

Withdrawal/Redaction Sheet

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. fax	Rachel Lewis to Jose Cerda [Personally Identifiable Information] [partial] (1 page)	04/27/1993	b(6)
002. fax	John Hatch to Rachel Lewis [Personally Identifiable Information] [partial] (1 page)	06/22/1993	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Jose Cerca
OA/Box Number: 5876

FOLDER TITLE:

Texas [2]

2016-0931-S

rc2250

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

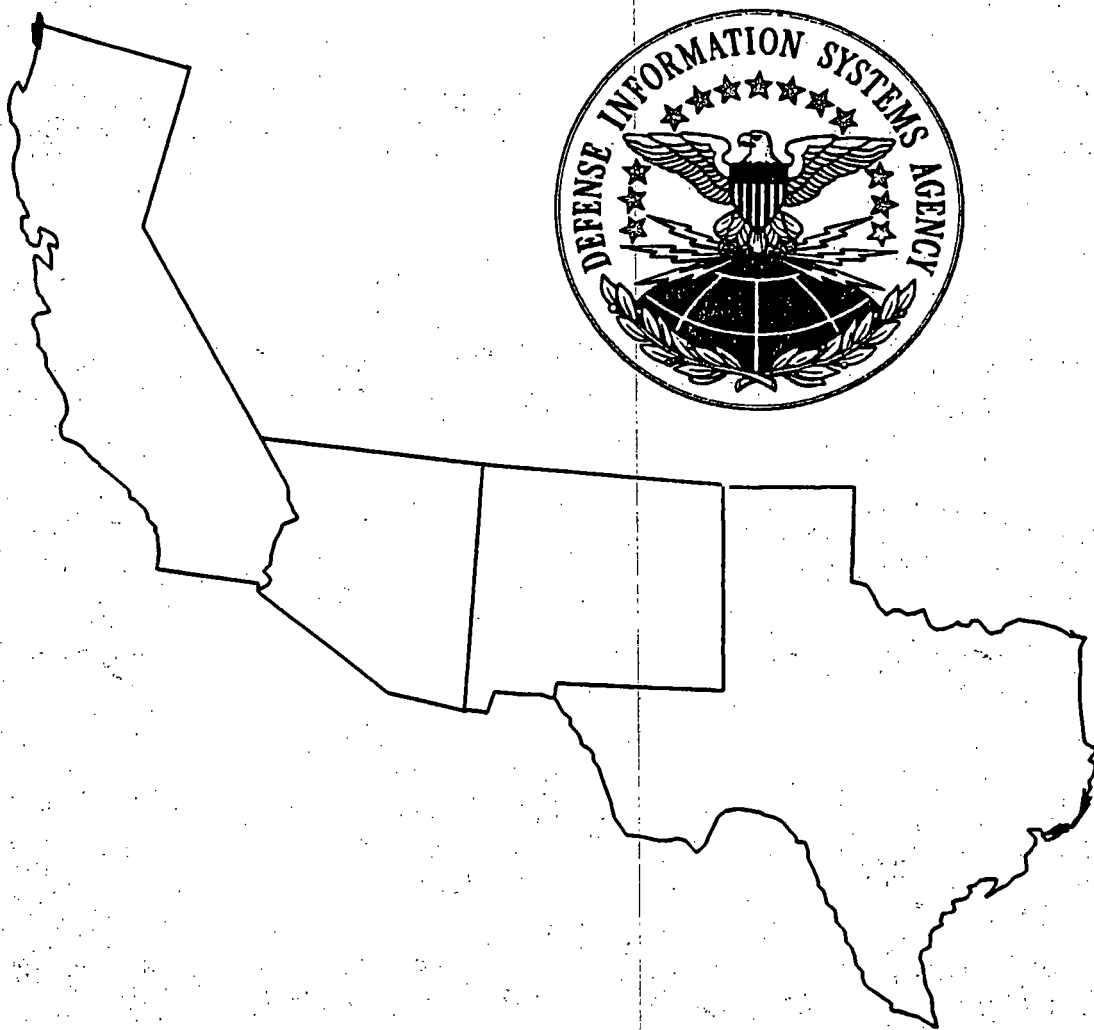
PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

**SOUTHWEST BORDER STATES
ANTI-DRUG
INFORMATION SYSTEM
(SWBSADIS)**



June 1993

THE FRONT LINE OF THE DRUG WAR

► Within the Southwest Border High Intensity Drug Trafficking Area (HIDTA), international drug trafficking organizations are connected to domestic street-level dealers by an extensive distribution network that runs through major American cities (two of which, Houston and Los Angeles, are themselves classified as HIDTAs). The National Drug Control Strategy asserts that "while drug networks throughout the U.S. must be destroyed, it is in the HIDTAs that such efforts will first be directed". **The front line of that effort is at the state and local level.**

IMPORTANCE OF INFORMATION SHARING

► The ability to collect, process, disseminate, and share information among federal, state and local law enforcement agencies directly affects successful prosecution of the national, regional and individual Southwest Border State's counter-drug strategies. The timeliness of this information can be critical, not only to the success of a particular investigation, but to a law enforcement officer's survival.

LEVERAGE TECHNOLOGY TO WIN

► The Southwest Border States Anti-drug Information System (SWBSADIS) will significantly improve the collection and sharing of criminal information among key law enforcement agencies within the Southwest Border HIDTA's through the application of sophisticated and integrated technology.

► The information-sharing concept for the Southwest Border States proposes a multi-phased, evolutionary approach to the implementation of an anti-drug system. Total estimated cost for this anti-drug system will be \$34,000,000 over approximately four years.

MULTI-PHASED EVOLUTIONARY APPROACH

► **Phase I** (6 months). Phase I covers the period immediately following the Demonstration Phase. Highlights include:

- Completion of the prototype
- Move Hub to NLETS/contractor hardware to ROCIC
- Design initial transaction capability
- Develop security and training plans
- Begin regional infrastructure enhancements

► **Phase II** (6 - 18 months). Phase II permits rapid response to requests for information through an expanded E-mail capability and a transaction query capability. At the completion of Phase II, an initial operating capability (IOC) is achieved.

Activities include:

- Enhance E-mail capability
- Develop application software for transaction support
- Develop communications gateway to participants
- Continue regional enhancements
- Perform risk analysis and vulnerability assessment
- Implement security plan
- Conduct training

► **Phase III A&B** (18 months to final completion) The goal of Phases III A&B is to achieve full operational capability (FOC).

Activities include:

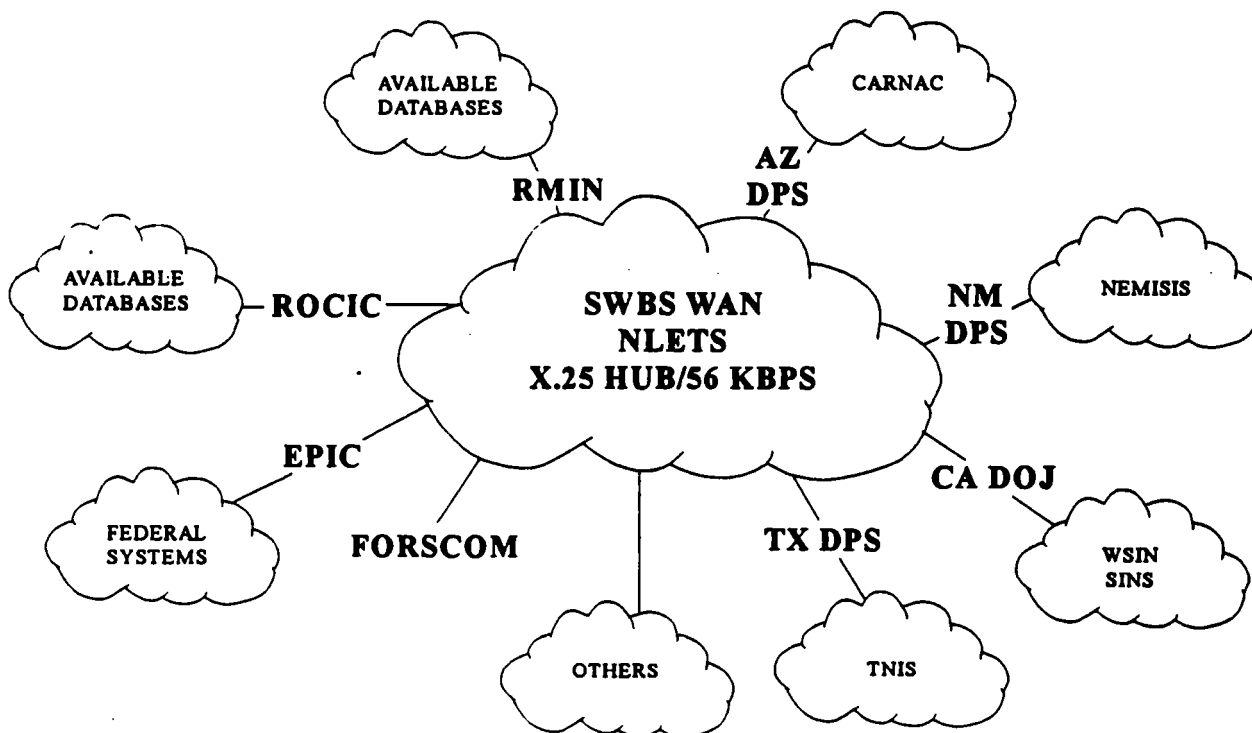
IIIA

- Assess system operational performance
- Implement required network enhancements
- Design analytical enhancements

IIIB

- Complete infrastructure
- Begin analytical enhancements
- Conduct training

OBJECTIVE ARCHITECTURE



SWBSADIS PARTICIPANTS

- **SOUTHWEST BORDER STATES**
 - Arizona - Department of Public Safety
 - California - Department of Justice
 - New Mexico - Department of Public Safety
 - Texas - Department of Public Safety
- **FEDERAL AGENCIES**
 - El Paso Intelligence Center (EPIC)
 - Forces Command (FORSCOM) Intelligence Center (FIC)
- **REGIONAL INFORMATION SHARING SYSTEMS (RISSs)**
 - Western States Information Network (WSIN)
 - Rocky Mountain Information Network (RMIN)
 - Regional Organized Crime Information Center (ROCIC)
- **NETWORK MANAGER**
 - Nat'l Law Enforcement Telecommunications System (NLETS)
- **PROGRAM MANAGER**
 - Defense Information Systems Agency (DISA)

OSD PLAN FOR SWBSADIS

PHASE	MAJOR ACTIVITY	LENGTH	FY FUND	AMOUNT
1	COMPLETE PROTOTYPE	6 MONTHS**	1993	\$3.6M
2	ENHANCE E-MAIL & CONNECTIVITY	12 MONTHS	1993, 1994	\$1.8M, \$11.5M
3A	ASSESS SYSTEM OPS	9 MONTHS	UNK	\$6.0M
3B	COMPLETE NETWORK	12-18 MONTHS	UNK	\$11.1M
			TOTAL	\$34.0M

**Requested start date of 1 July 93, expect start date of Aug 93

BENEFITS

- ▶ Supports the National Drug Control Strategy which stresses: "...the need to improve the collection and sharing of intelligence among the community of federal, state, and local agencies that must have timely and accurate information for strategic as well as operational purposes".
- ▶ Improves criminal investigation/intelligence capabilities and products.
- ▶ Facilitates collaboration among law enforcement agencies at all levels.
- ▶ Enhances secure information-sharing consistent with the privacy rights of individuals and organizations.
- ▶ Improves the effectiveness of counter-drug law enforcement in the critical Southwest Border HIDTA at minimum cost by leveraging the capabilities of technology.

FORMER NAMES FOR SWBSADIS

- ▶ Information/Intelligence Sharing System (from the Southwest Border States Compact Grant Request)
- ▶ SWBS Information Sharing Concept (from the December 1992 Capabilities Demonstration)
- ▶ SWBS Counter-drug Network (from the Information Management Plan)

Clinton Presidential Records Digital Records Marker

This is not a presidential record. This is used as an administrative marker by the William J. Clinton Presidential Library Staff.

This marker identifies the place of a tabbed divider. Given our digitization capabilities, we are sometimes unable to adequately scan such dividers. The title from the original document is indicated below.

SWBSADIS BRIEF

Divider Title: _____

**SOUTHWEST BORDER STATES
ANTI-DRUG INFORMATION SYSTEM
(SWBSADIS)**

Defense Information Systems Agency
Counter-Drug Integration Center

Major G. Gillum, USAF
23 June 1993

BRIEFING OUTLINE

- SWBSADIS PURPOSE and FUNCTIONS
- BACKGROUND
- PARTICIPANTS/OBJECTIVE ARCHITECTURE
- IMPLEMENTATION PHASES
- OSD PLAN FOR SWBSADIS
- OVERALL BENEFITS/CONCLUSION

SWBSADIS PURPOSE & FUNCTIONS

- **PURPOSE:** Improve collection and sharing of criminal information among network participants
- **FUNCTIONS:**
 - Rapidly identify participants with similar investigative interests through direct interface with existing systems
 - Rapidly and securely exchange sensitive intelligence and other investigative information
 - Provide enhanced analytical capabilities

BACKGROUND

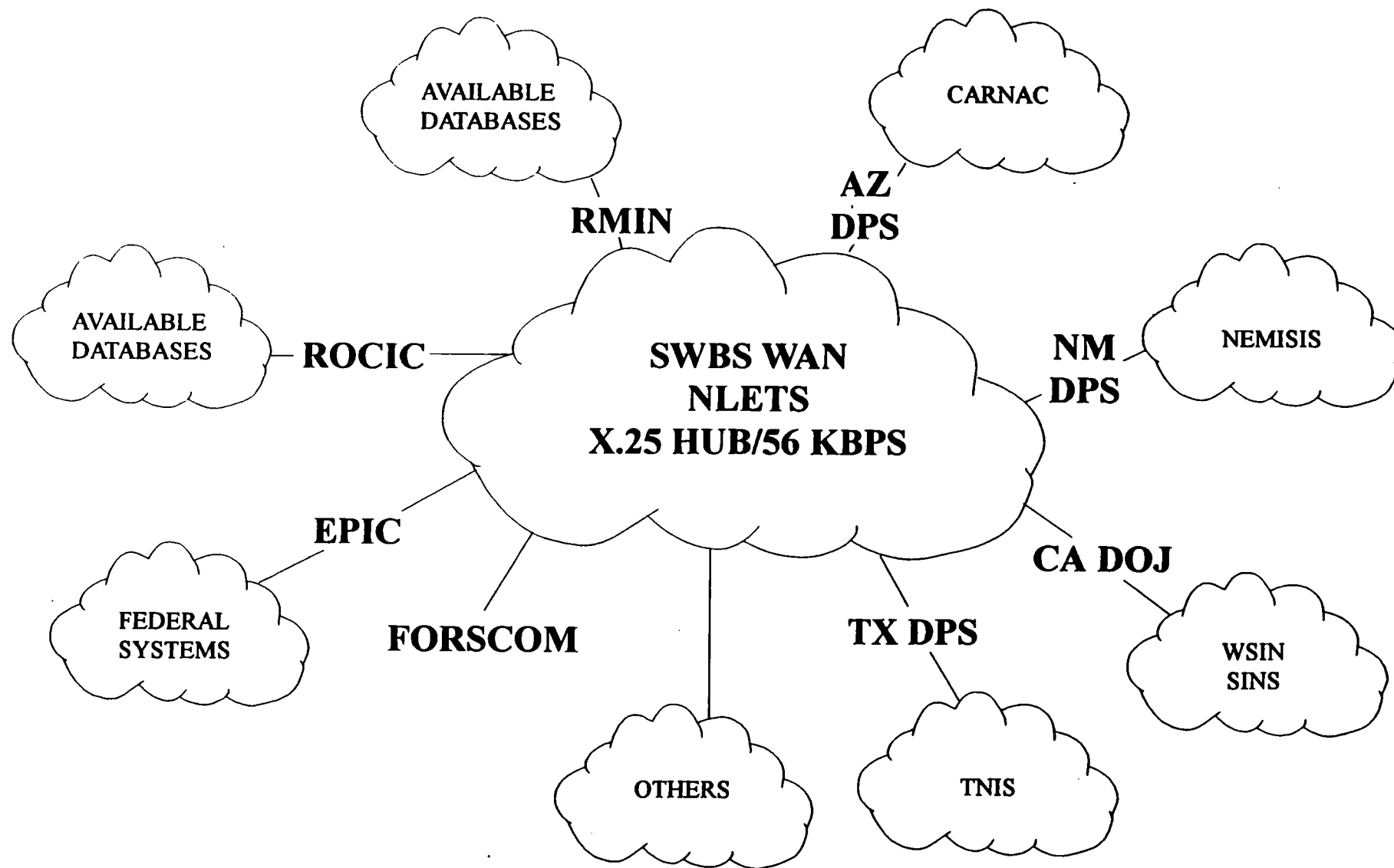
Nov 91 thru Present

- FORMED SENIOR MANAGEMENT TEAM (SMT)
- DEVELOPED PROGRAM MANAGEMENT PLAN
- DEVELOPED INFORMATION MANAGEMENT PLAN
- FORMED SWBS USERS' GROUP
- CONDUCTED CAPABILITIES DEMONSTRATION USING PROTOTYPE SYSTEM
- CONTRACTED WITH THE NAT'L LAW ENFORCEMENT TELECOMMUNICATIONS SYSTEM (NLETS) TO MANAGE SWBSADIS NETWORK

SWBSADIS PARTICIPANTS

- **SOUTHWEST BORDER STATES**
 - Arizona - Department of Public Safety
 - California - Department of Justice
 - New Mexico - Department of Public Safety
 - Texas - Department of Public Safety
- **FEDERAL AGENCIES**
 - El Paso Intelligence Center (EPIC)
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- **REGIONAL INFORMATION SHARING SYSTEMS (RISSs)**
 - Western States Information Network (WSIN)
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- **NETWORK MANAGER**
 - Nat'l Law Enforcement Telecommunications System (NLETS)
- **PROGRAM MANAGER**
 - Defense Information Systems Agency (DISA)

OBJECTIVE ARCHITECTURE



SWBSADIS IMPLEMENTATION PHASES

PHASE 1

- **COMPLETE THE PROTOTYPE**
 - Develop Program Management Plan for Implementation
 - Move Network HUB to NLETS/Move Contractor Hardware to ROCIC
 - Develop Security and Training Plans
 - Design Initial Transaction Capability
 - Begin Regional Infrastructure Enhancements

0 - 6 Months

SWBSADIS IMPLEMENTATION PHASES

PHASE 2

- SWBSADIS ENHANCEMENTS
 - Enhance E-mail Capability
 - Develop Application Software for Transaction Support
 - Develop Communications Gateway to Participants
 - Continue Regional Enhancements
 - Perform Risk Analysis, Vulnerability Assessment (RAVA)
 - Implement Security Plan
 - Conduct Training
- ACHIEVES INITIAL OPERATIONAL CAPABILITY (IOC)

6 - 18 Months

SWBSADIS IMPLEMENTATION PHASES

PHASE 3 (A & B)

- PHASE 3A
 - Assess System Operational Performance
 - Implement Required Network Enhancements
 - Design Analytical Enhancements
- PHASE 3B
 - Complete Infrastructure
 - Begin Analytical Enhancements
 - Conduct Training
- FULL OPERATIONAL CAPABILITY (FOC) CONCLUDES PHASE 3

18 Months to Completion

OSD PLAN FOR SWBSADIS

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**Requested start date of 1 July 93, expect start date of Aug 93

OVERALL BENEFITS

- SUPPORTS THE NAT'L DRUG CONTROL STRATEGY BY STRESSING:
"...The need to improve the collection and sharing of intelligence among the community of Federal, State, and local agencies that must have timely and accurate information for strategic as well as operational purposes."
- IMPROVES CRIMINAL INVESTIGATION/INTELLIGENCE CAPABILITIES AND PRODUCTS
- FACILITATES COLLABORATION AMONG LAW ENFORCEMENT AGENCIES AT ALL LEVELS
- ENHANCES SECURE INFORMATION-SHARING CONSISTENT WITH THE PRIVACY RIGHTS OF INDIVIDUALS/ORGANIZATIONS
- IMPROVES C-D LAW ENFORCEMENT EFFECTIVENESS IN THE CRITICAL SOUTHWEST BORDER HIGH INTENSITY DRUG TRAFFICKING AREA (HIDTA) AT MINIMUM COST BY LEVERAGING TECHNOLOGY

CONCLUSION

- SUPPORTS THE NAT'L DRUG CONTROL STRATEGY
- PROGRESS DUE TO STRONG SUPPORT BY AFFECTED SWBS CONGRESSIONAL AND STATE DELEGATIONS
- SWBSADIS FULFILLS ONE OF SEC DEF's CONGRESSIONALLY DIRECTED COUNTER-DRUG TASKS (C3I INTEGRATION)
- SWBSADIS COULD REPRESENT A NATIONAL MODEL FOR OTHER LEAs
- LEVERAGES AUTOMATION TO PROVIDE INTEGRATED TECHNICAL SUPPORT TO THE "FRONT LINE" OF THE WAR ON DRUGS

OFFICE OF THE GOVERNOR
Ann W. Richards

FOR IMMEDIATE RELEASE
June 7, 1993

CONTACT: JOHN HATCH
(512) 463-1957

RICHARDS AWARDS \$27.4 MILLION IN FEDERAL FUNDS FOR
83 DRUG LAW ENFORCEMENT PROJECTS

AUSTIN -- Governor Ann Richards today awarded \$27.4 million in federal drug control grants to 83 law enforcement projects across the state.

