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By 5:00 Today
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6. Personal Security: Crime, Illegal Immigration, and Drugs

6. PERSONAL SECURITY: CRIME, ILLEGAL IMMIGRATION, AND DRUGS

"The first duty of any government is to try to keep its citizens safe, but clearly, too many Americans are not safe today. We no longer have the freedom from fear for all our citizens that is essential to security and prosperity."

President Bill Clinton, August 1993

The 1995 budget marks a new beginning in America's fight against crime, drugs, and illegal immigration. It holds the line on the growth of our Federal crime control bureaucracy and invests in the communities and the people most affected by crime and drugs. It proposes initiatives to put more police on our streets, provides innovative programs to prevent non-violent first time offenders from becoming hardened criminals, and attacks hard-core drug use directly and

with significant new treatment spending. The 1995 budget, together with the provisions and funding offered by the pending *Violent Crime Control and Law Enforcement Act*, will begin the shift in emphasis from a wholly Federal response to a response which empowers our States and communities to fight crime and drug abuse locally. Finally, the budget will significantly improve border security and will upgrade efforts to restrain illegal immigration.

→ INSERT & COMMITS THE RESOURCES
REQUIRED TO ENSURE THAT CONTROLLING CRIME
VIOLENT CRIMINALS + SERIOUS DRUG TRAFFICKERS SERVE STIFF
SENTENCES BEHIND
BARS.

The Administration's request to control crime in 1995 is \$—— billion, \$—— billion or — percent higher than 1994. As table 6-1 shows, the largest share of the proposed increases for controlling crime goes to assist State and local law enforcement.

Identifying A New Strategy

The President has often referred to the damaging effects of crime on our society. Our highest crime control priority must be violent crime, especially its appalling increase

Table 6-1. ASSISTANCE TO STATE AND LOCAL LAW ENFORCEMENT GROWS SIGNIFICANTLY

(Budget authority; dollar amounts in billions)

	1990 Actual	1992 Actual	1994 Enacted	1995 Proposed	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Law Enforcement	5.2	7.1	7.1	7.3	+0.1	+2%
Litigative and Judicial	3.8	4.8	5.1	5.6	+0.5	+11%
Corrections	2.6	1.9	2.2	2.6	+0.4	+17%
State and Local Assistance	0.8	0.8	0.7	2.8	+2.1	+304%
Total Fighting Crime	12.4	14.6	15.1	18.3	+3.2	+21%

TO HAVE REMAINED STABLE IN RECENT YEARS, THE NUMBER OF VIOLENT CRIMES + MURDERS REPORTED HAVE REACHED INTOLERABLE LEVELS.
THE BUDGET FOR FISCAL YEAR 1995

among our youth. It is a tragedy both for its victims and its perpetrators.

The Federal Government has traditionally responded to a growing public awareness of violent crime by expanding its law enforcement role. But, even our expanded Federal law enforcement infrastructure must be put in perspective. Federal spending accounts for only about 10 percent of all law enforcement resources. It is State and local governments that have always played the central role in controlling crime. Throughout our history, homicide, robbery, rape, and other crimes of violence have been addressed principally at the local level.

There are, however, crime control functions that should be performed by the Federal Government. Federal law enforcement agencies are required to enforce laws that are peculiarly within Federal jurisdiction, such as forgery and espionage; are best positioned to encourage cooperation among State and local governments; and can act cooperatively with foreign governments to curb the spread of drug-related and organized crime.

The Federal Government is best able to collect national crime statistics and disseminate crime control information. Federal resources help to develop and promote new technologies to improve law enforcement. Federal crime data bases, fingerprint facilities, DNA testing laboratories, and other technical and training facilities serve local law enforcement, as well as Federal needs.

Most importantly, only the Federal Government can articulate a national strategy for controlling crime—a strategy that recognizes that most crime fighting is done at the local level and puts resources in the hands of local law enforcement.

Where We Are in the Fight Against Crime

The Federal Government uses two types of data to track the level of violence in our society: a compilation of crime information reported to police and surveys asking the public whether they have been victims of particular types of crime. When compared, these data suggest that while the rates of homicide, aggravated assault, robbery, and rape per 100,000 residents appear not to

~~have increased over the last twenty years, there has been a sharp increase in the willingness of victims to report aggravated assault and rape to authorities.~~

Chart 6-1 compares the per capita rates for homicides with per capita growth in Federal, State, and local national spending for police, jails, and prisons. While real spending has increased four times in constant dollars, the rate of violent crime has remained at roughly historical levels. This suggests that we need to consider new strategies to reduce violent crime that will improve the effectiveness of these resources. *has remained stable*

While the overall rate of violent crime in American society ~~may not have increased substantially~~ over the past ~~twenty~~ *few* years, its nature has changed. It has become increasingly concentrated among youth, particularly young males. Between 1971 and 1991, the percentage of homicide victims between the ages of 15 and 24 rose by 24 percent, while the rate of homicide committed by young men, ages 14 to 17, more than doubled.

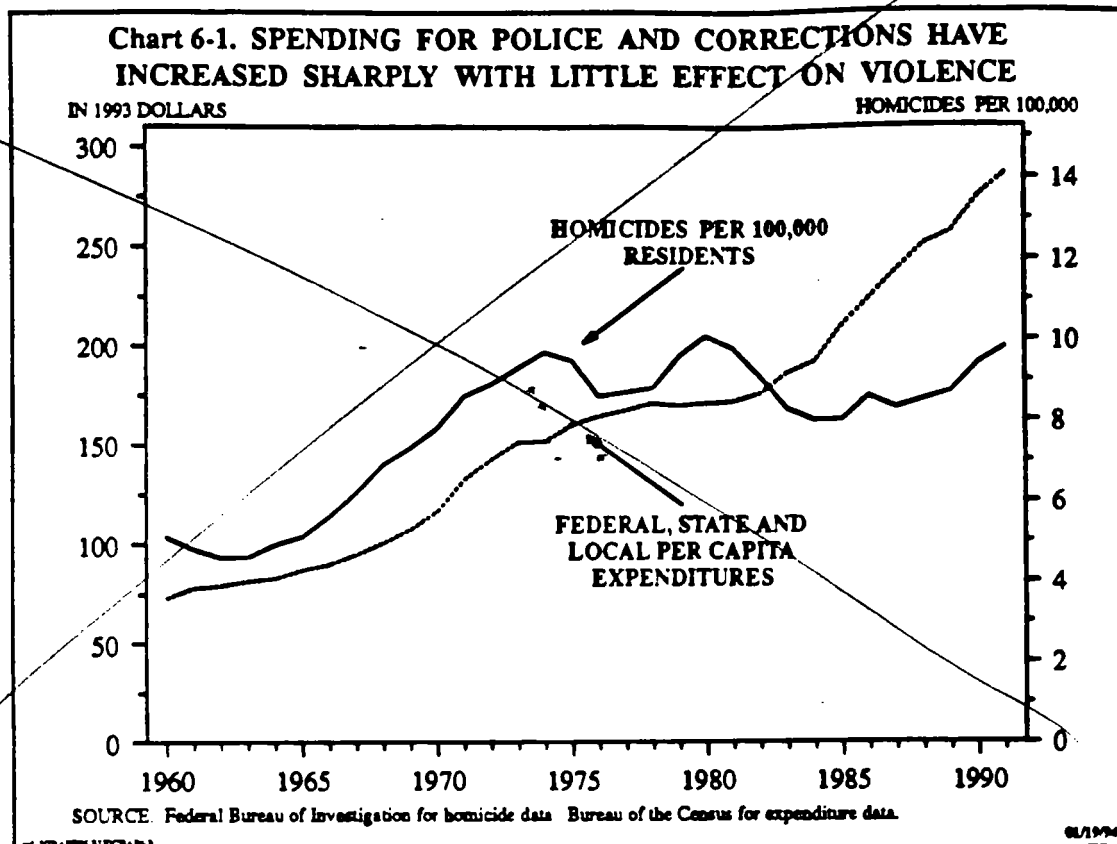
Violence has become especially tragic for young African-American males. Between 1985 and 1990, the likelihood of a black male, between the ages of 20 and 24, being killed almost doubled. For black males, ages 15 through 19, it more than doubled. Virtually all of the increase in homicides for these age groups was attributable to firearms.

Growth in Federal Prison Population

~~For decades, Federal and State governments have responded to violent crime with increasingly punitive measures. The level of resources devoted to our Federal prison system reflects our reliance on incarceration in past violent crime strategies. The Federal prison system will grow an estimated 7,000 inmates in each of the next five years. To address growth in the past, Federal prison resources were increased from \$0.6 billion in 1986 to over \$2.2 billion in 1994. This growth of the Federal prison population is due to a several factors:~~

- Federal sentencing guidelines have increased the average time served, from 16 months in 1987 to 22 months in 1993, an increase of over 33 percent. Mandatory

This should be replaced by a discussion on meeting our prison needs. (PARTICULARLY FOR VIOLENT OFFENDERS + SERIOUS DRUG TRAFFICKERS)



Do we really want this chart?

minimum sentencing is also a major factor in prison population growth.

- Federal criminal jurisdiction has expanded into criminal activity that traditionally fell to State and local governments. For example, Congress recently made "car jacking" a Federal offense.

The 1995 budget requests \$2.6 billion for the Federal Bureau of Prisons, an increase of almost \$400 million, or 17 percent over 1994. The cost of incarceration is one of the most expensive components of law enforcement. If we ignore the ramifications of expanding mandatory minimum sentences and continue to add new Federal crimes, ever greater prison resources will be required. We need a comprehensive review of Federal incarceration policies and practices prior to the imposition of additional minimum mandatory sentences or strengthened sentencing guidelines.

The Administration's strategy for controlling violent crime takes a new direction by focusing on the need to put Federal resources to work supporting local law enforcement, rather than by simply expanding Federal involvement in local crime fighting.

As shown in Table 6-1, Federal crime control spending will grow by \$— billion, or — percent, from 1994 to 1995. Not only is this increase greater than the growth rate of prior years, but it also reflects a new direction. In previous years, almost all budget increases were for Federal law enforcement agencies, e.g., the FBI, U.S. Attorneys, and the Bureau of Prisons. While these bureaus will receive funding increases in 1995, the preponderance of 1995 increases will be for grants to States and localities. This will help State and local criminal justice systems perform their function as the primary agents of law enforcement.

Controlling Violent Crime—A New Direction

Chart 6-2. 1995 BUDGET REFLECTS A NEW DIRECTION IN FEDERAL CRIME FIGHTING

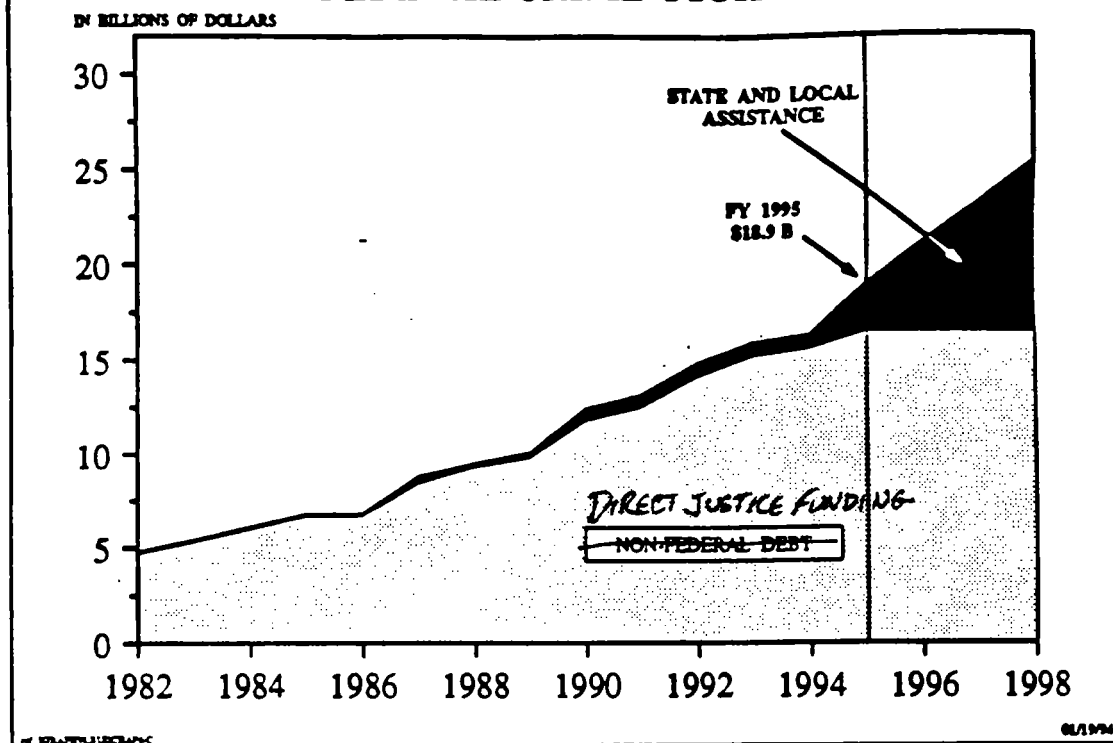


Table 6-2. MAJOR CRIME CONTROL INITIATIVES

(Budget authority in millions of dollars)

100,000 New Police	1,720
Criminal Records Upgrade (Brady Bill)	100
Juvenile Crime Prevention	69
Total	1,889

Adding 100,000 New Police Officers

One of the cornerstones of the President's program to combat crime, particularly violent crime in our urban communities, is increasing the number of police officers on our streets. For 1995, \$1.7 billion in new funding is requested to provide State and local grants to hire at least 50,000 officers. These matching grants will assist States and localities in establishing community policing programs across the Nation. A total of \$6 billion more will be provided for 1996-1999 to

ensure that ~~as many as~~ ^{AS MANY AS} 100,000 police officers are added to the State and local police rolls. This program will ultimately increase the number of community police officers by over 15 percent

The 1995 budget proposes to eliminate the formula portions of Byrne law enforcement grant program. While saving over \$300 million, this funding will be replaced in large part by the President's new community policing initiative and a large number of new grant programs supporting State and local

law enforcement authorized by the pending House and Senate passed crime bills. Also, the budget proposes an increase of \$50 million for the discretionary portion of the Byrne grant program, effectively doubling those projects targeting specific needs.

Implementing the Brady Handgun Violence Prevention Act

The recently enacted Brady Handgun Violence Prevention Act requires a five day waiting period for the purchase of a handgun and a criminal records check of potential purchasers. This Act will make America's neighborhoods safer by limiting access to guns for felons and psychologically disturbed individuals unable to use handguns responsibly. The 1995 budget provides \$100 million for grants to States to improve their criminal records identification systems to facilitate records checks and fund the FBI's national instant record check system. Within a few years, this system will allow the immediate processing of criminal records information.

Upgrading Gun Licensing Procedures

The Administration is taking steps to ensure compliance with gun dealer licensing requirements. The 1995 budget includes nearly \$6 million to fund a number of new initiatives to ensure that the President's commitment is realized. First, over \$2 million is requested for the Bureau of Alcohol, Tobacco and Firearms (BATF) to obtain more information from dealer license applicants, including fingerprints and photographic identification. This information will help ensure that only authorized gun dealers will receive licenses. Second, over \$2 million is requested to automate multiple handgun sales reports and to enhance firearms enforcement databases. These steps will increase BATF's ability to access additional databases to trace firearms used in the commission of crimes. Third, over \$1 million is requested to automate the records of gun dealers who have gone out of business, thereby expediting the tracing of firearms used in illegal activities.

In addition, the Administration will address the proliferation of Federally licensed gun dealers. Currently, there are over 280,000 gun dealers paying a license fee of \$66 a year, even though it costs the taxpayer

about \$600 a year per to award a license. Before the President signed the Brady Handgun Violence Prevention Act, a license had cost only \$10 a year. The budget requests that the licensing fee for Federal firearms dealers be increased to \$600 annually. This increase could eliminate up to 200,000 gun dealers and end the taxpayer subsidization of the gun business.

Improving Law Enforcement Technology

The 1995 budget requests \$93 million to support the FBI's Integrated Automated Fingerprint Identification System (IAFIS). IAFIS will be a rapid response, paperless system that will receive and process electronic fingerprint images, criminal histories, and related data on convicted felons. The system will be a major new component of our national law enforcement information system. This system, coupled with the FBI's DNA identification program and improved wiretap technology, will provide the nation's law enforcement community with the most effective law enforcement technology available.

Targeting Juvenile Crime Through Prevention Strategies

Serious and violent juvenile crime increased sharply during the last decade. In response, the 1995 budget proposes \$172 million in grants to aid in the prevention and reduction of juvenile crime and the treatment of youthful offenders. This request is \$69 million above 1994 levels and builds upon strategies to strengthen the family, support core community institutions in their work with youth, emphasize the prevention of delinquency and gang-related activity, and control violent youth.

Passing Effective Crime Control Legislation

Several important crime control initiatives are funded contingent upon enactment of a strong crime bill, such as that passed by the Senate. During the past year, the Administration has worked with the Congress to develop a comprehensive crime bill that will provide much needed relief in the fight against crime. The Senate bill includes a number of initiatives strongly supported by the Administration, including grants for community policing, boot camps and drug courts

for youthful and non-violent offenders, and drug treatment in prisons and jails. The Administration also supports the ban on semi-automatic firearms, limitations on access to handguns by juveniles, and the creation of a fund, derived from savings generated from a Federal workforce reduction, to pay for eligible crime control initiatives. The Administration will continue to work for the earliest possible passage of a crime bill.

The Administration is specifically requesting that the fund support the community policing

initiative to put 100,000 new police officers on the street, the criminal records upgrade program proposed in the Brady Bill, and several of the immigration control initiatives described below. Allocation of the remaining spending from the Fund will await final Congressional action on crime legislation. Other types of activities that will be supported by the Administration include programs like "boot camps" and "drug courts", which are discussed below.

Table 6-3. LAW ENFORCEMENT SPENDING BY AGENCY

(Budget authority; dollar amounts in billions)

	1990 Actual	1992 Actual	1994 Enacted	1995 Proposed	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Bureau of Prisons	2.6	1.9	2.2	2.6	+0.4	+17%
Drug Enforcement Administration	0.5	0.7	0.7	0.7	-0.0	-2%
Federal Bureau of Investigation	1.7	1.9	2.0	2.1	+0.1	+5%
Immigration and Naturalization Service	0.8	1.0	1.1	1.1	+0.1	+9%
General Legal Activities	0.3	0.4	0.4	0.4	+0.0	+6%
U.S. Attorneys	0.5	0.8	0.8	0.8	+0.0	+1%
Crime Control Fund	0.0	0.0	0.0	2.4	+2.4	N/A
Other Justice Law Enforcement	2.1	2.3	2.1	1.8	-0.3	-12%
U.S. Customs	1.6	1.5	1.5	1.5	+0.0	+1%
Bureau of Alcohol, Tobacco, and Firearms ..	0.3	0.4	0.4	0.4	+0.0	+2%
Other Treasury Law Enforcement	0.2	0.2	0.3	0.2	-0.1	-43%
Judiciary	2.0	2.4	2.6	2.9	+0.3	+13%
All Other	0.8	1.2	1.1	1.3	+0.2	+13%
Total Crime Control	13.5	14.6	15.1	18.3	+3.2	+21%

BORDER SECURITY AND ILLEGAL IMMIGRATION: IMPLEMENTING COMPREHENSIVE IMMIGRATION REFORM

Illegal immigration is a continuing problem which threatens this country's immigrant traditions and reduces the ability of State and local governments to provide quality human services. The public has lost confidence in the Federal Government's ability to handle this problem. The Federal role for controlling the borders is clear and it is imperative that the Federal Government take this responsibility seriously. In order to maintain fiscal and economic security, and turn the rising tide of negative sentiment against all immi-

grants, the Federal Government must take aggressive measures to secure the border and curb illegal immigration.

This Administration pledges to continue its leadership in finding solutions to this important and controversial problem. The President's goal for reforming the immigration system is straightforward. We must rebuild and revitalize the Immigration and Naturalization Service (INS), the agency which

has primary responsibility for immigration control.

The 1995 budget proposes \$2.1 billion for the INS. This represents a 22 percent increase over its 1994 level. It includes an investment of \$327 million for critical immigration control programs. The total Administration's 1995 Border Security initiative is \$368 million, of which \$41 million is for other Justice bureaus to support INS activities.

Pressing Immigration Problems—The President's Border Security Plan

Approximately 3.2 million undocumented persons currently live in our communities. INS estimates that 300,000 more illegal aliens slip through our border or overstay their visas annually. The majority of the illegal migrants enter through the Southwest border.

