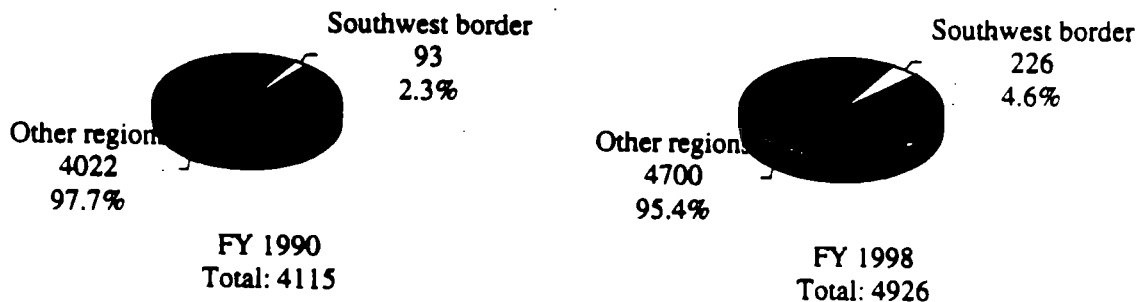
United States Attorneys
Number of Attorney Position on the Southwest Border
Fiscal Years 1990-1998



FY98 estimates are based on President's request

- **FY 1998:** Five percent of all U.S. Attorney positions will be located in the Southwest border region.

United States Attorneys
Total Number of Attorney Positions



FEDERAL BUREAU OF INVESTIGATION

PROGRAM SUMMARY

The FBI is charged with investigating all violations of Federal laws with the exception of those which have been assigned by legislation to other agencies. In the area of drug enforcement, the FBI supports Goal 2 and Goal 5 of the National Drug Control Strategy by identifying, disrupting and dismantling core trafficking networks, arresting their leadership, and seizing and forfeiting their assets.

The program is structured to enhance the FBI's drug intelligence base, identify trends and make projections, concentrate resources in major centers of drug trafficking activity and provide assistance to other law enforcement agencies.

To improve the effectiveness of law enforcement to stop the flow of drugs into the United States, especially the Southwest Border, the FBI and DEA are currently engaged in a number of coordinated and aggressive investigative efforts, targeting key elements of major drug trafficking organizations.

The FBI continues its commitment to providing support for Goal 5 through efforts to strengthen cooperative law enforcement efforts with Mexico. The FBI is enhancing the level of agent and support resources along the Southwest Border and in support of Resolution Number 6, which established guidelines to improve coordination of criminal overseas investigations, with respect to drug trafficking and related areas, to prevent duplication and maximize investigative efforts conducted in foreign countries.

ACCOMPLISHMENTS

In December of 1995, multiple Title IIIs (court-authorized wiretaps) along the Southwest border were instituted targeting key command and control elements of three of the four target organizations, including the Amado Carrillo Fuentes Organization (ACFO), the Arellano Felix Organization (AFO) and the Juan Garcia Abrego Organization. On May 2, 1996, nationwide arrests of key individuals resulted in the disruption of the operations of the three target organizations. On October 16, 1996, Juan Garcia Abrego, former leader of the Gulf Coast cartel and one of the FBI's Top Ten fugitives, was convicted on 22 counts.

Through the use of cooperating witnesses, confidential informants, undercover operations, electronic surveillance and other traditional and non-traditional investigative techniques, FBI/DEA field offices along the Southwest border continue to aggressively target the four Mexican Drug Trafficking Organizations (MDTOs).

- In Dallas, through Title III coverage, informants and undercover agents, the FBI's investigation has resulted in the successful dismantling of several cells of the Jose Paz Garcia drug trafficking organization, which was directly tied to the ACFO. This enforcement action disrupted transportation and distribution in Denver, El Paso and Dallas.
- The El Paso office arrested several members of the ACFO operating in the Juarez/El Paso area.
- In an investigation targeting AFO-related corruption, several inspectors from the U.S. Immigration and Naturalization Service and the U.S. Customs Service were recently convicted. This deprived AFO from utilizing these well established contacts in key ports of entry.

BUDGET SUMMARY

Fiscal Years 1992-1997

- Total budget authority for the FBI increased 45 percent (from \$2,035 million in FY 1992 to \$2,959 million in FY 1997).
- The FBI drug control budget increased 299 percent (from \$205 million in FY 1992 to \$817 million in FY 1997).
- FBI funding for the Southwest border increased 23 percent (from \$314 million in FY 1992 to \$387 million in FY 1997).
- The number of FBI special agents in the Southwest border region increased 31 percent (from 614 in FY 1992 to 804 in FY 1997).

Fiscal Year 1998

In the FY 1998 budget request the FBI budget totals \$3,167 million, an increase of \$208 million (seven percent) over FY 1997 (\$2,959 million). At the FY 1998 level of funding:

- The total FY 1998 drug control budget request is \$865 million, an increase of \$48.0 million (six percent) over FY 1997 (\$817 million).
- FBI funding for the Southwest border will total \$405 million or 13 percent of the total FBI budget in FY 1998 (\$3,167 million). This is an increase of \$18 million (five percent) over FY 1997 FBI funding for the Southwest border (\$387 million).

- The number of FBI special agents in the Southwest border region in FY 1998 will total 894, an increase of 90 agents (11 percent) over FY 1997 (804 agents). (Note: This means that about nine percent of all FBI agents will be in the Southwest border region).

Source: Federal Bureau of Investigation.

FEDERAL BUREAU OF INVESTIGATION

BUDGET AUTHORITY (\$ THOUSANDS) FISCAL YEARS 1990-1998

FY	TOTAL	TOTAL, SOUTHWEST BORDER	TOTAL, DRUG-RELATED	SOUTHWEST BORDER DRUG-RELATED
1990	1,735,939	NA	190,000	NA
1991	1,788,562	NA	270,200	NA
1992	2,034,903	314,062	204,700	31,593
1993	2,114,043	319,500	371,700	56,176
1994	2,173,250	343,158	476,500	75,240
1995	2,403,360	333,697	607,300	84,321
1996	2,650,638	376,086	694,600	98,553
1997	2,958,570	387,101	817,400	106,949
1998	3,166,875	404,885	865,400	110,641

SPECIAL AGENTS FISCAL YEARS, 1990-1998

FY	TOTAL DIRECT/1	TOTAL REIMBURSABLE/2	ON-BOARD/3	SOUTHWEST BORDER, FUNDED/4	SOUTHWEST BORDER, UTILIZED/5
1990	9,506	414	9,851	568	NA
1991	9,780	573	10,375	572	NA
1992	9,743	659	10,475	614	NA
1993	9,649	659	10,249	737	NA
1994	9,493	675	9,742	822	NA
1995	9,761	663	10,071	757	NA
1996	9,892	610	10,695	837	NA
1997	10,360	610	11,308	804	748
1998	10,524	610	11,513	894	894

/1 "Total Direct" positions are funded by appropriations given directly to the agency.

/2 "Total Reimbursable" positions are funded by another agency.

/3 "On-Board" positions are those which are filled by the end of the fiscal year; FY 1997 and FY 1998 are projected estimates.

/4 "Southwest border funded" includes funded and reimbursable positions dedicated to the Southwest border.

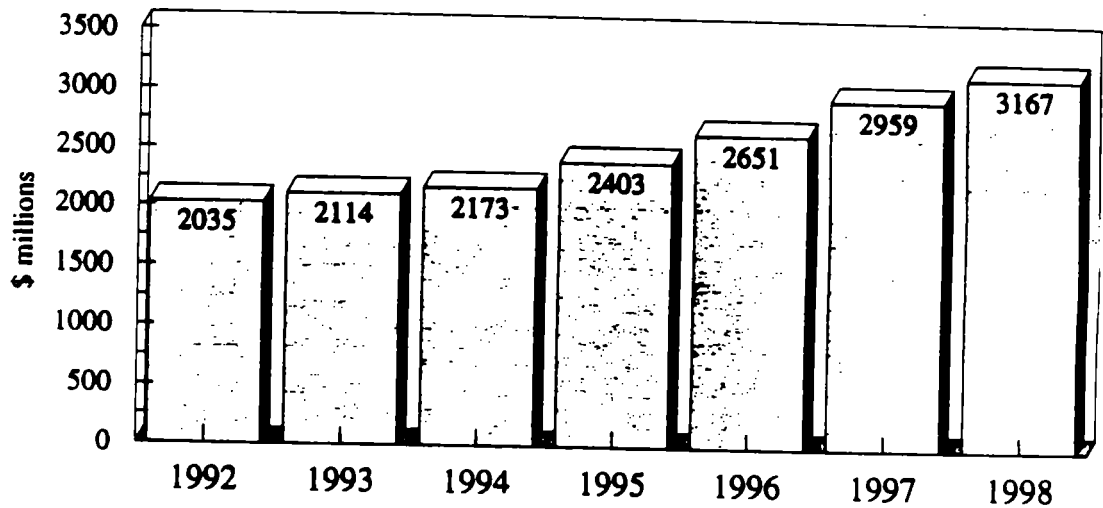
/5 "Southwest border utilized" are projected Southwest border positions to be filled.

Federal Bureau of Investigation

Total budget

- FY 1992-97: The FBI budget increased 45 percent (\$2.0 to \$3.0 billion)
- FY 1998: The FBI budget will total \$3.2 billion, a seven percent increase over FY 1997.

Federal Bureau of Investigation
Budget Authority (\$ millions)
Fiscal Years 1992-1998



FY98 estimates are based on President's request

BRIEFING BOOK

An Overview of Federal Drug Control Programs *on the Southwest Border*

**Office of National Drug Control Policy
Office of Programs, Budget, Research and Evaluation
August, 1997**

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The 1997 National Drug Control Strategy

Executive Overview



Barry R. McCaffrey
Director
Office of National Drug Control Policy



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20503

February 25, 1997

Dear Colleague:

Drug abuse and its consequences are a terrible menace to our society. Each year illegal drugs kill more than 16,000 Americans and cost taxpayers nearly seventy billion dollars. More than half of all people brought into the nation's criminal justice system have substance abuse problems. Three and a half million Americans are chronic drug users. Almost a million Americans are currently undergoing some form of substance dependency treatment program. Forty five percent of us as Americans know someone who has suffered an addictive problem. There is perhaps no other issue that cuts across more areas of national concern than does drug policy. Drug abuse affects both national security and public health considerations. Addiction fundamentally undermines the justice and educational systems. Finally, drug abuse and trafficking afflict entire communities at home and undermine democratic political institutions abroad.