"The funding of these programs will go a long way in fighting the drug problem in this state," said Richards.

The money will be used to continue and expand the Governor's Texas Narcotics Control Program, which funds anti-drug task forces, drug offender prosecution programs, and drug-related impact courts in key areas across the state.

The projects funded today include 47 law enforcement task forces, nine court adjudication projects, four drug offender prosecution projects, 15 computer enhancement projects, and eight special projects. The grants will finance:

- The continuation or creation of 47 multi-agency, multi-jurisdictional task forces. During the calendar years 1988 through 1992, the task forces arrested 61,234 individuals for drug-law violations and removed illegal drugs worth over \$1.7 billion in street value from Texas communities. Cash, vehicles, and other property valued in excess of \$88 million have been confiscated from drug offenders and over 2,500 weapons have been seized, including Uzis and Russian- and Chinese-made AK47s.

- New initiatives in the City of Waco and Tarrant County metropolitan areas that use innovative approaches against drug trafficking abuse. In Waco, a new program will provide police officers and other resources to combat drug sales and related crimes at "hot spot" locations. The Tarrant County Junior College's Narcotic Detector Dog Team Program will train donated canines and provide them to smaller law enforcement agencies at a minimal cost. This project hopes to train up to ten canines a year.

-MORE-

The Houston metropolitan area and all of Harris County will be covered by the largest task force in the state, which will combine the resources of 25 participating agencies. A task force headed by the Dallas Police Department will target the highly organized criminal enterprises that ship and distribute large quantities of drugs into North Texas.

- Drug impact courts in Dallas, El Paso, Fort Worth, San Antonio, Brownsville, Harris County, Hidalgo County, Jefferson County, and Webb County to handle the increased number of controlled substance and asset forfeiture cases generated by the task force. Specialized prosecution projects are being funded throughout high impact areas in the state of Texas.

- A coordinator for the Texas National Guard's anti-drug efforts which assist federal, state, and local agencies, and will coordinate over 400 active duty national guard personnel who assist law enforcement agencies in the national counter-drug program. This is part of the redirection of military personnel into domestic efforts.

- A drug-testing project in Midland to identify probationers with substance-abuse problems who can be referred to treatment during their term of probation.

- The drug abuse data collection and analysis project conducted by the Criminal Justice Policy Council to provide a single source of information on drug offenders and evaluate the effectiveness of task-force efforts.

- Expanded crime laboratory services through the Texas Department of Public Safety to provide scientific analysis of evidence from drug cases.

- Fourteen counties have been chosen to receive the Criminal Justice Information System computer network. This is a computer network that will connect the criminal data information of all counties in Texas and the Department of Public Safety. This will revolutionize the state's ability to track convicted individuals.

The 1993 Texas Narcotics Control Program will provide over 500 law enforcement officers, 65 prosecuting attorneys, 10 judges, and 200 support personnel, such as court reporters, chemists, crime analysts, and clerks, to the war on drugs effort in the state of Texas.

The criteria for awarding the anti-drug grants were based on the analysis of the drug problem and the priorities established in the *Statewide Strategy for Drug and Violent Crime Control*, which was developed by the Governor's Drug Policy Advisory Board.

Anderson County			
City of Palestine	Anderson-Henderson Drug Investigation Unit	110,101	
Atascosa County			
Atascosa County	Detection & Prosecution of Drug Trafficking	134,267	
Bell County			
Bell County	Central Texas Narcotics Task Force	264,533	
Bell County	Criminal Justice Information System	89,521	
Bexar County			
Bexar County	Adjudication Drug & Violent Offenders	331,210	
Bowie County			
City of Texarkana	Bi-State Narcotics Task Force	166,523	
Brazoria County			
Brazoria County	Brazoria County Special Investigative Unit	223,971	
Brazoria County	Criminal Justice Information System	86,858	
Brazos County			
Brazos County	Criminal Justice Information System	65,726	
Brazos County	Brazos Valley Narcotics Trafficking Task Force	244,434	
Brewster County			
Brewster County	Big Bend Area Tri-County Narcotics Task Force	197,258	
Burnet County			
City of Marble Falls	33RD Judicial District Narcotics Enforcement Team	274,115	
Cameron County			
Cameron County	Drug Enforcement Task Force	171,437	
Cameron County	Adjudication Drug Offenders	187,194	
Cass County			
Cass County	Ark-La-Tex Narcotics Task Force	341,843	
Chambers County			
Chambers County	Narcotics Trafficking Task Force	82,946	
Chambers County	Narcotics Prosecution Unit	55,988	
Collin County			
City of Richardson	Collin Area Narcotics Task Force	295,810	
Collin County	Criminal Justice Information System	90,000	
Comal County			
Comal County	Alamo Area Narcotics Task Force	576,237	
Dallas County			
City of Dallas	N.I.G.H.T./T.I.M.E. Task Force	108,911	
Dallas County	Prosecution & Adjudication of Drug Offenders	877,291	
Denton County			
Denton County	Narcotics Task Force	392,115	
Denton County	Criminal Justice Information System	90,000	
Duval County			
Duval County	Central South Texas Narcotics Task Force	256,765	
Ector County			
Ector County	Criminal Justice Information System	90,000	
Ector County	Permian Basin Narcotics Control Program	1,046,752	
Ellis County			
Ellis County	Greater Ellis County Law Enforcement Task Force	165,320	
El Paso County			
El Paso County	West Texas Impact Court	107,189	
El Paso County	El Paso County Metro Narcotics Task Force	792,352	
Fort Bend County			
Fort Bend County	Criminal Justice Information System	90,000	
Galveston County			
Galveston County	Narcotics Task Force	238,322	
Galveston County	Criminal Justice Information System	84,260	
Gregg County			
Gregg County	Criminal Justice Information System	38,602	
Guadalupe County			
Guadalupe County	Narcotics Task Force	371,404	

Hardin County		
Hardin County	Southeast Texas Narcotics & Intelligence Task Force	301,844
Harris County		
City of Houston	Hot Spot Zero Tolerance	615,809
City of Baytown	Harris County Organized Crime & Narcotics Task Force	2,490,372
City of Houston	Drug Detection Canine Project	362,911
Harris County	Expedited Drug Case Management Program	523,735
Harris County	Prosecution of Drug Offenders	439,575
Hidalgo County		
City of McAllen	Narcotics Trafficking Task Force	454,990
Hidalgo County	Hidalgo County Drug Impact Court	157,753
Hill County		
Hill County	Agriplex Roadrunner Drug Task Force	229,483
Hopkins County		
City of Sulphur Springs	Tactical Narcotics Team (TNT)	374,044
Jefferson County		
Jefferson County	Jefferson County Narcotics Task Force	862,097
Jefferson County	Drug Impact Court	241,678
Johnson County		
Johnson County	S.T.O.P. the Offenders Program	410,754
Kerr County		
City of Kerrville	216th Judicial District Narcotics Task Force	201,858
Kleberg County		
Kleberg County	South Texas Specialized Crime & Narcotics Task Force	445,287
Lamar County		
City of Paris	Regional Control Substance Apprehension Program	292,081
Lubbock County		
City of Lubbock	South Plains Regional Narcotics Task Force	273,895
McLennan County		
City of Waco	Neighborhood Narcotic Enforcement Team	237,612
McLennan County	Criminal Justice Information System	90,000
Midland County		
Midland County	Drug Prosecution Unit	82,366
Midland County	Substance Abuser ID Project	70,759
Montgomery County		
Montgomery County	Criminal Justice Information System	67,012
Nacogdoches County		
Nacogdoches County	Deep East Texas Regional Narcotics Task Force	566,299
Orange County		
City of Orange	Special Drug Enforcement Unit	172,251
Palo Pinto County		
Young County	Cross Timbers Narcotics Task Force	350,874
Potter County		
City of Amarillo	Panhandle Regional Narcotics Trafficking Task Force	666,128
Potter County	Criminal Justice Information System	90,000
Rockwall County		
City of Rockwall	Northeast Area Drug Interdiction Task Force	396,786
San Patricio County		
San Patricio County	Tri-County Narcotics Task Force	386,986
Starr County		
Starr County	Multi-Agency Narcotics Task Force	244,083
Tarrant County		
Tarrant County Junior College	Narcotic Detector Dog Team Program	26,872
Tarrant County	Enhanced Drug Prosecution/Asset Forfeiture	315,257
Tarrant County	Tarrant County Narcotics Intelligence & Coordination Unit	1,400,418
Taylor County		
Taylor County	Criminal Justice Information System	88,519
Taylor County	West Central Texas Interlocal Crime Task Force	324,721
Tom Green County		
City of San Angelo	Rio Concho Multi-Agency Drug Enforcement Task Force	323,468

Travis County	Narcotics Prosecution Program	45,146
Travis County		
Val Verde County	Amisted Area Narcotics Task Force	422,546
Val Verde County		
Walker County	Central East Texas Narcotics Task Force	147,707
Walker County		
Webb County	Narcotics Trafficking Task Force	470,930
City of Laredo	Webb County Drug Impact Court	247,005
Webb County	Criminal Justice Information System	89,640
Webb County		
Wichita County		
City of Wichita Falls	North Texas Regional Narcotics Task Force	335,826
Williamson County		
Williamson County	Capital Area Regional Anti-Drug Abuse Task Force	433,509
Statewide County		
Adjutant General's Department	Special Law Enforcement Units & Programs	51,922
Texas Department of Public Safety	Expanded Crime Laboratory Services	581,216
Texas Department of Public Safety	Automated Fingerprint Identification System (AFIS)	1,162,450
Criminal Justice Policy Council	Drug Abuse Data Collection & Analysis	69,402
	NUMBER OF GRANTS: 23	27,402,191

MEMORANDUM

TO:

Carol Basco

FROM:

Nancy Hernreich

RE:

PRESIDENTIAL MAIL

DATE:

May 18, 1993

The President has reviewed the attached and has forwarded it to you for:

_____ ACTION -

Please draft reply for the President's signature.

_____ ACTION -

Please follow up (an initial letter has been sent indicating that it was sent to you for follow up).

☒ Follow up - As indicated

_____ FYI - Information copy

Jose - pls. handle the response over your signature and help in setting up meetings.

See me if any ? Is I don't need to be in meeting. CLK

Reply and set up meeting

5-10-93 BRUCE BURROW

On December 21st you held a Campaign Thank you Dinner at the Old Statehouse. At this time Jack Belz mentioned our proposed project, Treatment, Training and Research Center for Chemical Dependency.

They plan on being in Washington on June 9-11 to meet with various legislative officials to discuss the project. Seeking your assistance in setting up meeting with Dr. Brown, Janet Reno, Webb Hubbell, Cong. Schumer and key members of your staff responsible for this issue. Attached brief outline of project and a feasibility report.

CL
Pls keep up as Prof. MTC

C. Basco
Reply set up MTC

BELZ • BURROW

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FEDERAL EXPRESS

May 10, 1993

President Bill Clinton
The White House
1600 Pennsylvania Avenue
Washington, D.C. 20500-2000

RE: Texas Substance Abuse Treatment Concept

Dear President Clinton:

On December 21st, you held a Campaign Thank You Dinner at the Old Statehouse. At that gathering, Jack Belz mentioned to you our proposed project, a ***Treatment, Training, and Research Center for Chemical Dependency***. As you might recall, we are working with the Texas Commission on Alcohol and Drug Abuse (TCADA) and the University of North Texas, School of Community Services (UNT). (A duplicate copy of Mr. Belz' correspondence and the feasibility study is enclosed as quick reference.) As you requested, this material was delivered to Mr. Eli Segal for evaluation.

My letter is prompted by the tremendous progress we have made on this project since that meeting and by the commitment you have made in dealing with the nation's drug problem by your appointment of the most capable Dr. Brown. The Dallas metroplex facility will be the first of its kind in the United States. I think you will find it most interesting, ***that there does not now exist anywhere in this nation, a treatment, training, and research center for substance abuse***, even though well over 70% of the prison population is incarcerated because of drug related offenses.

We plan to be in Washington with the representatives from TCADA and UNT on June 9th, 10th, and 11th to visit with the various legislators to discuss this timely project. We are seeking your assistance in establishing meetings with Dr. Brown, Ms. Janet Reno/Mr. Webb Hubbell (Justice Department), Representative Charles Schumer (Subcommittee Chairman of the U.S. Drug Policy), and with the key members of your staff responsible for this crucial issue.

For the sake of brevity, I have attempted to outline in overview form, several program points we believe warrant the consideration we are seeking from your administration. In addition

May 10, 1993
President Bill Clinton

BELZ ● BURROW

Page 2

to the treatment, training, and research components, the project affords your administration the opportunity to implement those programs now under consideration by the Justice Department, which include:

- The *comprehensive partnership* between the State of Texas and the Federal Government creates a "*pilot*" program designed to meet Texas' treatment needs setting forth a proposal for the Federal Government's participation.
- Review of *mandatory sentencing* with the *alternative treatment sentencing, a modeled program tailored for "case management" and "court supervision"*.
- The Dallas Metroplex area affords a central location for government participation and will become through the effort of TCADA and UNT, a *training institute for all levels of government*, including the federal level, individual state level, as well as city and county governments nationwide.
- The facility and "*pilot*" program that can be *in place in months rather than years*, allowing for immediate monitoring and feedback.
- This program will also allow for many other benefits, including the following:
 - A participation and resource opportunity for the "*insurance industry's healthcare providers*."
 - A "*monitored testing*" and "*after care*" resource center.
 - The development of a *jobs program* with participation of local employment partners.
 - In-roads into *education* with the development of school programs designed by UNT as a result of their "hands on" participation.
 - A forerunner to a possible "*national bed space program*".
 - *A cost effective needed resource* resulting from the partnership between the public and private sectors.

May 10, 1993
President Bill Clinton

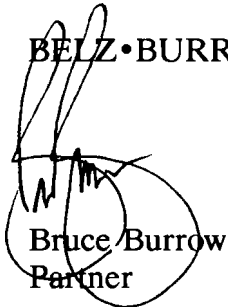
BELZ • BURROW

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Mr. President, we are most appreciative of your interest and look forward to providing your staff with any additional information they may require to establish the proposed meetings.

Very truly yours,

BELZ • BURROW



Bruce Burrow
Partner

BB/db

Enclosures

cc: Mr. Robert Dickson
Executive Director
Texas Commission on Alcohol and Drug Abuse
720 Brazos, Suite 403
Austin, Texas 78701-2506

Dr. Daniel Johnson
Dean, School of Community Service
University of North Texas
410 Avenue C at Chestnut
Denton, Texas 76203

Ms. Janet Reno
Attorney General of the United States
Main Justice Building, Room 5111
Constitution Avenue between 9th and 10th Streets
Washington, D.C. 20530

Continued on next page -

May 10, 1993
President Bill Clinton

BELZ ● BURROW

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Mr. Webster Hubbell
Assistant Attorney General of the United States (Nominee)
Main Justice Building, Room 4111
Constitution Avenue between 9th and 10th Streets
Washington, D.C. 20530

The Honorable Charles Schumer
United States Congressman
2412 Rayburn - HOB
Washington, D.C. 20515-3209

Mr. Jack A. Belz
Chairman of the Board
Belz Enterprises
530 Oak Court
Memphis, Tennessee 38117

Jack A. Belz
Member of the Board
Ray, Belz & Co.
Metropolitan, Denver, CO 80202-1111

Real Estate
and Investments

December 21, 1992

President-Elect Bill Clinton
Governor's Mansion
Little Rock, Arkansas

Dear President-Elect Clinton:

Healthcare....Substance Abuse....Crime....all critical issues that you addressed during the campaign. Therefore, I hope you will not think it presumptuous of me to place in your hands the attached information regarding the first World Class Treatment, Training and Research Center for chemical dependency.

As you may know, the Texas voters recently approved the funding of a \$1.1 Billion building program to provide the Texas Department of Criminal Justice (TDCJ) with 25,000 additional beds. Since over 60% of the crimes are substance abuse related, Governor Ann Richards, with much foresight, has mandated that one-half of these beds be utilized for treatment of substance abuse.

This treatment program, the first of it's kind, is under the direction of Texas Commission on Alcohol and Drug Abuse (TCADA). TCADA has selected the University of North Texas to develop a comprehensive treatment-training program. The project overview is enclosed. We at Belz are proud to have funded this preliminary research.

We believe there exists an opportunity for both the private and public sector to join together in the development of this prototype facility. Our initial discussions with the healthcare providers regarding their possible involvement, has been met with a great deal of enthusiasm.

We solicit your support for this treatment and training concept and ask that the attached material be forwarded to those persons in your administration whom you have selected to address this most critical issue. We are available to meet at any time and would welcome having your people contact either Mr. John Dudas or myself at the above address or Mr. Bruce Burrow at our Arkansas office (501-932-1400).

We are excited about the opportunities your leadership brings to the country.

Very truly yours,

BELZ ENTERPRISES

Jack A. Belz
Chairman of the Board

JB/db

Enclosures

FEASIBILITY REPORT:

**A CHEMICAL DEPENDENCY RESEARCH, TREATMENT AND
COUNSELOR TRAINING FACILITY FOR THE DALLAS/FT. WORTH
METROPLEX**

December, 1992

Prepared by

**School of Community Service
University of North Texas
Denton, Texas**

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EXECUTIVE SUMMARY

Introduction

The following report documents the findings of a project team from the School of Community Service at the University of North Texas, which was assigned to investigate the possibility of developing a counselor training, research, and chemical dependency treatment program for the Texas Commission for Alcohol and Drug Abuse (TCADA) and the Texas Department of Criminal Justice (TDCJ). The project team also investigated the feasibility of locating the program in an existing facility in Collin County which is owned by Belz Enterprises, a commercial real estate development firm based in Memphis, Tennessee. Presented here is a proposed treatment design, facility layout, estimated economic impact, possible administrative models, and auxiliary uses of space to maximize the facility's total square footage.

The project team has worked to develop a report that is consistent with the mission and direction of both TCADA and TDCJ which are the state agencies ultimately responsible for providing treatment to chemically dependent offenders within the Texas criminal justice system.

Project Summary

State officials from TCADA and TDCJ have noted that a majority of offenders in the State system have some form of chemical dependency, and that such dependency significantly contributes to criminal behaviors. Successful intervention in the cycle of chemical dependency of offenders should have a significant positive impact on the prison population of the State and, subsequently, reduce that population from its current overflow level.

In 1991, the State of Texas established the legislative foundation for a large, comprehensive treatment system for chemically dependent offenders. Three programs authorized under Senate Bill 828 and House Bill 93 provide for a total of 14,000 chemical dependency treatment beds, representing an unprecedented commitment to addressing the problem of chemical dependency among offenders in Texas. To provide treatment for these 14,000 individuals, it is estimated that approximately 1,928 new counseling positions will need to be filled by the end of the 1996 fiscal year. State officials estimate that it would take most of the currently available qualified chemical dependency counselors in the nation to meet this need. In addition, with this radical shift in the management of offenders with chemical dependencies, personnel from throughout the system will need to be trained or re-trained in the dynamics of treatment for prison populations. Individuals from across the state such as judges, parole and probation officers, and prison guards will need to be trained in how to best manage cases within this new system.