Past attempts to curb illegal immigration have had limited success. The Immigration Reform and Control Act of 1986 (IRCA) was intended to reduce the attraction of employment in this Nation for illegal migrants. The Act also authorized substantial increases in Border Patrol strength to physically prevent unauthorized entry. However, these and other well-intentioned enforcement measures have not been forcefully implemented. In large part, INS has lacked the leadership and resources to fulfill its missions.

The President has a comprehensive plan which will "re-invent" the INS so that it can solve its problems and produce visible and measurable results. This summer, the

President sought new authority to control illegal immigration. He asked for and received:

- \$45 million and up to 600 agents to deter illegal entry across the border;
- \$45 million to fully upgrade visa processing technology to exclude terrorists and other ineligible aliens;

The President also proposed:

- legislation to expeditiously exclude and deport fraudulent asylum seekers who attempt illegal entry through air, sea and land ports; and
- legislation to toughen criminal penalties against aliens smugglers.

For 1995, the President proposes \$368 million in new spending for this Border Security initiative, \$300 million of which will be funded from authorizations in the pending Crime bill.

Increasing Border Controls

The border control initiative requires \$181 million to strengthen our ability to apprehend and return illegal aliens to their country of origin. This prevention strategy emphasizes the efforts of the Border Patrol, including measures similar to Special Operation in El Paso. More agents will provide a visible presence at high-risk border areas to deter illegal entry. This initiative also contains a significant technology enhancement which will enable most of the INS programs to analyze intelligence, dismantle alien smuggling operations, and to reduce illegal immigration generally. With the proper combination

Table 6-4. MORE SPENDING REQUESTED TO COUNTER ILLEGAL IMMIGRATION

(Budget authority; dollar amounts in billions)

	1990 Actual	1992 Actual	1994 Enacted	1995 Proposed	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Border Security:						
Immigration and Naturalization Service	1.1	1.5	1.7	2.1	+0.4	+22%
Other Justice	0.1	0.1	0.1	0.1	+0.0	+0%
Total Border Security	1.2	1.6	1.8	2.2	+0.4	+21%

**Table 6-5. INITIATIVES IN THE PRESIDENT'S
BORDER SECURITY PLAN**

(Budget authority in millions of dollars)

Border Control	181
Expedited Deportation (for criminal aliens)	55
Expedited Deportation (for those denied asylum)	64
Increased Enforcement (employer sanctions)	38
Promote Naturalization (for eligible aliens)	30
Total	368

of sophisticated technology and people, INS should be able to substantially reduce illegal entry and regulate border admissions fairly and efficiently.

As another part of this initiative, significant resources will be devoted to upgrading the capability of INS to communicate electronically with the State Department and other Government agencies so that it can control admissions at ports of entry more effectively. In addition, with implementation of the Administration's plan to improve management coordination between INS and the Customs Service, a National Performance Review recommendation, we can more effectively reduce illegal alien and drug entries.

Deporting Criminal Aliens

Foreign born nationals represent approximately 11 percent of the inmate population in the five largest immigration-impacted states and 25 percent of the Federal inmate population. Those foreign born non-resident aliens who have committed aggravated felonies are subject to deportation. However, many illegal immigrants who are convicted felons are released into local communities. This problem is intolerable and the Administration is committed to removing these deportable criminal aliens as expeditiously as possible. This budget includes \$55 million to enable INS to deport up to 20,000 more criminal aliens annually once fully operational.

Reforming Asylum and Deporting Fraudulent Applicants

The 1995 budget requests \$64 million to implement the President's pledge to reform the asylum system. This proposal will com-

plement the Justice Department's efforts to streamline asylum procedures. It will more than double the capability of asylum officers, immigration judges and litigation attorneys to handle the 300,000 backlogged cases and the 140,000 new annual cases. The current, overwhelmed asylum system has no prospects for adjudicating these cases in a timely fashion. As a result, virtually anyone who applies for asylum receives work authorization, while the case is pending adjudication. The asylum system is increasingly vulnerable to abuse by ineligible applicants. Enactment of the Administration's reform proposal will permit deportation of those fraudulent applicants whose cases are adjudicated and finally denied.

Implementing Employer Sanctions and Anti-Discrimination Laws

The budget proposes \$38 million to enforce the employer sanctions and anti-discrimination provisions of existing law. This is almost double what is currently spent on this activity. Sanctions will discourage the illegal employment of undocumented aliens, thus reducing the U.S. employment "magnet" effect. The INS will increase investigation and prosecution of fraudulent document vendors who undermine the effectiveness of employer sanctions. The INS will conduct a national campaign to investigate industries that have been the worst violators of the sanctions law. In addition, the budget provides resources to streamline the employment document verification process.

Yet, we must be sensitive to the civil rights of employees. Reducing discrimination against legal aliens and protecting their rights

are integral parts of this initiative. Resources will be available to provide grants to community based organization for anti-discrimination education. In addition, the Office of Special Counsel for Immigration-Related Unfair Employment Practices will expand its efforts to prosecute those employers who discriminate against "foreign-sounding" and "foreign looking" individuals in the hiring process.

Promoting Naturalization Benefits

Finally, the President's comprehensive plan calls for \$30 million to increase the naturalization of eligible immigrants. The majority of immigrants do not naturalize when eligible. Within the next several years, about 3 million people will become eligible for citizenship. There are potentially 5 million other legal aliens who immigrated to the United States since 1965 who have not taken advantage

of naturalization benefits. This initiative will bolster the integration of newcomers into society and help counteract anti-immigrant sentiment. With these new resources, INS will ensure that the naturalization benefits are provided correctly, courteously and compassionately to all persons eligible. Furthermore, the INS will distribute grants for the first time to community-based and education organizations to assist applicants in completing the applications, to instruct them in civics and language proficiencies, and to conduct certified testing on INS' behalf.

These investments in the immigration system will increase the security of our borders against the detrimental effects of illegal immigration. This 1995 budget is an important step forward in the President's efforts to pursue an aggressive and comprehensive immigration control program.

DRUG ABUSE CONTROL

The cost of substance abuse in America is staggering, not only in economic, but also in human terms. It destroys the lives and futures of thousands of Americans, breeds crime and corruption worldwide, facilitates the spread of AIDS and other deadly diseases. It also costs our economy an estimated \$146 billion in direct costs and lost productivity each year.¹ The Nation's fight to eliminate drugs focuses on two areas: reducing demand for drugs by providing treatment and prevention services to the users and potential users of drugs; and reducing the supply of available drugs through domestic law enforcement, border enforcement, and international cooperation.

The Administration's National Drug Control Strategy provides the details of how this Nation can respond to the imperative of reducing illicit drug use in America. The Strategy's demand reduction formula is straight forward: reduce drug use by focusing on eliminating hard-core drug use; rebuild

communities ravished by drug use and drug-related crime; and deliver a consistent and continuing prevention message to our youth both in and out of schools. The strategy's approach to supply reduction is to increase community police presence, focus Federal law enforcement efforts on large drug trafficking organizations, and provide assistance to fight drugs in source countries.

The Administration's 1995 drug control budget requests \$13.4 billion, or \$1.4 billion (+11 percent) more than in 1994. This budget departs from former spending plans by placing new emphasis on drug treatment and prevention programs. ~~This budget maintains the growth of most drug law enforcement spending and reduces it for other selected drug supply reduction programs.~~ Chart 6-3 shows the relationships of selected categories of drug control funding. By emphasizing growth of treatment and prevention programs, the 1995 drug budget defines a new role for the Federal Government and significantly changes how we, as a nation, deal with illicit drug use.

Improving and Targeting Drug Treatment

The 1995 drug control budget requests over \$2.9 billion to treat drug abuse, an

¹Center on Addiction and Substance Abuse (CASA) Study. CASA estimates that tobacco, alcohol, and illegal drugs is responsible for one out of five dollars Medicaid spends on hospital care. According to CASA, substance abuse will be responsible for more the \$7.4 billion in Medicaid inpatient costs in Fiscal Year 1994. (Source: Jeffrey Merrill, et al., "The Cost of Substance Abuse to America's Health Care System."

WHILE KEEPING MOST DRUG LAW ENFORCEMENT SPENDING CONSTANT.

keeps drug

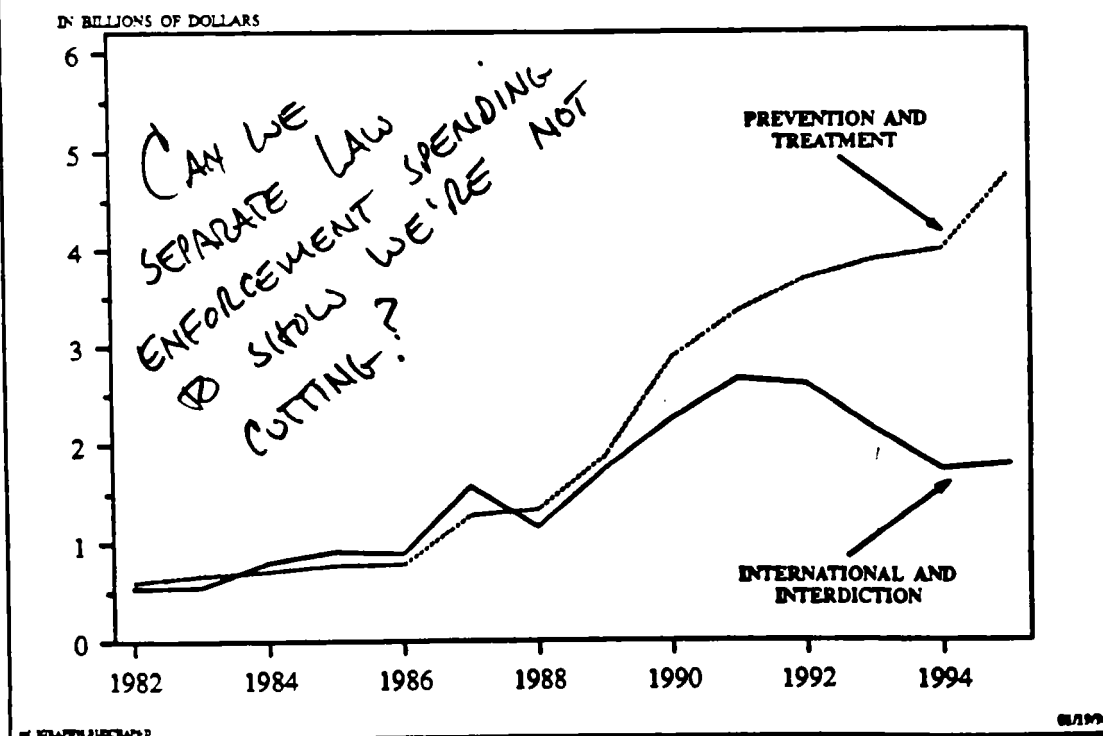
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Table 6-6. TREATMENT AND PREVENTION SPENDING SHOW GREATEST GROWTH

(Budget authority; dollar amounts in billions)

	1990 Actual	1992 Actual	1994 Enacted	1995 Proposed	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Treatment	1.6	2.3	2.5	2.9	+0.4	+16%
Prevention and Education	1.2	1.5	1.6	2.0	+0.5	+30%
Criminal Justice	4.2	5.6	5.7	6.0	+0.2	+4%
Interdiction	1.8	1.5	1.3	1.2	-0.1	-10%
International	0.5	0.5	0.4	0.4	+0.1	+20%
Intelligence and Research	0.4	0.6	0.7	0.7	+0.0	+4%
Total Fighting Drug Abuse	9.7	12.1	12.1	13.2	+1.1	+9%
Supply Reduction	6.6	7.9	7.6	7.8	+0.2	+2%
Demand Reduction	3.2	4.4	4.5	5.4	+0.9	+20%
	67.6%	65.5%	62.8%	59.0%		
	32.4%	36.6%	37.6%	41.3%		

Chart 6-3. DEMAND PROGRAMS CONTINUE TO GROW WHILE OTHER PROGRAMS ARE REDUCED



**Table 6-7. MAJOR INITIATIVES IN THE
NATIONAL DRUG CONTROL STRATEGY**

(Budget authority in millions of dollars)

Hard-Core Drug Treatment	355
Safe and Drug Free Schools	199
Community Policing	568
Total	1,123

increase of \$0.4 billion, or 18 percent over 1994. It is estimated that the nation's capacity to treat addicts will be approximately 1.4 million individuals in 1994. Investing in treatment makes good public policy and good economic sense, as well. Of the approximate one million persons infected with HIV, over one third were infected as a result of injection drug use, at a cost of \$85-150 thousand per patient for medical services.³ When compared with an average cost of treating drug users of \$5-12 thousand per patient, drug treatment can be significantly more cost effective. By every standard, it is far cheaper to treat drug users and return them to a productive life than to pay for the health and crime expense resulting from their drug abuse. The Administration is requesting funding for several initiatives for expanding treatment:

- **Targeting the Hard-Core User.** The budget requests \$355 million for new grants to treat hard core drug users. A total of \$310 million in new Health and Human Services treatment grants will be augmented with \$45 million from the Director of the Office of National Drug Control Policy's Special Forfeiture Fund. These funds will go to those most in need and the hardest to reach. While treating this population presents serious difficulties, no comprehensive effort to fight drug abuse can succeed without reaching those who are costliest to society, have suffered the longest, and are the hardest to cure.
- **Treating Incarcerated Addicts.** Over 200,000 drug addicts enter U.S. correc-

tional facilities each year. Many of these addicts are released without receiving drug treatment. Nearly 80 percent of those leaving such institutions become repeat offenders and return to the prison system. This revolving door can be shut down, in part, through in-prison programs to treat prisoners before release and providing transitional treatment services after release. To this end, the Bureau of Prisons will spend \$22 million for prison treatment programs, and the Department of Health and Human Services grants for jail-based treatment programs will provide \$39 million for such programs. Jail-based programs have proven particularly useful in motivating prisoner involvement in treatment by separating them from the general population at the same time offering treatment, counseling, and early release options. The General Accounting Office reports that rearrest rates for these participants are significantly lower than for the general prisoner population.³

DEMANDING THAT Providing Help For Non-Violent Drug Offenders BE TREATED

The pending Violent Crime Control and Enforcement Act of 1993 is likely to authorize promising innovative programs which offer solutions to aid nonviolent youthful drug offenders. If authorized, such programs as the following will be supported:

- **Boot Camps For Youthful Offenders.** "Boot Camps" have demonstrated that they can work for a select group of non-violent offenders. Such programs offer rigorous discipline, physical conditioning, job training, and education. Typical jail sen-

³ Department of Health and Human Services. *Surgeon General's Report to the American Public on HIV Infection and AIDS* (Washington, D.C.: GPO), 1993.

³ GAO Report XX-XXX Jail Based Treatment Programs.

tences for drug offenders average 5 years, while successful participants often leave boot camps after six months.

- **Drug Courts Provide A Treatment Alternative To Incarceration.** "Drug courts" offer an alternative to costly litigation and incarceration of non-violent drug offenders. They provide treatment, testing, and counseling services for arrestees in lieu of trial and incarceration. Participants who comply with court mandates and pass periodic drug tests avoid a trial and incarceration, as well as save courts and penal systems significant time and expense. ~~THOSE WHO DON'T RETURN TO SERVE THEIR SENTENCES~~

The 1995 drug control budget provides \$1.9 billion for drug prevention programs, an increase of \$0.4 billion over 1994. Prevention programs have proven successful in reducing casual drug use, but recent High School Survey statistics suggest that continued efforts are needed.⁴

- **Community Policing Related Prevention.** Approximately \$285 million of the 1995 community policing initiative described earlier is attributed to drug abuse prevention. Community law enforcement efforts that place "cops on the streets" ~~also place police in the schools through programs like Drug Abuse Resistance Education (DARE) in our schools.~~ These programs, ~~together with the deterrent value of a highly visible police presence on our city streets,~~ will increase public awareness, ~~reduce drug sales,~~ improve community pride, and foster local involvement.

- **Safe and Drug Free Schools.** The 1995 drug budget requests \$676 million, or \$208 million more over 1994, for grants to States for programs supporting the prevention of drug-related crime and violence in our schools as well as comprehensive drug prevention and services for school children. These programs are the foundation of our Nation's drug prevention effort. They provide teacher training and curriculum development that allows for the inte-

⁴The Monitoring The Future (MTF) Survey shows an increase in drug use. The MTF Survey found that illicit drug use is up with Marijuana, stimulants, inhalants, and hallucinogens presenting the largest increase.

gration of drug resistance training into school life; student assistance programs that offer drug-free activities; and security services to address drug-related security problems.

Changing Direction of Drug Law Enforcement

The 1995 drug control budget request for domestic drug law enforcement is \$6.4 billion, an increase of \$534 million, or 9 percent over 1994. It ~~holds the line on Federal growth by keeping spending for drug law enforcement activities, such as Federal investigations and prosecutions, at levels essentially flat since 1990. The bulk of spending growth is for increases in corrections costs and new grants to States and localities.~~ **RESOURCES FOR**

The drug law enforcement budget reflects a change in emphasis from a growing Federal presence towards a policy centered on community based enforcement. This policy defines the Federal role in terms of providing leadership and training, fostering inter-governmental cooperation, and providing incentives to States and localities to adopt innovative drug control methods.

- **Community Policing Related Drug Law Enforcement.** An additional \$285 million is attributed to the community policing initiative. The presence of new police officers on the streets of high crime and drug areas should significantly deter street drug crime. ~~IT CAN HELP SOLVE LONG-TERM DRUG CRIME PROBLEM~~
- **High Intensity Drug Trafficking Areas (HIDTA).** The 1995 drug control budget requests \$98 million, an increase of \$12 million, or 15 percent over 1994, for the HIDTA program. This reflects the addition of the Baltimore/Washington Metropolitan area to the list of HDTAs, bringing the total to six. These areas receive resources specifically targeted to dismantling large drug trafficking organizations and the reduction of hard-core drug use as one of the HIDTA operating objectives.

Controlling The Flow of Drugs

The 1995 drug control budget requests \$1.3 billion, \$51 million less, or 3 percent below 1994, for drug interdiction efforts. This savings results from a shift in emphasis

KEEPS SPENDING ON FEDERAL LAW ENFORCEMENT CONSTANT

CAN HELP TO REDUCE BOTH THE SUPPLY & DEMAND FOR ILLEGAL DRUGS; THEY CAN HELP CLOSE DOWN OPEN-AIR DRUG MARKETS, WHILE ALSO HELPING TO IDENTIFY HARD-CORE DRUG USERS IN NEED OF TREATMENT.

from counter-drug operations in the transit zones to host country operations and a consolidation of intelligence gathering facilities.

Since 1993, spending for drug interdiction has declined by almost \$300 million, reflecting the growing realization that the best long term solution to reducing the flow of drugs across our borders is to reduce the demand for drugs within our borders.

Care has been taken to ensure that our capabilities remain available should cultivation, production, or trafficker activity require a change in our level of response. Savings have resulted from proposing the consolidation of certain Customs/Coast Guard intelligence and Department of Defense interdiction command and control facilities, and from reducing the number of ship steaming and aircraft flying hours. Better use of intelligence and the shifting surveillance emphasis away from the vast transit zones has enabled the Coast Guard to reduce patrolling, and the Customs Service to reduce the size of its air and marine assets.

Improving International Cooperation.

The 1995 budget requests \$469 million, an increase of \$98 million, or 15 percent, more than in 1994 for international programs. This level of support is consistent with the Administration's decision to shift emphasis from interdiction efforts in the transit zones to assisting host countries. Assistance programs provide support for conducting law enforcement activities, building judicial and other necessary institutions, and creating an economic and social environment that supports alternatives to drug cultivation and trafficking.

The cocaine cartels of South America have the capacity to produce 1,000 metric tons of cocaine annually—virtually the entire world's supply. Their wealth fuels corruption that threatens the existence of democratic institutions throughout the region. International drug control efforts, funded by the Department of State and supported by in-country anti-drug operations, provide law enforcement training and economic assistance to foreign governments in efforts to resist the influence of drug trafficking cartels.

National Security goes here

January 12, 1994

MEMORANDUM FOR DISTRIBUTION

FROM:

KEN SCHWARTZ ^{CS}

SUBJECT:

Crime and Drugs Budget Chapter

Attached for your review and comment is our first draft of the budget chapter, Personal Security: Fighting Crime and Drugs. We are particularly interested in staff recommendations about how to make the document shorter and perhaps more concise.

Please mark up the draft and return your comments to Jim Duke, Room 9202, by COB, Thursday, January 13, 1994.

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6. Personal Security: Fighting Crime and Drugs

Introduction

"The first duty of any government is to try to keep its citizens safe, but clearly, too many Americans are not safe today. We no longer have the freedom from fear for all our citizens that is essential to security and prosperity."