Our collective challenge is to organize ourselves so that we can deal more effectively with this fundamental threat to our children and our future. Sensible long-term drug strategy can reduce the consequences of drug abuse. If we coordinate a truly national response to this problem we can substantially reduce drug use and its consequences. We are confident we can improve the quality of life for all Americans. This is the central purpose of the *1997 National Drug Control Strategy*.

This *Strategy* is both a statement of will and a guide to action. It is designed to provide guidance for the long-term. It proposes a ten-year strategic commitment supported by five-year budgets. Continuity of effort can help ensure success. The *Strategy* addresses the two sides of the challenge: limiting availability of illegal drugs and reducing demand. Developed in consultation with public and private organizations, the *Strategy* will be America's main guide in the struggle to decrease illegal drug use.

Your continued leadership and commitment to reducing drug use and its consequences in America is appreciated. An American partnership at the local, state, and federal levels can dramatically decrease the anguish caused by drug abuse in our families, schools, workplaces, and communities. Thanks for your support.

Best wishes,

A handwritten signature in black ink, appearing to read "Barry R. McCaffrey", is positioned above the printed name.

Barry R. McCaffrey
Director

The 1997 National Drug Control Strategy: Highlights

- **A comprehensive, ten-year plan.**
 - The *1997 Strategy* proposes a ten-year commitment supported by five-year budgets so that continuity of effort can help ensure success.
 - It provides a long-term vision that can be implemented, measured, and adapted to secure our goal of substantially reducing drug use and its consequences in America.
 - Incorporates a self-assessment process (measures of effectiveness).
- **Main effort is to reduce the demand for illegal drugs.**
 - Number one priority is to decrease use of illegal drugs, alcohol, and tobacco by youths.
 - Seeks more effective, efficient and accessible drug treatment programs.
 - Supports the expansion of drug-free workplaces.
 - Opposes the legalization of marijuana and other dangerous drugs.
 - Seeks to increase the safety of our citizens by breaking the cycle of drugs and violence.
- **Aggressive supply reduction programs complement demand reduction efforts.**
 - Devotes greater resources to protecting the southwest border and other vulnerable air, land, and sea frontiers.
 - Seeks the elimination of coca cultivation destined for illicit consumption within the next decade.
 - Reinforces interdiction efforts in the "source Country" and "transit" zones.
 - Supports the counter-drug efforts of committed democracies and multilateral organizations.

The *National Drug Control Strategy* is America's main guide in the struggle to decrease illegal drug use. Developed in consultation with public and private organizations, it sets the course for the nation's collective effort against drugs. It leaves room for growth, incorporation of new advances in science and technology, better operations, intellectual expansion, and the most efficient use of national resources. The *National Drug Control Strategy* will undoubtedly adapt over the years as conditions change. It will, however, organize our efforts toward the stated goals and objectives.

STRATEGIC GOALS AND OBJECTIVES OF THE 1997 NATIONAL DRUG CONTROL STRATEGY

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

Objective 1: Educate parents or other care givers, teachers, coaches, clergy, health professionals, and business and community leaders to help youth reject illegal drugs and underage alcohol and tobacco use.

Objective 2: Pursue a vigorous advertising and public communications program dealing with the dangers of drug, alcohol, and tobacco use by youth.

Objective 3: Promote zero tolerance policies for youth regarding the use of illegal drugs, alcohol, and tobacco within the family, school, workplace, and community.

Objective 4: Provide students in grades K-12 with alcohol, tobacco, and drug prevention programs and policies that have been evaluated and tested and are based on sound practices and procedures.

Objective 5: Support parents and adult mentors in encouraging youth to engage in positive, healthy lifestyles and modeling behavior to be emulated by young people.

Objective 6: Encourage and assist the development of community coalitions and programs in preventing drug abuse and underage alcohol and tobacco use.

Objective 7: Create a partnership with the media, entertainment industry, and professional sports organizations to avoid the glamorization of illegal drugs and the use of alcohol and tobacco by youth.

Objective 8: Support and disseminate scientific research and data on the consequences of legalizing drugs.

Objective 9: Develop and implement a set of principles upon which prevention programming can be based.

Objective 10: Support and highlight research, including the development of scientific information, to inform drug, alcohol, and tobacco prevention programs targeting young Americans.

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

Objective 1: Strengthen law enforcement — including federal, state, and local drug task forces — to combat drug-related violence, disrupt criminal organizations, and arrest the leaders of illegal drug syndicates.

Objective 2: Improve the ability of High Intensity Drug Trafficking Areas (HIDTAs) to counter drug trafficking.

Objective 3: Help law enforcement to disrupt money laundering and seize criminal assets.

Objective 4: Develop, refine, and implement effective rehabilitative programs — including graduated sanctions, supervised release, and treatment for drug-abusing offenders and accused persons — at all stages within the criminal justice system.

Objective 5: Break the cycle of drug abuse and crime.

Objective 6: Support and highlight research, including the development of scientific information and data, to inform law enforcement, prosecution, incarceration, and treatment of offenders involved with illegal drugs.

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

Objective 1: Support and promote effective, efficient, and accessible drug treatment, ensuring the development of a system that is responsive to emerging trends in drug abuse.

Objective 2: Reduce drug-related health problems, with an emphasis on infectious diseases.

Objective 3: Promote national adoption of drug-free workplace programs that emphasize drug testing as a key component of a comprehensive program that includes education, prevention, and intervention.

Objective 4: Support and promote the education, training, and credentialing of professionals who work with substance abusers.

Objective 5: Support research into the development of medications and treatment protocols to prevent or reduce drug dependence and abuse.

Objective 6: Support and highlight research and technology, including the acquisition and analysis of scientific data, to reduce the health and social costs of illegal drug use.

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

Objective 1: Conduct flexible operations to detect, disrupt, deter, and seize illegal drugs in transit to the United States and at U.S. borders.

Objective 2: Improve the coordination and effectiveness of U.S. drug law enforcement programs with particular emphasis on the southwest border, Puerto Rico, and the U.S. Virgin Islands.

Objective 3: Improve bilateral and regional cooperation with Mexico as well as other cocaine and heroin transit zone countries in order to reduce the flow of illegal drugs into the United States.

Objective 4: Support and highlight research and technology — including the development of scientific information and data — to detect, disrupt, deter, and seize illegal drugs in transit to the United States and at U.S. borders.

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

Objective 1: Produce a net reduction in the worldwide cultivation of coca, opium, and marijuana and in the production of other illegal drugs, especially methamphetamine.

Objective 2: Disrupt and dismantle major international drug trafficking organizations and arrest, prosecute, and incarcerate their leaders.

Objective 3: Support and complement source country drug control efforts and strengthen source country political will and drug control capabilities.

Objective 4: Develop and support bilateral, regional, and multilateral initiatives and mobilize international organizational efforts against all aspects of illegal drug production, trafficking, and abuse.

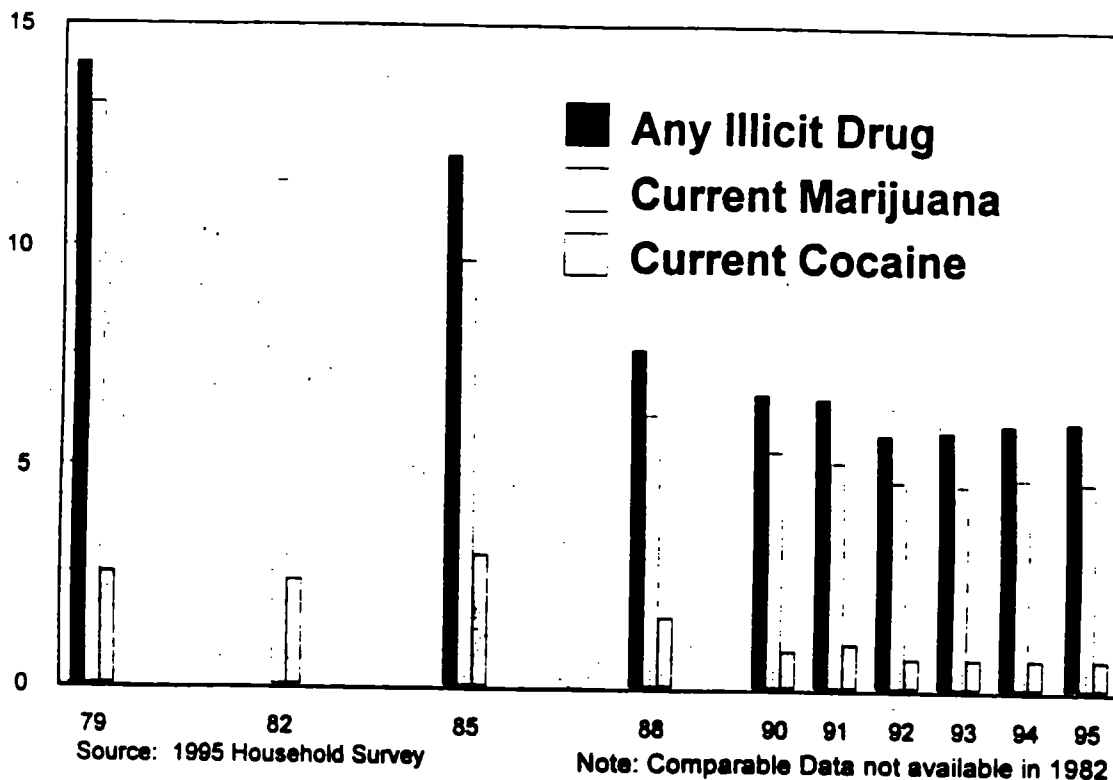
Objective 5: Promote international policies and laws that deter money laundering and facilitate anti-money laundering investigations as well as seizure of associated assets.