Mr. Bob Dickson, Commissioner and Executive Director of TCADA, approached the School of Community Service at UNT regarding the development of an innovative training program for counselors who will treat addicted offenders. He has suggested that SCS explore the development of a proposal for a state-of-the-art program to be located in the Dallas/Fort Worth area. This facility would be designed to accommodate a combination research, counselor training, addiction treatment, and corrections program to be administered by TCADA, UNT, and TDCJ. Fortuitously, a piece of property has also become available which might serve as a location for just such a project. With approximately 400,000 square feet under roof, and a large surrounding greenbelt, the facility potentially could house up to 750 offenders in need of chemical dependency treatment services.

In response to this opportunity SCS has conducted an investigation of program requirements to establish what such a project would entail. The program would be composed of four major components.

1. The first component involves the training of counselors and other service providers who would be involved in the treatment services both within the facility and after individuals are released from the treatment program.
2. The second component will involve extensive research in chemical dependency and evaluation of the effectiveness of the treatment approaches used.
3. The third component involves chemical dependency treatment, including group and individual counseling as well as the design and management of a therapeutic milieu in which the treatment is carried out.
4. The fourth component involves the structures and services which are a mandated part of incarceration: the issues of daily living; the issues of education and vocation; and the issues of security.

The first two components are tied most closely to the interests and mission of the University of North Texas and its School of Community Service. However, the need for close coordination between all components of activity makes it difficult to separate one from another. The requirements of security have a strong influence on the treatment process, which in turn dictates much of what must be included in the training and evaluation component. The overall program structure may, in turn, be modified in response to program evaluation findings.

UNT's Opportunity

From UNT's perspective, this opportunity to impact the Texas prison population and the science of treating chemical dependency is significant and timely. Such a project fits well with the School of Community Service's commitment to bring inter-disciplinary social

science resources to bear on important social issues. The School's programs include the Institute for Criminal Justice, the Center for Rehabilitation Studies, the Institute for Addiction Studies, the Institute of Applied Economics, and the Department of Sociology/Social Work. Cooperatively these programs provide a number of the essential skills and expertise needed to develop and administer a state-of-the-art program.

TCADA and TDCJ are providing strong leadership in finding solutions to our prison over-population problem through innovative strategies. Mr. Dickson is a veteran of chemical dependency programs in the State and is leading the way in developing bold programs that will address this fundamental problem within the prison system. Both TDCJ and TCADA believe that rehabilitation is preferable to incarceration in dealing with offenders, particularly non-violent ones.

Possible Administrative Models

Four models for the administrative framework have been identified and evaluated. They are:

MODEL 1: A private, not-for-profit corporation associated with the University of North Texas serves as primary contractor. In this model UNT would create a new not-for-profit 501(c)3 entity, to oversee the overall administration of the facility and program.

MODEL 2: A private provider with security orientation/experience serves as the primary contractor. This is the basic model being used in the Wackenhut Corporation facility in Kyle, Texas. In this model, as in models 3 and 4, the primary contractor would sub-contract counselor training and research programs to UNT.

MODEL 3: A private provider with treatment orientation/experience is the primary contractor. This is basically the same as Model #2, except that the private provider has primary expertise in the treatment of chemical dependency rather than corrections.

MODEL 4: TDCJ acts as primary contractor. In this model it is administered much like any facility within the Institutional Division of the Department of Criminal Justice.

After consideration of the potential benefits and liabilities of these models, the possibility of a fifth model emerged as one which holds the most promise for UNT and the state. In Model 5, the state legislature will establish this facility through a special line item, mandating that it be a joint project of TDCJ, TCADA and UNT. TDCJ Institutional Division (ID) will operate the physical plant and all secure areas of the facility. This will include responsibility for all daily operations including but not limited to security, food service, laundry, maintenance, libraries, concessions, mail, and recreation. In addition, TDCJ will work in tandem with TCADA to provide treatment to resident offenders, either through hiring a qualified staff of providers or sub-contracting with a third-party provider.

UNT will own responsibility for operations in non-secure areas of the facility which have to do with training and research. The state (TDCJ/TCADA) and UNT will each designate a coordinator to oversee counselor trainee practica within the regular treatment regimen in secure areas of the facility.

At this writing, the best avenues for introducing Model 5 to appropriate legislators are being explored. In addition, strategies are being formulated for introducing this project to community leaders in nearby areas of Collin County who will have a vested interest in its success.

A CHEMICAL DEPENDENCY RESEARCH, TREATMENT AND COUNSELOR TRAINING FACILITY FOR THE DALLAS/FT. WORTH METROPLEX

Introduction

The following report documents the findings of a project team from the University of North Texas assigned to investigate the feasibility of establishing a combination counselor training, research, chemical dependency treatment, and corrections facility in an existing commercial structure within the Dallas/Fort Worth Metroplex.¹ The team has gathered considerable information concerning treatment design, facility layout, and other desired uses of space to properly utilize the facility's total square footage. That information is presented here, along with a variety of suggested models for the administrative structure of the program.

The University's School of Community Service (SCS) was first approached in the spring of 1992 by Mr. Bob Dickson, Executive Director of the Texas Commission on Alcohol and Drug Abuse (TCADA), about developing an innovative counselor training program to license chemical dependency counselors who will treat chemically dependent individuals in the criminal justice system. The Texas Legislature's 1991 mandate of 14,000 treatment beds for offenders with chemical dependency will demand up to 2,000 counselors by 1996, and there is currently no training program in place to provide the system with this large number of Licensed Chemical Dependency Counselors (LCDCs).

Concurrently, Belz Enterprises, a commercial real estate firm based in Memphis,

¹ The team was headed by Dr. Celia Williamson, who assumed primary responsibility for this report. Other members of the team were Dr. David Hartman, Dr. Thomas Evenson, Dr. James Quinn, and Mr. David Williamson.

Tennessee, approached TCADA and the Texas Department of Criminal Justice (TDCJ) about the possibility of transforming an existing facility in Collin County, north of Dallas, into a counselor training, treatment, research and corrections facility for the State of Texas. After a series of meetings involving UNT, Belz, and TCADA, the School of Community Service was asked to conduct an investigation of the project's feasibility. This report summarizes the research group's findings and recommendations for developing a state-of-the-art counselor training, research, treatment, and corrections program.

The project team has worked to develop a report that is consistent with the mission and direction of both TCADA and TDCJ which are the state agencies ultimately responsible for providing treatment to offenders in the Texas criminal justice system. Both agencies are providing strong leadership in finding solutions to the state's prison over-crowding problem through innovative strategies, and so far have exhibited complete cooperation with this effort. Both agencies believe that rehabilitation is preferable to incarceration in dealing with offenders, particularly non-violent ones who have a proven need for treatment of chemical dependency. Both agencies also recognize the immediate need to train large numbers of well qualified chemical dependency counselors to handle the rapidly increasing demands of the Texas prison system.

Background: Chemical Dependency in the Texas Prison System

In 1991 Texas prisons operated at almost 110 percent of rated capacity, with an estimated 60 to 70 percent of offenders incarcerated due to drug related crimes or for crimes committed while under the influence of drugs or alcohol. With almost 52,000 resident

offenders, Texas ranked third in total state prison population, behind only California and New York. There are approximately 297 offenders in Texas prisons for every 100,000 members of the state's population.²

The revolving doors of state prison systems, where approximately 42 percent of current male offenders have prior incarcerations³ and 66 percent of offenders have violated parole at least once,⁴ is due in large part to their involvement with drugs and/or alcohol. According to self-reports documented by the Bureau of Justice Statistics, approximately 79.6 percent of those in state prisons, 75 percent of those in jail, and 82.7 percent of youth in long-term public juvenile facilities had used drugs at some time prior to their arrest.⁵

If these offenders are released from prison without being treated for substance abuse, the odds are extremely high that they will return to lives of chemical dependence, social isolation, and criminal conduct. The consequent recidivism to criminal incarceration maintains a large and constant population of offenders whose only hope for a productive life is to break the cycle of addiction.

The drug-crime relationship is a complicated one. Popular belief is that involvement with drugs leads to criminal behaviors, such as theft, to support a drug habit. However, in 1986 more than half of state offenders nation-wide who had used major drugs (heroin,

² Bureau of Justice Statistics Bulletin, May 1992.

³ Bureau of Justice Statistics. 1991. Sourcebook of CJ Statistics. Department of Justice.

⁴ Bureau of Justice Statistics. April, 1992. Prisons and Prisoners in the U.S. Department of Justice.

⁵ Bureau of Justice Statistics. 1990. Drug and Crime Facts, 1990. U.S. Department of Justice. Office of Justice Programs, p. 6.

methadone, cocaine, PCP, or LSD) began using those drugs after their first arrest.⁶

In the latter case those who commit criminal acts are exposed to a sub-culture where drug use is common and where such use is learned through association.⁷ Whether criminal incarceration is the cause or effect of drug use is secondary to the fact that chemical dependence and its associated characteristics such as social isolation and denial are important strands in the web of prison culture that increase recidivism and inflate the prison population. To treat dependence, counter patterns of denial, and help offenders own responsibility for their lives and relationships constitutes a frontal assault on the problem of prison overcrowding.

Many states have attempted to provide effective addiction treatment programs for offenders, yet until now none has had legislative support to implement a program proportionate to the size of the population of drug and alcohol dependent offenders. Until now none has had the opportunity to create a facility that could combine the teaching, research, training and treatment elements under one roof with the interdisciplinary and interagency cooperation that is possible with this program.

1991 Texas Legislation

In 1991 two bills were passed in the Texas Legislature which mandated 14,000 treatment beds for offenders with chemical dependency. Senate Bill 828 called for 2,000 beds for an "In-Prison Therapeutic Community Treatment (ITC) System" in which chemical-

⁶ Bureau of Justice Statistics. 1990. Drugs and Crime Facts, 1990, p. 6.

⁷ See Sutherland, Edwin H. and Donald R. Cressey. 1985. "The Theory of Differential Association." Pp. 176-182 in Stuart H. Traub and Craig B. Little Theories of Deviance, (3rd ed.). Itasca, Illinois: F.E. Peacock.

ly dependent offenders in state prisons receive intensive treatment prior to release and after-care when they re-enter the community.

House Bill 93 provides for 12,000 secure treatment beds in a Substance Abuse Felony Punishment (SAFP) System. Individuals with crime-related substance abuse problems who have been convicted of non-violent felonies may receive intensive treatment in SAFP facilities as they serve indeterminate sentences of six to twelve months.

Responsibility for carrying out this ambitious program, once funding is allocated, falls primarily with the Texas Department of Criminal Justice (TDCJ), which will work closely with the Texas Commission on Alcohol and Drug Abuse (TCADA). Already TDCJ has overseen the transition of one 500 bed pre-release facility, owned and operated by Wackenhut Corporation in Kyle, Texas, into a fully functional ITC. Plans for the other 1,500 ITC beds are currently being made.

By law the 12,000 beds in SAFP facilities may be administered by not-for-profit organizations or by the State of Texas. Treatment beds considered in this report fall into this category. To date no SAFP beds have been made available by the state, although a number of facilities are being planned for this purpose.

To provide treatment for these 14,000 offenders, it is estimated that approximately 1,928 new counseling positions will need to be filled by the end of the 1996 fiscal year. State officials estimate that it would currently take most of the qualified chemical dependency counselors in the nation to meet this need. In addition, with this radical shift in the management of offenders with chemical dependencies, personnel from throughout the system will need to be trained or re-trained in the dynamics of treatment for prison populations.

Individuals from across the state such as judges, parole and probation officers, and prison guards will need to be trained in how to best manage cases within this new system.

In the spring of 1992, Mr. Bob Dickson, Commissioner and Executive Director of TCADA, approached the School of Community Service at UNT regarding the development of an innovative training program for counselors who will treat addicted offenders. He suggested that UNT's School of Community Service explore the development of a proposal for a state-of-the-art training program to be located within a reasonable travel distance from UNT and the Dallas/Fort Worth Metroplex.

The facility for such a program would be designed to accommodate a combination counselor training, research, addiction treatment, and corrections program to be administered by an as yet undefined interagency combination of TCADA, UNT, and TDCJ. This report presents the UNT research group's recommendations for such a program of research, training and treatment, and the feasibility of using the Belz facility for this purpose.

The University of North Texas

The University of North Texas is uniquely qualified to develop and administer the research, training and treatment programs of the proposed project. UNT has nationally-accredited graduate and professional programs in a variety of disciplines relevant to this project, including rehabilitation studies, clinical and counseling psychology, counselor education, public administration, sociology/social work, and medical technology. The university is a comprehensive teaching and research institution with approximately 27,000 students, designated by the Carnegie Foundation for the Advancement of Teaching in 1976

and 1987 as a Class I Doctorate-Granting Institution. It is located within the Dallas/Fort Worth MSA (population 3,885,415), the source of more than 60 percent of its current students. More than 50,000 alumni of UNT reside in the Dallas/Forth Worth area, more alumni than any other university in the region.

UNT is the largest and most comprehensive graduate and research university in the region, with 139 undergraduate and graduate degree programs. It is recognized as a true regional university. Approximately 40 percent of its students commute regularly from the surrounding area.

Closely associated with UNT, and sharing the same Board of Regents and Chancellor, is the Texas College of Osteopathic Medicine (TCOM) in Fort Worth. TCOM has an outstanding record of community service, research, and education. A new UNT/TCOM Health Science Center has been approved by the Regents and, when fully operational, will provide significant increases in research and health education capabilities to this region of the state.

The University of North Texas has a long-standing reputation as an institution in touch with the needs of the Dallas/Fort Worth Metroplex.⁸ For twenty years its School of Community Service (SCS) has brought together the social science resources of the University in applied programs to deal with important social issues of the region. School of Community Service programs have histories of significant applied research and service in the Metroplex.

From UNT's perspective, the opportunity presented here to impact the Texas prison population and the science of treating chemical dependency is significant and timely. Such a

⁸ The term "Metroplex" is used throughout the North Texas region to refer to the combined Dallas/Fort Worth metropolitan area.

project fits well with the School of Community Service's commitment to bring interdisciplinary social science resources to bear on important social issues. The School's programs include the Institute for Criminal Justice, the Center for Rehabilitation Studies, the Institute for Addiction Studies, the Department of Sociology/Social Work and the Institute of Applied Economics. Cooperatively these programs provide a number of the essential skills and areas of expertise needed to develop and administer a state-of-the-art program.

The Proposed Facility

The proposed facility is a well maintained vacant commercial building on a 43+ acre campus setting. The structure contains approximately 410,000 square feet of space, and is located on the southwest quadrant of the intersection of highways 121 and 75 north of Dallas, Texas. The property was originally developed as a shopping center by Belz Enterprises, a Memphis, Tennessee based real estate development firm. Belz made contact with TCADA to propose a retrofit of the property into the nation's first state-of-the-art chemical dependency treatment, research and training facility for offenders.

Further analysis revealed that the property was uniquely suited to meet the requirements of House Bill 93 and was positioned to provide TCADA with a much needed metroplex facility. UNT-contracted architectural studies indicate that the existing facility may be adapted to serve this new purpose.

Belz has agreed, at its cost, to retrofit the property (including all furniture, fixtures, and equipment) to meet TDCJ required criteria, and amortize all costs through a lease on a turn-key basis to the state.

Purpose and Description of This Report

Since July of 1992, the project team headed by Dr. Celia Williamson has been engaged in a broad and extensive exploration into the project's feasibility, including facility design, training and treatment design, and possible organizational structure for program administration.

In the following pages we have included a discussion of the primary components of this program and a discussion of the administrative organization of the program. Details of the theoretical underpinnings and administrative models are provided in appendices one and two respectively.

MAJOR PROJECT COMPONENTS

The project that is proposed here is large and complicated, as is the problem which it seeks to address. It requires a multifaceted approach which systematically addresses each of the major spheres of activity involved in the project and works to pull together the expertise to address each area in a competent manner. In addition it requires meticulous attention to the coordination of each of these areas, so that a synergy of productive effort is achieved.

Four primary components of activity are involved. The first involves the training of counselors and other service providers who would be involved in the treatment services both within the facility and after the individual is released from the treatment program. The second component involves research on chemical dependency and the evaluation of the effectiveness of the treatment approaches used. The third component involves the chemical dependency treatment process, including group and individual counseling as well as the

design and management of a therapeutic milieu in which the treatment is carried out. The fourth component covers the structures and services which are a mandated part of incarceration: the issues of daily living; the issues of education and vocation; and the issues of security. These four components must be closely coordinated so that efforts in one area are not counterproductive to efforts in another.

Training Issues

The first component of the project involves training of service providers and the evaluation of the program. This component would operate alongside treatment and incarceration components. Student interns from several university programs, including the Institute for Criminal Justice, the Center for Rehabilitation Studies, the Institute for Addiction Studies, and the Department of Sociology/Social Work, could gain a wealth of educational experience in such a setting, preparing themselves for an area which will offer numerous job opportunities. Through careful coordination with professional treatment providers, the interns can enhance the available human resources brought to bear in the rehabilitation of these offenders.

Several separate training programs will be necessary to meet the chemical dependency treatment goals which the State of Texas has established. These training areas can be divided into two major parts: training for individuals who will be working in the facility and training for individuals in the communities from which the offenders come, and to which they will return.

Facility-related Training: The vastness of the initiative undertaken by the State of

Texas will require a huge influx of licensed chemical dependency counselors to provide the direct counseling services for the 14,000 chemical dependency treatment beds to be established within the corrections system. Initially, these counselors will be drawn from the ranks of current service providers, who previously may have been employed in private counseling facilities. These individuals will be familiar with the treatment issues related to chemical dependency, but may need training in regard to the criminal justice system and the particular treatment concerns of an offender population. One to two week seminars will offer important opportunities for these counselors to gain familiarity with the therapeutic community model as it is carried out in a prison setting, and to enrich their knowledge about treatment issues specific to offenders.

However, the number of counselors currently available in the State of Texas, or indeed, within the nation, are inadequate to meet the human resource needs of the Texas-sized program which has been mandated. Their ranks must be supplemented by individuals who need training in both chemical dependency treatment and in the system and special issues related to criminal justice. This training for Licensed Chemical Dependency Counselor (LCDC) certification would require a minimum of 270 hours of didactic training in chemical dependency treatment, 300 hours of intensively supervised practical experience and 3,700 hours of supervised counseling experience. Special emphasis will be placed on recruiting individuals who are rehabilitated and who are of similar ethnic and cultural backgrounds to the treatment population so that solid therapeutic techniques can be enhanced by the impact of common life experiences.

The 270-hour didactic component can be gained by students through privately held

seminars, community college coursework, and courses offered at UNT. In addition, an in-facility didactic component will be offered to allow students to closely integrate the didactic and the experiential portions of their training. This will also allow resident offenders to begin the process of training for future professional mentor positions within the program, which they may seek after they have attained an appropriate period of sobriety and stable community life.

The facility is put to its best use as a vehicle for providing the experiential portion of the training for TCADA certification, which involves an intensively supervised practicum and additional hours of supervised counseling experience. Here students have the opportunity to observe and participate in the actual treatment process as it occurs within the therapeutic community context. As many as 60 intensively supervised practicum positions would be available each semester, including the full summer term, for a potential 120 positions available each year. The remaining 3,700 hours of supervised counseling experience could be obtained on the job at this facility or at various facilities around the state.

In addition to the direct chemical dependency counselors, training also will need to be provided for other personnel, including guards, prison administrators and chemical dependency treatment supervisors. In Texas alone there were almost 12,000 correctional officers in the adult systems in 1990. With a turnover rate of almost 13 percent per year, more than 1500 new officers are hired into the system every year. Training for these personnel can be carried out in one to three day seminars, and in week-long workshops.