President William J. Clinton, August 1993.

The Federal response to the growth of crime in America has traditionally been the enactment of stronger laws, increases to a growing law enforcement infrastructure, and the incarceration of perpetrators for increasing periods of time. Despite strong laws and an investment in law enforcement, our Nation is still plagued by crime, especially violent, gun-related crime. Drug-related crime is at the very heart of the growth of violent crime, and many believe that the key to controlling crime is the control of illicit drug use.

The 1995 budget marks a new beginning in how America will fight crime and drugs. It holds the line on the growth of our Federal crime control bureaucracy and invests in the communities and the people most affected by crime and drugs. It proposes initiatives to put more police on our streets, provide innovative programs to prevent non-violent first time offenders from becoming hardened criminals, and attacks hard-core drug use directly and with significant new treatment spending. The 1995 budget, together with the provisions and funding offered by the pending Violent Crime Control and Law Enforcement Act of 1993, will begin the shift in emphasis from a wholly Federal response to a response which empowers our States and communities to better fight crime and drug abuse locally.

Controlling Crime

[INSERT TABLE 6.1]
Controlling Crime

The Administration's request to control crime in 1995 is \$___ billion, over \$___ billion or ___% higher than 1994. (See Table X-1). As chart 6.1 shows, nearly all of the proposed increases for controlling crime go to assist State and local law enforcement.

Identifying A New Strategy

The President often has referred to the damaging effects of crime on our society. Our highest crime control priority must be

violent crime, especially the appalling increase in violence among our youth. It is a tragedy both for the young victims and for the perpetrators of violent acts.

The Federal government has played an increasingly prominent role in the battle against crime. While the importance of Federal activities cannot be understated, they must be understood in the overall context of law enforcement at all levels of government. The Federal spending accounts for about 10% of all law enforcement resources. State and local governments always have played the central role in controlling crime. Throughout our history, homicide, robbery, rape, and other crimes of violence have been primarily battled at the local level. There are however, crime control functions best performed by the Federal government. It must enforce laws relating to matters peculiarly within Federal jurisdiction, such as forgery and espionage; is best positioned to encourage cooperation among State and local governments; and can act cooperatively with foreign governments to curb the spread of drugs and organized crime.

The Federal government is best able to follow national crime trends and to gather and share crime control information. With its centralized resources, the Government can develop and promote more effective methods of law enforcement. Federal facilities such as crime data bases, fingerprint facilities, DNA testing, and other technical and training facilities serve local law enforcement, as well as Federal needs.

Most importantly, only the Federal government can articulate a national agenda for controlling crime.

Where We Are in the Fight Against Crime.

The Federal Government has two sources of data about the level of violence in our society: a compilation of crimes reported to police at all levels of government; and surveys asking members of public directly whether they have been victims of particular types of crime. In general, the rates of homicide, aggravated assault and rape per 100,000 residents do not appear to have increased over the last twenty years, although there has been a sharp increase in the willingness of victims to report aggravated assault and rape to authorities.

Chart 6.1 below shows the per capita growth in Federal, State, and local national spending for police, jails and prisons. While real spending increased over four times in constant dollars, the rate of violent crime has remained at historically high levels. This suggests that we need to consider new strategies to reduce violent crime that will improve the effectiveness of these resources.

[Insert Chart 6-1]
Per Capita Expenditures

While the overall level of violent crime in American society may not have increased substantially over the past twenty years, its nature has changed. Violent crime has become increasingly concentrated among the young males and minorities. Between 1971 and 1991, the percentage of homicide victims between the ages of 15 and 24 rose by 24%, while the rate of homicides committed by young men, ages 14 to 17, more than doubled.

The effects of violent crime have been especially tragic for young African-American males. Between 1985 and 1990, the likelihood of a black male being killed almost doubled. For black male youth, ages 15 through 19, it more than doubled. Virtually all of the increase for these age groups was in homicides involving firearms.

Growth in Federal Prison Population

For decades, Federal and State governments have attempted to manage violence in our society with increasingly punitive responses. The level of resources devoted to our Federal prison system reflects the increased role of incarceration in strategies to reduce violent crime. An estimated 10,000 inmates will enter the Federal prison system during each of the next five years. To address this growth Federal prison resources have increased from \$316 million in 1986 to over \$2 billion in 1993. The growth of the Federal prison population is due to a number of factors:

- Federal sentencing guidelines increased the average time a Federal prisoner's actually served, from an average of 16 months in 1987 to 22 months in 1993, an increase of 33 percent, during the first three years after sentencing guidelines became effective.
- Federal criminal jurisdiction has expanded into subject areas that traditionally fell to State and local governments. For example, Congress recently made "car jacking" a Federal offense.

The 1995 budget requests \$2.6 billion for the Federal Bureau of Prisons, an increase of \$___ million, or xx percent over 1994. Since 1989 prison spending has grown from \$1.6 billion, or over a billion dollars in just five years. The cost of incarceration is one of the most expensive components of law enforcement, and it will require greater and greater resources, if we ignore the ramifications of creating minimum mandatory sentences and adding new Federal crimes. We need a comprehensive review of Federal incarceration policies and practices prior to the imposition of additional minimum mandatory sentences or strengthened sentencing guidelines.

[INSERT CHART 4.2]

A New Direction In Crime Fighting

How We Can Control Violent Crime - A New Direction

As shown above in Table 6.1, Federal crime control spending will grow by \$__ billion, or __ percent, from 1994 to 1995. Not only is this increase greater than the growth rate of prior years, but it also reflects a new trend. Previously, almost all budget increases were for Federal law enforcement agencies, e.g., the FBI, U.S. Attorneys, and the Bureau of Prisons. While these bureaus will receive funding increases in 1995, the preponderance of the 1995 increase, or \$__ billion, will take the form of grants to States and localities. This change will better support State and local criminal justice systems in performing their function as the primary agents of law enforcement.

Adding 100,000 New Police Officers

One of the cornerstones of the President's program to combat crime is increasing the size of the nation's police. For 1995, \$1.7 billion in new funding is requested to provide State and local grants to hire at least 50,000 officers. \$6 billion more will be provided for 1996-1999 in order ensure that no less than 100,000 police officers are added to the national rolls.

These grants will assist States and localities establish community policing programs in communities around the nation. Over a period of four years, the Federal government will provide matching assistance to eligible communities to carry out this program. Over its life, the program will increase the number of community police officers by over 15 percent.

The injection of \$1.7 billion in community policing grants, as well, as the likelihood of billions of dollars in other State and local grants funded by the Crime Trust Fund (discussed below), has required a requested reduction in the Byrne grant program. For 1995, the budget proposes \$100 million in Byrne discretionary grants, and the elimination of the formula portion of the program, for a decrease of \$375 million. This will result in a net increase to States and localities of over \$1.3 billion in grant funding.

Implementing the Brady Handgun Violence Prevention Act

The recently enacted Brady Handgun Violence Prevention Act requires a five day waiting period for the purchase of a handgun and a criminal records check of potential purchasers. This Act will make America's neighborhoods safer by limiting access to guns for felons and individuals who are mentally and emotionally unable to use handguns in a responsible manner. The 1995 Budget provides \$100 million for grants to States to improve their criminal records identification systems to facilitate records checks. Within a few years, a national instant records check system will be established to allow immediate processing of

criminal records information.

Upgrading Gun Licensing Procedures

The Administration is taking steps to ensure compliance with gun dealer licensing requirements. The 1995 budget requests nearly \$6 million to fund a number of new initiatives to ensure that the President's commitment is realized. First, over \$2 million is requested for the Bureau of Alcohol, Tobacco and Firearms (BATF) to obtain more information from dealer license applicants, including fingerprints and photographic identification. This information will help ensure that only those authorized to be gun dealers under Federal statute will receive licenses. Second, over \$2 million is requested to automate multiple handgun sales reports and to enhance firearms enforcement databases. These steps will increase BATF's ability to access additional databases to trace firearms used in the commission of crimes. Third, over \$1 million is requested to automate the records of gun dealer who have gone out of business, thereby expediting the tracing of firearms used in illegal activities.

The Administration has also announced a number of initiatives to address violent crime. Among these initiatives, is one to address the proliferation of Federally licensed gun dealers. There are over 280,000 gun dealers and a new license costs \$66 a year, even though it costs the taxpayer about \$600 a year per license. Before the President signed the Brady Handgun Violence Prevention Act, a license cost only \$10 a year. In this budget, the President requests that the licensing fee for Federal firearms dealer be increased to \$600 annually. This increase should eliminate 200,000 dealers and end the taxpayer subsidization of the gun business.

Improving Law Enforcement Technology.

The 1995 budget requests \$93 million to support the FBI's Integrated Automated Fingerprint Identification System (IAFIS). IAFIS will be a rapid response, paperless system that will receive and process electronic fingerprint images, criminal histories, and related data on convicted felons. The system will be a major new component of our national law enforcement information system. This system, coupled with the FBI's DNA identification program and improved wiretap technology, will provide the nation's law enforcement community with the most effective law enforcement technology available.

Supporting Comprehensive Immigration Reform

Illegal immigration is a continuing problem which threatens our immigrant traditions. Approximately 3.2 million illegal immigrants already live in our communities. The Immigration and

Naturalization Service (INS) estimates that 300,000 more undocumented persons slip through the border or overstay their visas annually. Uncontrollable factors, such as political and economic instabilities in third world countries, contribute to the problem. The President has already taken steps to more effectively deter illegal crossings with more Border Patrol resources. The Administration has also proposed legislation to expeditiously exclude and deport fraudulent asylum seekers.

The 1995 budget requests \$2.1 billion for the Immigration and Naturalization Service, an increase of 22 percent over 1994. This new spending will be used to fund a comprehensive program to address illegal immigration, which will:

- Further strengthen our ability to control the border, emphasizing the efforts of the Border Patrol, including measures like Operation Blockade in El Paso;
- Expedite the process to deport criminal aliens;
- Deport those whose asylum claims are denied with finality;
- Increase enforcement of the employer sanctions law, which discourages the illegal employment of undocumented aliens and reduces the U.S. employment "magnet" effect;
- Actively promote the naturalization of potentially eligible aliens; and
- Improve coordination of port management between the Customs Service and the INS to reduce illegal alien and drug entries.

This 1995 budget is an important step forward in the President's effort to pursue an aggressive and comprehensive immigration control program.

Targeting Juvenile Crime Through Prevention Strategies

Serious and violent juvenile crime increased sharply during the last decade. In response, the 1995 budget proposes \$172 million in grants to aid in the prevention and reduction of juvenile crime and the treatment of youthful offenders. This request is \$99 million more than what was provided in 1994 and builds upon a strategy to strengthen the family, support core community institutions in their work with youth, emphasize the prevention of delinquency and gang-related activity, and control violent youth.

Passing Effective Crime Control Legislation

Several important crime control initiatives are funded contingent upon enactment of a strong crime bill, such as the

bill passed by the Senate. During the past year, the Administration has worked with the Congress to develop a comprehensive crime bill that will provide much needed relief in the fight against crime. The Senate bill includes a number of initiatives strongly supported by the Administration, including grants for community policing, boot camps and drug courts for youthful and non-violent offenders, and drug treatment in prisons and jails. The Administration also supports the ban on semi-automatic firearms, limitations on access to handguns by juveniles, and the creation of a crime control fund to pay for it all. The House separately passed several large portions of the crime bill. The Administration will continue to work for the earliest possible passage of the crime bill.

A Crime Control Fund created within the omnibus crime bill is of particular importance, as it would provide the means to finance the new crime control initiatives. Funded through a Federal work force reduction recommended by the Vice President's National Performance Review, the Crime Control Fund would use the reinvention of government to address one of America's most pressing needs, reducing crime.

The Administration is specifically requesting that the Fund support the community policing initiative to put 100,000 new police officers on the street and a criminal records upgrade program (Brady Bill) to ensure that convicted felons are denied legal access to handguns. The allocation of the remaining spending from the Fund will await final Congressional action on the bill. Other types of activities likely to be supported by the Administration will include programs like "boot camps" and "drug courts", which are discussed in detail below.

(INSERT TABLE HERE)

Law Enforcement Spending by Agency

Drug Abuse Control

The cost of illicit drug use in America is staggering, not only in economic, but also in human terms. It destroys the lives and futures of thousands of Americans, breeds crime and corruption worldwide, facilitates the spread of AIDS and other deadly diseases, and costs our economy an estimated \$140 billion in direct costs and lost productivity each year.¹ The Nation's fight to eliminate drugs focuses on two areas: reducing the demand for drugs by providing treatment and prevention services to the users and potential users of drugs; and reducing the supply of available drugs through domestic law enforcement, border enforcement, and international cooperation.

¹ Center on Addiction and Substance Abuse (CASA) Study. CASA estimates that tobacco, alcohol, and illegal drugs is responsible for one out of five dollars Medicaid spends on hospital care.

The Administration's National Drug Control Strategy provides the details of how this Nation can respond to the imperative of reducing illicit drug use in America. Its demand reduction formula is straight forward: expand demand reduction by focusing on eliminating hard-core drug use; rebuild communities ravished by drug use and drug-related crime; and deliver a consistent and continuing prevention message to our youth both in and out of schools. The strategy's approach to supply reduction is to increase community police presence, and pinpoint Federal law enforcement efforts on large drug trafficking organizations.

**[INSERT TABLE 6-3]
Fighting Drug Abuse**

The Administration's 1995 drug control budget requests \$13.4 billion, or \$1.4 billion (+11%) more than is provided in 1994. This budget departs from former spending plans by placing new emphasis on drug treatment and prevention programs and holding funding steady and reducing Federal spending for selected drug supply reduction programs that are of questionable effectiveness. Chart 6-3 shows the relationships of selected categories of drug control funding. By emphasizing support for treatment and prevention, the 1995 drug budget defines a new role for the Federal government and significantly changes how we, as a nation, deal with drug abuse.

**[INSERT CHART 1.2]
Selected Drug Funding Trends**

Improving and Expanding Drug Treatment

The 1995 drug control budget requests over \$2.9 billion to treat the victims of drug abuse, an increase of \$0.4 billion, or 18% over 1994. It is estimated that the nation's capacity to treat addicts will be approximately 1.4 million individuals in 1994. Investing in treatment makes good health sense, and good economic sense, as well. Of the approximate one million persons infected with HIV, over one third were infected as a result of injection drug use, at a cost of \$85-150 thousand per patient for medical services. Compared to the average cost of treating drug users of \$5-12 thousand per patient, drug treatment offers a significantly more cost effective alternative. By every standard, it is far cheaper to treat drug users and return them to a productive life, than pay for the health and crime expense resulting from their drug abuse. The Administration is requesting funding for several initiatives for expanding treatment:

- ***Targeting the Hard-Core User.*** Over \$350 million is being requested for new grants targeted to treat hard core drug users. Current treatment programs, while largely effective in helping those wanting treatment, have been less effective in reaching the hard core user. Treating this population presents serious difficulties, but no comprehensive effort

to fight drug abuse can succeed without reaching those who have suffered the longest, and are the hardest to cure. Hard-core abuse is at the heart of drug-related crime, the spread of disease, and the cost of medical care associated with it. Hard core drug users represent the most serious challenge to treatment, because they are the hardest to reach, most difficult to motivate to seek treatment, and are suffering from a number of physical, emotional, and mental disorders.

- ***Treating Incarcerated Addicts.*** Over 200,000 drug addicts enter U.S. correctional facilities each year. Many of these addicts are released back to society without having been afforded effective drug treatment. Nearly 80% of those leaving such institutions become repeat offenders and return to the prison system. This revolving door can be closed, in part, through in-prison programs to treat prisoners before they are released. The Bureau of Prisons currently spends \$xx million for treatment programs. Health and Human Services grants for jail-based treatment programs will provide \$39 million in 1995 for such programs. Jail-based programs motivate prisoner involvement by separating them from the hardened general population while offering treatment, counseling, and early release options. Rearrest rates for these participants are significantly lower than for the general prisoner population.

Treatment & Prevention Alternatives

The pending Violent Crime Control and Enforcement Act of 1993 is likely to authorize two promising innovative programs which offer cost effective solutions to aid nonviolent youthful drug offenders, boot camps and drug court programs.

- ***Boot Camps Provide Treatment for Youthful Offenders.*** Innovative programs for nonviolent youthful offenders such as "boot camps" have demonstrated that they work. "Boot Camp" programs which offer rigorous discipline, physical conditioning, job training, and education as an alternative to a 5 full years of incarceration. Typical sentences for drug offenders average 5 years, while successful participants leave the boot camp after six months as employed "taxpayers" rather than remaining incarcerated at taxpayer expense.
- ***Drug Courts Provide A Treatment Alternative To Incarceration.*** Grants to States to fund Administration supported "drug courts" offer an alternative to costly litigation and incarceration of non-violent drug offenders. Drug Courts provide treatment, testing, and counseling services for arrestees in lieu of trial and incarceration. Participants who to pass periodic drug tests avoid a formal trial and incarceration as well as save the court and penal system significant the time and

expense.

Building Community Based Prevention

The FY 1995 drug control budget provides \$1.9 billion for drug prevention programs, an increase of \$0.4 billion over 1994. Prevention programs have proven successful in reducing casual drug use, but recent High School Survey statistics suggest that continued efforts are needed to maintain low levels of drug use, particularly among our youth.²

- ***Community Policing Related Prevention.*** Approximately \$285 million of the community policing described earlier is attributed to drug abuse prevention. Community law enforcement efforts that place "cops on the streets" also place police in the schools through programs like Drug Awareness Resistance and Education in our schools (DARE). These programs, together with the deterrent value of a highly visible police presence on our city streets, will increase public awareness, reduce drug sales, improve community pride, and foster local involvement.
- ***Safe and Drug Free Schools.*** The 1995 drug budget requests \$676 million, or \$208 million over 1994, for grants to States for programs supporting the prevention of drug-related crime and violence in our schools, as well as, drug resistance curriculum, treatment, and counseling services for grades K through 12.

Sustaining Drug Law Enforcement

The 1995 drug control budget request for domestic drug law enforcement is \$6.4 billion, an increase of \$534 million, or 9% over 1994. Spending for drug law enforcement activities, such as Federal investigations and prosecutions, has essentially remained flat since 1993, with the bulk of spending growth attributable to increases in corrections costs and grants to States and localities.

The drug law enforcement budget reflects a shift in emphasis to community based enforcement aimed at reducing drug related violence, reducing the damage done to communities by targeting drug gangs and street dealers, and major trafficking organizations. This shift defines the Federal role in terms of providing leadership and training, fostering inter-governmental cooperation, and providing incentives to States and localities to adopt innovative drug control methods.

² The High School Senior Survey shows an increase in the acceptance of drug use, as well as other indicators, which have been declining for several years.

- **Community Policing Related Drug Law Enforcement.** An additional \$285 million is being attributed to the community policing initiative. The presence new police officers on the streets of high crime and drug areas will significantly affect street drug crime.
- **High Intensity Drug Trafficking Areas (HIDTA).** The 1995 drug control budget requests \$98 million, an increase of \$12 million, or 15% over 1994, for the HIDTA program, reflecting the addition of the Baltimore/Washington Metropolitan area to the list of HDTAs. This brings to six the areas receiving resources specifically targeted to dismantling large drug trafficking families.
- **Corrections Costs .** The 1995 drug control budget for corrections is \$1.x billion, an increase of \$300 million to activate new prisons opening in 1995. This amount represents the percentage of prison spending related to drug crime-involved inmates. Approximately 60 percent of Federal prison inmates are serving time for drug-related offenses. This large and growing share of the drug law enforcement spending continues to claim scarce drug control resources.

Controlling The Flow of Drugs

The 1995 drug control budget requests \$1.3 billion, \$51 million less, or 3% below 1994, for drug interdiction efforts. This savings results from a shift in emphasis from counter-drug operations in the transit zones to host country operations and a consolidation of intelligence gathering facilities.

Since 1993, spending levels for drug interdiction has been reduced by almost \$300 million, reflecting the increasing realization that the best long term solution to reducing the flow of drugs across our borders is to reduce the demand for drug within our borders.

Care has been taken to ensure that our capabilities remain available should trafficker activity require a change in our level of response. Savings have been gained by proposing the consolidation of certain Customs/Coast Guard intelligence facilities, and by reducing the number of ship steaming and aircraft flying hours. Better use of intelligence and the shifting surveillance emphasis away from the vast transit zones has enabled the Coast Guard to reduce patrolling, and the Customs Service to reduce the size of it air and marine assets.

Improving International Cooperation.

The 1995 drug control budget requests \$469 million, an increase of \$98 million, or 15%, more than in 1994. This level reflects support for shifting of emphasis from interdiction

efforts in transit zones to host countries.