Objective 6: Support and highlight research and technology, including the development of scientific data, to reduce the worldwide supply of illegal drugs.

Casual drug use has dropped dramatically in the past decade

Household Drug Use is Down

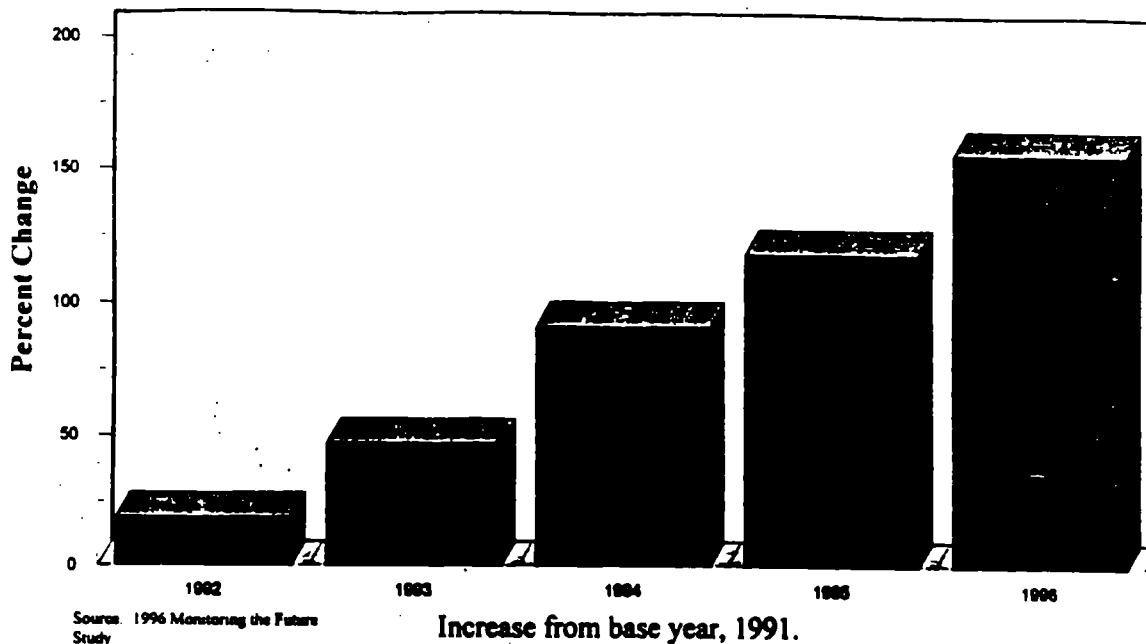
Percentage of Household Population Reporting Use



Casual drug use has dropped by almost 50 percent since 1979. Today, an estimated 12.8 million Americans use illegal drugs on a current basis (within the past thirty days), down from 1979's high of twenty-five million. The number of cocaine users has also declined dramatically, dropping from 5.7 million in 1985 to 1.5 million in 1995. Marijuana remains the most commonly used drug, being smoked by 77 percent of illegal drug users. Almost three quarters of drug users are employed. More than a third of all Americans aged twelve and older have used illegal drugs. Fortunately, nearly sixty million Americans who used drugs during their youth, as adults reject these substances.

Illicit drug use among youth is skyrocketing

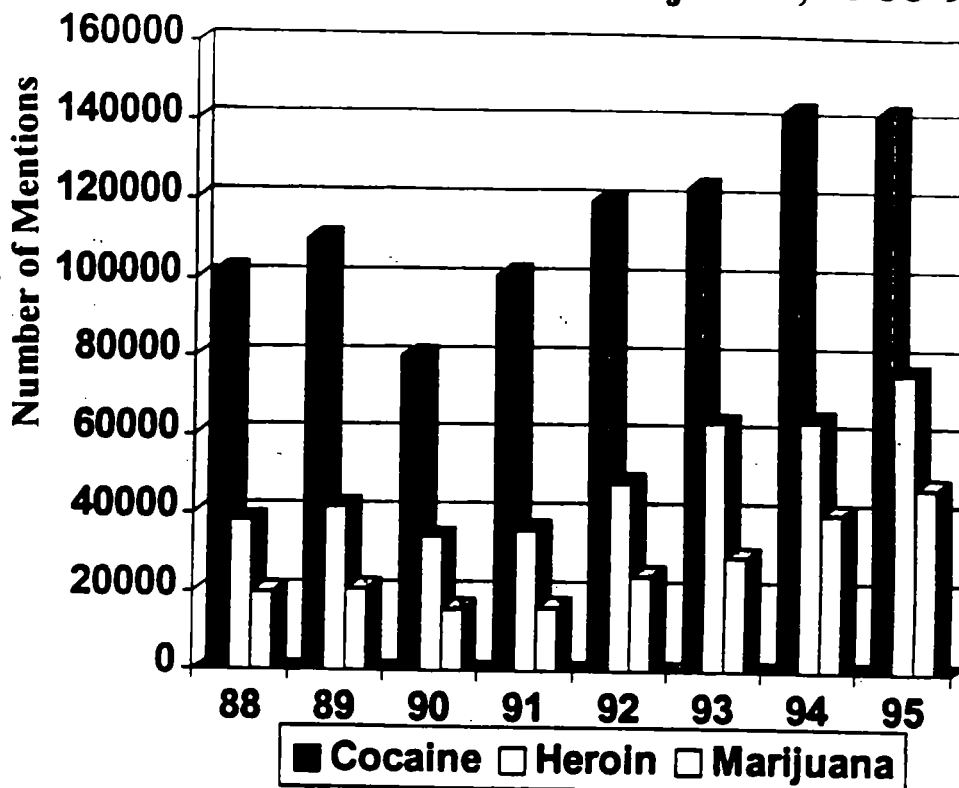
Percentage Increase in 30-Day Drug Use Rates Among
8th Graders Between 1991 and 1996



The most alarming drug trend is the increasing use of illegal drugs, tobacco, and alcohol among youth. The use of illicit drugs among eighth graders is up more than 150 percent over the past five years. In 1995, 10.9 percent of all youngsters between twelve and seventeen years of age used illicit drugs on a past-month basis. This rate has risen steadily since 1992's 5.3 percent -- the historic low in the trend since the 1979 high of 16.3 percent. More than half of all high school students use illicit drugs by the time they graduate. Marijuana is the illicit drug most frequently used by our children. The gateway characteristics of this drug are underscored by the finding by Columbia University's Center on Addiction and Substance Abuse that children who smoke marijuana are eighty-five times more likely to use cocaine than peers who never tried marijuana. Eighty-two percent of those who try cigarettes do so by age eighteen. Approximately 4.5 million American children under the age of eighteen now smoke, and every day, another three thousand adolescents become regular smokers. Alcohol also has a devastating impact on young people. 7,738 intoxicated drivers between the ages of sixteen and twenty were fatally injured in 1996. The average age of first drinking is declining and is now 15.9 years, down from a 1987 average of 17.4 years. The most important drug policy challenge is to reverse these dangerous trends.

The social and health costs of illicit drug use are staggering

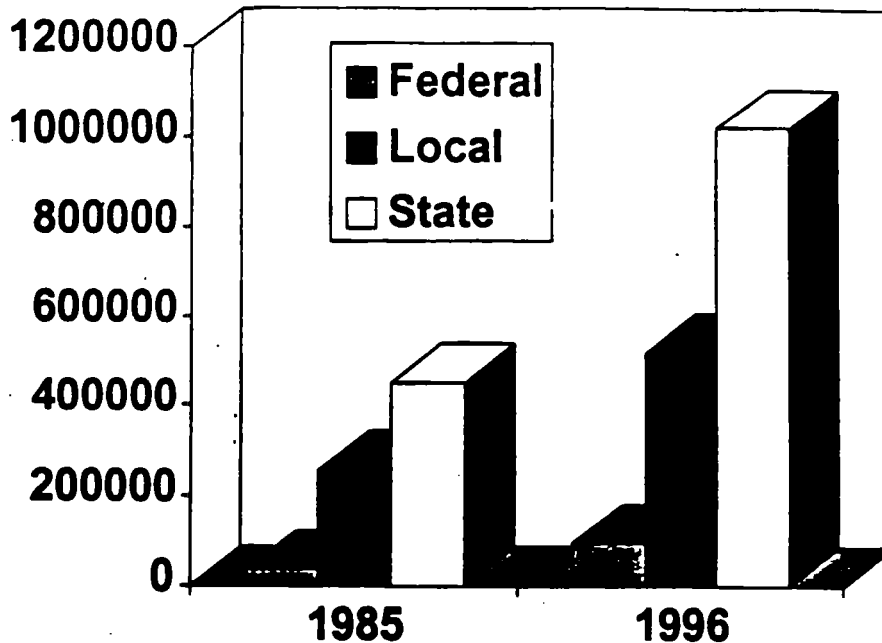
Trends in Drug-Related Emergency Room Mentions of Cocaine, Heroin and Marijuana, 1988-95



Drug-related illness, death, and crime cost the nation approximately sixty seven billion dollars, or \$260 for every man woman, and child in America. This figure includes unnecessary health care, crime, and lost productivity resulting from substance abuse. Illicit drug use hurts families, businesses, and neighborhoods; impedes education; and chokes criminal justice, health, and social service systems. More than a half million drug-related emergencies occur each year. Heroin-related deaths increased dramatically in Phoenix (up 34 percent), Denver (up 29 percent), and New Orleans (up 25 percent) between 1993 and 1994, while the number of heroin-related medical emergencies more than doubled between 1990 and 1995. Nearly 40 percent of deaths connected with illegal drugs strike those in their thirties. AIDS is the fastest-growing cause of all drug-related deaths. More than 33 percent of new AIDS cases occur among injecting drug users and their sexual partners. About five percent of women use illegal drugs during their pregnancy, increasing the risk of infant mortality. Drug use also lowers workplace productivity. A U.S. Postal Service study found that among drug users, absenteeism is 66 percent higher, health benefit utilization is 84 percent greater in dollar terms, disciplinary actions are 90 percent higher, and that there is significantly higher employee turnover.