Community-related Training: To be effective, treatment cannot stop at the doors of the facility. In order to solidify and continue the recovery process begun in prison, the

community must have its own cadre of trained personnel. Parole and probation officers are perhaps the most important group needing training. These individuals are the critical first-link for the newly released offender. They have a mandate for tracking progress after release, and can facilitate and monitor the offender's adjustment to the "outside world." Data obtainable from such a tracking process will be invaluable in research on the effectiveness of various treatment modalities.

In addition, the state may also provide case managers for individuals who are released from chemical dependency treatment programs. These case managers will provide the more intensive intervention necessary to link recovering offenders with community resources in order to solidify new lifestyles. In-community treatment providers, half-way house personnel and family members may all need special short-term training in order to facilitate the transition to a life of freedom - from prison and from chemicals.

Finally, the importance of training for supervisors within the criminal justice system and for the judges, who will be responsible for the sentencing of offenders to these in-prison chemical dependency treatment programs, cannot be overlooked. The criminal justice system itself must, in a sense, be retrained to take advantage of the opportunity presented by the State in its newly mandated programs.

Research Issues

In addition to training, the University of North Texas has the opportunity to develop and lead a state-of-the-art research effort in chemical dependency. Preliminary space plans for the facility have dedicated approximately 50,000 square feet of space to research efforts

for the acquisition and dissemination of important data on chemical dependency, the effectiveness of a variety of treatment methodologies, recidivism, rehabilitation, and human behavior. Efforts have already begun to find corporate sponsorship from sectors of the economy most dramatically affected by the problems associated with addictions, such as insurance and hospitalization. After a thorough evaluation of existing data, and in light of the social and economic impact of addictive behaviors, researchers in the School of Community Service at UNT are confident that research funds likely will be available from federal and state agencies, as well as from private foundations, to support these ongoing research efforts.

These first two components, training and research, are most closely tied to the interests and mission of the University of North Texas and its School of Community Service. However, the need for close coordination between all components of activity makes it difficult to separate one component from another. The requirements of security have a strong influence upon the treatment process, which in turn dictates much of what must be included in the training and evaluation component. The overall program structure may, in turn, be modified in response to program evaluation findings.

Chemical Dependency Treatment Issues

The third component, which involves chemical dependency treatment, must be infused within the framework established by the requirements of incarceration. Current research favors a modified therapeutic community model, described in appendix one, which involves the structured use of groups to facilitate a resocialization process aimed at increased responsi-

bility for one's own actions, as well as increased skill in decision-making and adaptive interpersonal interactions. Groups are provided education in the processes and implications of chemical dependency. Individual and group therapy are also offered for issues directly related to chemical dependency, with additional counseling and psychiatric resources made available for concomitant emotional and psychological issues which may be present.

The treatment design would incorporate a four-phase model, in which individuals are moved from one phase of treatment to another based upon their progress. The phases include an orientation period, an intensive treatment period, a period focused on transition into the community, and a continued treatment and aftercare period which occurs after release to the home community. Though an individual offender will move through these phases in a progressive fashion, it should be noted that there is a good deal of overlap among the activities of each of the phases. For example, preparation for relapse prevention will begin in the orientation phase, and assessment may occur periodically throughout the process. The difference between the phases is seen more clearly through differences in emphasis and in increasing levels of responsibility being afforded to the offenders.

Phase One, lasting approximately three months, would include: an extensive assessment of the needs of the individual, both in regard to chemical dependency issues and in regard to life skills and available resources; introduction to the therapeutic community model through immediate inclusion in a community and orientation to its structure and processes through specific training and through experience; and initiation of the chemical dependency treatment process, including didactic instruction, group work and "homework" assignments. During this phase, the focus is on the development of a working community

out of the collection of individuals assigned to each unit. The beginnings of the therapeutic process and the routine of daily life in the prison provide the raw material for the community's interaction. The language and rituals associated with the therapeutic community facilitate the development of communal responsibility.

The Second Phase, also about three months in length, helps the members of the group use the strength of the newly developed community in addressing their individual chemical dependency issues. The community helps to confront, correct and reinforce life style changes within its members. The realities of the impact of chemical dependency are brought to the surface and explored by the group. Triggers for chemical abuse are identified and alternative behaviors are targeted and practiced. A sense of mutual responsibility and support are nurtured within the community framework.

In Phase Three, the final three months spent in the facility setting are focused on preparing the offender for re-entry to the community. Increased family involvement, intensive relapse prevention, and practice of adaptive community life patterns are emphasized. Work-release and release for family visitation may begin during this period, so that the offender is eased back into the community setting and is provided the opportunity to practice adaptive behaviors. When offenders return from these "visits to the outside," they have the opportunity to discuss with the other members of the therapeutic community the threats to sobriety which they faced and to develop a plan of action to address those threats. They receive support for success and are confronted about failures by the therapeutic community members. Each community member gains from the experiences of the other members.

The Fourth Phase occurs in the offender's home community after release from the

facility. The time frame for this phase is variable, and could easily last for two years, if necessary. For some individuals, this may initially involve a half-way house program. Others will be returning to their own homes or to the homes of relatives. Here the learning and the practice which occurred in the first three phases is put to the test: it is the most critical phase of all.

It will be vitally important to have a therapeutic-community-type group operating in the local community, to which the newly released offenders can turn to for support, feedback and even confrontation within the familiar rituals developed and practiced in the facility. The rules for communication in this system are clear and the mutual responsibility for support for each individual's sobriety is also clear. In phase three, a small part of the outside community was "brought into the therapeutic community" through short-term releases. In the fourth phase, a small part of the in-facility treatment process is exported to the community. It is a necessary part of solidifying the lifestyle changes in the context of the outside world. This supportive framework, which includes therapeutic-community-type group meetings, ongoing counseling services as needed, local Alcoholics Anonymous (AA) or Narcotics Anonymous (NA) group meetings, job placement/development, parole supervision, and potentially half-way house involvement is coordinated by a case manager especially trained to work with offenders newly released from the facility treatment programs. This case manager helps to structure the re-adaptation to the community-at-large and monitor's the progress of the offender, phasing out the more intensive strategies as stability in the outside community increases. The final goal for recovering offenders is to reintegrate into their communities, maintaining systems of support for their own sobriety through AA, NA or

similar groups and finding appropriate roles as productive and adaptive community members.

Eventually, the recovering offender may even decide to re-enter the system as a mentor and treatment provider to other chemically dependent offenders. Rehabilitated offenders can play a vital role in the recovery of others, but would need training in order to carry out effective treatment provision. In such a situation, the rehabilitated offender would become involved in the first major component in the proposed project: provider training.

Incarceration Issues

The fourth component, which covers incarceration issues, is large and multifaceted. Whenever the state takes control of a large measure of an individual's life, as is the case when an individual is incarcerated, the state becomes responsible for the complexity of requirements which support life and livelihood. Living quarters, personal hygiene, food service, laundry, work, and recreation must be dealt with on a daily basis for all offenders. These services must be supported by the availability of health care, including physician and dentist's services, access to legal services and opportunities for religious and cultural expression. Facilities also include the services of a post office, library, commissary and barber shop. In addition, the state has mandated educational and vocational services be made available for each offender, based upon individual need, so that these individuals may be prepared to take a productive role in society upon their release from the program. Interwoven into each of these areas is the concern for surveillance and security. Security of cells, cell blocks and common areas such as the kitchen and recreational facilities require systematic and technologically advanced monitoring systems.

A separate cell block with the capacity to isolate individuals needing more stringent confinement is also necessary. This confinement is short-term, since one of the guiding principles of therapeutic community is the voluntary cooperation of its members and the mutual desire to recover. Assignment to this facility and participation in its therapeutic communities of recovery will be a coveted privilege. Unlike traditional settings of incarceration where adversarial relationships between staff and offenders is typical, therapeutic communities thrive on a cooperative spirit and the principles of respect for others, personal responsibility, and personal growth. Resident offenders who do not attempt to follow these principles and do not exhibit a cooperative spirit will forfeit the privilege of rehabilitation over incarceration, and will be re-sentenced by the appropriate court.

FACILITY SPACE PLAN

The facility in which all these activities will occur must be designed in a way which promotes the accomplishment of the goals of each of the four components of activity. Optimum design of the facility will impact the therapeutic program, staffing levels and, ultimately, the chances of project success.

After visiting the Kyle ITC unit operated by Wackenhut, Inc. and consulting with architect Don DeBord (AIA), a schematic floor plan has been designed (see pp. 31-32). The plan is founded on a number of guiding principles which emerged from the investigation:

1. Residential areas will be arranged to facilitate the therapeutic community model of treatment, small group and didactic treatment sessions, and progress through the phases of the program.
2. Only about one half of the overall facility will be used for the confinement of offenders, since a) it is being developed primarily as a counselor training facility and

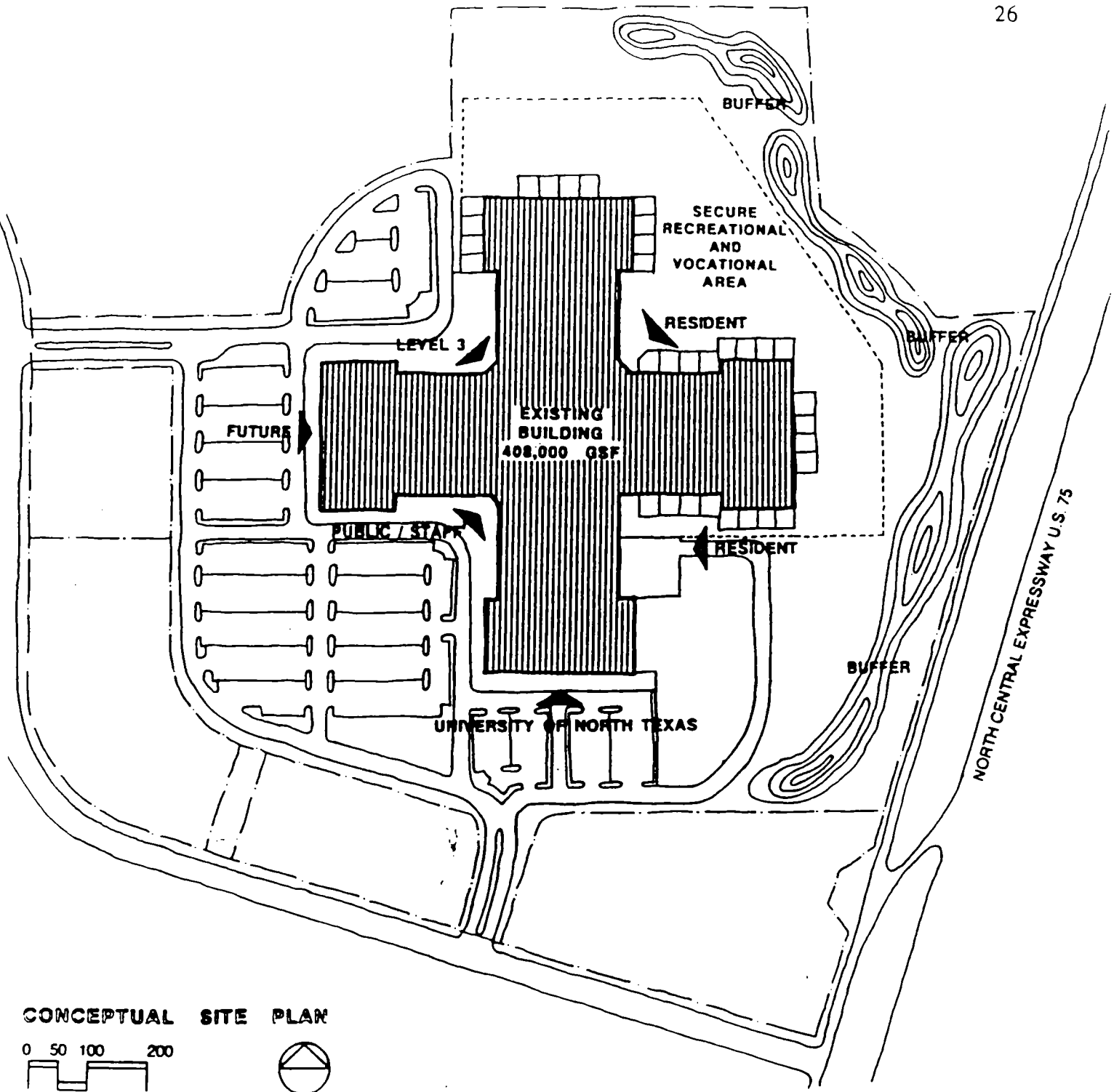
b) too many offenders would diminish the effectiveness of treatment and training. The project team believes that a maximum of 768 individuals should be housed at any one time.

3. Recovering offenders in the last phase of treatment will have increased exposure to the outside world, access to family and friends, and specialized instruction in areas such as employment.

4. Adequate space is provided for a potentially large flow of trainees from the courts and corrections system who come in contact with offenders at some point in their processing or incarceration. These individuals may come from across Texas and, possibly, the nation.

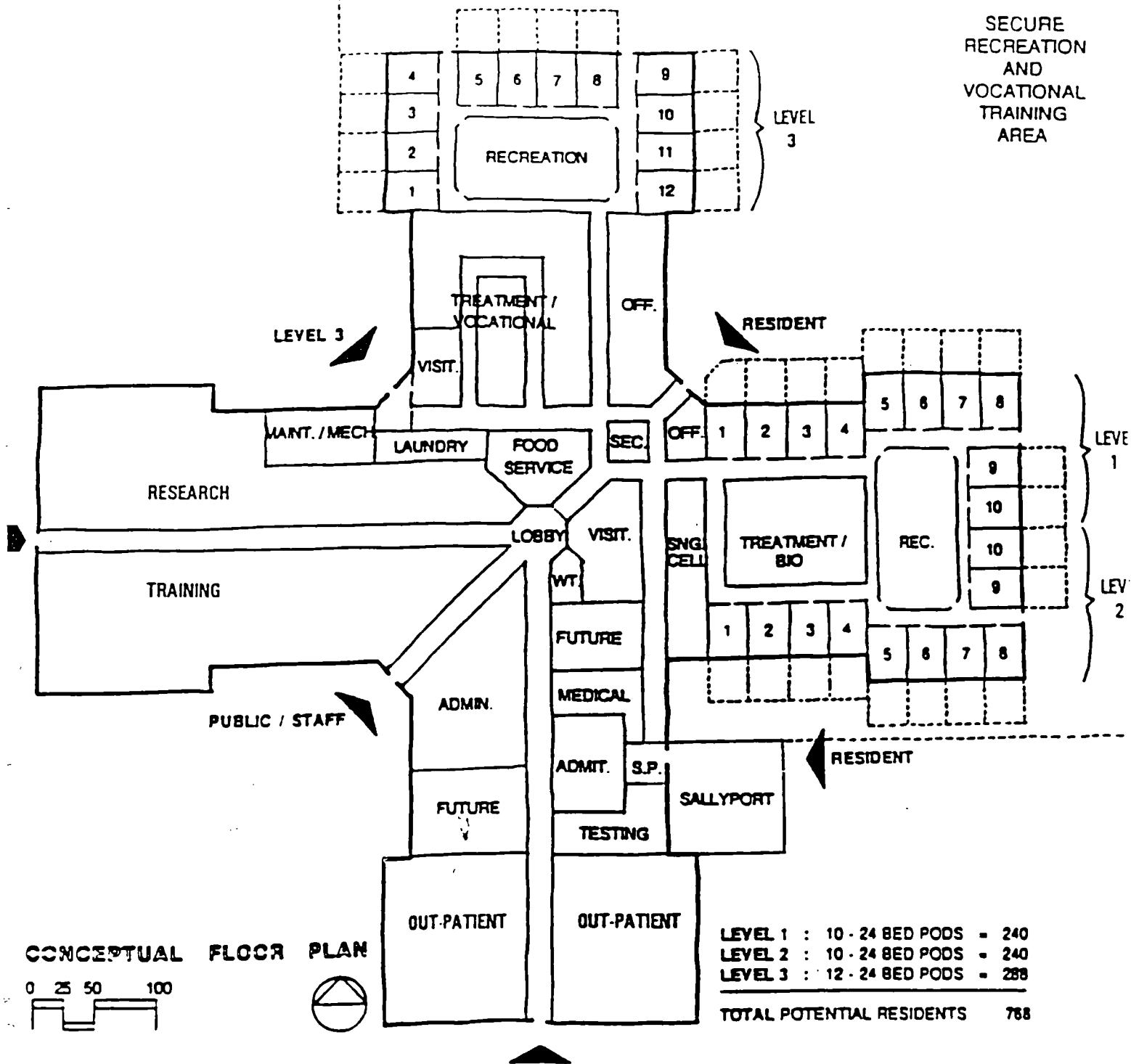
5. To maximize UNT's effectiveness, attract corporate involvement, and enhance the public image of the facility, adequate space is provided for research related to chemical dependency issues as well as the measurement of efficacy of alternative treatment models.

The proposed space plan dissects the facility in half diagonally, with two of the four wings secure for confinement and treatment of offenders. Much of the counselor training will also occur within this secure wing. A third wing, outside the secure area, will be used for additional training and research. The fourth wing will be primarily for out-patient and auxiliary services. In the opinion of the project team, which collectively has been responsible for acquiring and managing millions of dollars in state and federal research projects, there is little doubt that research funds will be readily available to address such an important social problem, especially considering the unique nature of this facility.



FEASIBILITY REPORT :
A COUNSELOR TRAINING, RESEARCH,
AND
CHEMICAL DEPENDENCY TREATMENT
FACILITY
FOR
TEXAS OFFENDERS

SECURE
RECREATION
AND
VOCATIONAL
TRAINING
AREA



FEASIBILITY REPORT :
A COUNSELOR TRAINING, RESEARCH,
AND
CHEMICAL DEPENDENCY TREATMENT
FACILITY
FOR
TEXAS OFFENDERS

The residential and treatment area will be divided into three units which will house approximately 250 people each. The first unit will be for new arrivals who must go through an extensive orientation and initial didactic and group therapy. The second unit will be for those who have successfully completed the first phase and are ready to move on to higher levels of personal responsibility and more in-depth therapy. These first two units should be located in a single wing, with the biofeedback laboratory and treatment area located within the first unit. The third unit should be located in a separate wing with visitor access and family counseling accommodations. Offenders in this unit will be involved in pre-release counseling and will begin the transition to release and aftercare. The design takes into consideration the possibility that these recovering offenders may also be given the opportunity to earn the privilege of day-release for job searches and vocational training.

ECONOMIC IMPACT ANALYSIS⁹

Summary

This section of the report, prepared by the School of Community Service's Institute of Applied Economics, examines the potential local economic impact of redeveloping the vacant 400,000 square foot retail facility located at the southwest intersection of I-75 and State Hwy. 121, into a substance abuse research, training, and treatment facility. The Institute of Applied Economics, a division of the School of Community Service at the University of North Texas, in conjunction with the University's Center for Economic Development and Research, has evaluated the local economic impact of building renovations and continued

⁹ This section was prepared by the Institute of Applied Economics at the University of North Texas, under the direction of Dr. Bernard Weinstein.

operations of the proposed treatment facility.

Though certainly not conceived or intended as an economic development project, the renovation of the currently vacant building and operation of the training and treatment programs would contribute greatly to the local area's economy. Capital outlays for the facility's renovation and remodeling would increase local economic activity by \$11.2 million and create 62 local area jobs. Continuing operations would expand the local economy by as much as \$3.38 million dollars annually and create as many as 286 local jobs. Other economic advantages that are not quantifiable with available data have been noted, but they are not included in the economic impact estimates.

The Institute of Applied Economic looks forward to assisting the various public and private agencies that will participate in the evaluation and operation of this facility. The Institutes's experience in evaluating the economic impact of public facilities, performing cost benefit analysis of alternative public programs, and assisting communities with economic development strategies, enhances the capabilities of the University of North Texas' School of Community Service to undertake this program.

Once UNT, TCADA, and TDCJ have approved the final cost estimates for building renovations, the impact analysis can be adjusted to include any substantive changes in the original cost estimates for the adaptive reuse of this facility. The availability of an appropriate, relatively low cost structure, along with convenient proximity to the University of North Texas and the Dallas/Fort Worth Metroplex, increases the probability of success for the proposed research, training and treatment facility. The positive impact on the local community and the area's economy would provide much-needed economic activity.