The cocaine cartels of South America have the capacity to produce 1,000 metric tons of cocaine annually, virtually the entire world's supply. Their wealth fuels corruption that threatens the existence of democratic institutions throughout the region. International drug control efforts, principally funded through the departments of State and Justice, provide law enforcement training and economic assistance to foreign governments in efforts to resist the influence of drug trafficking cartels.

Table X-1 Controlling Crime
(Budget authority: dollar amounts in billions)

	1990 Actual	1993 Actual	1994 Enacted	1995 Request	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Law Enforcement	5.2	6.7	8.4 *	10.1 *	1.7	20%
Litigative and Judicial	3.8	2.3	2.8	3.1	0.5	20%
Corrections	2.6	2.4	2.5	2.9	0.4	14%
State and Local Assistance	0.8	0.9	1.3 *	2.7 *	1.4	108%
Total Fighting Crime	12.4	12.3	14.8	18.8	4.0	27%

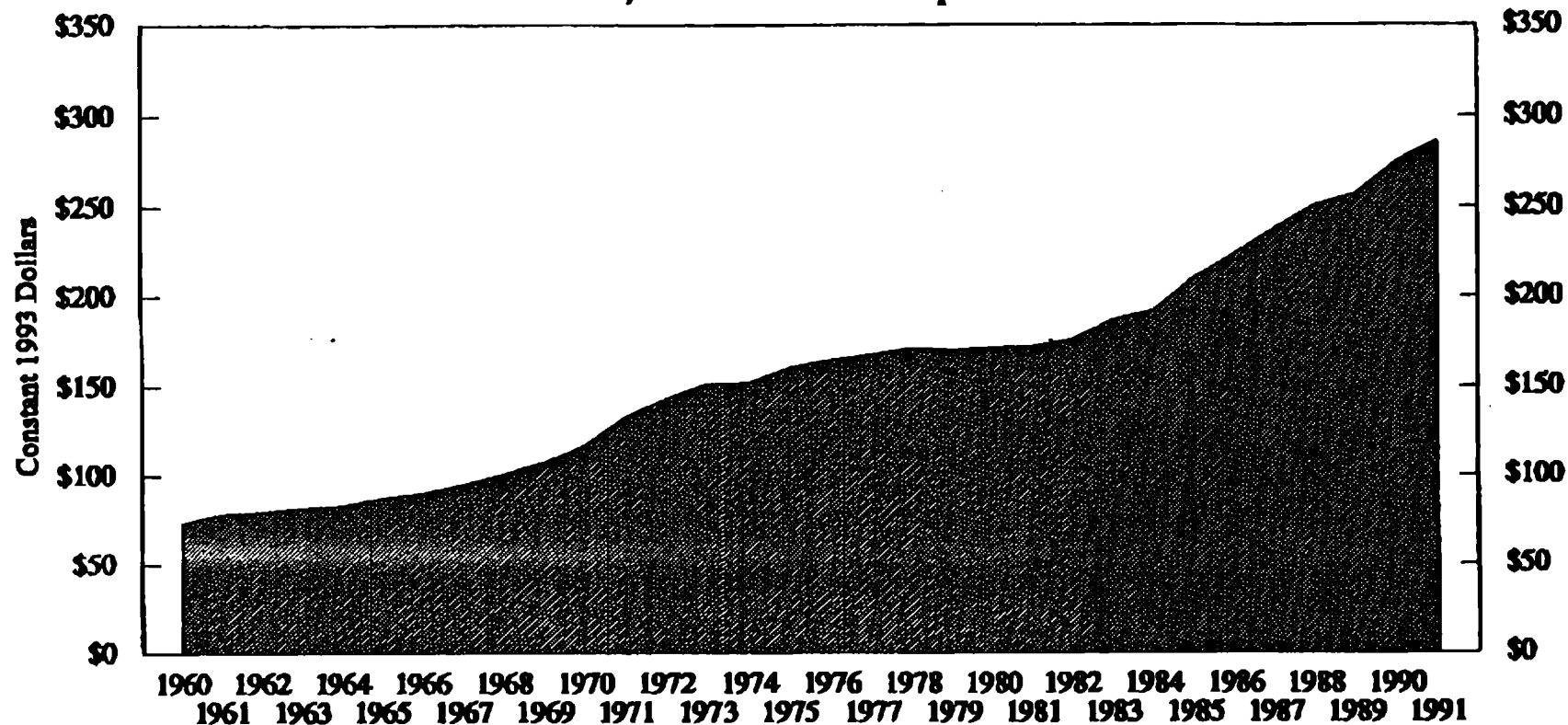
Table X-2 Law Enforcement By Agency
(Budget authority: dollar amounts in billions)

	1990 Actual	1993 Actual	1994 Enacted	1995 Request	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Bureau of Prisons						
Drug Enforcement Administration						
Federal Bureau of Investigation						
Immigration and Naturalization Service						
General Legal Activities						
U.S. Attorneys						
Crime Control Fund						
Other Justice Law Enforcement						
U.S. Customs						
Bureau of Alcohol, Tobacco, and Firearms						
Other Treasury Law Enforcement						
Judiciary						
All Other						
Total Crime Control						

Table X-3 Fighting Drug Abuse
(Budget authority: dollar amounts in billions)

	1990 Actual	1993 Actual	1994 Enacted	1995 Request	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Treatment	1.6	2.3	2.4	2.9	0.4	18%
Prevention & Education	1.2	1.6	1.5	1.9	0.4	24%
Criminal Justice	3.5	4.4	4.5	5.1	0.6	13%
State and Local Assistance	0.7	1.2	1.1	1.0	-0.1	-8%
Interdiction	1.8	1.8	1.4	1.3	-0.1	-7%
International	0.5	0.6	0.4	0.5	0.1	28%
Intelligence and Research	0.4	0.7	0.7	0.7	0.0	0%
Total Fighting Drug Abuse	9.8	12.3	12.0	13.4	1.4	11%

Per Capita National Expenditures for Police and Corrections Have Increased Sharply Federal, State and Local Expenditures

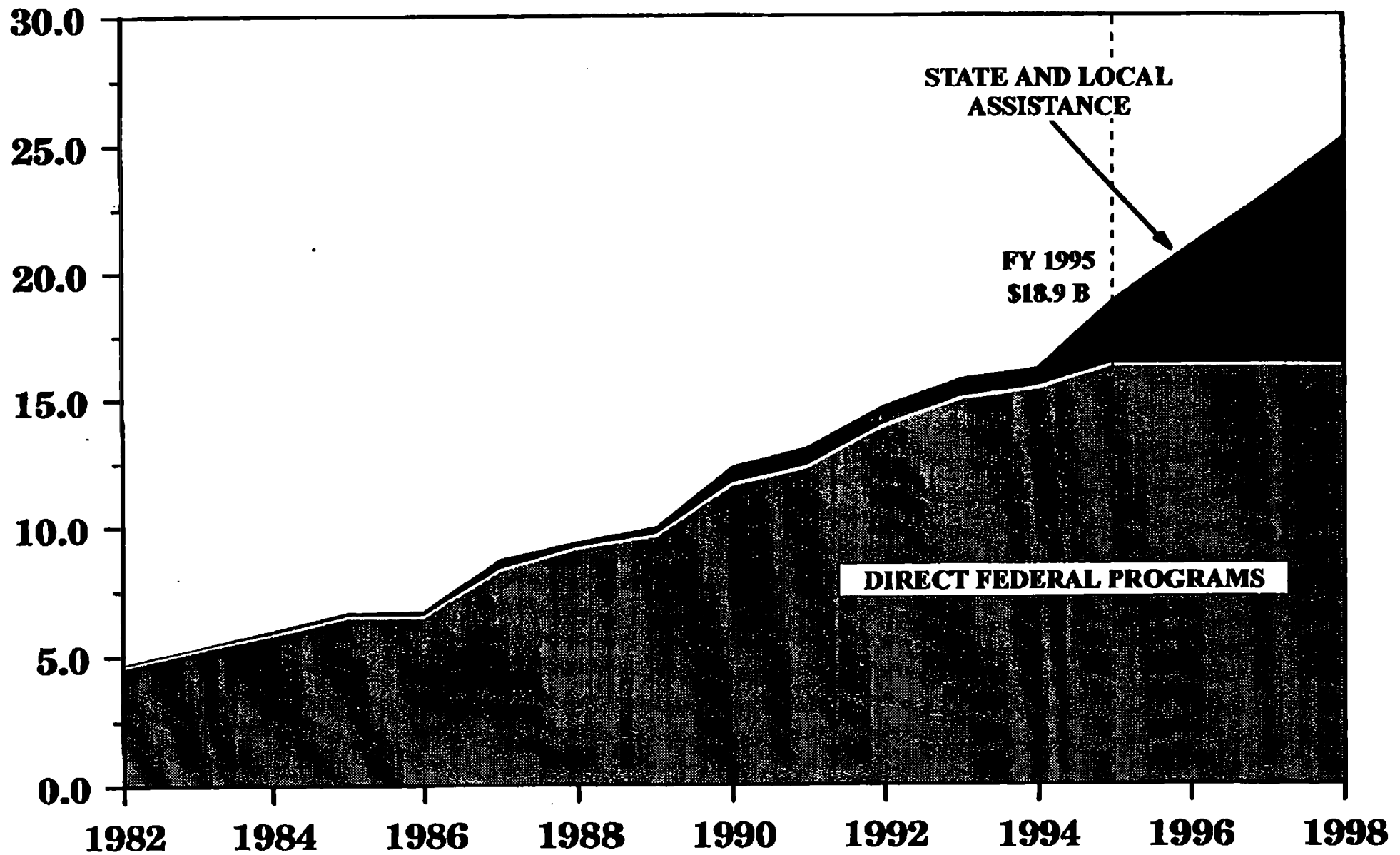


Note: Does not include costs of courtroom prosecution.

Source: U.S. Bureau of the Census, Governmental Finances in the U.S. 1960-1991.

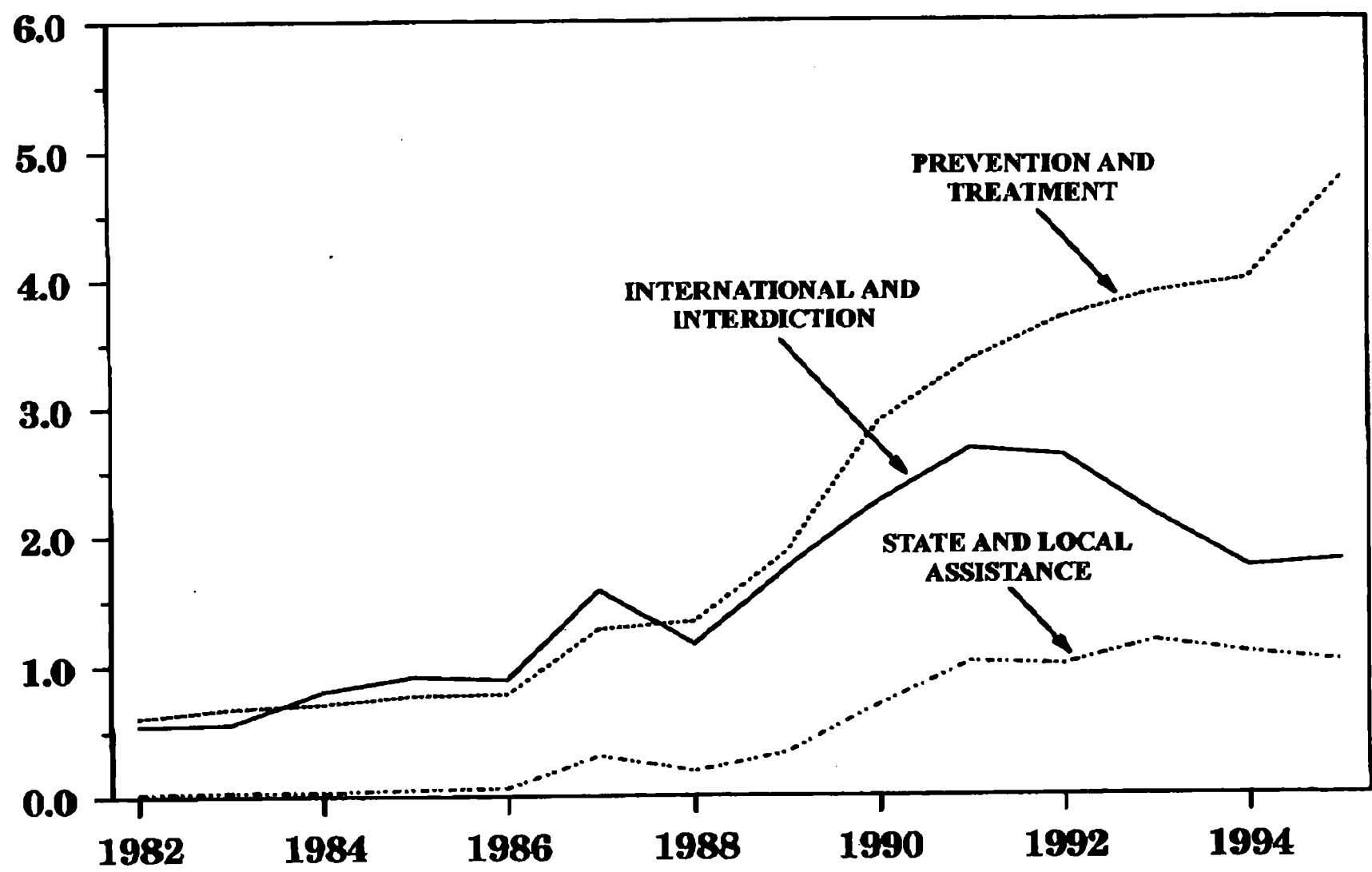
A NEW DIRECTION IN FEDERAL CRIME FIGHTING

DOLLARS IN BILLIONS

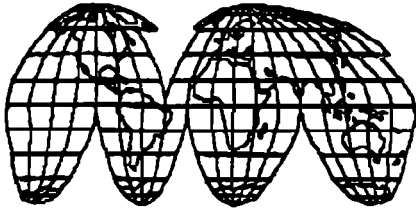


SELECTED TRENDS IN FEDERAL DRUG CONTROL FUNDING

DOLLARS IN BILLIONS



12/01/05



TELECOPIER COVER SHEET

**TRANSPORTATION,
COMMERCE & JUSTICE
DIVISION / SPECIAL
STUDIES DIVISION**

L 919-067

FROM: Kenneth Schwartz
Harry Meyers
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Lin Liu
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Vernetta Tanner
Trish Watson
Rebecca Wayne

TO: Jose C

PHONE: _____

Number of pages 6
(includes this page)

SUBJECT: _____

SEE REMARKS BELOW

REMARKS: Per Discussion

Phone: 202/395-4892
202/395-5704
202/395-3914
202/395-7234

The phone number for this Xerox 7020 machine is 395-7238

Elimination of Byrne Anti-Drug Abuse Formula Grant Program

Law Enforcement Assistance: (\$ in millions)

	1993 <u>Actual</u>	1994 <u>Enacted</u>	1995 <u>Budget</u>	94-95 <u>Change</u>
Byrne - Formula	423	358	0	- 358
Byrne - Discretionary	50	50	100	+ 50
Juvenile Justice	72	103	172	+ 60
Crime Bill				
Community Policing	N/A	N/A	1,720	+1,720
Criminal Records				
Upgrade - (Brady)	N/A	N/A	100	+ 100
Other Programs	N/A	N/A	303	+ 303

TOTAL INCREASE ---->				+1,745

The President's 1995 Budget requests elimination of the Byrne Anti-drug Abuse Formula Grant Program (-\$358M). The elimination of the Formula grant program is requested to facilitate a new and more effective direction in Federal crime control activities.

Byrne Formula Grant Program - The purpose of the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, authorized by the Anti-Drug Abuse Act of 1988, is to assist States and localities to improve the functioning of criminal justice systems. Formula grant funding is provided to all 50 States and the District of Columbia using a population based formula with a floor. Primary uses of formula grant resources include funding of law enforcement officers, establishing drug prosecution units, enhancing or expanding drug treatment and alternative sanctions programs in State and local prisons, and supporting local crime and drug prevention programs.

In large part, the elimination of the Byrne formula grant program will be offset by other significant increases in law enforcement assistance. The following bullets describe the significant law enforcement assistance requests in the 1995 Budget.

- **Other Justice Department Increases** - The Administration requests a dramatic increase in juvenile justice grants and Byrne discretionary grants to supplant the prevention and treatment activities of the Byrne formula grants. The new programs offer a more efficient and effective method of reducing crime and violence in the U.S. through prevention and treatment activities.

- **Juvenile Justice Grants** - The Administration requests \$172M in 1995 (+\$69M or 67% over 1994) for juvenile crime prevention activities. With the continued sharp increase in juvenile crime and violence, the Administration will target precious law enforcement assistance resources toward juveniles and the younger segments of society. Juvenile prevention activities will build upon strategies to strengthen the family, support core community institutions in their work with youth, emphasize the prevention of delinquency and gang-related activity, and control violent youth crime.
- **Byrne Discretionary Grants** - The Administration requests \$100M for discretionary grants for 1995 (+\$50M or 100% over 1994). This additional funding will allow the Attorney General increased resources to support innovative initiatives and demonstrations to benefit crime reduction efforts throughout the country. In the past, the Byrne discretionary program has assisted in the development of such successful programs as Community Policing, Weed and Seed, and Boot Camps and other alternatives to incarceration.
- **Crime Bill Assistance** - The Administration believes that the many new State and local assistance provisions, offered by the pending Crime Bill, will more than offset the loss of law enforcement programs supported through the Byrne Formula Grant program.
- **Community Policing** - The Administration requests \$1,720M in 1995 to assist localities to hire over 50,000 new police officers. As almost 50% of the Byrne Formula grant program is currently used to fund law enforcement officers, the community policing initiative will largely take its place. Additionally, the community policing program supports the Administration's new direction in fighting crime, that of prevention, by mandating that the new officers participate in the most effective crime reduction techniques known, community policing.
- **Criminal Records Upgrade** - The Administration requests \$100M in 1995 for grants to States to upgrade their criminal records identification systems and implement the Brady law. As States are currently mandated to use 5% of their Byrne Formula grant funding for this purpose, the criminal records upgrade will not only replace the formula grant funding, but also require that resources be spent in a manner that benefits the nation as a whole. The funding will assist States toward the ultimate goal of a national instant records check system to allow for immediate processing of criminal records information.

**Community Policing Program
Overview**
(Discretionary \$ in millions)

		<u>1994 Enacted</u>	<u>1995 Budget</u>	<u>1996 Policy</u>	<u>1997 Policy</u>	<u>1998 Policy</u>	<u>1999 Policy</u>
Community Policing	BA	N/A	1,720	2,070	2,270	1,900	0
	OL	N/A	378	1,057	1,878	2,085	1,631

The Administration requests \$1.7 billion for a Community Policing program, to be created within a comprehensive crime bill, to increase the number of police officers in communities across the nation.

The Crime Bill

The President's 1995 budget requests passage of an omnibus crime bill which would, among other things, create a program to significantly increase the number of police in the country, improve State's criminal records systems, allow for a border security and immigration initiative, and create a Crime Control Fund as the financing mechanism for the programs. The budget requests that \$2.4 billion be made available for 1995 for the Fund to fund these Administration priorities. Central among this request in 1995 is the Community Policing program.

The Community Policing Program

The Administration requests \$1.7 billion for 1995 for a Community Policing program to increase the number of police officers in communities across the nation. From 1996-1999, an additional \$6 billion in matching assistance will be provided to eligible communities to carry out this program. Over its life, the program will increase the total number of police officers in the United States by over 15%. Perhaps more importantly, however, the new officers will be practicing the most effective method of crime control known, community policing, in which police and the community work hand-in-hand to prevent crime and violence.

Currently, both the House and the Senate have passed policing provisions similar to that requested by the Administration.

Major Differences between House and Senate versions:

	<u>House</u>	<u>Senate</u>	<u>OMB (tent.) Position</u>
Total Funding	\$3.4B	\$9.0B	Senate
Total Fed. Funding/cop	\$75K	\$50K annually	House

Criminal Records Upgrade Program (Brady)

Overview

(Discretionary \$ in millions)

		1994 <u>Enacted</u>	1995 <u>Budget</u>	1996 <u>Policy</u>	1997 <u>Policy</u>	1998 <u>Policy</u>	1999 <u>Policy</u>
Criminal Records	BA	N/A	100	100	0	0	0
Upgrade (Brady)	OL	N/A	22	57	73	43	5

The Administration requests \$100 million for a Criminal Records Upgrade program, to be created within a comprehensive crime bill, for grants to States to upgrade their criminal records systems.