Drug-related crime and violence remain intolerably high

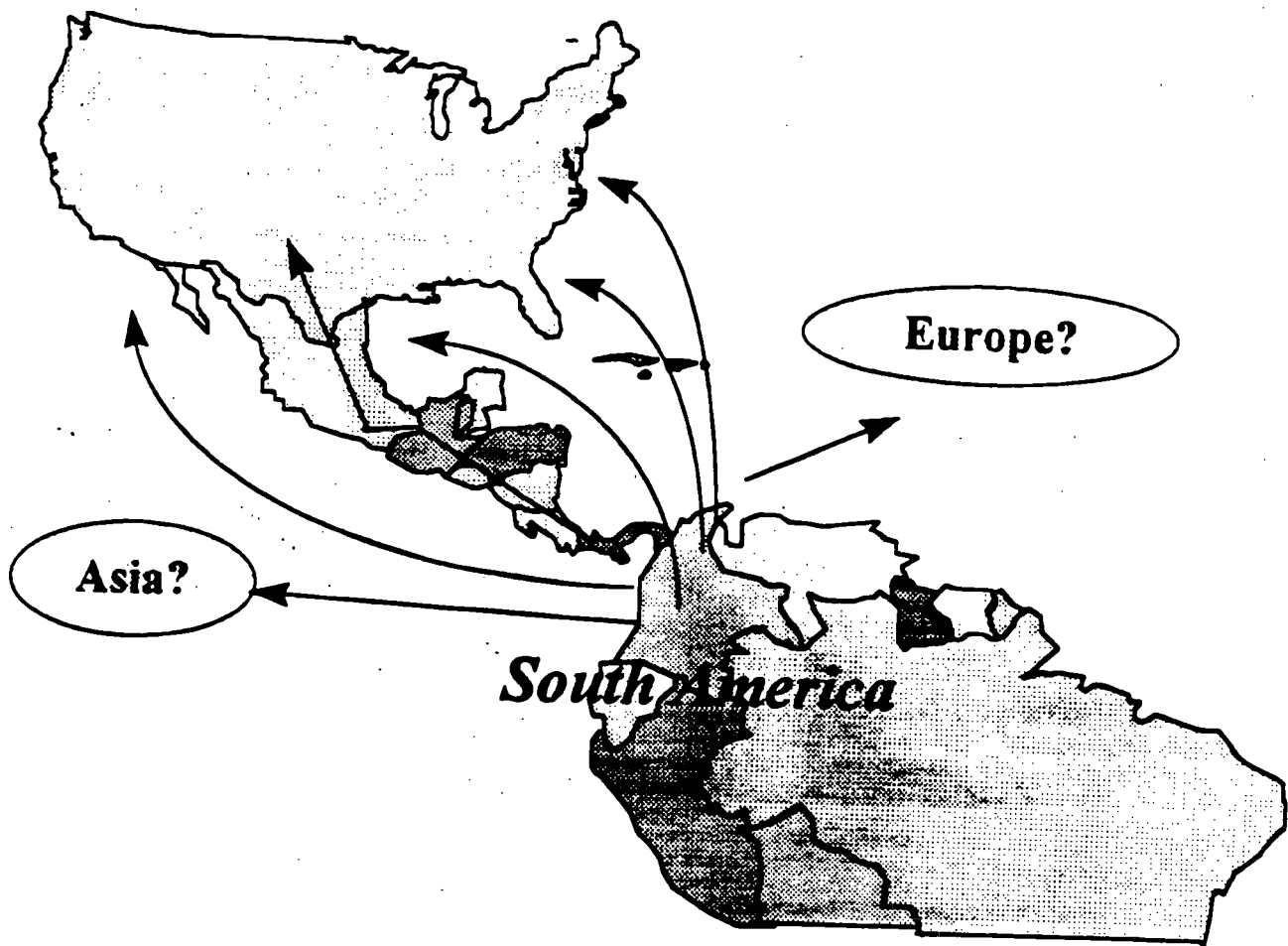
Number of persons held in State or Federal prisons or in local jails, 1985 and 1996



Source: Bureau of Justice Statistics, 1996

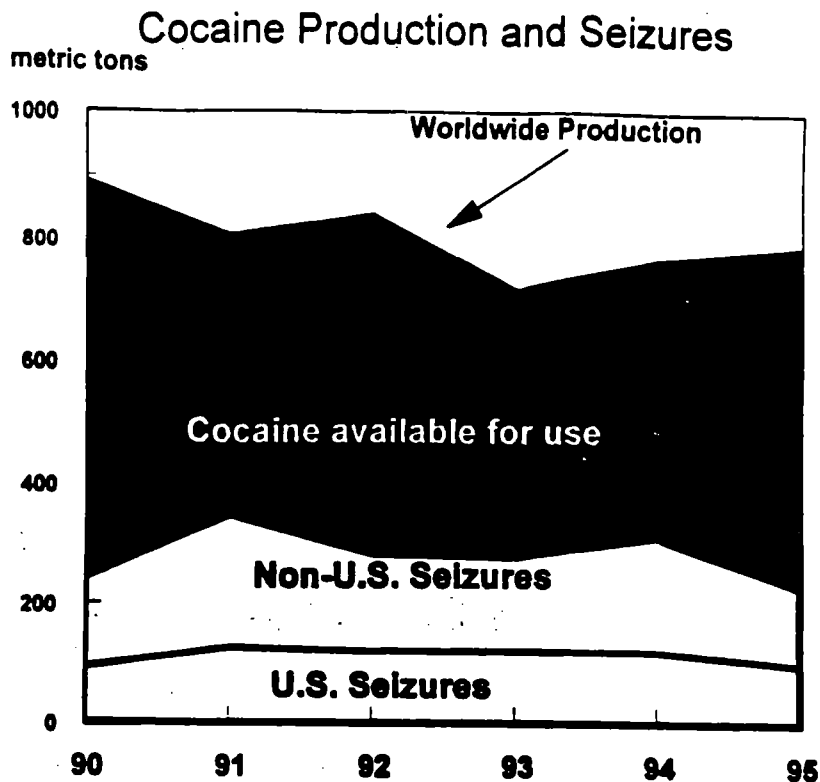
Americans from every social and economic background, every racial and ethnic group, and every locale remain deeply concerned about the nexus between drugs, crime, and violence. With the exception of drug-related homicides, which have declined in recent years, drug-related crime is continuing at a strong and steady pace. Drug offenders crowd our jails. In 1994, state and local law enforcement agencies made more than a million arrests for drug law violations. That same year, 59.5 percent of federal prisoners were drug offenders. 31% of felony convictions in 1994 were for drug offenses. The increase in drug offenders accounts for nearly three quarters of the total growth in federal prison inmates since 1980. Although the United States cannot arrest its way out of the drug abuse problem, incarceration is entirely appropriate for many drug-related crimes. If our drug laws are to be effective, they must be seen as equitable, and punishment must be on a par with the offense. One of our major challenges is to break the nexus between drugs and crime. Alternative judicial processes for non-violent drug offenders and drug treatment in the criminal justice setting can decrease drug use and criminal activity and reduce recidivism.

Our air, land, and sea frontiers remain vulnerable to drug traffickers



Each year, sixty million people enter our country on more than 675,000 commercial and private flights. Another six million come by sea and 370 million by land. In addition, 116 million vehicles cross our land borders with Canada and Mexico. More than 90,000 merchant and passenger ships dock at our ports, carrying more than nine million shipping containers and four hundred million tons of cargo, while another 157,000 smaller vessels visit our many coastal towns. Amid voluminous trade, drug traffickers seek to hide illegal substances that destroy our citizens and ruin neighborhoods. Our immediate challenges are to prevent drug trafficking across the southwest border, close the Caribbean "back door," and stop drugs from entering via other vulnerable entry points such as South Florida, New York, the Pacific Northwest, and our border with Canada. Existing organizations and initiatives -- like the three Joint Inter-Agency Task Forces (East, West, South), the Domestic Air Interdiction Coordination Center, Joint Task-Force Six, and Operation Alliance, which address the southwest border problem, as well as High Intensity Drug Trafficking Areas (HIDTA)s and other cooperative interagency efforts -- must remain the building blocks for this effort.

