

DEPARTMENT OF JUSTICE



DEPARTMENT OF JUSTICE

Bureau of Prisons

Resource Summary

	<i>Budget Authority (in Millions)</i>		
	FY 2006 Final	FY 2007 Estimate	FY 2008 Request
Drug Resources by Function			
Treatment	62.632	65.137	67.156
Total Drug Resources by Function	\$62.632	\$65.137	\$67.156
Drug Resources by Decision Unit			
Inmate Programs	62.632	65.137	67.156
Total Drug Resources by Decision Unit	\$62.632	\$65.137	\$67.156
Drug Resources Personnel Summary			
Total FTEs (direct only)	443	466	467
Drug Resources as a Percent of Budget			
Total Agency Budget	\$4,930.100	\$4,921.300	\$5,361.400
Drug Resources Percentage	1.27%	1.32%	1.25%

Program Summary

Mission

The mission of the Bureau of Prisons (BOP), an agency of the Department of Justice (DOJ), is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens.

Preparing inmates for eventual release to the community has been one of BOP's key objectives. BOP's drug treatment program facilitates the successful reintegration of inmates into society, consistent with community expectations and standards. Treatment programs assist the inmates in identifying, confronting, and altering the attitudes, values, and thinking patterns that led to criminal behavior and drug use.

Budget

In FY 2008, BOP requests \$67.2 million for drug treatment programs. This is an increase of \$2.0 million from the FY 2007 level primarily for pay and inflationary increases and one new activation at FCI Pollock, LA.

Inmate Programs

**Total FY 2008 Request: \$67.2 million
(Includes +\$2.0 million in program changes)**

The Bureau of Prisons is mandated by law to provide drug treatment to 100 percent of the eligible inmate population. There is enormous demand for these services in part because of the potential for some non-violent offenders to earn a reduction in sentence following the successful completion of the program. The treatment continuum begins with drug abuse education and ends with a strong community transition component. The objective is to reduce the likelihood of inmates relapsing to drug use.

The FY 2007 resources of \$65.1 million will support BOP's drug treatment programs. In response to the rapid growth in the federal inmate population having drug abuse histories (40 percent of inmates), BOP continues to develop a strong and comprehensive drug abuse treatment strategy consisting of: screening; referral; assessment; drug abuse education; non-residential drug abuse treatment services; residential drug abuse treatment programming; and community transitional drug abuse treatment.

Drug Program Screening and Assessment

Upon entry into a BOP facility, an inmate's records are assessed to determine whether there is evidence in the pre-sentence investigation that alcohol or other drug use contributed to the commission of the offense; the inmate received a judicial recommendation to participate in a drug treatment program; or the inmate violated his or her community supervision as a result of alcohol or other drug use. If an inmate's record reveals any of these elements, the inmate must participate in a drug abuse education course, available at every BOP institution.

In addition, as part of the initial psychological screening, inmates are interviewed concerning their past drug use to determine their need for BOP drug abuse treatment options.

Drug Abuse Education

In FY 2007, BOP estimates that it will provide drug abuse education to 23,000 inmates. Participants in the drug abuse education course receive factual information on alcohol and drugs and the physical, social, and psychological impact of these substances. Participants assess the impact of substance use on their lives, the lives of their family, and on their community. Drug abuse education participants are also informed of program options available to them and are encouraged to volunteer for appropriate programs.

Residential Drug Abuse Treatment Program

In FY 2007, BOP estimates that 18,000 inmates will participate in the residential drug abuse treatment program (RDAP). RDAP provides intensive unit-based treatment with extensive assessment and cognitive behavioral therapy. The programs are typically 9 months long and provide a minimum of 500 hours of drug abuse treatment. Inmates who participate in RDAP are 16 percent less likely to recidivate and 15 percent less likely to relapse 3 years after release.

Non-Residential Drug Abuse Treatment

In FY 2007, BOP estimates that it will provide non-residential drug treatment to 14,300 inmates. Unlike residential programs, inmates are not housed together in a separate unit, rather, they are housed with the general inmate population. Non-residential treatment was designed to provide maximum flexibility to meet the needs of offenders, particularly those individuals who have relatively minor or low-level substance abuse impairment. These offenders do not require the intensive level of treatment needed by individuals with moderate-to-severe addictive behavioral problems.

A second purpose of the program is to provide those offenders who have a moderate to severe drug abuse problem with supportive program opportunities during the time they are waiting to enter RDAP, or for those who have little time remaining on their sentence and are preparing to return to the community.

Non-Residential Follow-up Treatment

Follow-up treatment is required of all inmates who complete RDAP and return to the general population. This program reviews all the key concepts of RDAP.