The Crime Bill

The President's 1995 budget requests passage of an omnibus crime bill which would, among other things, create a program to significantly increase the number of police in the country, improve State's criminal records systems, allow for a border security and immigration initiative, and create a Crime Control Fund as the financing mechanism for the programs. The budget requests that \$2.4 billion be made available for 1995 for the Fund to fund these Administration priorities. Within the Fund, the Administration requests \$100 million for the Criminal Records Upgrade program.

Criminal Records Upgrade Program (Implementing the Brady Handgun Violence Prevention Act)

The Administration requests \$100 million for a Criminal Records Upgrade program for 1995 for grants to States to upgrade their criminal records identification systems. An additional \$100M will be requested in 1996 to ensure full funding and implementation of the Brady Act. The Brady Act requires a five day waiting period for the purchase of a handgun and a criminal records check of potential purchasers. This Act will succeed in making the streets of America safer by limiting the access to guns for convicted felons and individuals mentally and emotionally unable to use handguns in a responsible manner. Within a few years, a national instant records check system will be set up to allow for immediate processing of criminal records information.

Drug Programs Assistance To States Overview

(Discretionary \$ in millions)

The National Drug Control Strategy supports the development and sustaining of partnerships with State and local governments to fight illicit drug use. A number of major programs provide direct funding to State and local entities, such as:

Drug Law Enforcement Assistance

The FY 1995 drug control budget provides \$1.3 billion, or 10.3 percent of all drug funding, to support State and local law enforcement activities. Funding takes several forms such as direct grants to local law enforcement and the sharing of revenues from seized assets. The High Intensity Drug Trafficking Areas (HIDTA) program pays for equipment and salaries of special drug task forces in selected metropolitan areas and the Southwest border. Approximately one third of the \$1.7 billion community policing initiative is also considered direct drug funding in support of law enforcement and prevention activities.

Law Enforcement Assistance

	FY 1993	FY 1994	FY 1995
DoD	375	320	317
Asset Forfeiture	194	213	229
Treasury	68	91	88
Justice Programs	547	410	88
DEA	17	17	18
ONDCP	36	47	53
Other S&L Assistance	19	17	70
Community Policing	--	--	567
Total	1,237	1,098	1,360

Drug Treatment & Prevention Grants

Approximately \$2.6 billion, or nearly 15 percent of the drug control budget is for grants to communities for drug prevention and treatment activities.

Grants To States For Treatment and Prevention

	FY 1993	FY 1994	FY 1995
Drug Free Schools	601	490	664
Health & Human Services Grants			
Prevention	419	435	437
Treatment	880	925	1,166
HUD	175	290	290
Total	2,075	2,140	2,557

Elimination of Byrne Anti-Drug Abuse Formula Grant Program

Law Enforcement Assistance: (\$ in millions)

	<u>1993 Actual</u>	<u>1994 Enacted</u>	<u>1995 Budget</u>	<u>94-96 Change</u>
Byrne - Formula	423	358	0	- 358
Byrne - Discretionary	50	50	100	+ 50
Juvenile Justice	72	103	172	+ 60
Crime Bill				
Community Policing	N/A	N/A	1,720	+1,720
Criminal Records				
Upgrade - (Brady)	N/A	N/A	100	+ 100
Other Programs	N/A	N/A	303	+ 303
TOTAL INCREASE ---->				+1,745

The President's 1995 Budget requests elimination of the Byrne Anti-drug Abuse Formula Grant Program (-\$358M). The elimination of the Formula grant program is requested to facilitate a new and more effective direction in Federal crime control activities.

Byrne Formula Grant Program - The purpose of the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, authorized by the Anti-Drug Abuse Act of 1988, is to assist States and localities to improve the functioning of criminal justice systems. Formula grant funding is provided to all 50 States and the District of Columbia using a population based formula with a floor. Primary uses of formula grant resources include funding of law enforcement officers, establishing drug prosecution units, enhancing or expanding drug treatment and alternative sanctions programs in State and local prisons, and supporting local crime and drug prevention programs.

In large part, the elimination of the Byrne formula grant program will be offset by other significant increases in law enforcement assistance. The following bullets describe the significant law enforcement assistance requests in the 1995 Budget.

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- **Juvenile Justice Grants** - The Administration requests \$172M in 1995 (+\$69M or 67% over 1994) for juvenile crime prevention activities. With the continued sharp increase in juvenile crime and violence, the Administration will target precious law enforcement assistance resources toward juveniles and the younger segments of society. Juvenile prevention activities will build upon strategies to strengthen the family, support core community institutions in their work with youth, emphasize the prevention of delinquency and gang-related activity, and control violent youth crime.
- **Byrne Discretionary Grants** - The Administration requests \$100M for discretionary grants for 1995 (+\$50M or 100% over 1994). This additional funding will allow the Attorney General increased resources to support innovative initiatives and demonstrations to benefit crime reduction efforts throughout the country. In the past, the Byrne discretionary program has assisted in the development of such successful programs as Community Policing, Weed and Seed, and Boot Camps and other alternatives to incarceration.
- **Crime Bill Assistance** - The Administration believes that the many new State and local assistance provisions, offered by the pending Crime Bill, will more than offset the loss of law enforcement programs supported through the Byrne Formula Grant program.
- **Community Policing** - The Administration requests \$1,720M in 1995 to assist localities to hire over 50,000 new police officers. As almost 50% of the Byrne Formula grant program is currently used to fund law enforcement officers, the community policing initiative will largely take its place. Additionally, the community policing program supports the Administration's new direction in fighting crime, that of prevention, by mandating that the new officers participate in the most effective crime reduction techniques known, community policing.
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Elimination of Byrne Anti-Drug Abuse Formula Grant Program

Law Enforcement Assistance: (\$ in millions)

	1993 <u>Actual</u>	1994 <u>Enacted</u>	1995 <u>Budget</u>	94-95 <u>Change</u>
Byrne - Formula	423	358	0	- 358
Byrne - Discretionary	50	50	100	+ 50
Juvenile Justice	72	103	172	+ 69
Crime Bill				
Community Policing	N/A	N/A	1,720	+1,720
Criminal Records				
Upgrade - (Brady)	N/A	N/A	100	+ 100
Other Programs	N/A	N/A	303	+ 303

TOTAL INCREASE ---->				+1,884

The President's 1995 Budget requests elimination of the Byrne Anti-drug Abuse Formula Grant Program (-\$358M). The elimination of the Formula grant program is requested to facilitate a new and more effective direction in Federal crime control activities.

Byrne Formula Grant Program - The purpose of the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, authorized by the Anti-Drug Abuse Act of 1988, is to assist States and localities to improve the functioning of criminal justice systems. Formula grant funding is provided to all 50 States, the District of Columbia, and 5 U.S. territories using a population based formula with a floor. Primary uses of formula grant resources include funding of law enforcement officers, establishing drug prosecution units, enhancing or expanding drug treatment and alternative sanctions programs in State and local prisons, and supporting local crime and drug prevention programs.

In large part, the elimination of the Byrne formula grant program will be offset by other significant increases in law enforcement assistance. The following bullets describe the significant law enforcement assistance requests in the 1995 Budget.

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TO Jose Cordero
FROM KS 2/5
Per Tour Request

CK

1/29

5. Personal Security: Crime, Illegal Immigration, and Drug Control

5. PERSONAL SECURITY: CRIME, ILLEGAL IMMIGRATION, AND DRUG CONTROL

The first duty of any government is to try to keep its citizens safe, but clearly, too many Americans are not safe today. We no longer have the freedom from fear for all our citizens that is essential to security and prosperity.

President Bill Clinton
August 1993

The 1995 budget marks a new beginning in America's fight against crime, illegal immigration, and drugs. It holds the line on the growth of our Federal crime control bureaucracy, invests in the communities and the people most affected by crime and drugs, and commits the resources required to ensure that violent criminals and serious drug traffickers serve stiff sentences behind bars. It proposes initiatives to put more police on our streets, provides innovative programs to prevent non-violent first-time offenders from becoming hardened criminals, and at-

tacks hard-core drug use directly and with substantial new spending for treatment programs. The 1995 budget, together with the provisions and funding offered by the pending Violent Crime Control and Law Enforcement Act, will begin the shift in emphasis from a wholly Federal response to a response which empowers States and communities to fight crime and drug abuse locally. Finally, the budget will significantly improve border security and will upgrade efforts to restrain illegal immigration.

CONTROLLING CRIME

The Administration's request to control crime in 1995 is \$18.3 billion, an increase of \$3.2 billion or 21 percent over 1994.

As Chart 5-1 shows, the largest share of the proposed increase for controlling crime goes to assist State and local law enforcement.

Table 5-1. ASSISTANCE TO STATE AND LOCAL LAW ENFORCEMENT GROWS SIGNIFICANTLY

(Discretionary budget authority; dollar amounts in billions)

	1990 Actual	1993 Actual	1994 Enacted	1995 Proposed	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Law Enforcement	5.2	7.1	7.1	7.3	+0.1	+2%
Litigative and Judicial	3.8	4.8	5.1	5.8	+0.8	+11%
Corrections	2.6	1.9	2.2	2.6	+0.4	+17%
State and Local Assistance	0.8	0.8	0.7	2.8	+2.1	+304%
Total Fighting Crime	12.4	14.6	15.1	18.3	+3.2	+21%

This contrasts with recent years, in which State and local assistance has been essentially static.

Identifying A New Strategy

The President has often referred to the damaging effect of violent crime on our society and has pledged to support tough new laws that put violent criminals behind bars. Reducing violent crime must therefore be among our highest priorities, especially reducing its appalling increase among our youth. It is a tragedy both for its victims and its perpetrators.

The Federal Government has traditionally responded to a growing public awareness of violent crime by expanding its law enforcement role. But even our expanded Federal law enforcement infrastructure must be put in perspective. Federal spending accounts for only about 10 percent of all law enforcement resources. It is State and local governments that have always played the central role in controlling crime, particularly violent crime.

There are, however, crime control functions that should be performed by the Federal Government. Federal law enforcement agencies are required to enforce laws that are peculiarly within Federal jurisdiction, such as forgery and espionage; are best positioned to encourage cooperation among State and local governments; and can act cooperatively with foreign governments to curb the spread of drug-related and organized crime.

The Federal Government is also best able to collect national crime statistics and disseminate crime control information. Federal resources help to develop and promote new technologies to improve law enforcement. Federal crime databases, fingerprint facilities, DNA testing laboratories, and other technical and training facilities serve local law enforcement as well as Federal needs.

Most important, only the Federal Government can articulate a national strategy for controlling crime—a strategy that recognizes that most crime fighting is done at the local level and puts resources in the hands of local law enforcement.

Where We Are in the Fight Against Crime

The Federal Government uses two sources of data to track the level of violence in our society: a compilation of crime information reported to police and surveys asking the public whether they have been victims of particular types of crime. When compared, these data suggest that while the rates of homicide, aggravated assault, robbery, and rape per 100,000 residents appear to have remained stable in recent years, the number of violent crimes and murders reported has reached intolerable levels.

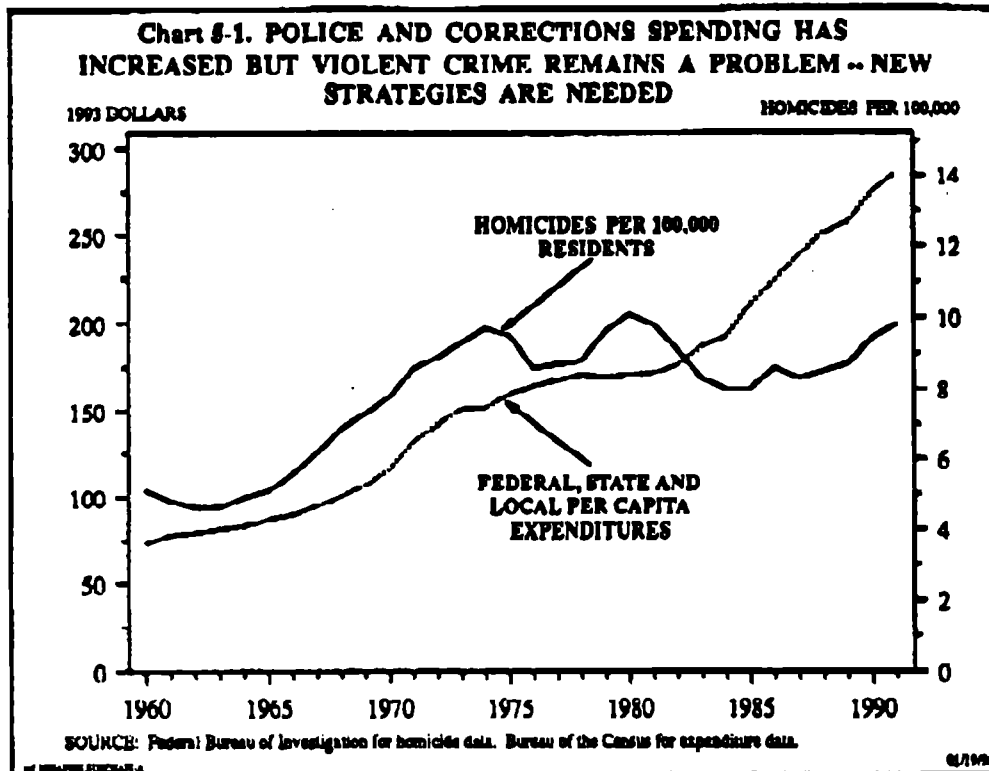
Chart 5-1 shows the homicide rate and the growth in Federal, State, and local spending for police, jails, and prisons. While real spending has increased four times in constant dollars, the homicide rate has remained at roughly historical levels. This suggests that we need to consider new strategies to reduce violent crime, strategies that will improve the effectiveness of these resources.

While the overall rate of violent crime in American society has remained stable in recent years, its nature has changed dramatically. It has become increasingly concentrated among our youth, particularly young males. Between 1971 and 1991, the percentage of homicide victims ages 15 to 24 rose by 24 percent, while the rate of homicide committed by young men, ages 14 to 17, more than doubled.

Violence has become especially tragic for young African-American males. Between 1985 and 1990, the likelihood of a black male between the ages of 20 and 24 being killed almost doubled. For black males, ages 15 through 19, it more than doubled. Virtually all of the increase in homicides for these age groups was attributable to firearms.

Growth in Federal Prison Population

For decades, Federal and State governments have sought to remove violent offenders and major drug traffickers from the society they prey upon. The level of resources devoted to our Federal prison system reflect this commitment and has made prison spending a growing portion of our total law enforcement budget. Federal prison system funding has grown from roughly \$600 million in 1986



to over \$2.2 billion in 1994. It is estimated that the current system will need to accommodate a net increase of 7,000 inmates in each of the next five years.

To address prison population growth, the 1995 budget request is \$2.6 billion for the Bureau of Prisons, an increase of almost \$400 million, or 17 percent over 1994. Stronger laws will shut down the revolving door of law enforcement. In the future, if you commit violent crime, you will do the time.

Controlling Violent Crime—A New Direction

The Administration's strategy for controlling violent crime takes a new direction by focusing on the need to put Federal resources to work supporting local law enforcement, rather than by simply expanding Federal involvement in local crime fighting.

As shown in Table 5-1, discretionary Federal crime control spending will grow by \$3.2 billion, or 21 percent, from 1994 to 1995. Not only is this increase greater than

the growth rate of prior years, but it also reflects a new direction. In previous years, almost all budget increases were for Federal law enforcement agencies, e.g., the FBI, U.S. Attorneys, and the Bureau of Prisons. While these bureaus will receive funding increases in 1995, the majority of additional funding will be for grants to States and localities. This will help State and local criminal justice systems perform their function as the primary agents of law enforcement.

Adding 100,000 New Police Officers

One of the cornerstones of the President's program to combat crime, particularly violent crime in our urban communities, is increasing the number of police officers on our streets. For 1995, \$1.7 billion in new funding is requested to provide State and local grants to begin hiring these officers. These grants will assist States and localities in establishing community policing programs across the Nation. A total of \$6 billion more will be provided for 1996-1999 to ensure that as many as 100,000 new police officers are

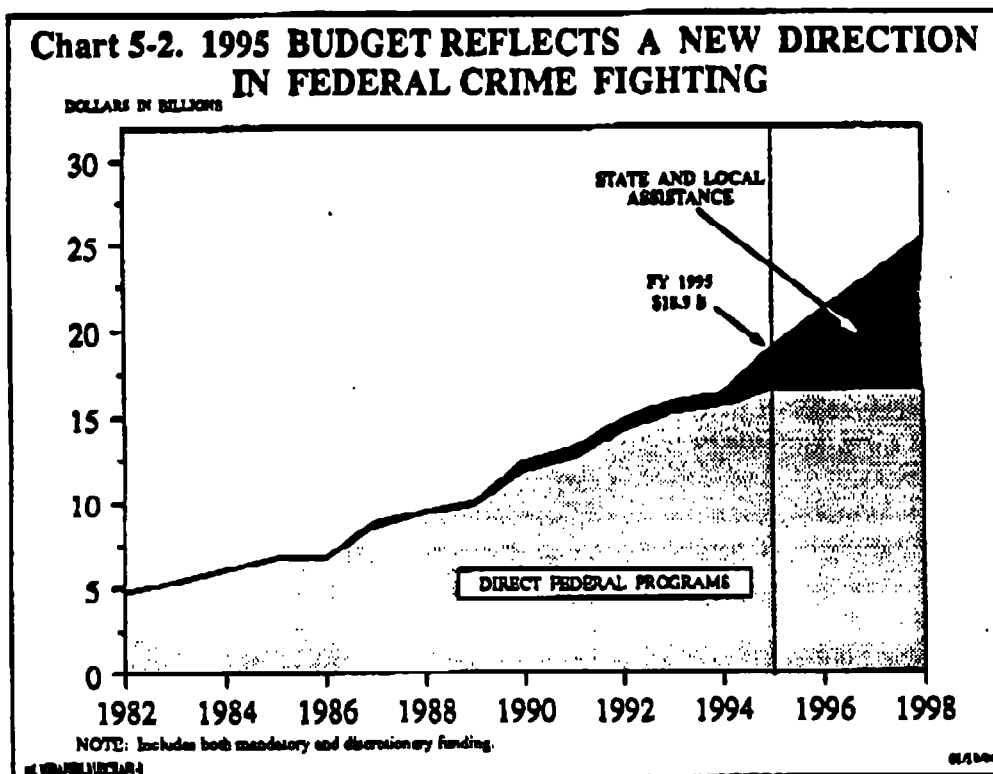


Table 5-2. MAJOR CRIME CONTROL INITIATIVES

(Increased budget authority in millions of dollars)

New Police Officers	1,720
Criminal Records Upgrade (Brady Bill)	100
Juvenile Crime Prevention	69
Total	1,889

added to the State and local police rolls. This program will ultimately increase the number of police officers by over 15 percent.

The 1995 budget proposes to eliminate the formula portion of the Byrne drug law enforcement grant program. While saving over \$300 million, this funding will be replaced in large part by the President's new community policing initiative and various other new grant programs supporting State and local law enforcement authorized by the pending House- and Senate-passed crime bills.

Also, the budget proposes an increase of \$50 million for the discretionary portion of the Byrne grant program, effectively doubling those projects that target specific needs.

Implementing the Brady Handgun Violence Prevention Act

The recently enacted Brady Handgun Violence Prevention Act requires a five-day waiting period for the purchase of a handgun and a criminal records check of potential purchasers. This Act will make America's

neighborhoods safer by limiting access to guns for felons and those psychologically unable to use handguns responsibly. The 1995 budget provides \$100 million for grants to States to improve their criminal records identification systems, facilitate records checks, and fund the FBI's national instant record check system. Within a few years, this system will allow the immediate processing of criminal records information.

Upgrading Gun Licensing Procedures

The Administration is taking steps to ensure compliance with gun dealer licensing requirements. The 1995 budget includes nearly \$6 million to fund a number of new initiatives to ensure that the President's commitment is realized. First, over \$2 million is requested for the Bureau of Alcohol, Tobacco and Firearms (BATF) to obtain more information from dealer license applicants, including fingerprints and photographic identification. This information will help ensure that only authorized gun dealers receive licenses. Second, over \$2 million is requested to automate multiple handgun sales reports and to enhance firearms enforcement databases. These steps will increase BATF's ability to access additional databases to trace firearms used in the commission of crimes. Third, over \$1 million is requested to automate the records of gun dealers who have gone out of business, thereby expediting the tracing of firearms used in illegal activities.