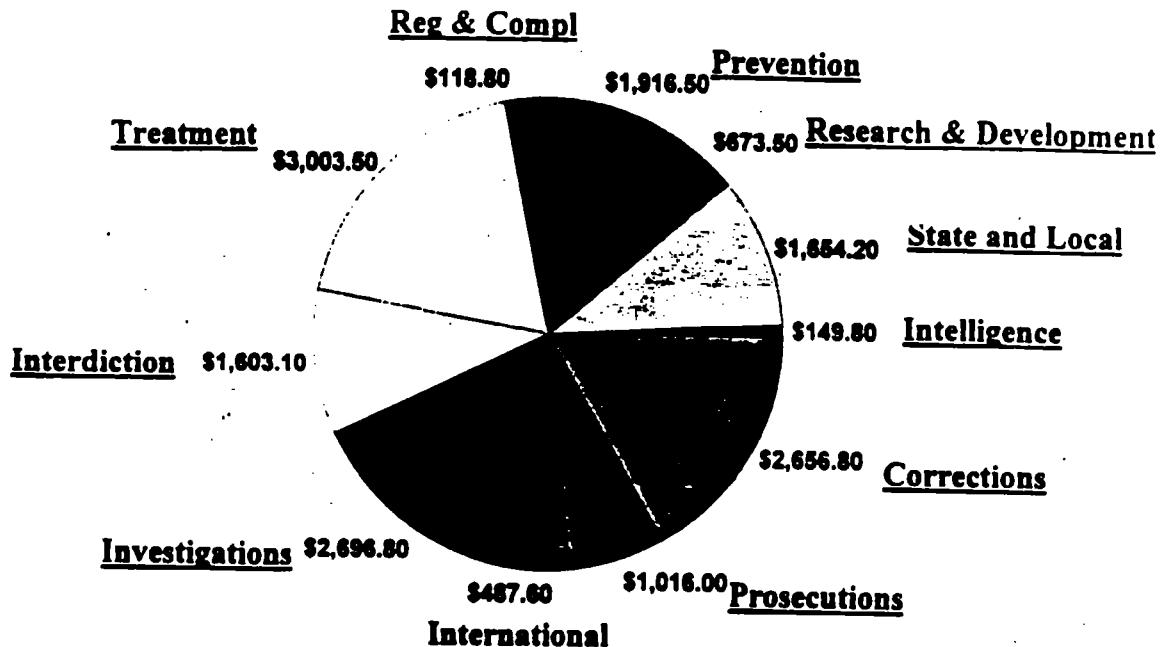
Interdiction can reduce the supply of illegal drugs



A five-stage grower-to-user chain links the drug producer in a foreign land with the consumer in the United States. The stages are: cultivation, processing, transit, wholesale distribution, and retail sales on the street. International drug control programs have demonstrated that they can be particularly effective when they focus on severing the chain at the source. Our national efforts against coca cultivation and the production and trafficking of cocaine are guided by Presidential Decision Directive 44, the Western Hemisphere counterdrug strategy. Our goal is to completely eliminate within the next decade the cultivation of coca destined for illicit cocaine production. Our ongoing support to interdiction efforts in South America have helped reduce coca cultivation in Peru by 18% and temporarily disrupted large segments of the cocaine industry in Peru and Colombia, while U.S. cocaine seizures have averaged 125 tons a year since 1993. Efforts against production and trafficking of heroin are guided by Presidential Decision Directive 44, the President's heroin control policy of November 1995. The heroin interdiction challenge is enormous. Potential global heroin production has increased about 60 percent in the past eight years to about 375 metric tons. We have little influence with the governments of the two major source countries, Afghanistan and Burma, where 85% of the world's opium poppy supply is grown. Trafficking organizations are highly cohesive and difficult to penetrate. They use multiple routes and methods. Heroin is a low bulk, high value commodity. Individual couriers can carry several million dollars worth of heroin. Consequently, worldwide seizures in 1995 netted only thirty-two metric tons while U.S. seizures were just 1.3 metric tons.

Highlighted FY 1998 Drug Control Initiatives

FY98 President's Request (by Function, Dollars in Millions)



- **National Media Campaign** — \$175 million is requested in FY 1998 for a national media campaign targeting illegal drug consumption by youth. This initiative would rely on high-impact, anti-drug television advertisements aired during prime-time to educate and inform the public about the dangers of illegal drug use.

- **Safe and Drug-Free Schools** — \$620 million is requested for FY 1998, an increase of \$64 million (11.5 percent) over the FY 1997 appropriation. New resources would provide grant assistance to governors and state educational agencies for drug and violence prevention programs.



**EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF NATIONAL DRUG CONTROL POLICY
Washington, D.C. 20503**

As of 1 February 1997

**Biography of Barry R. McCaffrey
Director, Office of National Drug Control Policy**

Barry McCaffrey was confirmed by unanimous vote of the U.S. Senate as the Director of the White House Office of National Drug Control Policy (ONDCP) on 29 February 1996. He serves as a full member of the President's Cabinet and as the senior drug policy official in the Executive Branch. He is also a member of the National Security Council and the President's Drug Policy Council. Prior to confirmation as ONDCP Director, he was the Commander-in-Chief of the U.S. Armed Forces Southern Command coordinating all national security operations in Latin America.

General McCaffrey began his military career as a 17-year old Cadet at West Point. He served four combat tours: Dominican Republic, Vietnam (twice), and Iraq. When he retired from active duty, he was the most highly decorated and the youngest four star general in the U.S. Army. He twice received the Distinguished Service Cross, the nation's second highest award for valor. He also received two awards of the Silver Star for heroism and three Purple Heart medals for wounds sustained in combat. During Operation Desert Storm, he commanded the 24th Infantry Division and led the 200 kilometer "left hook" attack into the Euphrates River Valley.

Director McCaffrey graduated from Phillips Academy, Andover, Massachusetts and the U.S. Military Academy. He has a Master of Arts degree in Civil Government from American University and taught American Government, National Security Studies, and Comparative Politics at West Point. He also attended the Harvard University National Security Program. Director McCaffrey is a member of the Council on Foreign Relations and an associate member of the Inter-American Dialogue.

General McCaffrey served as the JCS assistant to General Colin Powell. While serving as the Director for Strategic Plans and Policy on the Joint Chiefs of Staff, he supported the Chairman as the principal JCS Staff advisor to the Secretary of State and to the U.S. Ambassador to the United Nations. Among the many awards he has received for his service are: the Department of State's Superior Honor Award for support of the Strategic Arms Limitation Talks; the NAACP Roy Wilkins Renown Service Award; and decorations from the French, Brazilian, and Argentine governments.

Barry McCaffrey is married to the former Jill Ann Faulkner. They have three married children: Sean, a U.S. Army infantry Captain; Tara, a U.S. Army Washington National Guard nurse; and Amy, a school teacher.

ONDCP



The Drug Policy Information Clearinghouse

1-800-666-3332

email: ondcp@ncjrs.org

World Wide Web: <http://www.ncjrs.org>

fax: 301-251-5212

P.O. Box 6000

Rockville, MD 20849-6000

The Drug Policy Information Clearinghouse –

operates a toll-free 800 number staffed by drugs and crime information specialists

- ◆ distributes Office of National Drug Control Policy and Department of Justice publications about drugs and crime
- answers requests for specific drug-related data
- ◆ performs customized bibliographic searches
- ◆ advises requesters on data availability and of other information resources that may meet their needs
- maintains a public reading room

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Affiliated with the National Criminal Justice Reference Service

- **Community Oriented Policing (COPS)** — \$510 million in drug-related resources is requested in FY 1998, an increase of \$41 million (9 percent) over FY 1997. COPS serves as the vehicle for the Administration's strategy to fight violent crime and drug use by increasing the number of state and local police officers on the streets.
- **Prevention and Treatment Research** — \$522 million is requested in FY 1998 for the National Institute on Drug Abuse (NIDA), an increase of \$33 million (6 percent) over FY 1997. These additional resources will further NIDA's efforts in conducting basic drug prevention and treatment research.
- **Youth Treatment Initiatives** — \$19 million is identified in the FY 1988 HHS budget to support innovative interventions for juvenile offenders which integrate community-wide education, law enforcement, substance abuse treatment, and mental health services; studies of treatment effectiveness for adolescents with co-occurring substance and mental health disorders; and expansion and assessment of comprehensive substance abuse treatment services for adolescents.
- **Youth Prevention Initiatives** — \$98 million is identified in the FY 1998 HHS budget for activities designed to prevent marijuana and other drug use among American youth. The initiative will provide State Incentive Grants, raise public awareness and counter pro-drug messages, and expand State level data collection activities.
- **Drug Courts** — \$75 million is requested in FY 1998, an increase of \$45 million (150 percent) over FY 1997. These grants support state and local criminal justice agencies to provide court-mandated drug treatment and related services to nonviolent offenders.
- **INS Southwest Border Initiative** — \$367 million in drug-related resources is requested for the Immigration and Naturalization Service (INS) in FY 1998, an increase of \$48 million over FY 1997. This request provides for an additional five hundred Border Patrol agents to stem the flow of illegal drugs and illegal aliens across the southwest border.
- **International Narcotics Control and Support for Peru** — The FY 1998 budget includes \$214 million for the State Department's Bureau of International Narcotics and Law Enforcement Affairs (INL). Included in the INL budget is \$40 million for Peru, an increase of \$17 million over FY 1997. In FY 1998 this program will continue the implementation of the President's directive to place more emphasis on source countries, focus on programs that promote alternative development, dismantle narcotics trafficking organizations, and interdict drugs.