Economic Impact Projections

The first step toward examining the economic impacts of the proposed treatment facility is to assess the outcome of the expenditures of approximately \$20.0 million on facility renovations. Utilizing the Texas State Comptroller's input-output model, adjusted for local economic conditions, the likely impacts of the capital expenditures may be estimated.

The \$20.0 million expended on construction, landscape and related industries during the facility renovation will increase local economic activity by \$11.2 million. Local income will be increased \$4.8 million by the renovation project with an estimated employment gain of 62 area jobs (Table 1).

Potential Impacts of Continuing Facility Operations

Based on estimates provided by the Texas Department of Criminal Justice and the Center for Rehabilitation Studies, the treatment facility, at capacity, will employ up to 270 direct full and part-time persons. These jobs will include incarceration staff, counselors and support personnel. Annual salary and wages (net of benefits) are estimated to be \$5,692,000.

Salaries and wages will result in direct employee after-tax income of \$4.38 million. Estimated non-discretionary spending will be \$1.75 million, leaving \$2.63 million in household discretionary spending. Non-taxable spending is estimated to be \$526,000, leaving taxable discretionary spending at \$2,103,764. The direct taxable spending will generate approximately \$42,000 in new local tax receipts. Direct employee local spending will expand the area's economy by an estimated \$1.68 million. This will result in area personal

income increasing by \$631,000 and will create eight new jobs in the local economy.

Table 1. Economic Impacts of Facility Renovation Project

Expenditures	\$20,000,000
Output	\$11,200,000
Personal Income	\$ 4,800,000
Employment	62

Table 2. Economic Impacts of Continuing Operations

EMPLOYEES	270
SALARY AND WAGES	\$5,692,000
LOCAL SALES TAX RECEIPTS	\$ 42,075
OUTPUT	
Direct Employment	
Output	\$1,683,010
Personal Income	\$ 631,129
Employment	8
Other Expenditures	
Output	\$1,702,204
Personal Income	\$ 638,340
Employment	8
TOTAL OUTPUT	
Output	\$3,385,214
Personal Income	\$1,269,469
Employment	16
TOTAL IMPACT	
Employment	286
Personal Income	\$6,961,469

Other direct annual expenditures of an estimated \$2.66 million, would, in turn, increase the area's overall economic activity by \$1.7 million and local income by \$638,000.

These expenditures include food services, medical services, utilities and other facility maintenance functions not performed by on-site personnel. In addition, direct operating expenditures will create eight new jobs. Using the estimates detailed above for continuing operations, the facility could add 286 new jobs to the local economy, increase local personal income \$6.96 million, and improve local economic activity by \$3.39 million (table 2).

Other Economic Impacts

The possible addition of 286 new local jobs could increase local housing demand, resulting in increases in occupancy rates, improved property values, and greater local property tax receipts.

In addition, the training/treatment facility will likely be designated as the primary facility for the North Central Texas area. This would lower the transportation costs the State pays to move clients from local and county facilities to other state incarceration facilities which for the most part are presently located in remote areas. Proximity to the client's normal residence will encourage treatment success rates and will represent cost savings to the client and their families for leaves and visitations. Such savings to the state, clients and their families have not yet been quantified and are beyond the scope of this report.

The substance abuse counselor training facility may draw students and administrators from across the country for treatment, education and program observations. It will also draw from the state's population of related service providers such as judges, prison guards, etc. who will need training. This will increase the demand for hotel and other visitor services within the Allen area with resulting contributions to local tax receipts and additional increase

in local economic activity. Finally, the ongoing research into the efficacy of various chemical and psychological treatment programs will add to corporate and institutional investment in the local area.

PROPOSED ADMINISTRATIVE FRAMEWORK FOR THE PROJECT

Findings from the project team's investigation into the feasibility of this effort have been quite positive. The unparalleled mandates by the Texas Legislature to provide treatment beds for non-violent, chemically dependent offenders have set the stage for what may be a precedent setting partnership of government (TDCJ, TCADA), higher education (UNT), and the private sector (Belz). The most significant question remaining to be answered concerns the administrative framework of the proposed facility.

Because of the intrinsic need for coordination between the incarceration, treatment and training/evaluation components, careful attention must be paid to the overall project design, in order to select the framework which will best facilitate a smoothly operating and successful system of service delivery.

Four administrative designs were initially constructed and evaluated. They differ primarily in their designation of the project's prime contractor, or agency responsible for overall coordination of the facility and programs. Entities listed as potential prime contractors include: 1) a private, not-for-profit entity associated with UNT; 2) a private provider with security orientation/experience; 3) a private provider with treatment orientation/experience; and 4) the Texas Department of Criminal Justice. Details of these four models are provided in appendix two.

Model 5: The Recommended Model for Implementation

After thorough evaluation by the project team from the School of Community Service and by top university administrators, a new model (5) emerged as having the greatest potential for this project. In Model 5, the state legislature will establish the Collin County facility through a special line item, mandating that it be a joint project of TDCJ, TCADA, and UNT. TDCJ Institutional Division (ID) will operate the physical plant and all secure areas of the facility. This will encompass responsibilities for all daily operations including (but not limited to) security, food service, laundry, maintenance, libraries, concessions, mail, and recreation. In addition, TDCJ will work in tandem with TCADA to provide treatment to resident offenders, either through hiring a qualified staff of providers and administrators or by sub-contracting with a third-party provider.

UNT will own responsibility for operations in non-secure areas of the facility which have to do with training and research. The state (TDCJ/TCADA) and UNT will each designate coordinators who will work together to oversee counselor trainee practica within the regular treatment regimen in secure areas of the facility.

This model is preferable because it is the model that best:

- Provides for excellence in training, treatment and corrections by allowing each involved entity to do what it does best;
- Promotes a positive image for UNT, Collin County, and Belz;
- Maintains project focus on training and research;
- Utilizes TDCJ expertise in managing secure facilities;
- Maximizes funding potential, public and private;
- Encourages community acceptance;

- Assures availability of appropriate expertise;
- Provides for quick administrative response.

At the writing of this report, plans are being made by appropriate representatives of UNT and Belz to prepare this request and approach state legislators for sponsorship and support. Should this effort be unsuccessful and the legislature is unable or unwilling to provide for such a line-item, UNT recommends Model 4 as an alternative, with TDCJ assuming the role of primary contractor. UNT in this case would bid for the training and research contract with the state.

CONCLUSION

It is the opinion of the UNT project team that this effort is well worth pursuing and holds great promise for all parties concerned. Several major considerations impact upcoming efforts to make this project a reality. They include:

- Legislative response to this report;
- Competition from other communities and universities;
- Federal and state funding allocations;
- Response of local officials and residents;
- UNT requirement for designated project personnel.

The project team from the University of North Texas recommends that efforts to establish this new facility continue. The timely confluence of key entities, historic legislation, and appropriate facility give the state a unique opportunity to establish a state-of-the-art program that will impact chemical dependency treatment services statewide. Such a program will have a positive impact on the Texas criminal justice system and the communities it serves.

APPENDICES

Appendix 1

THEORETICAL UNDERPINNINGS

It is important first to outline the underlying theoretical models which compose the heart of the treatment and training aspects of the program. Clearly the conceptual framework on which treatment and training are based will greatly impact the execution of this project from the design of the facility to staffing requirements to daily schedule. There are two primary models which inform the treatment process proposed for this facility: the therapeutic community model and the cognitive model of therapy which it will employ. The following discussion outlines the major presuppositions of the models and suggests some implications for the project proposed here.

The Therapeutic Community Model

The therapeutic community model builds upon a growing recognition that the social context in which an individual operates has a profound impact upon the behavior and lifestyle of that individual. The concepts which underlie this model had their beginning in research conducted during World War II, which added concrete evidence to the intuitive realization that *esprit de corps* has a profound impact upon behavior and performance¹⁰. Social psychologists began to implement this knowledge by carefully designing the therapeutic milieu in which treatment was provided. The therapeutic community model is an outgrowth of these efforts and was first piloted in mental hospitals and in community drug treatment programs.

By structuring the social context in which an individual operates, the therapeutic community treatment model sets up a situation in which the behavior patterns which support chemical dependency and criminal activity are a direct disadvantage to the individual. Instead, behavior patterns which support self discipline and mutual responsibility toward the group are modeled and reinforced.

A highly structured daily routine provides the framework for learning disciplined patterns of living. In itself, this is not different from traditional prison life. The difference arises from the fact that the development and social reinforcement of these life patterns are determined by the community of offenders with whom one lives.

Residents are divided into groups of approximately 50 individuals which operate as separate communities. There is a specific hierarchy within the community in which inmates are selected by their cohorts to carry out specified leadership and facilitative roles. These

¹⁰ Elly Jansen, Ed. (1980). *The therapeutic community: Outside the hospital*. Croom Helm: London chapter Tom Main "Some basic concepts in therapeutic community work" pp 20-52.

roles provide structure to the group and reward individuals as they progress through the treatment process: honor and increased responsibility go hand-in-hand.

A major part of the community life are the group meetings which serve to share information within the group, build group camaraderie, provide a forum for group decision making, provide personal feedback to group members, and exert pressure on individuals who are operating outside the group norms. Even from the beginning, group members are expected to enforce the rules of the community in regard to one another. Specific rituals provide the structure in which individual residents confront one another regarding rule infractions and reward one another for progress made.

Also important to community life is the recognition of mutual responsibilities in terms of carrying out the necessary functions of living. Here the work details, which include laundry, food service and janitorial services, become more than a chore, they become a concrete expression of the joint responsibilities of life in a community. Job duties also support the hierarchy of the community, with more responsible and highly esteemed job functions being carried out by the members of the community who have worked their way into positions of respect.

This leads to a discussion of a final key element in the therapeutic community model: the development of the community members as facilitators of the treatment process. Those who have made progress in addressing their own problems and dependencies become mentors for the members of the community who have just begun the process of change. In addition to being recognized informally as role models, formal recognition is given through election into positions of leadership within the community hierarchy.

The therapeutic community structure allows an opportunity for modified self-governance, rewards adaptive behaviors and encourages mutual responsibility. In the typical prison situation, the structure pits the prison authorities against the inmates, so that the inmate's cohorts reward and support maladaptive behavior. In the therapeutic community inmates are placed in a role which actually supports the rehabilitative goals of the correctional institution and rewards them for responsibly carrying out those roles. Through the therapeutic community, individuals who have developed deviant lifestyles in the "outside world" are afforded the opportunity to develop a new lifestyle and practice the skills necessary to take this new lifestyle with them when they re-enter the community at large.

The Cognitive Therapy Model

The cognitive therapy model informs and supports the therapeutic community treatment program by providing specific patterns for training in communication, decision making and interpersonal skills. The cognitive model depends heavily on clients' participation in determining, practicing and measuring observable changes in their behavior. Clients are asked to develop new skills in self-discipline and interpersonal interactions and to practice

those new skills within their current life context. Cognitive therapy is an action based rather than a talk based therapy model, though talk is a necessary part of the process.

Used in tandem in this project, these two models will provide offenders with the opportunity to learn specific interpersonal and self-management skills which make it possible for them to build an adaptive lifestyle. They will have repeated opportunities to practice these new skills in a community context and to receive immediate and clear feedback from fellow community members about the impact of their behavior. Participating offenders are trained through this process to identify their own triggers for maladaptive behavior and to substitute positive behaviors. They are continually reinforced for these positive behaviors and alerted to negative behaviors by a peer group which has been built into a cohesive unit by its recognition of mutual dependence and mutual strength.

Other Innovative Treatment Models

In addition to the therapeutic community model and the cognitive therapy model, there are other areas of research and exploration which may offer promise in addressing the issues of chemical dependence. For example, EEG brainwave biofeedback may provide some relief for the cravings associated with withdrawal and with longer-term abstinence. Carefully monitored application of innovative treatment techniques will provide these individuals the best opportunity for recovery currently available.

Implications of the Treatment Models

The space plan for the facility is impacted dramatically by the treatment models described above. In order for a therapeutic community to be created, living arrangements must divide the population into "pods" of approximately 50 individuals. These pods become the community in which the individual operates, with limited interaction with other inmates in the facility who may participate on common work crews or recreational activities. These pods must have sufficient cells for the community members, a common day room area, and space for individual and group meetings which are needed for direct chemical dependency treatment.

Because of the reliance on the therapeutic community model, the number of professional staff necessary for each pod is reduced. Role models arise within the population as treatment progresses, so that much of the work of confrontation, correction and practice is carried out by the residents themselves. The professional staff member becomes a facilitator of the group process and a resource for more complicated therapeutic issues which may arise as treatment progresses. The therapeutic process takes place within each pod, but office space for counselors will also be necessary for record keeping and other functions.

Appendix 2

POTENTIAL ADMINISTRATIVE MODELS

Four potential models present themselves in regard to organizational structure. The essential difference in each of these models is that a different "Primary Contractor" is designated for the project under each option. The role of Primary Contractor would include:

- Submission of necessary grants and funding requests to establish the program;
- Development of the overall program structure, guidelines, goals and objectives;
- Establishment of project priorities and focus, in conjunction with funding bodies and sub-contractors;
- Responsibility for the overall accomplishment of the project objectives;
- Responsibility for providing or sub-contracting each necessary function of the facility; and
- Coordination of sub-contractor activities, so that these groups can build upon their mutual expertise, rather than working counter-productively;
- Manage the lease of the facility.

Each of the four potential models is addressed separately on the following pages, and a preliminary listing of the benefits and liabilities of each model is provided.

Model 1: A private-not-for-profit corporation associated with the University of North Texas as Primary Contractor. In this model the University of North Texas would create a new not-for-profit, 501(c)3 entity, to oversee the overall administration of the facility and program. This entity would be independent of any school or office of the university. Its board of directors, however, would include the Dean of the School of Community Service. The entity would be responsible for sub-contracting and monitoring the management of security, housekeeping, treatment, and training.

BENEFITS OF MODEL 1

- A respected, capable institution is in charge
- The project carries a training and research emphasis better under this arrangement
- Gives the state a new model for service delivery
- Since UNT is still a state agency, the state maintains control of this project
- UNT faculty and staff have broad experience in submission of grants for public and private funds
- UNT has more control over the quality of the research conducted under this arrangement

LIABILITIES OF MODEL 1

- UNT doesn't currently have expertise in all areas related to managing such a facility and its programs
- The details of program administration may distract UNT from the more primary university goals of education/training and research
- State funds are not directly allocated for this facility through bonds as they might be under Model 4

Model 2: A private provider with security orientation/experience is the primary contractor. This is the basic model used in the Wackenhut facility in Kyle, Texas. However, instead of sub-contracting most services, Wackenhut developed a second corporation to carry out treatment services and hired specialists in areas where they did not already have personnel, such as treatment and education.

BENEFITS OF MODEL 2

- Provider will bring expertise in managing many of the details of living, such as food service and laundry, within a secure facility
- This Model may present better to those who want to make sure that offenders are not treated too "softly"
- Flexibility of private provider over public entity

LIABILITIES OF MODEL 2

- May be driven by security issues rather than therapeutic issues
- May be less attractive to the host community
- May downplay the training aspects
- Additional funding, including governmental grants and private foundation grants, may be more difficult to secure under this model, than Models 1 and 4

Model 3: A private provider with treatment orientation/experience is the primary contractor. This is basically the same model as #2, except that the private provider has primary expertise in treatment of chemical dependency rather than corrections.

BENEFITS OF MODEL 3

- Emphasis on treatment
- More attractive to the community than Model 2 or Model 4, though Model 1 will likely be the most attractive
- Flexibility of private provider over public entity

LIABILITIES OF MODEL 3

- Most treatment providers have limited experience with felons, and may need to make significant adjustments in the treatment approach
- The therapeutic community model supports limited professional involvement (Indeed, it indicates that too many professionals may interfere with the community process) - A treatment contractor may prefer more professional involvement
- Additional funding, including governmental grants and private foundation grants, may be more difficult to secure under this model, than Models 1 and 4

Model 4: TDCJ acts as primary contractor. In this model the facility is administered much as any state prison by the Institutional Division of the Department of Criminal Justice. Security, food service, libraries, laundry, recreation (except for treatment-related activities), medical services, and administration would be the sole responsibility of TDCJ. All training and research activities would be managed by UNT, and all treatment would be directed either by an independent third-party provider or a staff hired and managed by TCADA.

BENEFITS OF MODEL 4

- Not perceived as too "soft" on offenders
- Security issues well in hand
- More likely that this program would be integrated into the rest of the CJ system in the state, may therefore attract more training participants
- It gives TDCJ direct control where it has expertise, without seriously threatening UNT's control over training and research, especially if the training and research activities are conducted primarily in non-secure wings of the facility
- May be more attractive to the Texas legislature
- May be more attractive to TDCJ
- Access to state monies and perhaps federal monies are enhanced

LIABILITIES OF MODEL 4

- May not be perceived as something really new
- Harder to present to the community as primarily a training/treatment facility
- UNT would have limited control of overall administration of the programs
- Driven by current political appointments -- may be more highly politicized



OPERATION ALLIANCE

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Jose Cerda III
Senior Policy Analyst
Domestic Policy Council
Executive Office of the President
Washington, D.C. 20500

July 9, 1993

Dear Mr. Cerda:

Thank you for taking the time to visit with Jimmy Willborn, Mike Scott, and me on June 25th.

I have enclosed a briefing book on Operation Alliance, the Southwest Border Coordination Center. Operation Alliance is the only borderwide law enforcement forum in existence. The member agency chiefs meet bi-monthly to discuss problems, develop multi-agency operational plans, and address law enforcement concerns.

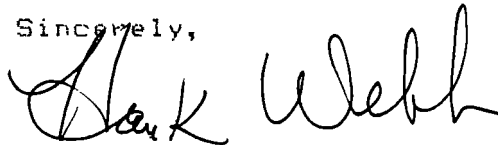
As I mentioned during our meeting, we are having our annual Southwest Border States Seminar in New Mexico on September 22nd and 23rd. Within the next few days, Dr. Brown will receive a letter inviting him to be the keynote speaker at that meeting. You will also receive a copy of that letter. The Operation Alliance members are hopeful that we will be able to brief Dr. Brown regarding the many problems we face on the Southwest Border. We are also anxious to hear his points of view on major law enforcement issues. This will be a great opportunity for Dr. Brown to meet the Agency Chiefs from all the major law enforcement agencies on the Southwest Border. Please urge him to accept our invitation.

Our immediate concern in Texas is the budget reduction included in the House Appropriations bill. The 117 million dollar cut in BJA funding will force Texas to discontinue several of our narcotics task forces which have been very successful. These task forces address street narcotics dealers, violent drug offenders, gangs, and other areas which have a direct impact on the communities involved. We feel that the task force concept is the most cost effective method of addressing these problems. Texas has been diligent in the oversight of these grant programs and we have been praised by Justice Department officials who monitor our grants.

Hopefully, Congress will take a close look at these successful programs before making a final decision.

If I can assist you or your staff in any manner, please contact me. Thanks again for your assistance.

Sincerely,

A handwritten signature in cursive script, appearing to read "Hank Webb". The signature is written in dark ink and is positioned above the printed name.

HANK WEBB

Texas State Representative
Operation Alliance

Law Enforcement Sensitive

**BRIEFING BOOK II
OPERATION ALLIANCE
EL PASO, TEXAS**



APRIL 1993

Law Enforcement Sensitive

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Appendix - Organizational Charts

INTRODUCTION

This publication is intended as an informational tool to promote awareness and understanding of Operation Alliance (OA) and its mission. Since its inception in 1986, OA's organization and function have undergone considerable evolution and expansion; this, along with OA initiatives in support of its mission, is described in this briefing book. The information presented herein is organized in chronological fashion, i.e., historical review, current perspective, and future outlook.

EXECUTIVE SUMMARY

HISTORICAL BACKGROUND:

- Operation Alliance was established in August 1986 in response to an alarming and growing drug smuggling problem in the Southwest Border region of the United States.
- It was established to coordinate operations in the Southwest Border region to halt the flow of drugs, aliens, firearms, and other contraband across the United States/Mexico border.

MISSION:

- The mission of Operation Alliance is to facilitate and improve the coordination of the law enforcement organizations operating in the Southwest Border area of the United States and to facilitate the implementation of national drug policies and the development of regional strategies.