In addition, the Administration will address the proliferation of Federally licensed gun dealers. Currently, there are over 280,000 gun dealers paying a license fee of \$66 a year, though it costs the taxpayer about \$600 each year to award the license. Before the President signed the Brady Handgun Violence Prevention Act, a license had cost only \$10 a year. As part of this budget, the President will submit a legislative proposal that the licensing fee for Federal firearms dealers be increased to \$600 annually. This increase could eliminate up to 200,000 gun dealers and will end the taxpayer subsidization of the gun business.

Improving Law Enforcement Technology

The 1995 budget requests \$93 million to support the FBI's Integrated Automated Fin-

gerprint Identification System (IAFIS). IAFIS will be a rapid response, paperless system that will receive and process electronic fingerprint images, criminal histories, and related data on convicted felons. The system will be a major new component of our national law enforcement information system. This system, coupled with the FBI's DNA identification program and improved wiretap technology, will provide the Nation's law enforcement community with the most effective law enforcement technology available.

Targeting Juvenile Crime Through Prevention Strategies

Violent juvenile crime has increased sharply during the last decade. In response the 1995 budget proposes \$172 million in grants to aid in the prevention and reduction of juvenile crime and the treatment of youthful offenders. This request is \$69 million above 1994 levels and builds upon strategies to strengthen the family, support core community institutions in their work with youth, emphasize the prevention of delinquency and gang-related activity, and control violent youth.

Passing Effective Crime Control Legislation

Several important crime control initiatives are funded contingent upon enactment of a strong crime bill, such as that passed by the Senate. During the past year, the Administration has worked with the Congress to develop a comprehensive crime bill that will provide much needed relief in the fight against crime. The Senate bill includes a number of initiatives strongly supported by the Administration, including grants for community policing, boot camps and drug courts for youthful and non-violent offenders, as well as drug treatment in prisons and jails. The Administration also supports a ban on semi-automatic firearms; limitations on access to handguns by juveniles; and the creation of a crime control fund to pay for eligible crime control initiatives. The Administration will continue to work for the earliest possible passage of a crime bill.

The Administration is specifically requesting that the fund support the community policing initiative which would put 100,000 new police officers on the street, the criminal records

upgrade program authorized in the Brady Bill, and several of the immigration control initiatives described below. Allocation of the remaining spending from the Fund will await

final Congressional action on crime legislation. Other types of activities that will be supported by the Administration include programs like boot camps and drug courts, which are described below.

Table 5-3. LAW ENFORCEMENT SPENDING BY AGENCY
(Discretionary budget authority; dollar amounts in billions)

	1990 Actual	1993 Actual	1994 Enacted	1995 Proposed	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Crime Control Fund				2.4	+2.4	N/A
Bureau of Prisons	2.6	1.9	2.2	2.6	+0.4	+17%
Drug Enforcement Administration	0.5	0.7	0.7	0.7	+	+
Federal Bureau of Investigation	1.7	1.9	2.0	2.1	+0.1	+5%
Immigration and Naturalization Service	0.8	1.0	1.1	1.1	+0.1	+9%
General Legal Activities	0.3	0.4	0.4	0.4	+	+6%
U.S. Attorneys	0.5	0.8	0.8	0.8	+	+1%
U.S. Customs	1.3	1.5	1.5	1.5	+	+1%
Bureau of Alcohol, Tobacco, and Firearms ..	0.3	0.4	0.4	0.4	+	+2%
U.S. Secret Service	0.4	0.5	0.5	0.5	+	+2%
Judiciary	1.6	2.4	2.6	2.9	+0.3	+13%
All Other Law Enforcement	2.4	3.2	3.1	2.8	-0.2	-6%
Total Crime Control	12.4	14.6	15.1	18.8	+3.2	+21%

* Less than \$50 million.

IMPROVING BORDER SECURITY AND CONTROLLING ILLEGAL IMMIGRATION

Illegal immigration is a continuing problem which threatens this country's immigrant traditions and reduces the ability of State and local governments to provide quality human services. The public has lost confidence in the Federal Government's ability to handle this problem. It is, therefore, imperative that the Federal Government take its responsibility for controlling the border seriously. In order to maintain fiscal and economic security, and turn the rising tide of negative sentiment against all immigrants, the Federal Government must take aggressive measures to secure the border and curb illegal immigration.

This Administration pledges to continue its leadership in finding solutions to this important and controversial problem. The President's goal for reforming the immigration system is straightforward: rebuild and revital-

ize the Immigration and Naturalization Service (INS), the agency which has primary responsibility for immigration control.

The 1995 budget proposes \$2.1 billion for the INS. This represents a 22 percent increase over its 1994 level. The Administration's 1995 Border Security and Illegal Immigration Control initiative will cost \$368 million, which includes an investment of \$327 million for critical immigration control programs and \$41 million for other Justice bureaus to support INS activities.

Pressing Immigration Problems—The President's Border Security and Illegal Immigration Control Plan

Approximately 3.2 million undocumented persons currently live in our communities.

Table 5-4. MORE SPENDING REQUESTED TO COUNTER ILLEGAL IMMIGRATION

(Budget authority: dollar amounts in billions)

	1990 Actual	1993 Actual	1994 Enacted	1995 Proposed	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Immigration and Naturalization Service (includes Crime Control Fund and man- datory funding)	1.2	1.6	1.7	2.1	+0.4	+22%

The INS estimates that this population increases by almost 300,000 illegal aliens annually. The majority of these illegal migrants enter through the Southwest border.

Past attempts to curb illegal immigration have had limited success. The Immigration Reform and Control Act of 1986 (IRCA), which included employer sanctions, was intended to reduce the attraction of employment in this Nation for illegal migrants. The Act also authorized substantial increases in Border Patrol strength to prevent unauthorized entry. However, these and other well-intentioned enforcement measures have not been forcefully implemented. In large part, the INS has lacked the leadership and resources to fulfill its missions.

The President has a comprehensive plan which will "reinvent" the INS so that it can solve its problems and produce visible results. This past summer the President

sought new authority to control illegal immigration. He asked for:

- \$45 million and up to 600 agents to deter illegal entry across the border;
- \$45 million to fully upgrade visa processing technology to exclude terrorists and other ineligible aliens;

The President also proposed:

- legislation to exclude and remove fraudulent asylum seekers who attempt illegal entry through air, sea, and land ports; and
- legislation to toughen criminal penalties for convicted smugglers of aliens.

Increasing Border Controls

The border control initiative requires \$181 million to strengthen our ability to apprehend and return illegal aliens to their country of origin. This prevention strategy provides necessary resources for the Border Patrol to take better command of the current illegal

Table 5-5. INITIATIVES IN THE PRESIDENT'S BORDER SECURITY AND ILLEGAL IMMIGRATION CONTROL PLAN

(Increased budget authority in millions of dollars)

Border Control	181
Expedited Deportation (for criminal aliens)	55
Asylum Reform and Deportation (for those denied asylum)	64
Increased Enforcement (employer sanctions)	38
Promote Naturalization (for eligible aliens)	30
Total	368

flow. The success of the pilot *Special Operation* in El Paso is exemplary of this targeted approach. More agents will provide a visible presence at high-risk border areas to deter illegal entry. This initiative also contains a significant technology enhancement that will enable most of the INS components to analyze intelligence, dismantle alien smuggling operations, and reduce illegal immigration generally. With the proper combination of sophisticated technology and people, the INS should be able to reduce illegal entry more effectively and regulate border admissions fairly and efficiently.

As another part of this initiative, significant resources will be devoted to upgrading the capability of the INS to communicate electronically with the State Department and other Government agencies so that it can control admissions at ports of entry more effectively. In addition, with implementation of the Administration's plan to improve management coordination between the INS and the Customs Service (a National Performance Review recommendation) we can more effectively reduce illegal alien and drug entries.

Deporting Criminal Aliens

Foreign-born nationals represent approximately 11 percent of the inmate population in the five largest immigration-affected states and 25 percent of the Federal inmate population. Those foreign-born non-resident aliens who have committed aggravated felonies are subject to deportation. However, many illegal immigrants who are convicted felons are released into local communities. This problem is intolerable and the Administration is committed to removing these deportable criminal aliens as expeditiously as possible. This budget includes \$55 million to enable the INS to deport up to 20,000 more criminal aliens annually, once fully operational.

Reforming Asylum and Deporting Fraudulent Applicants

The 1995 budget requests \$64 million to implement the President's pledge to reform the asylum system. This proposal will complement the Justice Department's efforts to streamline asylum procedures. It will more than double the capability of asylum officers, immigration judges, and attorneys to handle

the backlogged cases as well as the significant number of new cases received annually. The current, overwhelmed asylum system has no prospects for adjudicating these cases in a timely fashion. As a result, virtually anyone who applies for asylum receives work authorization, while the case is pending. The asylum system is increasingly vulnerable to abuse by ineligible applicants. Enactment of the Administration's reform proposal will permit deportation of those fraudulent applicants whose cases are adjudicated and denied.

Implementing Employer Sanctions and Anti-Discrimination Laws

The budget proposes \$36 million to enforce the employer sanctions and anti-discrimination provisions of existing law. This is almost double what is currently spent on this activity. Sanctions will discourage the illegal employment of undocumented aliens, thus reducing the U.S. employment "magnet effect." The INS will increase investigation and prosecution of fraudulent document vendors who undermine the effectiveness of employer sanctions. The INS will conduct a national campaign to investigate industries that have been the worst violators of the sanctions law. In addition, the budget provides resources to streamline the employment document verification process.

Government must be sensitive to the civil rights of employees. Reducing discrimination against citizens and legal aliens and protecting their rights are integral parts of this initiative. Resources will be available to provide grants to community-based organizations for anti-discrimination education. In addition, the Office of Special Counsel for Immigration-Related Unfair Employment Practices will expand its efforts to prosecute those employers who discriminate against "foreign-sounding" and "foreign-looking" individuals in the hiring process.

Promoting Naturalization Benefits

Finally, the President's comprehensive plan calls for \$30 million to increase the naturalization of eligible immigrants. The majority of immigrants do not naturalize when eligible. Within the next several years, about three million people will become eligible for citizenship. There are potentially five million other

legal aliens who have immigrated to the United States since 1965, but have not taken advantage of naturalization benefits. This initiative will bolster the integration of newcomers into society and help counteract anti-immigrant sentiment. With these new resources, the INS will ensure that the naturalization benefits are provided correctly, courteously, and compassionately to all persons eligible. Furthermore, the INS will distribute grants for the first time to community-based and educational organizations to assist appli-

cants in completing the applications, instruct them in civics and language proficiency, and conduct certified testing on behalf of the INS.

These investments in the immigration system will increase the security of our borders against the detrimental effects of illegal immigration. This 1995 budget is an important step forward in the President's efforts to pursue an aggressive and comprehensive immigration control program.

CONTROLLING ILLICIT DRUG ABUSE

The cost of illicit drug use in America is staggering, both in economic and human terms. It destroys the lives and futures of thousands of Americans, breeds crime and corruption worldwide, and facilitates the spread of AIDS and other deadly diseases. It also costs our economy an estimated \$67 billion in direct costs and lost productivity each year.¹ The Nation's fight to eliminate illicit drugs focuses on two areas: reducing demand for illicit drugs by providing treatment and prevention services to the users and potential users of illicit drugs; and reducing the supply of available drugs through domestic law enforcement, border enforcement, and international cooperation.

The Administration's National Drug Control Strategy provides the details of how this Nation can respond to the imperative of reducing illicit drug use in America. The Strategy's demand reduction formula is straightforward: reduce drug use by focusing on eliminating hard-core drug use; rebuild communities ravaged by drug use and drug-related crime; and deliver a consistent and continuing prevention message to our youth both in and out of schools. The strategy's approach to supply reduction is to increase community police presence, focus Federal law enforcement efforts on large drug trafficking organizations, and provide assistance to fight drugs in source countries.

¹Rice, D.P., Unpublished Data, Institute for Health and Aging, University of California at San Francisco; cited in *Substance Abuse: The Nation's Number One Health Problem, Key Indicators for Policy*, prepared for the Robert Wood Johnson Foundation, Princeton, New Jersey, October, 1993, p. 18.

The Administration's 1995 drug control budget requests \$18.2 billion, an increase of \$1.0 billion, or 9 percent more than in 1994. This budget departs from former spending plans by placing new emphasis on drug treatment and prevention programs, while keeping most drug law enforcement spending relatively constant. Chart 5-3 shows the relationships of selected categories of drug control funding. By emphasizing growth of treatment and prevention programs, the 1995 drug budget defines a new role for the Federal Government and significantly changes how the Nation deals with illicit drug use.

Improving and Targeting Drug Treatment

The 1995 drug control budget requests over \$2.9 billion to treat drug abuse, an increase of \$360 million, or 14 percent over 1994. It is estimated that the Nation will have the capacity to treat approximately 1.4 million addicts in 1994. Investing in treatment makes good public policy and good economic sense. Of the approximately one million persons infected with HIV, about one third were infected as a result of injection drug use, at a cost of \$85,000 to \$150,000 per patient for medical services.² When compared with an average cost of treating drug users of \$5,000 to \$12,000 per patient, drug treatment can be significantly more cost effective. By every standard, it is far cheaper to treat drug users and return them to a productive life than to pay for the health

²Department of Health and Human Services, *Surgeon General's Report to the American Public on HIV Infection and AIDS* (Washington, D.C.: GPO, 1993).

Table 5-8. TREATMENT AND PREVENTION SPENDING SHOW GREATEST GROWTH

(Budget authority; dollar amounts in billions)

	1990 Actual	1993 Actual	1994 Enacted	1995 Proposed	Dollar Change: 1994 to 1995	Percent Change: 1994 to 1995
Treatment	1.6	2.3	2.5	2.9	+0.4	+14%
Prevention and Education	1.2	1.5	1.8	2.1	+0.4	+22%
Criminal Justice	4.2	5.7	5.7	5.9	+0.2	+4%
Interdiction	1.8	1.8	1.3	1.2	-0.1	-7%
International	0.5	0.6	0.4	0.4	+0.1	+22%
Intelligence and Research	0.4	0.6	0.7	0.7	+0	+4%
Total	9.7	12.1	12.1	13.2	+1.0	+9%
Supply Reduction	6.6	7.9	7.6	7.8	+0.2	+3%
	68%	65%	63%	59%		
Demand Reduction	3.2	4.4	4.5	5.4	+0.8	+18%
	32%	35%	37%	41%		

* Less than \$50 million.

Chart 5-3. IN 1995, DEMAND PROGRAMS GROW FASTER COMPARED TO OTHER PROGRAMS

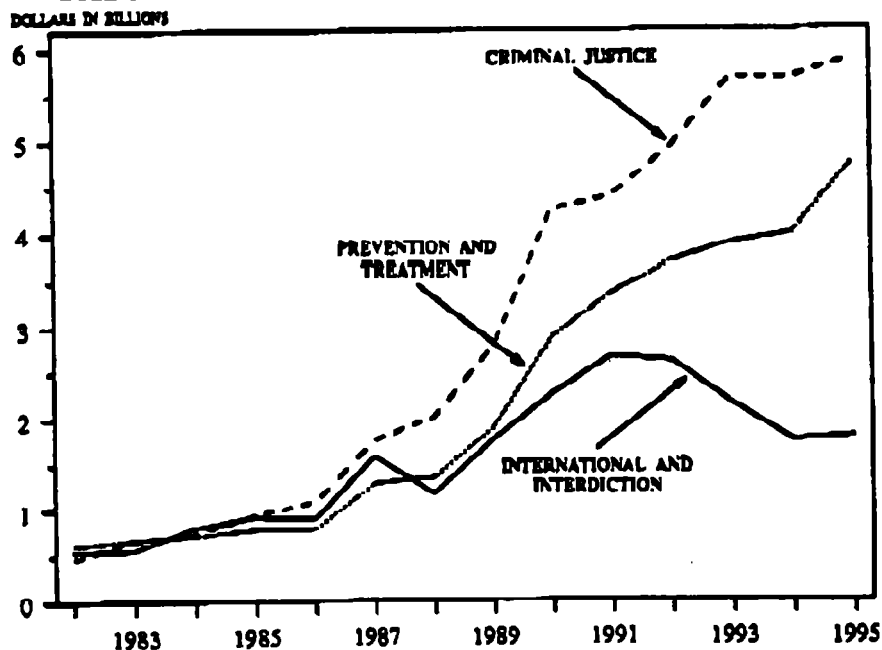


Table 5-7. MAJOR INITIATIVES IN THE NATIONAL DRUG CONTROL STRATEGY

(Increased budget authority in millions of dollars)

Hard-Core Drug Treatment	355
Safe and Drug Free Schools	172
Community Policing	568
International/Source Countries	76
Total	1,171

and crime expense resulting from their drug abuse. The Administration is requesting funding for several initiatives that implement programs for expanding treatment:

- **Targeting the Hard-Core User.**—The budget requests \$355 million for new grants to treat hard-core drug users. A total of \$310 million in Health and Human Services treatment grant funds will be augmented with \$45 million from the Office of National Drug Control Policy's Special Forfeiture Fund. These funds will go to those most in need and the hardest to reach. While treating this hard-core population presents serious difficulties, no comprehensive effort to fight drug abuse can succeed without reaching those who are costliest to society, have suffered the longest, and are the hardest to help.
- **Treating Incarcerated Addicts.**—Over 200,000 drug addicts enter U.S. correctional facilities each year. Many of these addicts are released without receiving drug treatment. Nearly 80 percent of those leaving such institutions become repeat offenders and return to the prison system. This revolving door can be shut down, in part, through in-prison programs to treat prisoners before release and by providing transitional treatment services after release. To this end, the Bureau of Prisons will spend \$22 million for prison treatment programs, and the Department of Health and Human Services grants for jail-based treatment programs will provide \$39 million for such programs. Jail-based programs have proven particularly useful in motivating prisoner involvement in treatment by separating them from the general

population at the same time offering treatment, counseling, and early release options.

Providing Help For Non-Violent Drug Offenders

The pending Violent Crime Control and Enforcement Act of 1993 is likely to authorize promising, innovative programs which offer ways to help non-violent youthful drug offenders. If authorized, programs such as the following will be supported:

- **Boot Camps For Youthful Offenders.**—Boot Camps have demonstrated that they can work for a select group of non-violent offenders. Such programs offer rigorous discipline, physical conditioning, job training, and education. Typical jail sentences for drug offenders average five years, while successful participants often leave boot camps after six months.
- **Drug Courts Provide An Alternative To Incarceration.**—Drug Courts offer an alternative to costly litigation and incarceration of non-violent drug offenders. They provide treatment, testing, and counseling services for arrestees in lieu of trial and incarceration. Participants who comply with court mandates and pass periodic drug tests avoid a trial and incarceration, while saving courts and penal systems significant time and expense. Those who don't, return to serve their sentence.

Building Community-Based Prevention

The 1995 drug control budget provides \$2.1 billion for drug prevention programs, an increase of \$448 million over 1994. Prevention programs have proven successful in reduc-

ing casual drug use, but recent Monitoring The Future Survey statistics suggest that continued efforts are needed.³

- **Community Policing As Drug Prevention.**—Approximately \$265 million of the 1995 community policing initiative described earlier is attributed to drug abuse prevention. Such community law enforcement efforts that place "cops on the streets." These programs can help to reduce both the supply and demand for illegal drugs; they can help close down open-air drug markets, while also helping to identify hard-core drug users in need of treatment. They can also increase public awareness, improve community pride, and foster community involvement.
- **Safe and Drug-Free Schools.**—The 1995 drug budget requests \$660 million, or \$172 million more than 1994, for Federal activities and grants to States for programs supporting the prevention of drug-related crime and violence in our schools as well as comprehensive drug prevention education and services for school children. These programs are the foundation of our Nation's drug prevention effort. They provide teacher training and curriculum development that allow for the integration of drug resistance training into school life; student assistance programs that offer drug-free activities; and security services to address weapon and drug-related security problems on school grounds.

Changing Direction of Drug Law Enforcement

The 1995 drug control budget request for domestic drug law enforcement is \$5.9 billion, an increase of \$225 million, or four percent over 1994. It keeps spending on Federal law enforcement constant and increases resources for corrections and grants to States and localities.

The drug law enforcement budget reflects a change in emphasis from a growing Federal presence towards a policy centered on community-based enforcement. This policy defines

³The Monitoring The Future (MTF) Survey shows an increase in drug use. The MTF Survey found that illicit drug use is up with marijuana, stimulants, inhalants, and hallucinogens presenting the largest increase.

the Federal role in terms of providing leadership and training, fostering inter-governmental cooperation, and providing incentives to States and localities to adopt innovative drug control methods.