National Funding Priorities for FY 1998-2002

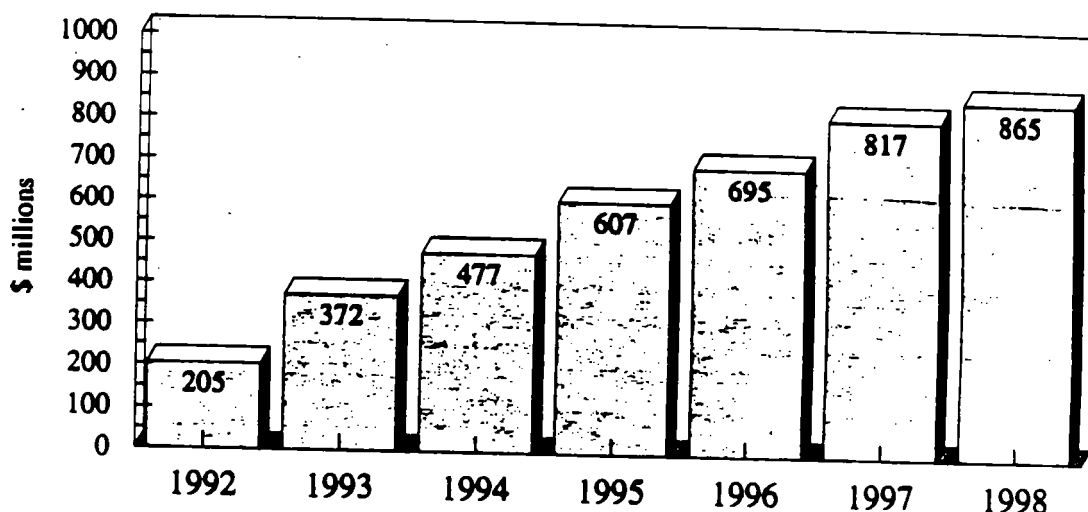
- **Reducing Youth Drug Use** — The centerpiece of our national counterdrug strategy remains the prevention of drug use by children. Youth-oriented prevention programs today can reduce the number of addicted adults who will cause enormous damage to themselves and our society tomorrow.
- **Reducing the Consequences of Chronic Drug Use** — The national drug control strategy also recognizes that significant reductions in illegal drug consumption cannot occur without addressing the problem of chronic drug use. Chronic drug users comprise about 20 percent of the drug-using population yet consume over two-thirds of the supply of drugs. By reducing the number of dependent drug users, we can lessen the adverse health and welfare consequences of illegal drug use as well as attendant criminal activity.
- **Reducing Drug-related Crime and Violence** — Domestic law enforcement has helped take back our streets from the ravages of the drug trade. Of particular concern is the relationship between drugs and crime. A disproportionate number of more than twelve million property crimes and almost two million violent crimes that occur each year are committed by drug users or traffickers.
- **Stopping the Flow of Drugs at U.S. Borders** — Unless we shield our borders from the flow of illegal drugs, the United States will never stem the tide of drug abuse. Interdiction is the key to stopping drugs from crossing our borders and reaching our neighborhoods.
- **Reducing Domestic and Foreign Sources of Supply** — Interdiction programs alone cannot prevent drugs from flowing into the United States and reaching our children. Therefore, the national drug control strategy must target sources of supply as well. Working with source and transit nations offers the greatest prospect for eliminating foreign sources of supply. Cocaine, heroin, and frequently methamphetamine are produced outside the United States; these illegal drugs cause the greatest harm to our citizens.
- **Maintaining Strategy Flexibility** — A long-term strategy must be versatile and contain the infrastructure to respond to new drugs. America's drug problem is not static, as indicated by the recent emergence of methamphetamine. While the use of some drugs declines (e.g., cocaine), other substances make a comeback (e.g., methamphetamine, marijuana, and heroin). Still other drugs are used for the first time. Our strategy must contain the means to identify and monitor new drug use trends so that programs can address them proactively.

Federal Bureau of Investigation

Drug control budget

- FY 1992-97: The FBI drug control budget increased nearly 300 percent (\$205 to \$817 million)
- FY 1998: The FBI budget will total \$865 million, a six percent increase over FY 1997.

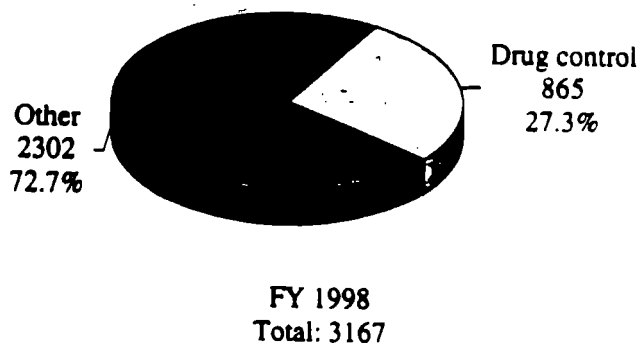
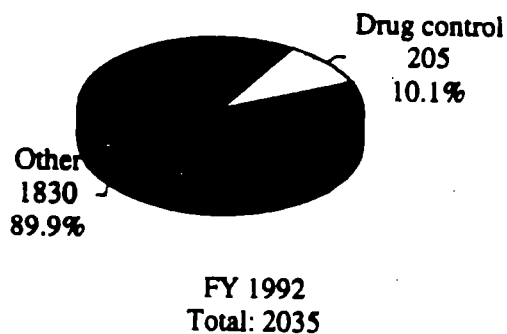
Federal Bureau of Investigation
Drug Control Budget (\$ millions)
Fiscal Years 1992-1998



FY98 estimates are based on President's request

- FY 1998: 27 percent of the FBI budget will be allocated for drug control.

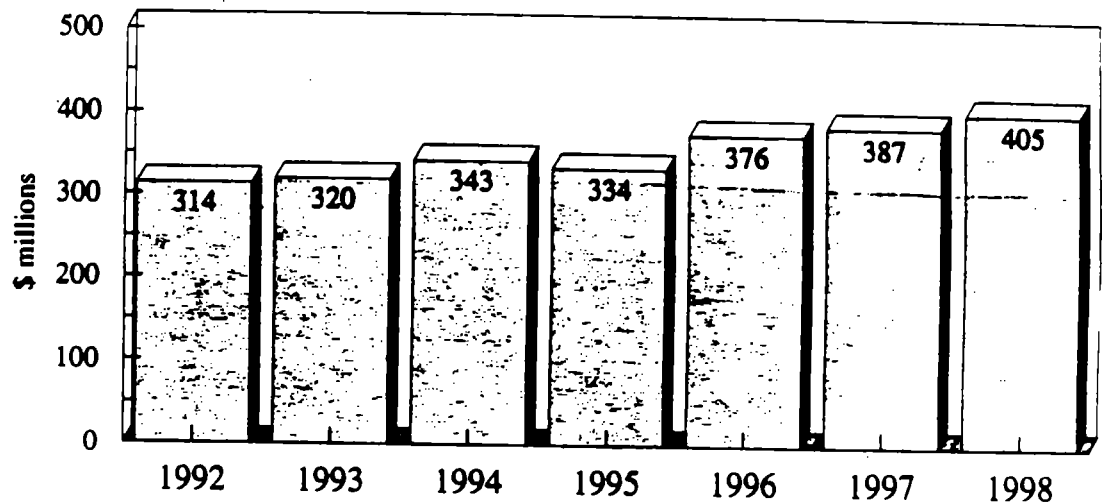
Federal Bureau of Investigation
Total Budget Authority (\$ millions)



Federal Bureau of Investigation Southwest border funding

- FY 1992-97: FBI funding for the Southwest border increased 23 percent (\$314 to \$387 million)
- FY 1998: FBI funding for the Southwest border will total \$405 million, a five percent increase over FY 1997.

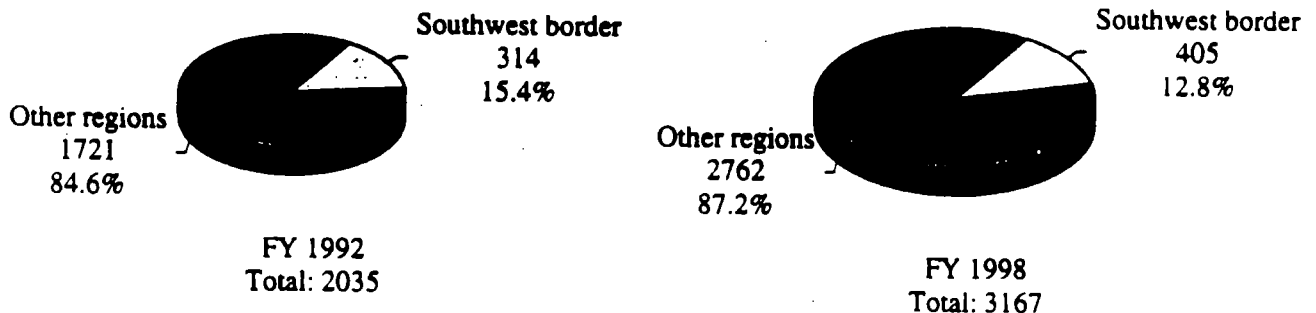
Federal Bureau of Investigation
Southwest Border Funding (\$ millions)
Fiscal Years 1992-1998



FY98 estimates are based on President's request

- FY 1998: 13 percent of the FBI budget will be allocated for the Southwest border

Federal Bureau of Investigation
Total Budget Authority (\$ millions)

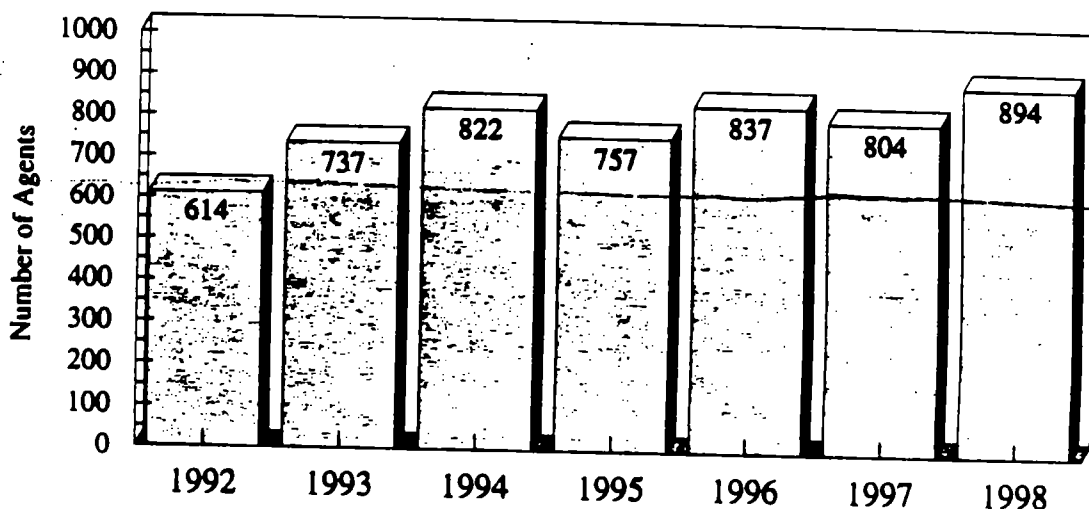


Federal Bureau of Investigation

Special Agents in the border region

- **FY 1992-97:** The number of FBI special agents in the Southwest border region increased 31 percent (614 to 804)
- **FY 1998:** The number of FBI special agents in the Southwest border region will total 894, an increase of 11 percent over FY 1997.