AREA OF RESPONSIBILITY:

- The Operation Alliance Area of Responsibility is comprised of the states of Texas, New Mexico, and Arizona, and the southern half of California.

PRIMARY FUNCTIONS:

- Coordinate interagency interdiction operations in the Southwest Border region to disrupt and deter the flow of drugs and drug-related contraband, both northbound and southbound.
- Promote and create channels for interagency coordination and cooperation in the intelligence and investigation functions of counterdrug agencies in the Southwest Border region.
- Promote and create channels for counterdrug interoperational (i.e., intelligence, investigation, and interdiction) coordination in the Southwest Border region.
- Assist the Southwest Border High Intensity Drug Trafficking Area Coordinator in coordinating the development of integrated interagency funding projects and programs for the Southwest Border HIDTA.
- Coordinate the periodic development of a regional counterdrug strategy for the Southwest Border region.

- Coordinate the interagency development of unified operational plans to implement counterdrug strategic guidance in the Southwest Border region.
- Develop, administer, and coordinate the prioritization and provision of military support, in conjunction with Joint Task Force-Six and the Adjutants General of the four border states, for drug law enforcement agencies in the Southwest Border region.

PARTICIPATING AGENCIES:

- The Operation Alliance Joint Command Group (JCG), which plans, directs, and approves the coordination efforts of Operation Alliance, consists of 15 federal representatives, 8 representatives from the four Southwest Border states (two from each Southwest Border state to represent state and local agencies), and the Adjutants General of the four border states. Federal agencies represented are:

1. Drug Enforcement Administration
2. U.S. Customs
3. U.S. Border Patrol/INS
4. U.S. Coast Guard
5. Federal Bureau of Investigation
6. Bureau of Alcohol, Tobacco, and Firearms
7. Internal Revenue Service
8. U.S. Marshals Service
9. U.S. Secret Service
10. U.S. Attorney
11. El Paso Intelligence Center
12. Bureau of Land Management
13. National Park Service
14. U.S. Forest Service
15. Department of Defense

All of the JCG members, except the Department of Defense and the four Adjutants General, are voting members.

STAFFING:

- Operation Alliance staff is located at the Operation Alliance Coordination Center in El Paso, Texas (Biggs Army Air Field).
- Coordinator for the Center is rotated annually between U.S. Customs, U.S. Border Patrol, and the Drug Enforcement Administration. These three agencies also provide staff personnel to support Operation Alliance functions and initiatives. A Deputy Coordinator, from the same agency filling the Coordinator position in any given year, fills in for the Coordinator during his/her absence and manages an administrative staff and functions.

- Agency and state coordinators located at the Coordination Center to further enhance coordination efforts include: (1) one coordinator from each Southwest Border state; (2) one coordinator each from the Bureau of Alcohol, Tobacco, and Firearms; Internal Revenue Service; Bureau of Land Management; National Park Service; and Federal Bureau of Investigation.
- There are four working groups at Operation Alliance which are staffed by agency and state coordinators and personnel. The working groups are: State and Local Working Group, Plans Working Group, Support Working Group, and Management Working Group. Coordinators for these working groups also rotate annually between on-site agencies as follows: Coordinator for the State and Local Working Group rotates among on-site state and local agencies; Coordinators for the remaining three Working Groups rotate among on-site federal agencies, two of which must always come from U.S. Border Patrol, U.S. Customs, or the Drug Enforcement Administration.

ACCOMPLISHMENTS:

- Establishment of an interagency training program.
- Inception of interagency interdiction operations involving "mobile corridors" which target several areas of the border, both consecutively and simultaneously, based on historical and current intelligence. These operations have evolved into major deterrent/interdiction operations which include significant military support.
- Establishment of an Operation Alliance radio network to allow secure interagency communications in the Southwest Border.
- Establishment of an "Operation Alliance Check" to enhance and expand field access to suspect information at the El Paso Intelligence Center.
- Involvement in coordination of the Southwest Border HIDTA funding program to provide some 78 million dollars to federal, state, and local counterdrug agencies since fiscal year 1990. This has enabled the implementation of interagency special operations and programs to enhance interdiction, investigations, and intelligence.
- Coordination of the interagency development of a Southwest Border Drug Control Strategy, which, for the first time, established common counterdrug objectives for all participating agencies.
- Coordination of unified operational planning and execution to implement strategic objectives and other high-level guidance.

- Development of an intelligence integration study to examine interagency intelligence sharing and access shortfalls, as well as to inventory intelligence resources.
- Development of a task force study to inventory existing task forces in the Southwest Border region to enable informed decisions regarding the need for new task forces, preclude duplication of effort, and encourage use of and communication between existing task forces.
- Coordination of military support to Southwest Border region agencies. Development and implementation of a system of prioritization to improve allocation of military support to law enforcement agencies.

PART I

PART I. HISTORICAL REVIEW

A. Establishment. In August 1986, Operation Alliance was formally announced. Leading to this action was the recognition that the drug trafficking problem in the Southwest Border region of the United States had already reached an alarming level and was continuing to grow. The Southwest Border Committee, which had just been established in April 1986 to specifically oversee plans for intensified enforcement along the border, delineated the parameters, procedures, and policies that led to the development of Operation Alliance.

B. Purpose and Scope. Operation Alliance, while recognizing and providing for single agency initiatives, was established to emphasize, promote, and facilitate coordinated and cooperative multi-agency counterdrug activity. Initially, the coordinating efforts of Operation Alliance primarily centered on interdiction. Multi-agency interdiction operations were coordinated by Operation Alliance to halt the flow of drugs, aliens, firearms, currency, and chemicals, both northbound and southbound, in the U.S. Southwest Border region. OA's initial interdiction focus has expanded to include coordination of other counterdrug functions and activities.

As for single agency initiatives, Operation Alliance encourages and facilitates channels for better communication of unilateral activity to preclude duplication and conflict of effort.

C. Geographic Area of Responsibility. The geographic coverage of Operation Alliance, which has not changed since its inception, encompasses: the entire states of Texas, New Mexico, and Arizona and the southern half of California.

D. Joint Command Group. To plan and direct the coordination efforts of Operation Alliance, a Joint Command Group was established. The Joint Command Group was also established to promote effective liaison and communication between all Operation Alliance participating agencies. Initially, the Joint Command Group was composed of one representative from each of ten (10) federal agencies and one representative from each of the four (4) Southwest Border states. This composition has since expanded and will be featured in Part II, Current Perspective.

E. Initial Functions and Initiatives.

1. Coordination of Interdiction Operations - Mobile Corridors. As previously stated, the initial focus of the coordination efforts of Operation Alliance was interdiction. One of the initial concepts implemented to support the

Operation Alliance mission and its interdiction emphasis was known as the mobile corridor operation.

The intent of a mobile corridor operation was to provide, for a limited time, additional resources (manpower, equipment, intelligence) to a designated area along the Southwest Border. The factors determining the location of operations were based on current threat assessments provided by the El Paso Intelligence Center (EPIC), which included historical information on drug smuggling methods and routes and current intelligence. The objective of the corridor operation was to interdict drugs, contraband, and aliens, as well as to disrupt normal drug trafficker operations. Disruption of normal drug trafficker operations deters potential traffickers, and forces the traffickers to change routes and methods which may be less direct, more predictable, and more expensive.

A typical corridor operation consisted of detailing approximately 60-70 personnel, usually from the U.S. Border Patrol, U.S. Customs, and the Drug Enforcement Administration, to selected areas along the border for a period of 30 to 60 days. During the period October 1986 through November 1988, ten mobile corridor operations were conducted. Typically, each operation involved three to four areas along the border, with each area being worked for about one to two weeks. In most of these corridor operations, each area was consecutively worked, one after the other. In the tenth corridor operation, nine areas along the border were targeted, with some areas being worked simultaneously, rather than consecutively.

These ten mobile corridor operations, conducted over a two-year period, resulted in significant drug seizures. Based on that, they were considered successful.

2. Training. Since its inception, one of the unique features of Operation Alliance has been the training program developed by the Joint Command Group and the Federal Law Enforcement Training Center (FLETC), Office of State and Local Training, in Glynco, Georgia. The training program began with the production of training video tapes which were developed as follows:

- Topics were identified and approved by the Joint Command Group.
- Each agency represented on the Joint Command Group was encouraged to send a "subject matter" expert to a script conference conducted at FLETC.
- Scripts were prepared by professional writers under contract to FLETC.

- Upon approval of the final scripts by the Joint Command Group, the FLETC Media Branch conducted on-site production of the videos at appropriate geographic sites in the U.S. Southwest Border region.
- Completed videos in the Operation Alliance inventory are available free of charge to requesting agencies in the U.S. Southwest Border region.

3. Communications. In order to promote coordination and cooperation among agencies, a first step for Operation Alliance was to improve interoperability through better communications. To this end, Operation Alliance initiated an interagency Southwest Border voice privacy network and the "Operation Alliance Check."

a. Secure Voice Radio and Telephone System. This Operation Alliance initiative established, for the first time in law enforcement history, a common radio frequency dedicated for all law enforcement agencies, whether federal, state, or local. Under the auspices of Operation Alliance, a frequency was authorized for use across the United States, south of the 34th parallel.

The Alliance network is comprised of wired repeaters located strategically throughout Texas, New Mexico, Arizona, and California. A dedicated communications console for the Alliance network was established at the U.S. Customs Houston Sector to service network users. Establishment of the Alliance Radio Network progressed rapidly in 1988. Additionally, field agents and officers were provided with voice privacy radios and many federal agencies obtained radios compatible for use with the new frequencies.

To improve secure telephone communications in the Southwest Border region, the Defense Communications Agency, in conjunction with Operation Alliance, provided secure STU III Type 2 telephones to numerous federal, state, and local agencies.

b. "Operation Alliance Check". Early on, the Operation Alliance Joint Command Group and EPIC established a uniform suspect, background, and information "Alliance Check." It established, through the EPIC intelligence data base, a permanent record and cross check of suspects encountered by federal, state, and local agents and officers in the Southwest Border region.

The purpose of the "Alliance Check" is to allow authorized field agents and officers access to suspect

information in all drug related computer systems located at EPIC. Ultimately, this initiative promotes interagency information and intelligence exchange, thus improving interagency interoperability. It also expands the potential for state and local officers to obtain EPIC information. Normally, state and local officers can obtain EPIC information through their state narcotics agencies. Additionally, state and local officers who are members of a task force with federal agency representation can obtain EPIC information. The "Alliance Check" expands access to EPIC by state and local officers who work with U.S. Customs and have been given call signs by Customs Sector Communications Center.

Federal agents, upon encountering a drug smuggling suspect, can request an "Alliance Check" through Border Patrol Sector Headquarters or Customs Sector Headquarters. State and local officers can make an "Alliance Check" through a Border Patrol or Customs Sector Communications Center. In all cases, the agents and officers supply identifying data and circumstances of the field encounter. This information is subsequently added to the EPIC intelligence data base. Requesting officers and agents, in return, receive information previously reported by other agencies, thus enabling interagency exchange of information and subsequent interagency enforcement efforts on common targets.

4. Cross-Designation and Deputization. Since its inception, Operation Alliance has encouraged the expanded use of cross-designation of federal authority between federal agencies, as well as the deputization of state and local agencies with federal authority. Cross-designation and deputization improves agency interoperability and promotes interagency coordination and cooperation. State and local agencies are generally deputized with federal authority as a result of their participation in task forces, including Organized Crime Drug Enforcement Task Forces (OCDETF).

Cross designation and deputization of Title 21 authority by the Drug Enforcement Administration and the Federal Bureau of Investigation allows federal agencies, such as the U.S. Border Patrol, U.S. Customs, and federal land management agencies, and state and local agencies to make warrantless arrests, searches, and seizures under the Controlled Substances Act and the Controlled Substance Import and Export Act.

Cross designation and deputization of Title 19 authority by the U.S. Customs Service allows federal agencies, such as the U.S. Border Patrol and federal land management agencies, and state and local agencies to conduct border searches, arrest

smugglers, and make seizures (to enforce U.S. Customs laws along the Southwest Border).

5. Demand Reduction. Counterdrug agencies have long recognized the value of drug education and prevention programs. Indeed, almost all law enforcement agencies with counterdrug responsibilities at all levels of government have developed and implemented education and prevention programs.

Law enforcement agencies have an indispensable and unique role in demand reduction endeavors because of their day to day, up-close involvement in the drug environment. In April 1989, the Operation Alliance Joint Command Group, recognizing this role, as well as recognizing that many demand reduction programs already existed, elected to compile a directory of all existing federal drug awareness programs. This directory was made available to all state and local law enforcement agencies for the purpose of establishing or augmenting existing community service programs in their respective areas.

PART II

PART II. PRESENT PERSPECTIVE:
EVOLUTION AND EXPANSION OF ORGANIZATION,
FUNCTIONS, AND RESPONSIBILITIES

In the latter part of 1992, a management study of Operation Alliance was conducted. This study significantly modified the organizational structure and function of Operation Alliance. These modifications are reflected in the following description of the current mission, organization, and functions of Operation Alliance.

A. Mission Statement.

The current charter for Operation Alliance, ratified by the Joint Command Group in February 1993, contains the following Operation Alliance mission statement:

THE MISSION OF OPERATION ALLIANCE IS TO FACILITATE THE COORDINATION OF THE LAW ENFORCEMENT ORGANIZATIONS OPERATING IN THE SOUTHWEST BORDER AREA OF THE UNITED STATES AND TO FACILITATE THE IMPLEMENTATION OF NATIONAL DRUG POLICIES AND THE DEVELOPMENT OF REGIONAL STRATEGIES. THE SOUTHWEST BORDER AREA IS DEFINED AS THE STATES OF TEXAS, NEW MEXICO, ARIZONA, AND THE SOUTHERN HALF OF CALIFORNIA.

B. Organization. Operation Alliance consists of two major components. They are the Joint Command Group and the Operation Alliance Coordination Center located in El Paso, Texas.

1. Joint Command Group. The Joint Command Group (JCG) has expanded since its inception and now includes 15 federal agencies, two agencies from each Southwest Border state, one representing state agencies and one representing local agencies, and the Adjutants General of the four states. These agencies are listed below.

FEDERAL

Drug Enforcement Administration
U.S. Customs
U.S. Border Patrol/INS
U.S. Coast Guard
Federal Bureau of Investigation
Bureau of Alcohol, Tobacco, and Firearms
Internal Revenue Service
U.S. Marshals Service
U.S. Secret Service
U.S. Attorney
El Paso Intelligence Center
Bureau of Land Management
National Park Service

U.S. Forest Service
Department of Defense

State and local agencies in the four border states are currently represented by the following agencies.

STATE

California Department of Justice
Arizona Department of Public Safety
New Mexico Department of Public Safety
Texas Department of Public Safety

LOCAL

California: Los Angeles County Sheriff's Department
Arizona: Pima County Sheriff's Department
New Mexico: Eddy County Sheriff's Department
Texas: Texas Narcotics Control Program

All of the above-listed federal, state, and local agencies, with the exception of the Department of Defense and the four Adjutants General, are voting members of the Operation Alliance Joint Command Group.

2. Operation Alliance Coordination Center. At the Operation Alliance Coordination Center, activity is directed by a Coordinator who is supported by a Deputy Coordinator. The Coordinator position rotates annually between U.S. Customs, U.S. Border Patrol/INS, and the Drug Enforcement Administration. These three agencies also provide staff positions at the Center. The Deputy Coordinator, which is held by the same agency that occupies the Coordinator position, fills in for the Coordinator during his/her absence, and manages an administrative staff.

In addition to the three primary agencies named above, the Operation Alliance Coordination Center is complemented with several federal, state, and local representatives to further enhance coordination, communication, and liaison functions. Currently, each state provides a representative at Operation Alliance, and the following federal agencies provide a representative: Bureau of Alcohol, Tobacco, and Firearms; Internal Revenue Service; Bureau of Land Management; National Park Service; and Federal Bureau of Investigation. It is anticipated that on-site agency representation will continue to expand; for example, the U.S. Forest Service is expected to provide an on-site representative in the immediate future.

At the center, Operation Alliance coordination functions are accomplished by four working groups. They are: State and Local Working Group, Plans Working Group, Support Working Group, and Management Working Group. Coordinators for these working groups rotate annually between on-site agencies as

follows: The Coordinator for the State and Local Working Group rotates among on-site state and local agencies. Coordinators for the remaining three Working Groups rotate among on-site federal agencies, two of which must always come from U.S. Border Patrol, U.S. Customs, or the Drug Enforcement Administration.

Appendix A presents organizational charts which depict in more detail the current internal organizational structure, composition, and functions of Operation Alliance, including a depiction of the four working groups. Also depicted are relationships with other national counterdrug organizations and departments, including the Department of the Treasury. The relationship with the Department of the Treasury, Enforcement, was established in the 1990 National Drug Control Strategy, wherein executive administration of Operation Alliance was conferred to the Assistant Secretary of the Treasury, Enforcement.

C. Continuation of Initial Functions and Initiatives.

1. Training. Training video tapes currently available in the Operation Alliance inventory include:

- OPERATION ALLIANCE OVERVIEW: An updated video reflects new and expanded functions, initiatives, and organization.
- CROSS DESIGNATION OF FEDERAL AUTHORITY: Explains the cross designation of drug investigative and border search authorities relating to U.S. Customs, U.S. Border Patrol, and the Drug Enforcement Administration. Federal authority granted to state and local law enforcement agencies is covered.
- CONCEALMENT METHODS - LAND CONVEYANCES: Depicts various methods of concealing contraband in land conveyances, such as automobiles, pickups, and various other equipment.
- ASSET FORFEITURE AND SHARING: Outlines Treasury and Justice administrative procedures for presenting assets for forfeiture through various federal programs and explains filing requirements, time periods, and limitations of these programs.
- UTILIZATION OF FEDERAL FIREARMS LAWS AGAINST DRUG TRAFFICKERS: Explains and presents a scenario depicting the use of federal firearms laws against drug traffickers and discusses increased penalties upon conviction.

MARINE CONCEALMENT METHODS: Shows concealment and methods of detecting contraband transported in maritime vessels ranging from shrimp boats to pleasure type craft.

- HAZARDOUS DEVICES IN CONTRABAND CONCEALMENT: Depicts hazardous devices (booby traps) that may be encountered during smuggling investigations and interdiction activity, and touches on outlying area intrusion devices.
- MONEY LAUNDERING: Depicts activities pointing to possible money laundering situations and proper procedures upon detection. An actual case scenario is shown.
- COMMUNICATIONS: Explains the development of a common frequency radio network available to all members of Operation Alliance. It outlines the proper radio procedures and equipment to be used.
- AIRCRAFT SEARCH: Produced by U.S. Customs, explains the proper methods of inspecting small aircraft for possible smuggling activities.
- SEARCH AND SEIZURE ISSUES RELEVANT TO THE SOUTHWEST BORDER
- OPERATION PIPELINE: Produced by the New Mexico Department of Public Safety and the Drug Enforcement Administration. It outlines traffic stop probable cause development referencing contraband transportation. The latest in case law regarding "consent" searches is covered in detail to provide a sound constitutional basis for successful criminal prosecution.
- STREET GANGS AND VIOLENCE

The Operation Alliance training program provides training seminars on a number of subjects in various locations in the Southwest Border region. One of these seminars involves training in the technical use of video to record undercover buys, to document seizures, and to develop in-house training aids.

In addition to training for federal agents and officers, Operation Alliance emphasizes training for state and local officers. On-site state representatives at Operation Alliance identify subjects for training seminars; these include Criminal Investigators Transition, Money Laundering, Surveillance Training, Course Development on the Rural Drug Law Enforcement Concept (train the trainer), Public Sources of Information, Airport Profiling, and Helicopter Training.

2. Secure Interagency Communications. The Operation Alliance radio network continues to be operational and supports several federal, state, and local agencies. Since initial inception, improvements made to the system include the addition of over the air rekeying (OTAR). OTAR allows changing of codes without manually rekeying radios. In 1990, additional

repeater sites were added, and in 1991 and 1992, several Alliance base stations which support the Alliance network were added. The total number of users of the Alliance network has steadily increased since its inception.