- **Community Policing As Drug Law Enforcement.**—An additional \$285 million is attributed to the community policing initiative. The presence of new police officers on the streets of high crime and drug areas should significantly deter street drug crime, and help solve long-term drug crime problems.
- **High Intensity Drug Trafficking Areas (HIDTA).**—The 1995 drug control budget requests \$98 million for the HIDTA program, an increase of \$12 million, or 15 percent over 1994. This reflects the addition of one new metropolitan area to the list of HDTAs, bringing the total to six. These areas receive resources specifically targeted to dismantling large drug trafficking organizations and the reduction of hard-core drug use, which is one of the HIDTA operating objectives.

Controlling The Flow of Drugs

The 1995 drug control budget requests \$1.2 billion for drug interdiction, \$94 million less, or 7 percent below 1994. This saving is due to a shift in emphasis from counter-drug operations in the vast transit zones to host country operations. Other savings will come from a consolidation of intelligence gathering facilities.

Since 1993, spending for drug interdiction has declined by almost \$300 million, reflecting the growing realization that the best long-term approach to reducing the flow of drugs across our borders is to reduce the demand for drugs within our borders.

Care has been taken to ensure that our capabilities remain available should cultivation, production, or trafficker activity require a change in our level of response. Savings have resulted from proposing the consolidation of certain Customs/Coast Guard intelligence centers and Department of Defense interdiction command and control facilities. In part, better use of intelligence has enabled the Coast Guard to reduce the size of its patrolling

effort, and the Customs Service to reduce the size of its air and marine assets.

Improving International Cooperation.

The 1995 budget requests \$428 million for international drug programs, an increase of \$76 million, or 22 percent more than in 1994. This reduced level of effort is consistent with the Administration's decision to shift emphasis from interdiction efforts in the transit zones to assisting host countries. Assistance programs provide support for conducting law enforcement activities, building judicial and other necessary institutions, and creating an economic and social environment

that supports alternatives to drug cultivation and trafficking.

The cocaine cartels of South America have the capacity to produce 1,000 metric tons of cocaine annually—virtually the entire world's supply. Their wealth fuels corruption that threatens the existence of democratic institutions throughout the region. International drug control efforts, funded by the Department of State and supported by in-country anti-drug operations, provide law enforcement training and economic assistance to foreign governments in efforts to resist the influence of drug trafficking cartels.

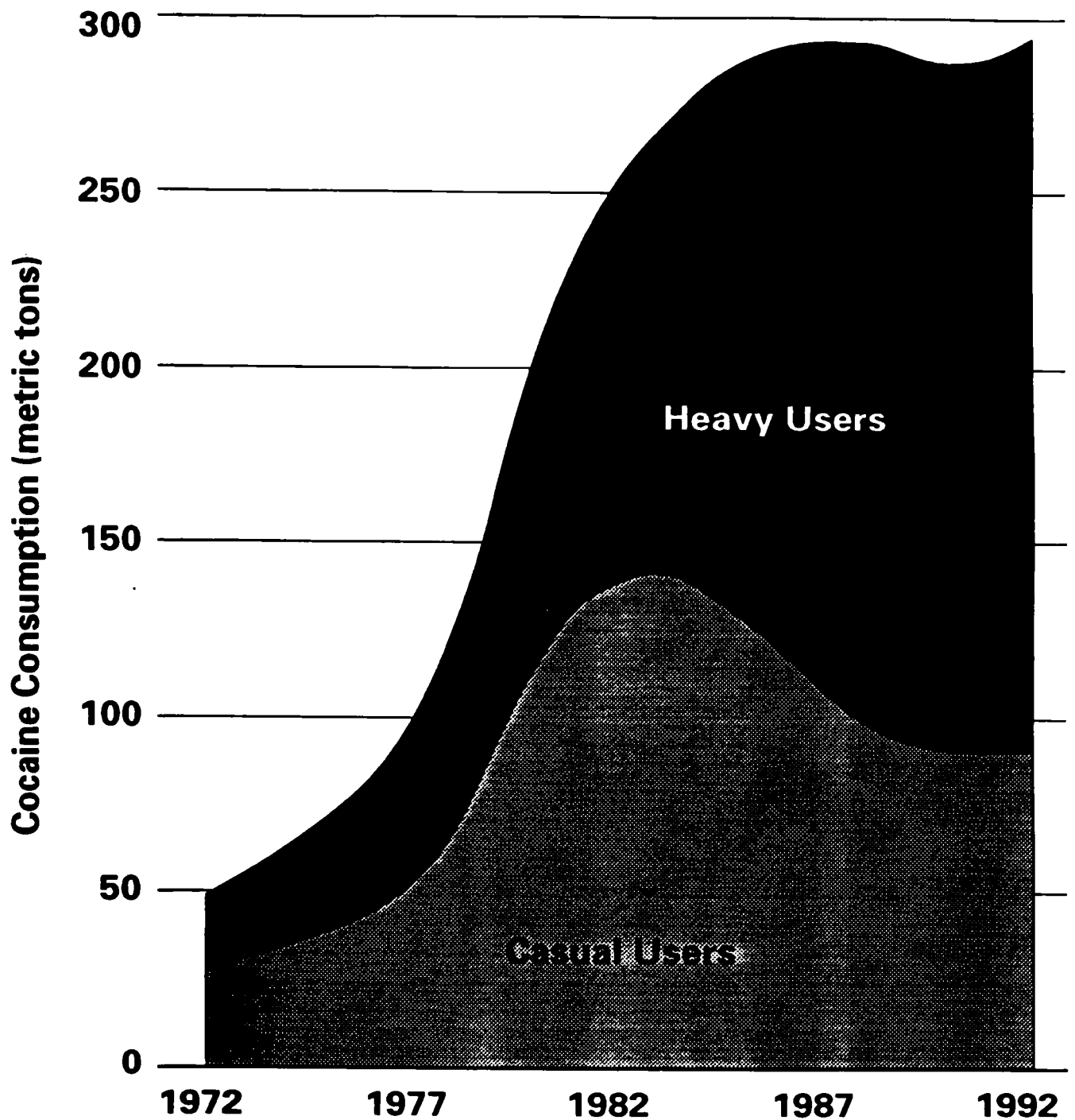
DRUGS, CRIME AND TREATMENT

- o Research over the last 15 years has clearly established the relationship of drugs to crime and violence:
 - Drug-dependent offenders are responsible for a disproportionate amount of crime, especially during periods of their most addictive use.
 - During periods of heavy or addicted use, the frequency and severity of criminal activity rises dramatically.
- o 75 percent of jail inmates surveyed in 1989 had used drugs (40 percent in the month before their offense), and 27 percent were under the influence at the time of their offense.
 - 13 percent of all jail inmates surveyed reported committing their current offense for money to buy drugs, compared to 39 percent of cocaine or crack users.
- o 33 percent of State prison inmates reported using drugs or being under the influence at the time of their current offense.
- o A 1987 survey of juveniles in State institutions found that nearly 40 percent were under the influence at the time of their offense.
- o A survey of chronic drug users not in treatment in 1992 found that over half were involved in illegal activity.
 - 42 percent had income from both illegal and legal sources; 10 percent from illegal sources only.
- o Recent, detailed studies of violent crime and homicide have found about 50 percent to be drug-related.
- o Although all drugs are related to these three types of crime, alcohol and PCP are often cited with first listed type, heroin with the second, and crack with the third.

DRUGS, CRIME AND TREATMENT (page 2)

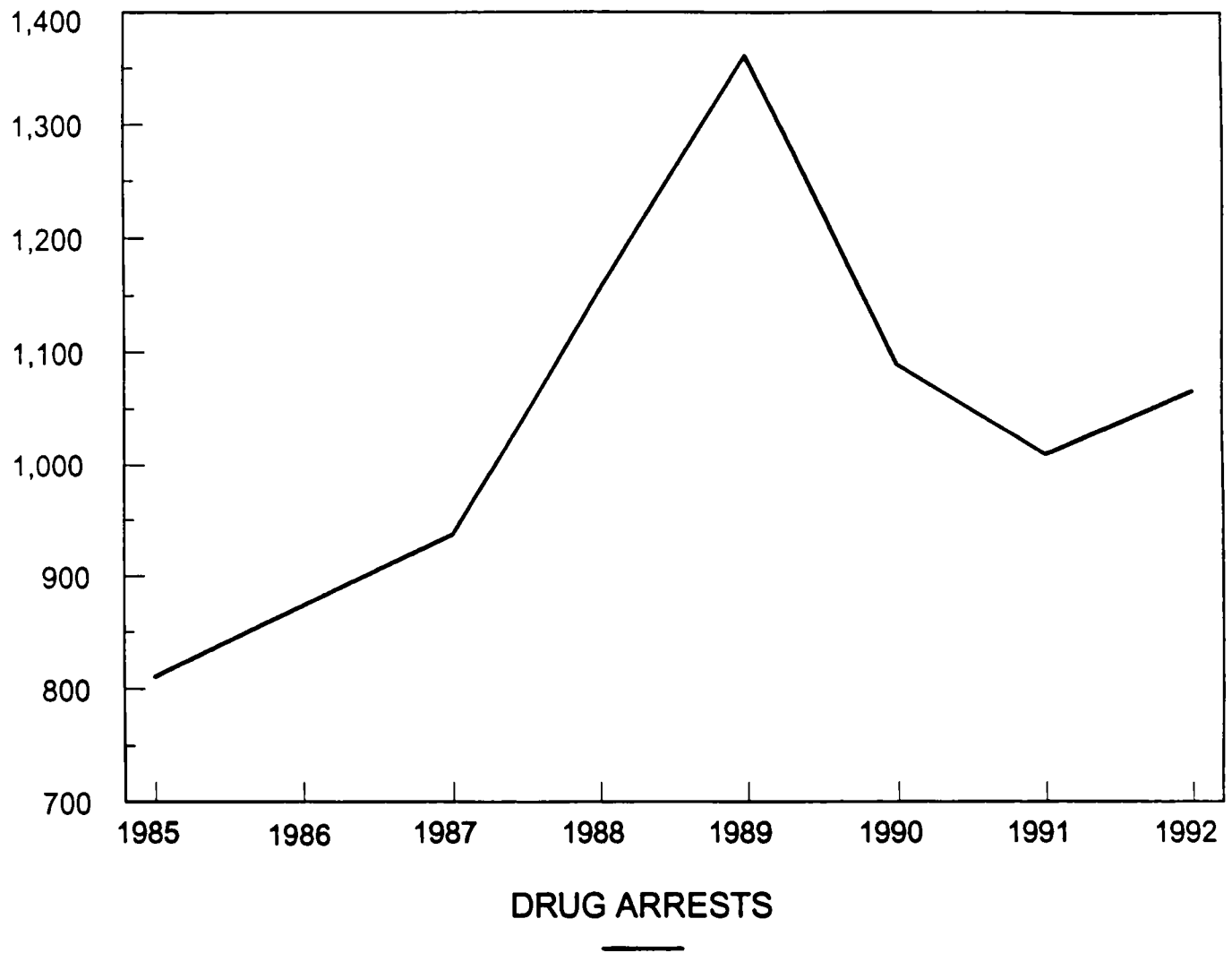
- o Entry into drug treatment has been shown to have an immediate impact on the levels of drug use and associated crime, and retention in drug treatment to have a significant impact.
- o Major longitudinal studies have repeatedly shown that drug use and criminal activity decline upon entry into treatment and remain below pre-treatment levels for up to six years.
 - Numerous studies of opiate addicts found an average reduction in daily narcotics use of 85 percent during treatment and a 40 percent decrease in property crime.
 - A related study of Eastern seaboard cities found that the number of annual "crime days" per treatment participant dropped from 307 the year before treatment to about 21 after six months in treatment, a 93 percent reduction.
 - One recent study of methadone treatment participants found a reduction in criminal activity of 75 percent for all entrants, and of 85 percent for those who remained in treatment a year.
- o Furthermore, certain treatment programs have been designed to deal directly with violence and are showing promise.
 - For example, the Violence Interruption Program of Chicago TASC breaks the cycle of violence among young male and female drug users and gang members in a day reporting program through intensive training and counseling.
- o In summary, drug use spawns, attracts, and exacerbates crime and violence. Drug treatment can have a significant impact on crime and violence if it includes:
 - strong linkage with the criminal justice system;
 - aggressive outreach to get heavy users into treatment;
 - strong management and monitoring to ensure treatment retention; and
 - interventions designed specifically for those at-risk of violence.

Estimated Cocaine Consumption by Type of User



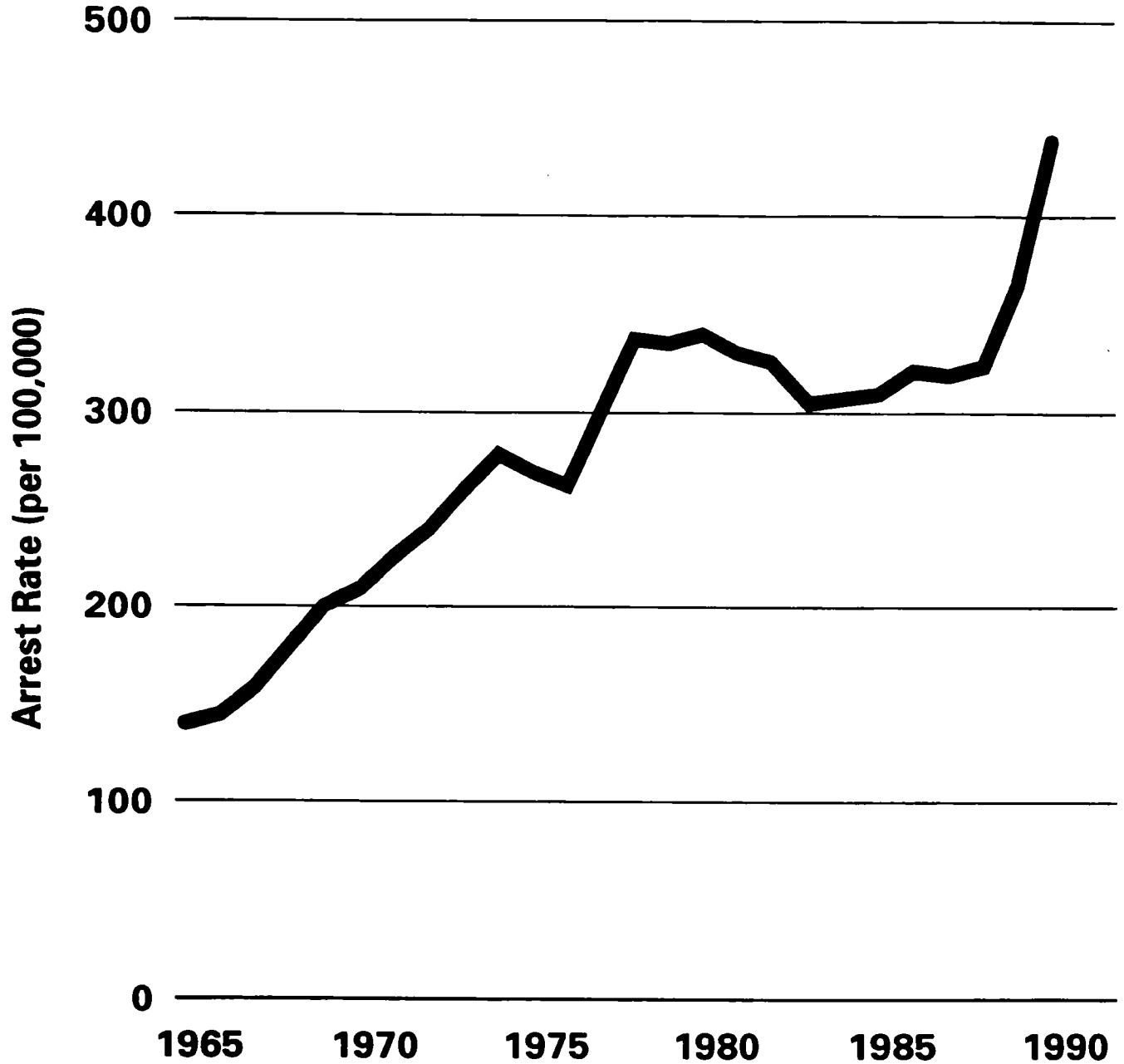
Source: RAND, "Controlling Cocaine: Supply vs. Demand Program,"
Draft Work in Progress for The Office of National Drug Control Policy, (July 1993).

ARRESTS FOR DRUG ABUSE VIOLATIONS (IN THOUSANDS)



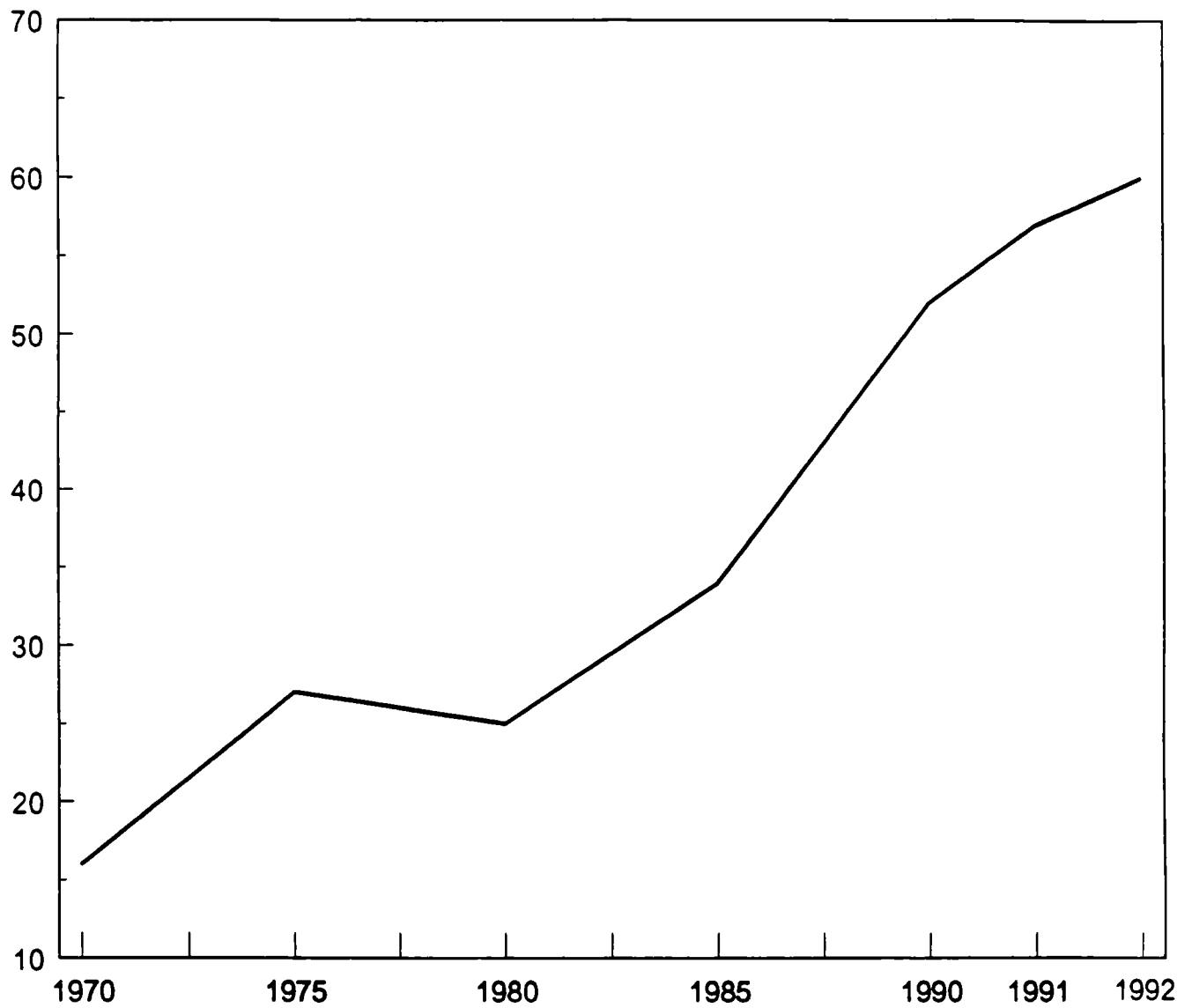
SOURCE: UCR REPORTS

Juvenile Violent Crime Arrest Rates United States, 1965-1990



Source: FBI Uniform Crime Reports.

PERCENT OF FEDERAL PRISONERS WHO ARE DRUG OFFENDERS



SOURCE: BOP REPORTS

DRUG TREATMENT

	Treatment Goal	Total People Served *	Treatment Gap
1995 HHS	2,452,000	1,383,000	1,069,000
1995 OMB	2,452,000	1,397,000	1,055,000
1995 ONDCP	2,452,000	1,518,000	934,000

Notes: OMB option assumes \$40 million increase.