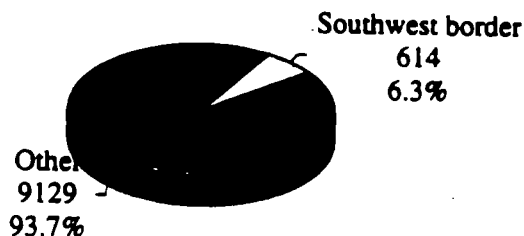
Federal Bureau of Investigation
Number of Special Agents in the Southwest Border Region
Fiscal Years 1992-1998



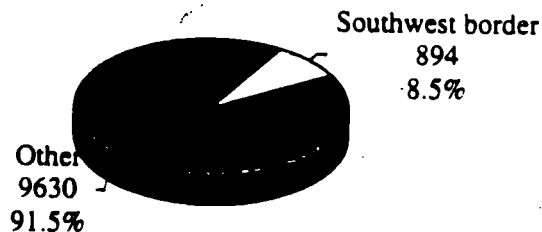
FY98 estimates are based on President's request

- **FY 1998:** Nine percent of all FBI special agents will be in the Southwest border region.

Federal Bureau of Investigation
Number of Special Agents



FY 1992
Total: 9743



FY 1998
Total: 10524

DRUG ENFORCEMENT ADMINISTRATION

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 apprehension of their leaders, termination of their trafficking networks and seizure of their assets.

DEA supports the Federal drug control priorities through its programs that reduce domestic drug-related crime and violence, reduce the domestic illegal drug production and availability, and continue to target for investigation and prosecution those who illegally manufacture, traffic in, and distribute illegal drugs in the United States.

Southwest Border Initiative

On the Southwest border, DEA contributes to the Department of Justice's comprehensive interagency strategy against drug trafficking in the region: the Southwest Border Initiative. The Initiative is an integrated, coordinated law enforcement effort designed to attack the command and control structure of organized criminal enterprise operations associated with the Mexican Federation. The strategy focuses on intelligence and enforcement efforts targeting distribution systems within the United States and directs resources toward the disruption of those principal drug trafficking organizations operating across the border.

DEA, in cooperation with Federal, State and local law enforcement agencies, is focusing increased intelligence, technical resources and investigative expertise on the major Mexican drug trafficking operations responsible for smuggling vast quantities of cocaine, heroin, marijuana and methamphetamine across the border. Apart from this effort, DEA and the Federal Bureau of Investigation (FBI) also provide operational planning, intelligence and training to the Government of Mexico law enforcement authorities to strengthen their capacity to collect drug intelligence, attack production capability, conduct transshipment interdiction, investigations and asset seizures and prosecute key traffickers.

The Southwest border strategy also targets specific Mexican trafficking organizations operating across the border and attacks their command and control infrastructures wherever they operate. Current targets include the Amado Carrillo-Fuentes organizations, the Arellano-Felix Organization, the Caro Quintero organization and the Juan Garcia-Abrego Organization.

ACCOMPLISHMENTS

DEA efforts along the Southwest border in FY 1996 produced significant results in that region.

- 4,342 cases;
- 5,282 arrests;
- Drug seizures: cocaine (7,711 kg); heroin (51 kg); marijuana (250,433 kg); methamphetamine (264 kg);
- 136 clandestine lab seizures;
- 227 narcotics Title III intercepts.

One major effort yielded particularly important outcomes. On May 2, 1996, DEA, in concert with over 40 Federal, State and local law enforcement agencies, successfully completed a unique operation targeting a major polydrug smuggling and distribution network with ties to Mexican and Colombian drug trafficking organizations. This organization, composed of hundreds of individuals, was smuggling cocaine and other drugs over the Mexican/U.S. border for eventual nationwide distribution and sale. From its bases of operation in cities across the country, this organization spread crime, violence and terror. Through cooperative efforts complemented by state-of-the-art technology, law enforcement personnel were able to dismantle this network--arresting over 150 traffickers and seizing \$17 million; 5,600 kilograms of cocaine and over 1,000 pounds of marijuana. Most importantly, the impact of this case is evidenced by the fact that neither the Mexican nor Colombian organizations have been able to reconstitute these distribution organizations.

Also, largely as a result of the joint efforts of Federal and Mexican law enforcement, Juan Garcia-Abrego was brought to justice in 1996.

Finally, in 1996, DEA began tracking a number of Mexican methamphetamine investigations throughout the United States and Mexico. After the preliminary review of over 60 investigations in 20 U.S. cities, DEA identified a developing organizational structure indicating the distribution of methamphetamine to various cities in the United States. Investigations in 29 U.S. cities have resulted in:

- Drugs seizures: 1,836 pounds of methamphetamine; 162 kilograms of cocaine; 949 pounds of marijuana; 11 pounds of heroin;
- Other seizures: \$1,795,122 in U.S. currency and 12 laboratories;
- 316 arrests.

BUDGET SUMMARY

Fiscal Years 1990-1997

- Total budget authority for DEA increased nearly 90 percent (from \$558 million in FY 1990 to \$1,054 million in FY 1997).
- The number of DEA special agents in the Southwest border region increased 37 percent (from 587 in FY 1990 to 806 in FY 1997).

From FY 1992 through FY 1997, DEA funding for the Southwest border increased 55 percent (from \$82 million in FY 1990 to \$127 million in FY 1997).

Fiscal Years 1998

In the FY 1998 budget request the DEA budget totals \$1,146 million, an increase of \$92 million (nine percent) over FY 1997 (\$1,054 million). At the FY 1998 level of funding:

- The DEA budget will account for seven percent of the National Drug Control Budget request for FY 1998 (\$15.917 billion).
- DEA funding for the Southwest border will total \$157 million or about 14 percent of the total DEA budget in FY 1998 (\$1,146 million).
- The number of DEA special agents in the Southwest border region for FY 1998 will total 902, an increase of 96 special agents (12 percent) over FY 1997 (806 special agents).

Sources: Drug Enforcement Administration

DRUG ENFORCEMENT ADMINISTRATION

BUDGET AUTHORITY (\$ MILLIONS) FISCAL YEARS 1990-1998

FY	TOTAL (\$ millions)	SOUTHWEST BORDER (\$ thousands)
1990	558.4	NA
1991	692.4	NA
1992	709.8	81.8
1993	756.6	97.5
1994	768.1	103.6
1995	791.9	114.5
1996	866.7	116.0
1997	1,054.0	127.3
1998/1	1145.8	157.0

PERSONNEL FISCAL YEARS 1990-1998

FY	AGENTS, TOTAL	AGENTS, SOUTHWEST BORDER
1990	3,158	587
1991	3,604	710
1992	3,669	725
1993	3,639	721
1994	3,505	723
1995	3,462	733
1996	3,633	737
1997	3,993	806
1998/1	4,161	902

/1 FY 1998 estimates are based on the President's request.

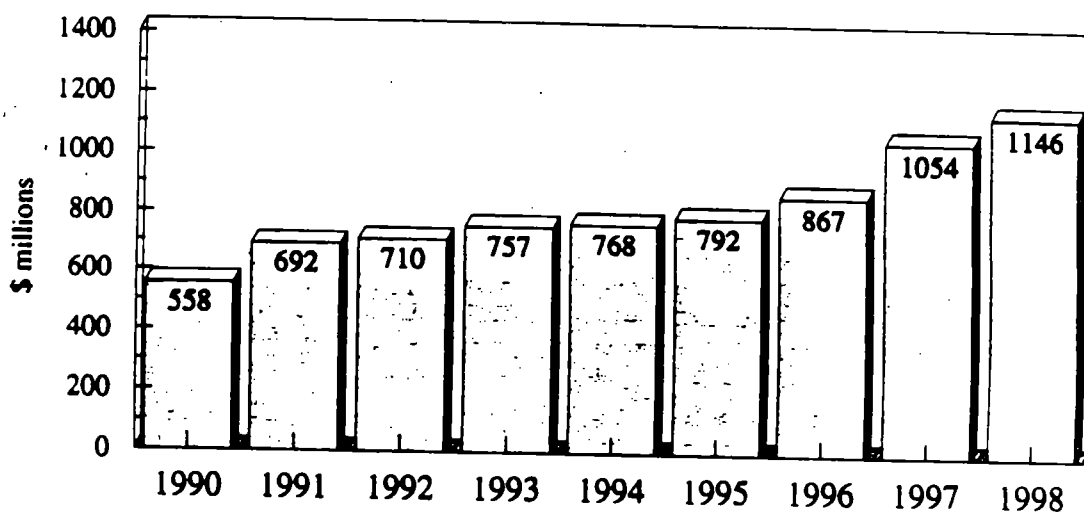
Source: Drug Enforcement Administration

Drug Enforcement Administration

Total budget

- FY 1990-97: Total funding for DEA increased nearly 90 percent (\$558 million to \$1.054 billion)
- FY 1998: DEA budget totals \$1.146 billion, a nine percent increase over FY 1997.