Community Transition Drug Abuse Treatment

In FY 2007, 16,500 inmates are projected to participate in this program. Community transitional drug abuse treatment (TDAT) is the final component of RDAP. In order to successfully complete all components of RDAP, the inmate must be transferred to a Residential Reentry Center (RRC), also known as a Community Corrections Center, and participate in community based drug treatment. In addition, offenders who did not have an opportunity to participate in RDAP may be referred to TDAT by community corrections staff.

FY 2008 Program Changes (+\$2.0 million)

The Budget includes a modest increase for BOP's drug control activities. The \$2.0 million is for pay and inflationary increases, as well as one drug treatment position at the newly activated prison in Pollock, LA.

Performance

Introduction

This section on the FY 2006 performance of the BOP program is based on agency GPRA documents and the PART review, discussed earlier in the Executive Summary. The table below includes conclusions from the PART assessment, as well as performance measures, targets and achievements for the latest year for which data are available.

The 2003 PART assessment of BOP Salaries and Expenses budget, which includes the drug treatment portion of the Inmate Programs decision unit, concluded that BOP's overall program is strong but needed improvement in long-term goal setting and outcome orientation.

BOP has established a recidivism measure for its Residential Drug Abuse Treatment Program. A study to establish a baseline is being conducted on RDAP participants released from BOP custody and an equal number of comparison subjects not in the program.

In FY 2006, BOP completed a Community Skills Building Treatment Module for all inmates residing in an RRC who did not attend RDAP. Based on cognitive behavioral therapy, information and treatment are provided to inmates in key areas that often cause relapse and recidivism, e.g., dealing with authority figures, how to schedule one's time, finding a support system of positive peer/family figures, etc.

Community transition drug abuse treatment is a key a component of BOP's drug abuse treatment program strategy. All inmates who take part in RDAP are required to participate in community transition drug abuse treatment when transferred from the institution to an RRC. This continuum of treatment and supervision has proven to reduce behavioral violations, relapse, and recidivism.

Discussion

The Violent Crime Control and Law Enforcement Act of 1994 (VCCLEA), requires BOP, subject to the availability of funds, to provide appropriate substance abuse treatment to 100 percent of all eligible inmates. A provision of VCCLEA also provides for non-violent inmates to reduce up to 12 months off their sentence (at the discretion of the director) for successful completion of all RDAP components. This "early release" provision has created a significant waiting list of over 7,600 inmates for RDAP.

Bureau of Prisons			
PART Review			
Year of Last Review: 2003		Reviewed as part of BOP Salaries and Expenses	
Selected Measures of Performance		FY 2006 Target	FY 2006 Achieved
» Number of inmates participating in drug abuse education programs.		All Eligible	23,006
» Number of inmates participating in Residential Drug Abuse Treatment.		All Eligible	17,442
» Number of inmates participating in Community Transition Drug Abuse Treatment.		All Eligible	16,503
» Number of inmates participating in Non-residential Drug Abuse Treatment.		All Eligible	13,697

DEPARTMENT OF JUSTICE

Drug Enforcement Administration

Resource Summary

	<i>Budget Authority (in Millions)</i>		
	FY 2006 Final	FY 2007 Estimate	FY 2008 Request
Drug Resources by Function			
Intelligence	153.107	151.085	167.653
International	297.987	290.976	320.770
Investigations	1,340.231	1,341.945	1,458.583
Prevention	9.297	2.324	2.324
State and Local Assistance	90.169	89.640	92.488
Total Drug Resources by Function	\$1,890.791	\$1,875.970	\$2,041.818
Drug Resources by Decision Unit			
Diversion Control Fee Account	201.673	212.078	239.249
Salaries and Expenses			
Domestic Enforcement	1,293.508	1,277.720	1,426.621
International Enforcement	315.070	305.682	339.315
State and Local Assistance	80.540	80.490	36.633
Total Drug Resources by Decision Unit	\$1,890.791	\$1,875.970	\$2,041.818
Drug Resources Personnel Summary			
Total FTEs (direct only)	9,264	9,309	8,692
Drug Resources as a Percent of Budget			
Total Agency Budget	\$1,890.791	\$1,875.970	\$2,041.818
Drug Resources Percentage	100.00%	100.00%	100.00%

Program Summary

Mission

DEA's mission is to enforce the controlled substances laws and regulations of the United States and bring to the criminal and civil justice system of the United States, or any other competent jurisdiction, those organizations and principal members of organizations, involved in the growing, manufacture, or distribution of controlled substances appearing in or destined for illicit traffic in the United States; and to recommend and support non-enforcement programs aimed at reducing the availability of illicit controlled substances on the domestic and international markets.

Budget

In FY 2008, DEA requests \$2,041.8 million, which is an increase of \$165.9 million over the FY 2007 level. The increase will support Southwest Border and methamphetamine enforcement operations, as well as building a more robust capability to disrupt Internet drug activity.