3. Cross-Designation and Deputization. This program continues to be encouraged by Operation Alliance. The Southwest Border Drug Control Strategy, developed under the auspices of Operation Alliance (featured in more detail on page 16), articulates the importance of this coordinating mechanism. The Operation Alliance commitment to this initiative is further evidenced in its video training program, which, as previously described, includes a training video on this subject.

4. Demand Reduction. The Southwest Border Drug Control Strategy recognizes the vital role of law enforcement in demand reduction programs. The strategy provides several demand reduction objectives. Most of these involve better coordination of the numerous law enforcement drug education programs in order to more effectively and efficiently reach all communities in the Southwest Border region.

5. Interdiction Operations. Interdiction operations have evolved and expanded from the mobile corridor operations previously described, to missions which generally involve considerable military support and often cover rather large areas of the border. These include deterrent/terrain denial operations, surveillance and reconnaissance missions, and detection and monitoring missions. Operation Alliance coordinates the military support needed for these operations.

C. National Drug Control Strategy and High Intensity Drug Trafficking Area Designation.

In the 1990 National Drug Control Strategy published under the auspices of the Office of National Drug Control Policy (ONDCP), five areas of the United States were designated as High Intensity Drug Trafficking Areas (HIDTAs). Selection of the geographical sites as HIDTAs was based on historical and current intelligence and investigations indicating that these areas were significant areas of drug importation, drug-related exportation, drug distribution, drug-related crime, and drug use and abuse.

Four of the HIDTAs are the metropolitan areas of New York City, Miami, Houston, and Los Angeles. The fifth HIDTA is the Southwest Border region of the United States. The Southwest Border HIDTA, which is embraced by the Operation Alliance Area of Responsibility, geographically encompasses 37 counties, and all municipalities therein, in the four Southwest Border states. These 37 counties are either adjacent to or near the United States-Mexico

border. The primary drug problem in the Southwest Border HIDTA is drug importation and drug-related exportation along its almost 2,000 mile border with Mexico. However, the Southwest Border HIDTA is not without significant drug distribution, drug use, and associated crime problems, which are generally concentrated in larger metropolitan areas.

The 1990 National Drug Control Strategy placed executive administration of the Southwest Border HIDTA under the Assistant Secretary of the Treasury, Enforcement, who, in turn, appointed a senior official to serve as the Southwest Border HIDTA Coordinator. Operation Alliance assists the Southwest Border HIDTA Coordinator in facilitating coordinated and cooperative enforcement efforts in the HIDTA.

The HIDTA Program provides for additional federal funding to law enforcement agencies to enable them to participate in the development and execution of multi-agency counterdrug operations and programs. Since the HIDTA Program's inception in 1990, some 78 million dollars (through fiscal year 1993) have been provided to federal, state, and local agencies in the Southwest Border HIDTA to support multi-agency interdiction operations, multi-agency investigative task forces (including financial), intelligence exchange, and prosecution resource enhancements to support intensified interdiction and investigation operations. Southwest Border HIDTA funding criteria have always emphasized multi-agency operations or projects which have a multi-agency benefit. Briefly stated, the Southwest Border HIDTA funding program has evolved from an emphasis on equipment, reinforcing the interdiction posture, and border security, to an emphasis on organization targeting and disruption, financial disruption, and intelligence support.

E. Southwest Border Drug Control Strategy.

In 1990, Operation Alliance developed the Southwest Border Drug Control Strategy. This was done to establish a mechanism for interagency coordination and cooperation in the Southwest Border region, as well as to complement and support the National Drug Control Strategy.

Extremely crucial in the development of the Southwest Border Drug Control Strategy was input from participating Operation Alliance agencies. Therefore, an author's conference was held early in the strategy's development. Field input was continually obtained throughout the development process. The resulting document established, for the first time, a consensus and articulation of common counterdrug objectives for the Southwest Border region of the United States.

The first Southwest Border Drug Control Strategy was published in July 1990. This was followed by a second version published in June 1992. The 1992 strategy is similar to the first, but reflects changing perceptions and methods, as well as progress in strategy implementation.

The Southwest Border Strategy not only emphasizes the importance of interagency activity, but also emphasizes that the three primary counterdrug functions, i.e., intelligence, investigation, and interdiction, must be mutually supportive and work together to further focus the anti-drug effort. For example, after an interdiction seizure has occurred, an investigation requiring considerable intelligence collection and development activity then ensues. The investigative and intelligence activity seeks to determine such information as drug origination, organization involvement, methods utilized, related money laundering activity, and association with other seizures. The intelligence thus developed should then be disseminated back to interdiction forces to enable them to improve and focus their interdiction effort.

The strategy also emphasizes the critical function of interdiction in the border region. Given the nearly 2,000 mile length of the border, this is a reasonable emphasis. Additionally, interdiction is emphasized simply because the region from which the Southwest Border drug threat primarily and immediately emanates is in Mexico. The organizations responsible for this threat, because they are based in Mexico, are out of the direct reach of U.S. investigative and prosecutorial authorities.

The strategy recognizes that interdiction elements all too often function with limited tangible intelligence and/or investigative support. It therefore recommends that intelligence and investigations be improved and intensified, and that a considerable portion of their activities be channeled to support and focus interdiction. The strategy further advocates that the three counterdrug functions, in concert with each other and on an interagency basis, should identify and target specific organizations, and develop and execute plans to dismantle targeted organizations.

F. Military Support.

In the late 1980's, it was recognized and articulated that the international drug trafficking problem constituted a threat to the national security of the United States. It was further recognized that the United States military could offer, within legal constraints, much-needed support to dramatically enhance the ability of drug law enforcement to meet that threat. Since its inception in late 1989 - early 1990, military support of drug law enforcement has proven beneficial and invaluable. Military support

for Southwest Border drug law enforcement agencies is coordinated by Operation Alliance.

1. Types of Support. Military support includes, but is not limited to, personnel augmentation, training, border surveillance and reconnaissance, radar and sensor monitoring operations, loan and transfer of equipment, and engineering. Some of the engineering projects include border fencing, border road construction and improvement, border lighting, and construction of helo pads and firearms qualification range facilities.

2. Sources of Support.

a. Joint Task Force-Six (JTF-6): Works with Operation Alliance to coordinate operational support by Title 10 forces. Title 10 refers to U.S. active duty and reserve forces in a "federal" status. Title 10 personnel are prohibited from direct participation in search, seizure, arrest, or any similar activity. JTF-6, under the Department of Defense, was established in November 1989 and is located in El Paso, Texas, on the same grounds at Biggs Army Air Field with Operation Alliance.

b. National Guard: Works with Operation Alliance to coordinate operational support by Title 32 forces. Title 32 forces serve in a "state" status. The National Guard Bureau has adopted guidelines which restrict active law enforcement activity by National Guard personnel. National Guard personnel are assigned to JTF-6 to coordinate and determine appropriate sources of operational support, i.e., Title 10 or Title 32 forces.

c. Regional Logistics Support Office (RLSO): Works with Operation Alliance to provide non-operational support, such as transfer or loan of military property. DoD's Regional Logistics Support Office in El Paso, Texas, collocated with Operation Alliance and JTF-6, covers an 11-state region, including the Southwest Border.

3. Prioritization of Military Support (Title 10). Because of current and anticipated budget constraints impacting JTF-6, and the emerging requirement to more accurately meet the diverse military support needs of law enforcement, Operation Alliance has developed and implemented, with the input and approval of the Joint Command Group, a system to prioritize the allocation of military support.

To determine the military support needs of participating agencies, Operation Alliance developed and disseminated a survey, via the Joint Command Group, in late November 1992. The results of the survey, along with strategic guidance

primarily from the Southwest Border Drug Control Strategy, were then incorporated into a system to prioritize and approve military support allocation. This system was presented to and approved by the Joint Command Group in January 1993, and is being implemented by Operation Alliance and Joint Task Force Six accordingly.

Survey findings are documented in an Operation Alliance report entitled "Priorities for Military Support (Title 10) for Southwest Counterdrug Agencies" dated January 1993. Listed below are the major categories of military support in order of importance to responding law enforcement agencies.

- Personnel Augmentation
- Ground Support
- Air Support
- Training
- Engineering
- Marine Support

Specifically included in the area of personnel augmentation are the following types of support: intelligence analyst (top priority); foreign language translator and transcriber; computer specialist (data base creation and management); and administrative, clerical, and data entry personnel.

G. Intelligence, Investigation, and Planning Coordination.

Expansion in OA's coordination and deconfliction responsibility has included the areas of intelligence, investigation, and planning.

1. Intelligence. The jointly developed Southwest Border Drug Control Strategy establishes several intelligence objectives, many relating to interagency coordination and deconfliction. Some of these include: (a) establishing a multi-agency collection management cell at EPIC to identify intelligence requirements and develop a comprehensive collection strategy utilizing dedicated multi-agency collection elements; (b) centralizing drug intelligence from all participating federal, state, and local agencies to enable the development of comprehensive intelligence pictures, which would, in turn, allow for the development of more predictive intelligence; (c) establishing automated data communication links among participating and contributing federal, state, and local agencies; and (d) formulating an integrated, systematic intelligence concept which would create more channels and opportunities for interagency intelligence exchange, thus "formalizing" such exchange.

In 1990, Operation Alliance conducted an intelligence coordination study. This study examined the extent of information automation, extent and methods of interagency intelligence exchange, attitudes about interagency intelligence exchange, and existing barriers hindering meaningful interagency exchange.

The study confirmed the validity of many of the jointly developed intelligence objectives contained in the Southwest Border Drug Control Strategy. The findings are reported in a document entitled "Southwest Border Law Enforcement Computer Capabilities and Information/Intelligence Management and Exchange," dated April 1991.

Highlights of these findings included:

- a. A plethora of multi-agency intelligence centers and networks already exists.
- b. Connectivity between existing networks is limited.
- c. There is widespread dissatisfaction with current levels and methods of intelligence exchange, access, and integration.
- d. Willingness to exchange and integrate data is significantly high.
- e. There is significant support for a central depository of information and a single source of intelligence for field operational personnel, as long as information is subsequently retrievable from this central site.
- f. Total reciprocity in terms of information access and contribution is not evident.

The study recommended that EPIC should be the centerpiece of an intelligence sharing system and that existing regional, state, and local intelligence networks should be linked to EPIC. No new centers, especially on the federal level, were recommended, because this would tend to further fragment intelligence. EPIC's antiquated computer systems would be updated to enable automated and expanded access. Appropriate security measures and standards would be instituted. Minimum levels of participation, especially with regard to information contribution, would be established and enforced.

Many of these recommendations are being implemented in the Southwest Border. EPIC's computer system is undergoing tremendous improvement to expand and improve access. This improvement will also enhance analytical capability to provide quality and timely intelligence products, including predictive and organizational intelligence. Elements in the four Southwest Border states, in concert with and supported by DoD and EPIC, have initiated what is known as the Information and Intelligence Sharing System (IISS). It is anticipated that this initiative will provide an interstate automated network between federal, state, and local drug law enforcement

agencies and their intelligence entities. The IISS will provide automated access, exchange, and dissemination between agencies, existing intelligence networks, and field personnel.

2. Investigation. Similar to the functional area of intelligence, the Southwest Border Drug Control Strategy devotes an entire chapter to investigation. This chapter relates several objectives, many of which involve coordination and deconfliction issues. Central is the importance of interagency, collocated task forces. However, the strategy recommends that, before additional task forces are established, informed decisions be made about whether they are truly needed. Interagency communication of single agency investigative initiatives and targets is encouraged.

Task Forces. In 1991, Operation Alliance undertook a survey of participating agencies to determine the existence of task forces in the Southwest Border HIDTA, to include their location, investigative objectives and scope, participating agencies, and number of full-time personnel. The resulting document, published in January 1992, lists these task forces. The document is an important tool in determining the need for additional task forces, or the need for redefining or reorganizing existing task forces. Agencies wishing to join a task force can consult this document to determine if there is one in their geographic area.

Money Laundering. A separate item emphasized under the umbrella of investigations is money laundering. Money laundering initiatives are specifically identified in both the National and Southwest Border Drug Control Strategies; they include the collocated task force concept to target the money laundering activities of drug organizations. Operation Alliance promotes interagency coordination of financial investigations, in part through the designation of a money laundering desk headed by the on-site Internal Revenue Service representative. Operation Alliance, through this designation, has initiated and coordinated interagency money laundering conferences and training seminars, interagency development of plans to jointly conduct enforcement operations related to money laundering, and promoted the use of the multi-agency Financial Crimes Enforcement Network (FinCEN).

Translation/Transcription Center. To partially address the law enforcement need for translation/transcription support, defined as one of the priorities in the military support survey, Operation Alliance and JTF-6 recently re-established a translation/transcription center on-site in El Paso. The center has operated inconsistently in the past because of staffing problems; however, largely because of the foregoing survey findings, it is anticipated that the center will be

sufficiently supported to enable continued successful and productive operations.

3. Planning. Shortly after the first Southwest Border Drug Control Strategy was published in July 1990, Operation Alliance undertook the process to implement objectives derived from the strategy. All participating agencies were asked to develop and submit plans to implement these objectives. They did so UNILATERALLY, which, despite significant coordination initiatives and successes, continues to be the conventional approach to drug law enforcement. These unilateral plans are documented in the OA 1992 publication entitled "Implementation Plan: Southwest Border Drug Control Strategy."

Many of these plans, because they were prepared and submitted unilaterally, were duplicative and/or conflictive. The strategy implementation process demonstrated that the traditional unilateral approach is, in many instances, somewhat inefficient and ineffective. It pointed up the need for interagency operational planning and execution to achieve not only Southwest Border Strategy objectives, but other high-level strategic guidance. Accordingly, Operation Alliance began efforts to incorporate joint operational planning into drug law enforcement methodology.

The initial effort was a multi-agency working conference in March 1992. The conference resulted in prioritizing counterdrug operational focuses (i.e., intelligence, investigation, interdiction, and interagency cooperation) and related strategy objectives. This prioritization, along with explanations of the interagency planning concept, appears in the 1992 Southwest Border Strategy.

In keeping with the above joint planning concept, the Internal Revenue Service representative at Operation Alliance, in 1992, coordinated the development of an interagency operational plan to implement several Southwest Border Strategy objectives pertaining to money exchange houses along the Southwest Border. Agencies participating in this plan include the Internal Revenue Service, the U.S. Customs Service, and several state and local agencies in the states of Texas, Arizona, and California. Interagency execution of this jointly developed plan began in 1992 and continues into 1993. It is a superb demonstration of the utility and efficiency of the joint operational planning and execution concept.

H. Operation Alliance Equipment Inventory.

In 1990, with Southwest Border HIDTA funding, Operation Alliance established an enforcement equipment inventory for loan to requesting Operation Alliance participating agencies. The

inventory includes a wide variety of equipment which can be used for investigative and interdiction purposes. Currently, the inventory includes night vision devices, binoculars, cameras, camcorders, video monitors, nightscopes, pen registers, cellular telephones, transmitters, and other equipment.

Participating agencies may borrow this equipment by simply submitting a short written request via fax or mail to Operation Alliance. HIDTA funding is utilized to pay for shipping the equipment to and from the requesting agency. The equipment is to be utilized for drug and/or drug-related purposes only.

I. Technology Assessment.

In 1992, Operation Alliance commissioned a study to determine the technology needs of drug and drug-related investigative, interdiction, and intelligence entities in the Southwest Border region. The study surveyed major Southwest Border law enforcement agencies. The resulting document, entitled "Report on Southwest Border Security Technology Requirements" dated September 1992, reports survey findings, to include the identification of more than 50 specific technology requirements and issues.

PART III

PART III. FUTURE OUTLOOK:
PLANNED INITIATIVES AND
IMPLEMENTATION OF CURRENT INITIATIVES

A. Continuing Intelligence Integration Efforts.

Operation Alliance anticipates that an update of the intelligence study, portrayed earlier in this document, will be conducted in fiscal year 1993 or 1994. One of the findings of the military support survey was that all Operation Alliance participating agencies have an intelligence function. Additionally, in the 1991 intelligence study, it was revealed that several intelligence initiatives were being planned or were underway. Both of these findings suggest that updating the intelligence study is necessary to promote knowledge, awareness, coordination, and integration in this universal law enforcement function.

It is anticipated that a survey will once again be utilized to gather information. In addition to the areas examined in the first study, the topics of investigation will be expanded to include information collection activity; public/commercial data; and extent and adequacy of intelligence support of specific operational functions.

B. Task Forces.

The information documented as a result of the task force survey conducted in 1991 is no longer current. Therefore, it is anticipated that Operation Alliance will, in the near future, once again survey participating agencies in order to update the information. The task force survey may be expanded to include the entire Operation Alliance Area of Responsibility, rather than limiting the survey to the Southwest Border HIDTA, as in the first survey.

C. Strategy.

It is anticipated that Operation Alliance will continue efforts to jointly update and implement the Southwest Border Strategy, and will continue to invoke this document for strategic guidance when appropriate.

D. Joint Planning.

It is anticipated that Operation Alliance will continue to promote interagency operational planning to implement high-level strategic guidance. This process may be incorporated into planning multi-agency Southwest Border HIDTA funding initiatives.

It is envisioned that interagency operational plans will incorporate existing agency initiatives to form the foundation of such plans. Interagency planning has strong potential to improve the effectiveness of the counterdrug effort by bringing agencies and functions together in united actions to focus and strengthen existing unilateral activities.

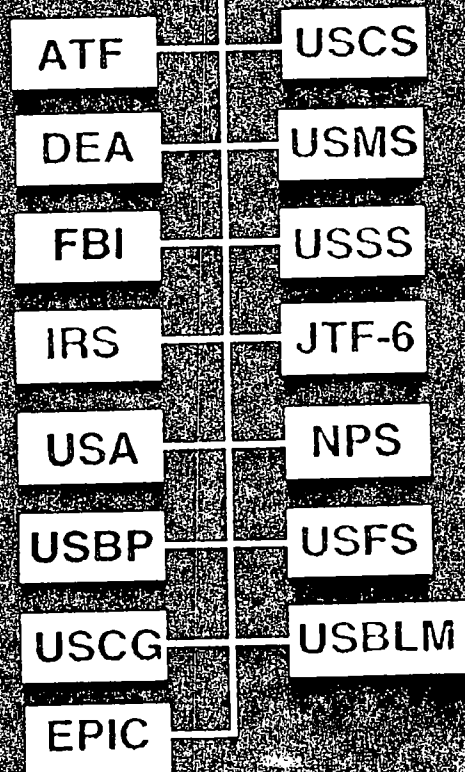
E. Other.

Operation Alliance will continue to facilitate and coordinate other law enforcement functions as previously featured in the historical and current perspectives of this document. For example, Operation Alliance will continue to coordinate efforts in the following areas: (1) investigations; (2) interdiction operations; (3) communications; (4) training; and (5) demand reduction. Fostering interagency and interoperational (i.e., interdiction, investigation, and intelligence) coordination and cooperation to target, plan, and focus efforts against specific trafficking organizations will continue.