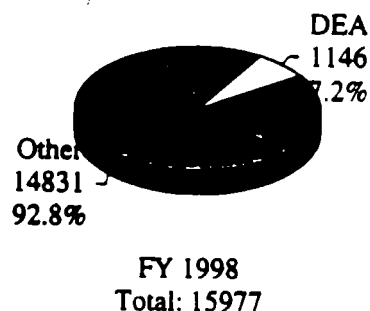
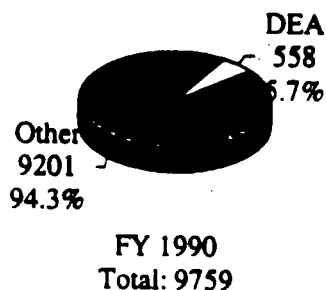
Drug Enforcement Administration
Budget Authority (\$ millions)
Fiscal Years 1990-1998



FY98 estimates are based on President's request

- FY 1998: Seven percent of the National Drug Control Budget will be allocated to DEA

National Drug Control Budget (\$ millions)

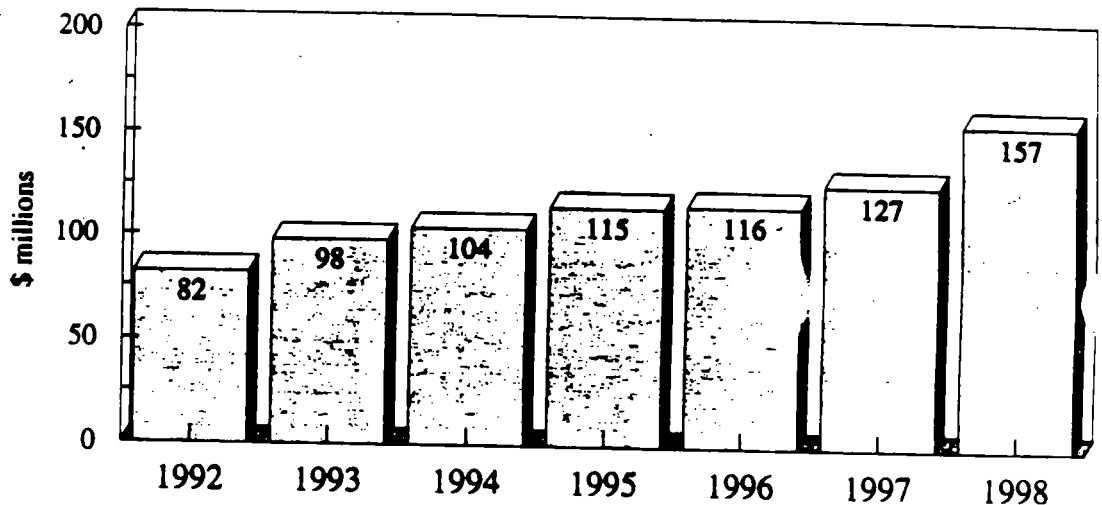


Sources: DEA, ONDCP

Drug Enforcement Administration Southwest border funding

- **FY 1992-97:** DEA funding for Southwest border increased 55 percent (\$82 to \$127 million).
- **FY 1998:** DEA funding for Southwest border will total \$157 million, a 24 percent increase over FY 1997.

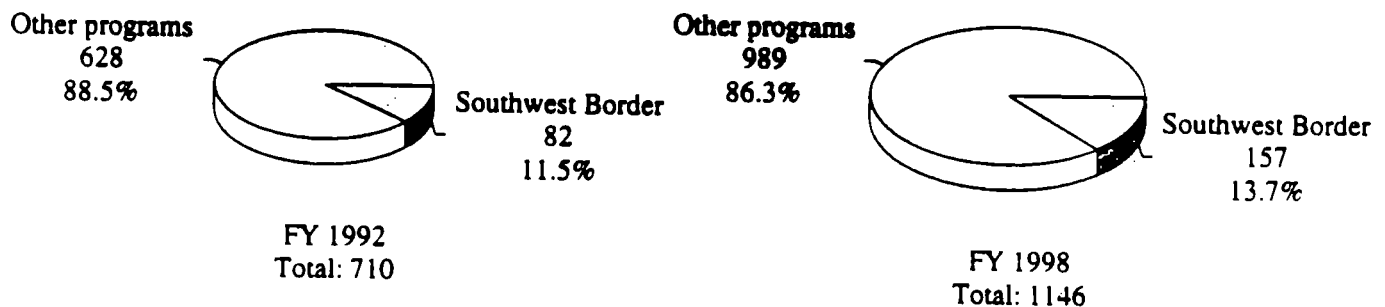
Drug Enforcement Administration
Southwest border funding (\$ millions)
Fiscal Years 1992-1998



FY98 estimates are based on President's request

- **FY 1998:** 14 percent of DEA's budget will be allocated to the Southwest border region.

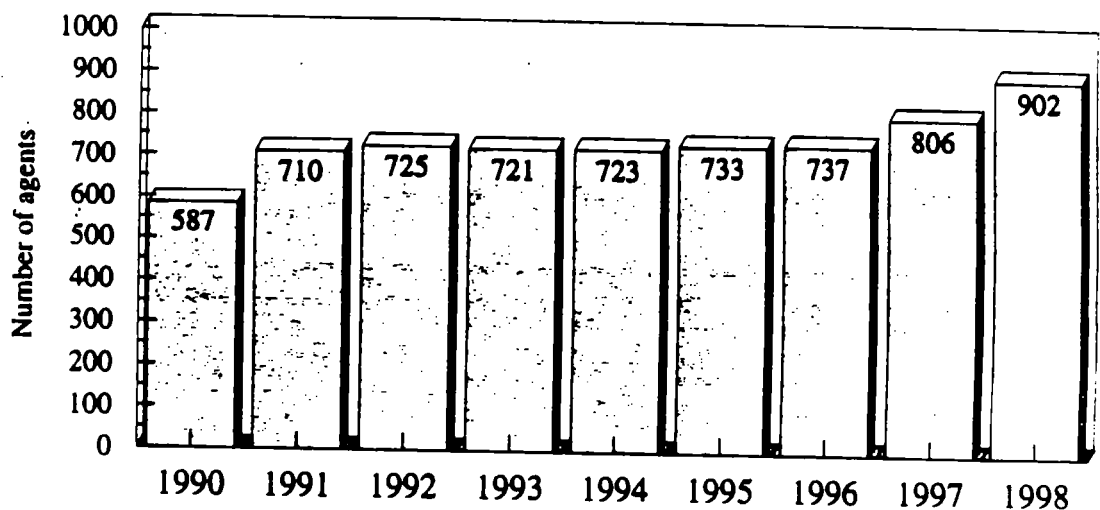
Drug Enforcement Administration
Budget authority (\$ millions)



Drug Enforcement Administration Agents in the Southwest border region

- **FY 1992-97:** The number of DEA special agents in the Southwest border regions increased 37 percent (587 to 806).
- **FY 1998:** The number of DEA special agents in the Southwest border region will total 902, a 12 percent increase over FY 1997.

Drug Enforcement Administration
Special agents in the Southwest border region (numbers of agents)
Fiscal Years 1993-1998

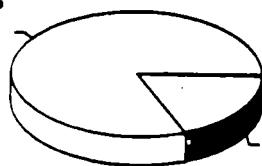


FY98 estimates are based on President's request

- **FY 1998:** About 22 percent of DEA's special agents will be located in Southwest border region.

Drug Enforcement Administration
Special agents in the Southwest border region (numbers of agents)

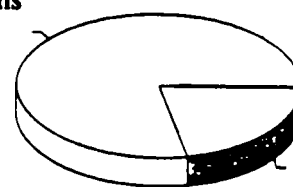
Other programs
2571
81.4%



Southwest Border
587
18.6%

FY 1990
Total: 3158

Other programs
3259
78.3%



Southwest Border
902
21.7%

FY 1998
Total: 4161

Sources: Drug Enforcement Administration

IMMIGRATION AND NATURALIZATION SERVICE

PROGRAM SUMMARY

The Immigration and Naturalization Service (INS) is responsible for:

- Facilitating legal border crossings;
- Ensuring appropriate documentation of aliens at entry and to deny entry to those who are not legally admissible, whether they attempt to enter through ports of entry or surreptitiously across the border;
- Deterring illegal entry and stay, including enforcement of criminal provisions against those who act or conspire to promote such entry and stay; and
- Detecting, apprehending, and removing those noncitizens who entered unlawfully, whether undocumented or fraudulent, and those found to have violated the conditions of their stay.

INS carries out these responsibilities along the Nation's borders and at legal ports of entry, and cooperates with other Federal agencies in locating, apprehending, and removing alien drug traffickers at the border, at ports of entry, and within the interior of the United States. INS also works with these agencies to escort alien witnesses in the United States to testify in drug trials.

ACCOMPLISHMENTS

In FY 1996, the Border Patrol seized more than 650,000 pounds of marijuana along the Southwest border. In FY 1995, the figure was more than 600,000 pounds and in FY 1994 slightly less than 550,000 pounds.

At Southwest border land ports of entry, INS seized more than 75,000 pounds of marijuana in FY 1996; approximately 60,000 pounds in FY 1995; and approximately 50,000 pounds in FY 1994.

BUDGET SUMMARY

Fiscal Years 1990-1997

- INS' total budget authority increased 178 percent (from \$1,147 million in FY 1990 to

\$3,193 million in FY 1997).

- INS' drug control budget increased 164 percent (from \$120.2 million in FY 1990 to \$317.2 million in FY 1997).
- INS' funding for Southwest border missions increased 158 percent (from \$312.1 million in FY 1990 to \$804.7 million in FY 1997).
- The number of Border Patrol agents on the Southwest border increased 97 percent (from 3,160 in FY 1990 to 6,213 in FY 1997).
- The number of INS inspectors at land border ports of entry along the Southwest border increased 170 percent (from 523 in FY 1990 to 1,413 in FY 1997).

Fiscal Year 1998

- INS' budget will total \$3,634 million, an increase of \$400 million (14 percent) over FY 1997 (\$3,192 million).
- INS' drug control budget totals \$368.8 million or about 10 percent of the total FY 1998 INS budget (\$3,634 million). This represents an increase of \$51.7 million (16 percent) over the FY 1997 INS drug control budget (\$317.2 million).
- INS' funding for the Southwest border totals \$877.5 million or 24 percent of the total INS FY 1998 budget (\$3,634 million). This represents an increase of \$72.8 million (nine percent) over FY 1997 INS' funding for the Southwest border (\$804.7 million).
- The number of Border Patrol agents on the Southwest border for FY 1998 will total 6,698; an increase of 485 agents (eight percent) over FY 1997 (6,213 agents). (Note: This means that 91 percent of all Border Patrol agents nationwide will be on the Southwest border in FY 1998, up from 85 percent in FY 1990).
- The number of land border POE inspectors on the Southwest border in FY 1998 will total 1,413; no increase over FY 1997. (Note: This means that 78 percent of all INS land border POE inspectors will be on the Southwest border in FY 1997 and FY 1998, up from 54 percent in FY 1990).

Source: Immigration and Naturalization Service.