* Total People Served includes other publicly and privately provided treatment.

Source: ONDCP

BUDGET REQUESTS FOR TREATMENT
(Requested Increase, \$ Budget Authority)

(\$ IN MILLIONS)	1990	1991	1992	1993	1994	1995		
						HHS Request	OMB Recomm.	ONDCP Recomm.
Block	n/a	+90.0	+0.0	+10.4	+0.0	-44.4	+0.0	+0.0
CEP (TISE/Hard Core)	+0.0	+0.0	+99.0	+77.0	+73.6	-10.0	+100.0	+500.0
Total SAMSHA Treatment **	+221.1	+74.0	+69.2	+143.0	+93.0	-43.9	+40.0	+715.0
Additional People Treated (FEDERAL)	126,912	40,233	25,191	45,091	21,894	(9,166)	5,000	126,000

* The CEP program was first proposed as part of the FY 1992 President's Budget request in order to target treatment to those areas of greatest need. ONDCP is proposing the Treatment Infrastructure Services Expansion (TISE) Program for FY 1995.

** For FY 1990, the breakout for the President's request of the Block grant, as well as other discretionary programs is unavailable.

December 21, 1993

NOTE TO CAROL RASCO
BRUCE REED
GENE SPERLING
SKILA HARRIS

FROM: JOSE

SUBJECT: DRUG TREATMENT FUNDING

As senior staff works to finalize options for the President's budget, I thought this chart would help put the issue of drug treatment funds in perspective. It shows that the Bush budgets -- on average -- requested an increase of about \$125 million per year for increased drug treatment efforts. If, as I understand, one of the options going to the President includes a \$150 million increase for SAMHSA (not tied to the crime bill monies) -- that's great. We'll still be criticized by some folks who think we've promised much more, but it's defensible. More importantly, it should get some of the drug treatment folks who aren't being helpful with health care reform to have a little more faith in us.

But here's another point to ponder: a \$250 million increase to SAMHSA would allow us to say we've put forward the biggest treatment increase ever in a drug strategy. With health care starting to phase-in in FY 96, no increases would be anticipated thereafter, and we could essentially take the credit for this historical increase for the next three years.

Needless to say, increases/decreases along the lines of the Bush numbers -- or increase tied solely to the crime bill fund -- will continue to fuel the fires of criticism in the press and in the demand reduction community.

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(Requested Increase, \$ Budget Authority)

(\$ IN MILLIONS)	1990	1991	1992	1993	1994	1995		
						HHS Request	OMB Recomm.	ONDCP Recomm.
Block	n/a	+90.0	+0.0	+10.4	+0.0	-44.4	+0.0	+0.0
CEP (TISE/Hard Core)	+0.0	+0.0	+99.0	+77.0	+73.6	-10.0	+100.0	+500.0
Total SAMSHA Treatment **	+221.1	+74.0	+69.2	+143.0	+93.0	-43.9	+40.0	+715.0
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DEPARTMENT OF HEALTH & HUMAN SERVICES

Counsel to the Secretary
for Drug Abuse Policy

Washington, D.C. 20201

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DEPARTMENT OF HEALTH AND HUMAN SERVICES
ROOM 6202

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FAX (202) 690-6167 WASHINGTON, D. C. 20201

NOV-04-1993 14:59 FROM

TO

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SUBSTANCE ABUSE & MENTAL HEALTH SERVICES
Health Care Reform - Program Offsets/Reductions
(Dollars in Millions)

Program/Activity	FY94 House Allow	FY 94 Serv. Base	FY96 Offsets/Reductions 1/ Estimate	Full Implementation 1/ Estimate
PHS Access - SAMHSA Programs				
Mental Health Services:				
Mental Health Block Grant	\$268	\$242	\$21	\$06
Children's Ment Hlth Serv	40	10	2	8
Ment Hlth Demonstrations	48	12	2	7
PATH	29	29	3	10
Other Mental Hlth Services	24	0	0	0
Subtotal, Mental Health	400	293	27	100
Substance Abuse Services:				
Substance Abuse Block Grant	1,067	792	146	502
Target Cities	36	17	3	13
Capacity Expansion	22	22	4	17
Demonstrations	182	87	3	18
Other Substance Abuse	260	0	0	0
Subtotal, Substance Abuse	1,567	918	156	538
Other SAMHSA	62	0	0	0
Total SAMHSA Offsets	\$2,057	\$1,211	\$186	\$743

1/ Offsets built off FY 1994 House Allowance. Assumes phased implementation beginning January 1996 (25% of total).

Old: John McN: SAMHSA/93/06/001

11:49 PM

11-Nov-93

Handwritten note:
 Have to look
 in the 2 some
 meeting yesterday (11/1)

SUBSTANCE ABUSE & MENTAL HEALTH SERVICES
Health Care Reform
Assumptions for Program Offsets/Redirections
(Dollars in Millions)

Program/Activity	Assumptions
Mental Health Services:	
Mental Health Block Grant	FY 1994 House Allowance \$267.9 - Set-aside programs continue at 5% of Block Grant - 5 percent of balance for State administrative activities - Of the remaining funding for treatment services, 35 percent will be covered by HCR, leaving 65 percent for residual treatment services.
Children's MH Services	FY 1994 House Allowance \$40.0 - 15% offset of total amount available for the program will be covered by HCR
Demonstrations: - Community Support Prg - Homeless - AIDS	FY 1994 House Allowance \$47.9 - Based on review of current grants and applications - 15% offset of total amount available for the program will be covered by HCR
Path Formula	FY 1994 House Allowance \$29.5 - 35 percent will be covered by HCR, leaving 65 percent for residual treatment services (same as Block Grant)
Mental Health Programs without offsets: - Protection & Advocacy - Clinical Training - AIDS Training	

11/23/93 13:30 2026906167 HHS DRUG COUNSEL WHITE HOUSE 0003

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TO

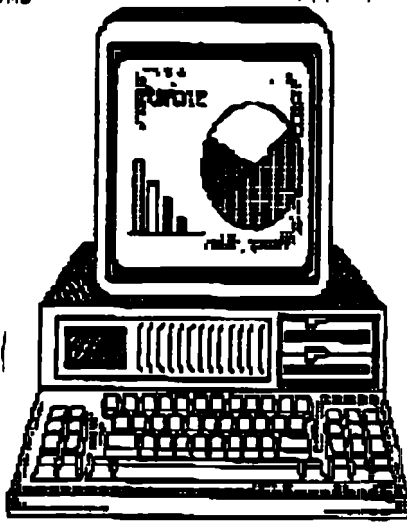
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Program/Activity	Assumptions
Substance Abuse Services:	
Substance Abuse Block Grant	FY 1994 House Allowance \$1,096.9 - Programs from set-aside continue. (5% of Block) - 5 percent of balance for State administrative activities - 20% of balance for continuation of prevention activities. - Of the remaining funding for treatment services, 75 percent will be covered by HCR, leaving 25 percent for residual treatment services.
Target Cities	FY 1994 House Allowance \$34.8 - 50% of total funding is scored for treatment slots - Same assumptions on residual services as Subs Abuse Block (75 percent offset)
Treatment Capacity Expansion	FY 1994 House Allowance \$22.1 - 100% of total funding is scored for treatment slots - Same assumptions on residual services as Subs Abuse Block (75 percent offset)
Treatment Improvement Demos: - Pregnant/Postpartum Women - Campus Program - Criminal Justice - Critical Populations - Community Treatment - AIDS Linkage - AIDS Outreach	FY 1994 House Allowance \$182.3 - Demos reach populations which are targetted at hard-to-reach and underserved. HCR proposals suggest a requirement for continued Federal funding. - Based on review of current grants and applications - 15% offset of total amount available for the program will be covered by HCR
Substance Abuse Programs without offsets: - Center for Substance Abuse Prevention - Substance Abuse Training	

DATE: 11/23/93 BY: JMS/AM/ASSM
 November 1, 1993 1:19pm

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TELECOPIER COVER SHEET

TRANSPORTATION,
COMMERCE & JUSTICE
DIVISION / SPECIAL
STUDIES DIVISION

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Harry Meyers
Roger Adkins
Cora Beebe

Sharon Barkelon
Chris Bertram
Chris Brown
Daniel Corbett
Alice Davis
Meg DiBari
Jim Duke
Kiran Duwadi
Anita Ford
Martha Gagné
Louisa Koch
Brad Kyser
Lin Liu
Jonas Neihardt
Jeff Payne
Jeeyang Rhee
Adrien Silas
Desiree Thompson
David Tornquist
Vernetta Tanner
Trish Watson
Rebecca Wayne

TO: JOSE CEXOA / JOHN
CALNEVALE

PHONE: _____

Number of pages 3
(includes this page)

SUBJECT: REPLACEMENT TABLES
FOR DRUG / CRIME CHAPTER

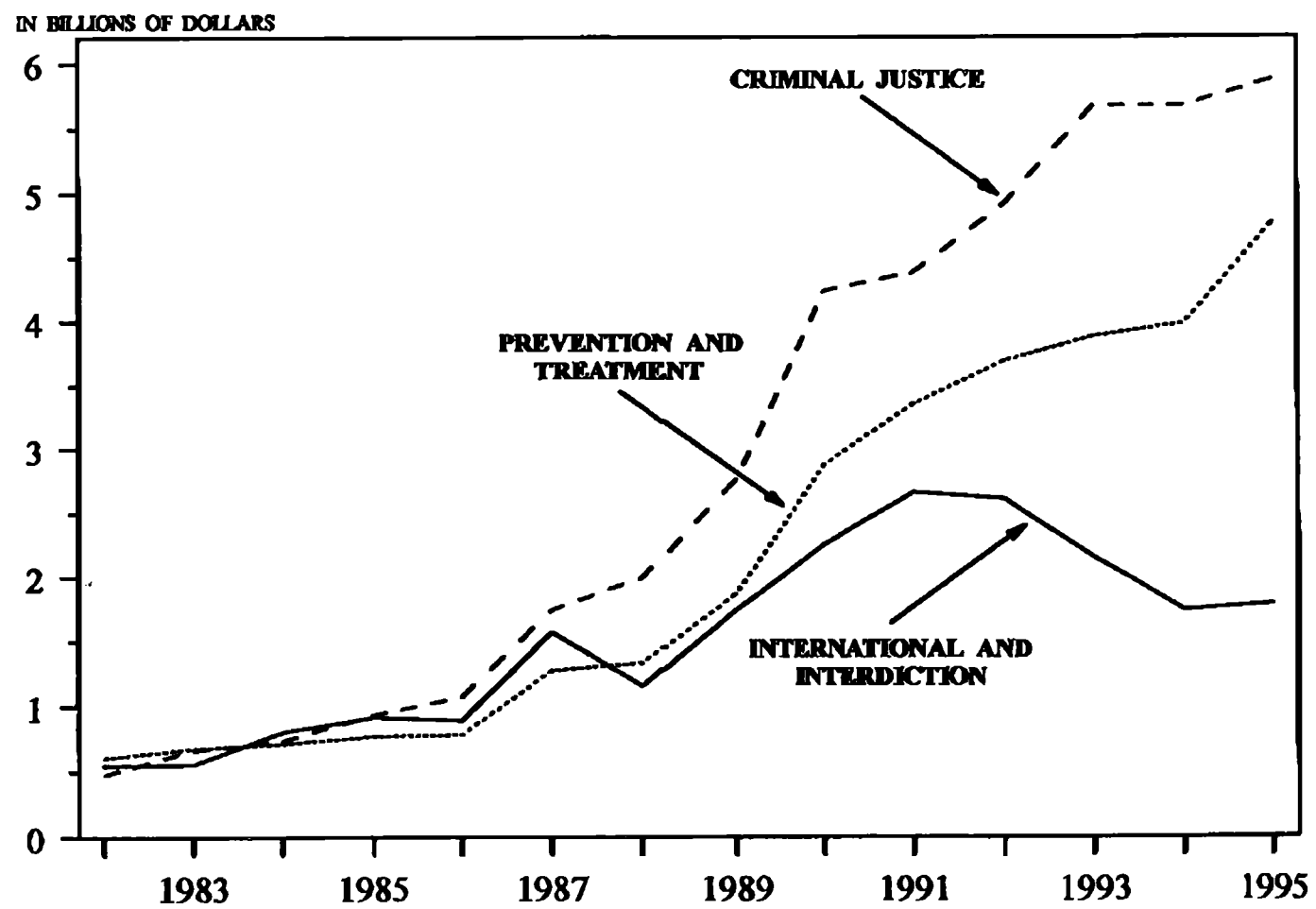
SEE REMARKS BELOW

REMARKS: _____

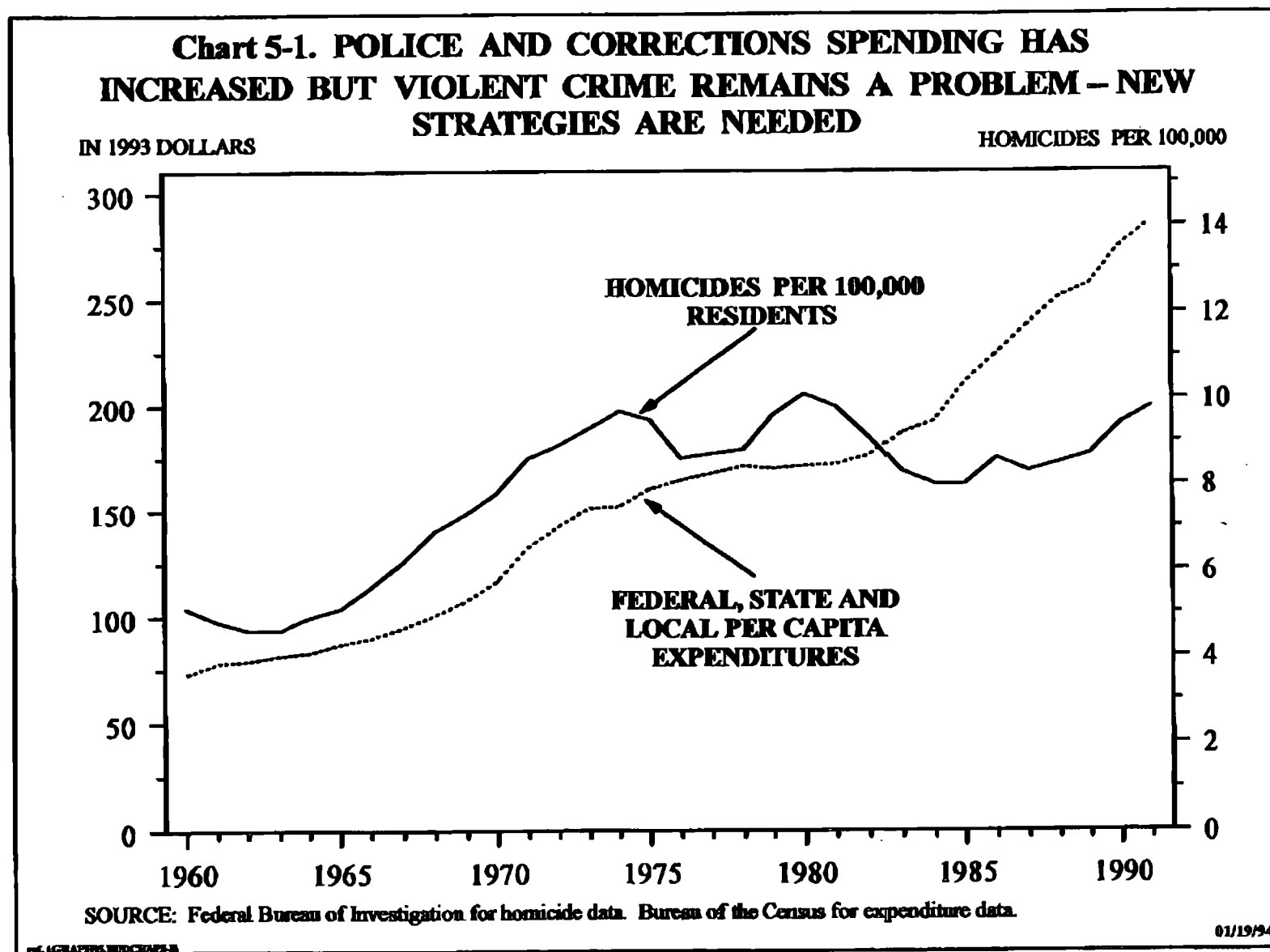
Phone: 202/395-4892
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The phone number for this Xerox 7020 machine is 395-7238

Chart 5-3. IN 1995 DEMAND PROGRAMS GROW FASTER COMPARED WITH OTHER PROGRAMS



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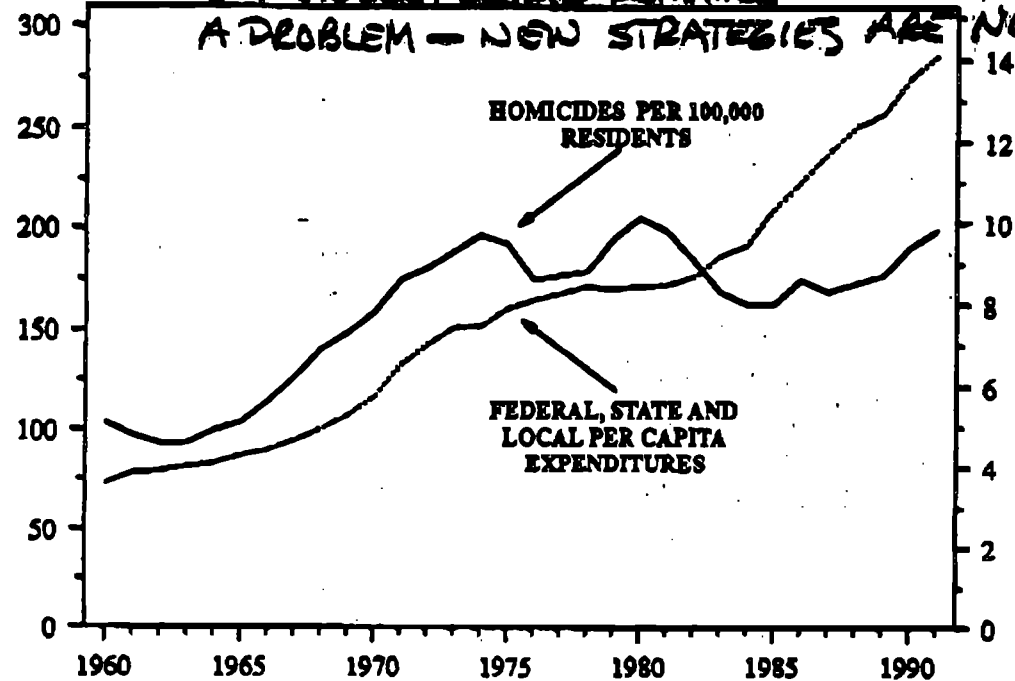
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6. PERSONAL SECURITY: CRIME, ILLEGAL IMMIGRATION, AND DRUGS

5

Chart 6-1. ~~SPENDING FOR POLICE AND CORRECTIONS~~ ~~INCREASED SPENDING WITH LITTLE EFFECT ON VIOLENCE~~
 IN 1993 DOLLARS ~~BUT VIOLENT CRIME REMAINS~~ HOMICIDES PER 100,000



SOURCE: Federal Bureau of Investigation for homicide data. Bureau of the Census for expenditure data.

minimum sentencing is also a major factor in prison population growth.

- Federal criminal jurisdiction has expanded into criminal activity that traditionally fell to State and local governments. For example, Congress recently made "car jacking" a Federal offense.

The 1995 budget requests \$2.6 billion for the Federal Bureau of Prisons, an increase of almost \$400 million, or 17 percent over 1994. The cost of incarceration is one of the most expensive components of law enforcement. If we ignore the ramifications of expanding mandatory minimum sentences and continue to add new Federal crimes, ever greater prison resources will be required. We need a comprehensive review of Federal incarceration policies and practices prior to the imposition of additional minimum mandatory sentences or strengthened sentencing guidelines.

Controlling Violent Crime—A New Direction

The Administration's strategy for controlling violent crime takes a new direction by focusing on the need to put Federal resources to work supporting local law enforcement, rather than by simply expanding Federal involvement in local crime fighting.

As shown in Table 6-1, Federal crime control spending will grow by \$— billion, or — percent, from 1994 to 1995. Not only is this increase greater than the growth rate of prior years, but it also reflects a new direction. In previous years, almost all budget increases were for Federal law enforcement agencies, e.g., the FBI, U.S. Attorneys, and the Bureau of Prisons. While these bureaus will receive funding increases in 1995, the preponderance of 1995 increases will be for grants to States and localities. This will help State and local criminal justice systems perform their function as the primary agents of law enforcement.