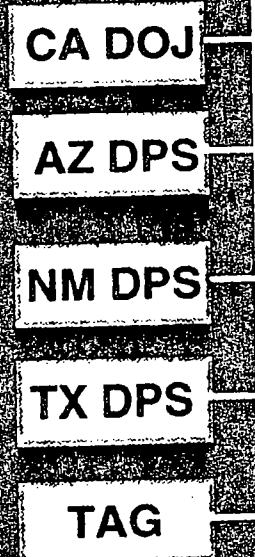
APPENDIX

JOINT COMMAND GROUP

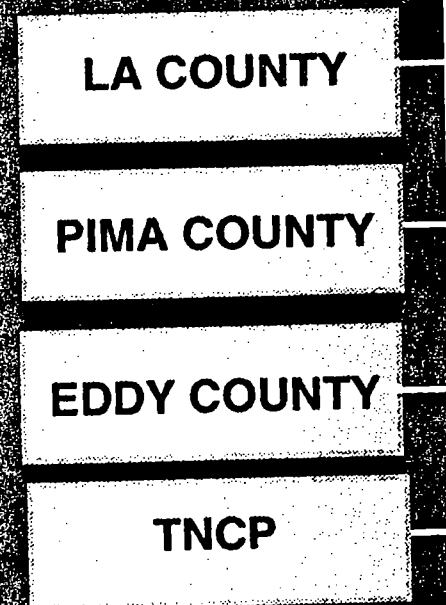
FEDERAL



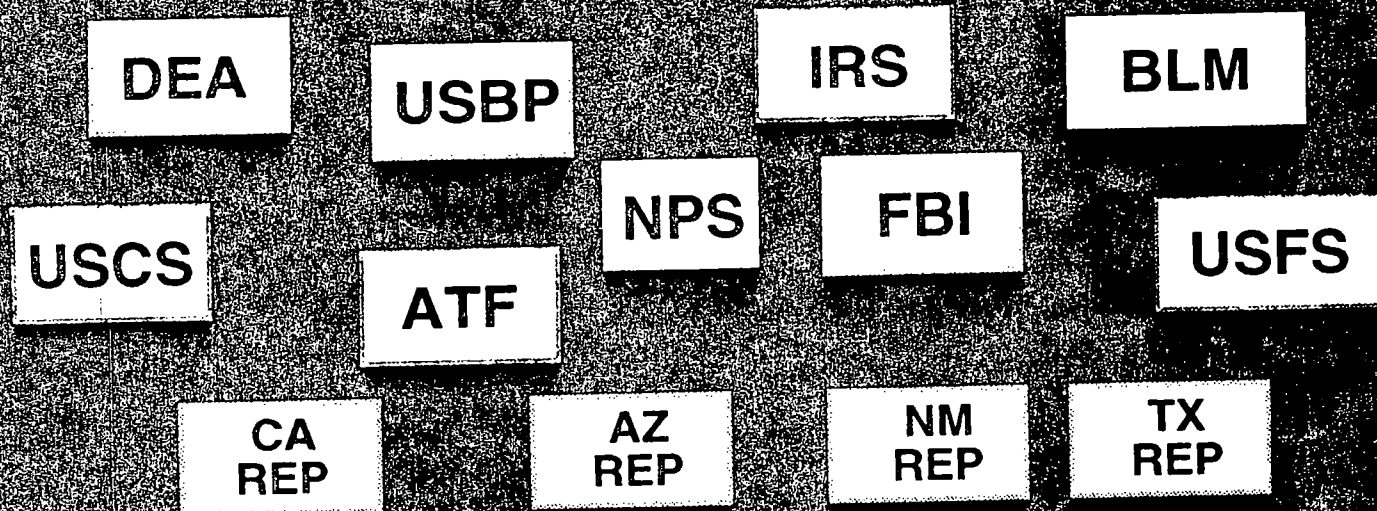
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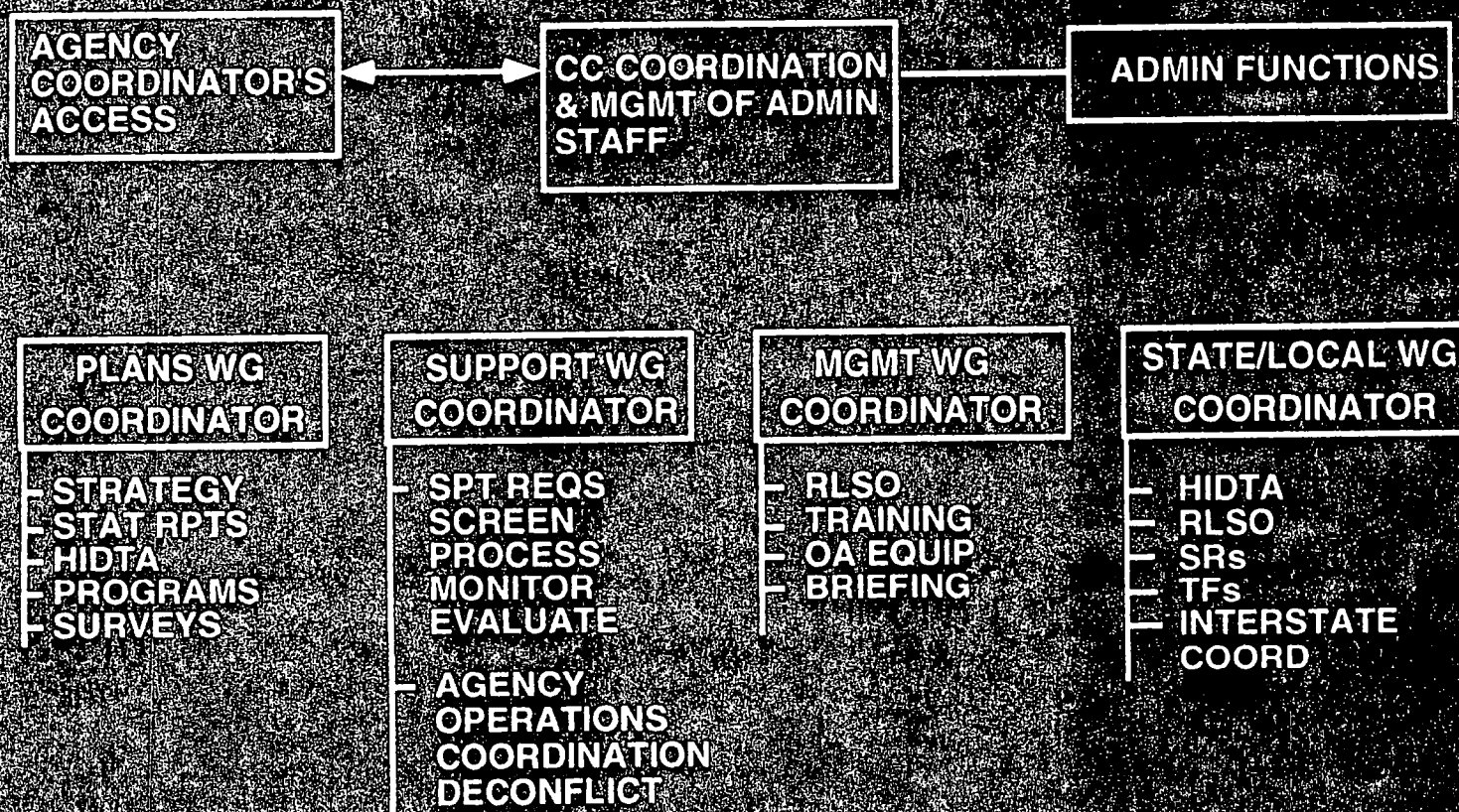


OPERATION ALLIANCE



- ESTABLISHED IN 1986 BY EXECUTIVE ORDER
- COLLOCATED WITH JTF-6 IN 1991
- PERMANENT REPRESENTATIVES AND STAFF OF FEDERAL, STATE, AND LOCAL LAW ENFORCEMENT AGENCIES

OPERATION ALLIANCE WORKING GROUPS AND FUNCTIONS



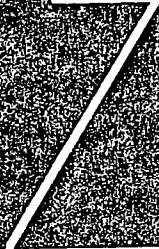
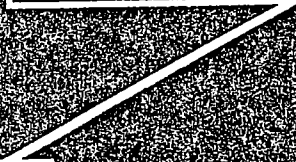
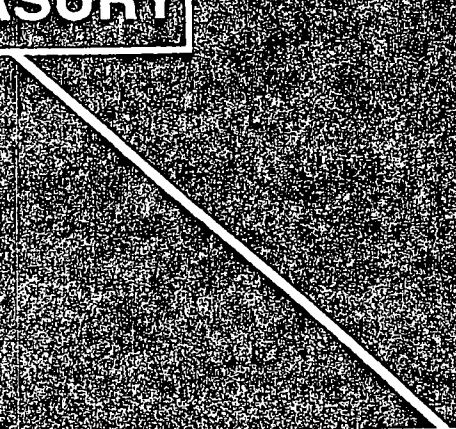
TREASURY

NDPB / ONDCP

SUPPLY REDUCTION

SWBC

OPERATION ALLIANCE



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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
002. fax	John Hatch to Rachel Lewis [Personally Identifiable Information] [partial] (1 page)	06/22/1993	b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council]
Jose Cerca
OA/Box Number: 5876

FOLDER TITLE:

Texas [2]

2016-0931-S
rc2250

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

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PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

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- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

THE TEXAS OFFICE
OF STATE-FEDERAL RELATIONS122 G STREET, N.W., SUITE 200
WASHINGTON, D. C. 20001
(202) 638-3927
FAX (202) 628-1043201 E. 14TH STREET, SUITE 509
AUSTIN, TEXAS 78701
(512) 463-1803
FAX (512) 463-1984

MEMORANDUM

TO: José Cerda
Senior Policy Analyst *x 2564*
White House Domestic Policy CouncilFROM: Rachel Lewis, Legislative Analyst
Health and Human Services

DATE: 27 April 1993

RE: Meeting on May 27

Rm 222 DEOB ✓
This is to confirm our meeting scheduled for Thursday, May 27, 1993 at 10:00am.

Dorothy Browne is Program Coordinator for Governor Richard's Policy Council. She will be in Washington, DC on May 26-28, 1993. Travelling with her will be Mr. Ted Sellars, Special Assistant to the Executive Director of the Texas Commission on Alcohol and Drug Abuse (TCADA), Mr. James Collins, Director of the Institutional Division of the Texas Department of Criminal Justice (TDCJ-ID) and Mr. Jesse Wicks, Federal Liaison of (TDCJ-ID).

We will be meeting with members of the Texas delegation and Administration officials to discuss Texas' efforts in combatting crime and reducing recidivism including our program to establish 14,000 substance abuse treatment beds for non violent offenders.

I would like to thank you, in advance, for taking the time to meet with us. Below is a list of the birthdays of all those who will be attending the meeting.

Dorothy Browne
Ted Sellars
James Collins
Jesse Wicks
Rachel Lewis

(b)(6)

** [001]*

I will call you on Monday, 5/24 to confirm our meeting. If you have any questions please call me at (202) 638-3927.



THE TEXAS OFFICE OF STATE-FEDERAL RELATIONS
122 C Street, N.W., Suite 200, Washington, D.C. 20001

To:

B. Jose Cede

Organization:

WASH Domestic Policy

FAX Number:

456-7739

From:

Jane Hickie, Executive Director

Sent

Date 6-22-93Number of Pages 2

____ Allison May
Assistant to the Executive
Director

____ Tricia Houston
Office Administrator

____ Amalia Bauzá
Assistant to the Office
Administrator

____ Arnita Hannon
Energy and Environment
Director

____ Bruce Lesley
Human Services Director

____ Elizabeth Pyke
Economic Development
Director

____ Scott DeFife
Director of Research

____ Terry Bleler
Texas Department of Health

____ Anthony Chapple
Texas Department of Human
Services

____ John Curtis
Energy and Environment
Legislative Analyst

____ Dixie Evatt
Texas Insurance Board

✓
____ Rachel Lewis
Human Services Legislative
Analyst

____ Elisa Lyles
General Land Office

____ Debra Law McKeown
Texas National Research
Laboratory Commission

____ Maureen McCoy
Texas Department of
Transportation

____ Ed Perez
Texas Department of
Commerce

____ Marlene Rodriguez
Staff Assistant

____ Chuck Russell
Texas Education Agency

____ Natalie Warner
Texas Department of Housing
and Community Affairs

____ Jesse Wicks
Texas Department of Criminal
Justice

Comments or instructions:

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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. fax	Rachel Lewis to Jose Cerda [Personally Identifiable Information] [partial] (1 page)	04/27/1993	b(6)

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b(9) Release would disclose geological or geophysical information
concerning wells [(b)(9) of the FOIA]

From: John Hatch at Governor's_2 6/21/93 4:40PM (432 bytes: 11 ln)
To: Rachel Lewis at State_Fed
Subject: SSN AND DOB

----- Message Contents -----

James Martin Willborn

DOB:

SSN: (b)(6)

Michael Douglas Scott

DOB:

SSN: (b)(6)

[002]

Here are their numbers. Give me a call if you need more information.

Jose -

these are the birthdays of the 2 men
for Friday's meeting.

Is Friday at 10am still good for you?

Rachel.

BELZ • BURROW

Retail Development

FEDERAL EXPRESS

June 7, 1993

Ms. Carol H. Rasco
Assistant to the President for Domestic Policy
The White House
1600 Pennsylvania Avenue, N.W.
Washington, D.C. 20500-2000

RE: Proposed Drug Treatment, Training, and Research Facility
Allen (Dallas), Texas

Dear Ms. Rasco:

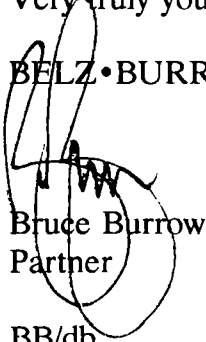
I have been discussing with Mark Middleton the proposed Substance Abuse, Treatment, Training, and Research Facility proposed for Texas.

In that regard, I have enclosed for your review, copies of the information provided to President Clinton. On Thursday morning, we will be meeting with the Justice Department relative to this project and would appreciate having the opportunity of visiting a few minutes with both Mark and yourself on Thursday afternoon.

I realize this is a very late date for this request, and I am both mindful and appreciative of the time constraints under which you much operate. Your consideration is great appreciated.

Very truly yours,

BELZ • BURROW


Bruce Burrow
Partner

BB/db

Enclosures

*- Locate this man
& let him know I
am locked.* JK

Fountain Square Office Park
2005 Highland Drive
Suite 1000
P.O. Box 974
Jonesboro, Arkansas 72403
(501) 932-1400
(501) 932-2314 Fax

*- Let Mark
M. know I am
unavailable.*

*- Forward stuff to
Joni Lyle.*

BELZ & BURROW

Retail Development

Fountain Square Office Park
2005 Highland Drive
Suite 1000
P.O. Box 974
Jonesboro, Arkansas 72403
(501) 932-1400
(501) 932-2314 Fax

FEDERAL EXPRESS

May 10, 1993

President Bill Clinton
The White House
1600 Pennsylvania Avenue
Washington, D.C. 20500-2000

RE: Texas Substance Abuse Treatment Concept

Dear President Clinton:

On December 21st, you held a Campaign Thank You Dinner at the Old Statehouse. At that gathering, Jack Belz mentioned to you our proposed project, a *Treatment, Training, and Research Center for Chemical Dependency*. As you might recall, we are working with the Texas Commission on Alcohol and Drug Abuse (TCADA) and the University of North Texas, School of Community Services (UNT). (A duplicate copy of Mr. Belz' correspondence and the feasibility study is enclosed as quick reference.) As you requested, this material was delivered to Mr. Eli Segal for evaluation.

My letter is prompted by the tremendous progress we have made on this project since that meeting and by the commitment you have made in dealing with the nation's drug problem by your appointment of the most capable Dr. Brown. The Dallas metroplex facility will be the first of its kind in the United States. I think you will find it most interesting, *that there does not now exist anywhere in this nation, a treatment, training, and research center for substance abuse*, even though well over 70% of the prison population is incarcerated because of drug related offenses.

We plan to be in Washington with the representatives from TCADA and UNT on June 9th, 10th, and 11th to visit with the various legislators to discuss this timely project. We are seeking your assistance in establishing meetings with Dr. Brown, Ms. Janet Reno/Mr. Webb Hubbell (Justice Department), Representative Charles Schumer (Subcommittee Chairman of the U.S. Drug Policy), and with the key members of your staff responsible for this crucial issue.

For the sake of brevity, I have attempted to outline in overview form, several program points we believe warrant the consideration we are seeking from your administration. In addition

May 10, 1993
President Bill Clinton

BELZ & BURROW

Page 2

to the treatment, training, and research components, the project affords your administration the opportunity to implement those programs now under consideration by the Justice Department, which include:

- The *comprehensive partnership* between the State of Texas and the Federal Government creates a "*pilot*" program designed to meet Texas' treatment needs setting forth a proposal for the Federal Government's participation.
- Review of *mandatory sentencing* with the *alternative treatment sentencing, a modeled program tailored for "case management" and "court supervision"*.
- The Dallas Metroplex area affords a central location for government participation and will become through the effort of TCADA and UNT, a *training institute for all levels of government*, including the federal level, individual state level, as well as city and county governments nationwide.
- The facility and "*pilot*" program that can be *in place in months rather than years*, allowing for immediate monitoring and feedback.
- This program will also allow for many other benefits, including the following:
 - A participation and resource opportunity for the "*insurance industry's healthcare providers*."
 - A "*monitored testing*" and "*after care*" resource center.
 - The development of a *jobs program* with participation of local employment partners.
 - In-roads into *education* with the development of school programs designed by UNT as a result of their "hands on" participation.
 - A forerunner to a possible "*national bed space program*".
 - A *cost effective needed resource* resulting from the partnership between the public and private sectors.

May 10, 1993
President Bill Clinton

BELZ • BURROW

Page 3

Mr. President, we are most appreciative of your interest and look forward to providing your staff with any additional information they may require to establish the proposed meetings.

Very truly yours,

BELZ • BURROW

Bruce Burrow
Partner

BB/db

Enclosures

cc: Ms. Janet Reno
Attorney General of the United States

Mr. Webster Hubbell
Assistant Attorney General of the United States (Nominee)

Dr. Lee P. Brown
Office of National Drug Control Policy

The Honorable Charles Schumer
United States Congressman

Mr. Jack A. Belz
Chairman of the Board
Belz Enterprises



Enterprises

530 Oak Court Drive, Suite 300
Memphis, Tennessee 38117

P.O. Box 171199
Memphis, Tennessee 38187-0199

901-762-4780

Real Estate
and Investments

December 21, 1992

President-Elect Bill Clinton
Governor's Mansion
Little Rock, Arkansas

Dear President-Elect Clinton:

Healthcare....Substance Abuse....Crime....all critical issues that you addressed during the campaign. Therefore, I hope you will not think it presumptuous of me to place in your hands the attached information regarding the first World Class Treatment, Training and Research Center for chemical dependency.

As you may know, the Texas voters recently approved the funding of a \$1.1 Billion building program to provide the Texas Department of Criminal Justice (TDCJ) with 25,000 additional beds. Since over 60% of the crimes are substance abuse related, Governor Ann Richards, with much foresight, has mandated that one-half of these beds be utilized for treatment of substance abuse.

This treatment program, the first of it's kind, is under the direction of Texas Commission on Alcohol and Drug Abuse (TCADA). TCADA has selected the University of North Texas to develop a comprehensive treatment-training program. The project overview is enclosed. We at Belz are proud to have funded this preliminary research.

We believe there exists an opportunity for both the private and public sector to join together in the development of this prototype facility. Our initial discussions with the healthcare providers regarding their possible involvement, has been met with a great deal of enthusiasm.

We solicit your support for this treatment and training concept and ask that the attached material be forwarded to those persons in your administration whom you have selected to address this most critical issue. We are available to meet at any time and would welcome having your people contact either Mr. John Dudas or myself at the above address or Mr. Bruce Burrow at our Arkansas office (501-932-1400).

We are excited about the opportunities your leadership brings to the country.

Very truly yours,

BELZ ENTERPRISES

Jack A. Belz
Chairman of the Board

JB/db



QUESTIONS? CALL 800-238-5355 TOLL FREE.

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3133M

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Date

6-7-93

RECIPIENT'S COPY

From (Your Name) Please Print

MR. BRUCE BURROW

Your Phone Number (Very Important)

(501) 932-1400

To (Recipient's Name) Please Print

MS. CAROL H. RASCO

Recipient's Phone Number (Very Important)

(202) 456-2216

Company

REALTY ASSOCIATES COS INC

Department/Floor No.

Company

Asst. to the President for Domestic Policy
THE WHITE HOUSE

Street Address

2005 E HIGHLAND DR STE 1000

Exact Street Address (We Cannot Deliver to P.O. Boxes or P.O. Zip Codes.)

1600 PENNSYLVANIA AVE., N.W.

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JUNESBORD

State

AR

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7 2 4 0 1

City

WASHINGTON

State

DC

ZIP Required

20500-2000

YOUR INTERNAL BILLING REFERENCE INFORMATION (optional) (First 24 characters will appear on invoice.)

Allen

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State

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52 ☐ FEDEX PAK*

13 ☐ FEDEX BOX

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14 ☐ FEDEX TUBE

54 ☐ FEDEX TUBE

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Dangerous Goods Shipper's Declaration not required

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