Diversion Control Fee Account

Total Request: \$239.3 million

(Includes +\$27.2 million in program changes)

The Diversion Control program provides regulatory guidance and support to over one million legitimate handlers of controlled substances and chemicals. Keeping legitimate importers, exporters, manufacturers, retailers and practitioners compliant with regulations contributes significantly to the reduction in the diversion of controlled substances and chemicals. In order to achieve this goal, Diversion Control focuses its investigative resources on identifying, targeting, disrupting or dismantling diverters of licit controlled substances and chemicals at the domestic and international level.

FY 2008 Program Changes (+\$27.2 million)

Online Diversion Investigations

(+\$4.0 million)

The illicit trafficking of controlled pharmaceuticals has been facilitated by the wide use of the Internet and the anonymity it provides. The existence of readily available drugs on the Internet is a great concern because of the potential for abuse. Specifically, the emergence of Internet pharmacies has created an additional avenue for diverted pharmaceuticals. Much of the problem involves third party businesses operating pharmacy websites that allow doctors and pharmacies to write and fill prescriptions without a face-to-face visit. This enhancement will provide 12 positions, operational funding, improved Internet intercept capabilities, computer forensics support and specialized legal support.

Conversion of Diversion Investigators

(+\$11.6 million)

The Department of Justice (DOJ) and the Office of Personnel Management are currently reviewing a DEA proposal to create a new hybrid diversion investigator (DI) and criminal investigator (CI) position. The duties of the current DI position include maintaining liaison with all levels of the drug and chemical registrant population, conducting regulatory investigations, and carrying out criminal investigations with the assistance of Special Agents. The new series would combine key aspects of the DI (GS-1801) and CI (GS-1811) positions. The new hybrid position would be a law enforcement officer position with law enforcement duties and benefits.

The expertise required of the hybrid DI position includes knowledge of the Controlled Substances Act (CSA), criminal investigative techniques, arrest authority and the ability to give Miranda warnings, issue search warrants and conduct undercover work. This enhancement would fund the cost of FY 2008 DI conversions.

Long Beach, California Port (+\$0.3 million)

To further combat the diversion of precursor chemicals, DEA requests \$0.3 million in personnel funding and two positions (including 1 Special Agent and 1 Diversion Investigator). These positions will work closely with the Department of Homeland Security's Customs and Border Protection to identify shipments of precursor chemicals from source countries destined for Mexico that are transiting the Long Beach, California facility.

Foreign Diversion Investigator (+\$0.5 million)

DEA requests one Diversion Investigator to be located in Panama City. Placing additional resources in Panama to target the smuggling of essential precursors will be invaluable since much of the containerized cargo transiting Central America passes through that country.

Base Adjustments (+\$10.8 million)

Includes adjustments to base for the FY 2008 pay raise, pay raise annualizations, GSA rent, change in compensable days, thrift savings plan, and federal health insurance premiums.

Salaries and Expenses (S&E)

Total FY 2008 Request: \$1,802.6 million

(Includes +\$138.7 million in program changes)

To accomplish its mission, DEA prepared a five-year Strategic Plan for FYs 2003-2008 consistent with DOJ's Strategic Plan and the President's National Drug Control Strategy, which arrays DEA's resources into four strategic focus areas to achieve the maximum impact against the full spectrum of drug trafficking activities. These focus areas are: International Enforcement, Domestic Enforcement, State and Local Assistance, and Diversion Control. These areas, with the exception of Diversion Control, comprise the S&E account.

Domestic Enforcement

FY 2008 Request: \$1,426.6 million

(Includes +\$148.9 million in program changes)

DEA administers an aggressive and balanced enforcement program with a multi-jurisdictional approach designed to focus federal resources on illegal drug and chemical traffickers, to disrupt or dismantle organizations that control the illegal drug trade within regions of the United States, and to seize proceeds and assets involved in those illegal activities. DEA accomplishes this by disrupting and dismantling Priority Target Organizations (PTOs), as well as Organized Crime Drug Enforcement Task Force (OCDETF)-designated Consolidated Priority Target Organizations (CPOTs) and Regional Priority Organization Targets (RPOs). Also under this decision unit, DEA maximizes its force multiplier effect by managing the State and Local Task Force program.

FY 2008 Program Changes (+\$148.9 million)

Southwest Border and Methamphetamine Enforcement (+\$29.2 million)

The Southwest Border (SWB) of the United States is the principal arrival zone for most illicit drugs smuggled into the United States, as well as the predominant staging area for their subsequent distribution throughout the country. According to the El Paso Intelligence Center's (EPIC) drug seizure data, most of the cocaine, marijuana, methamphetamine, and Mexican-source heroin available in the United States are smuggled into the country across the SWB from Mexico. In order to combat this threat, DEA has requested a variety of enhancements that include the following components:

» **Helicopters and High Definition Camera Systems (\$10.4 million)**

DEA requests an enhancement of \$10.4 million to purchase three helicopters and four high definition camera systems to support SWB operations. In order to combat gatekeepers that manage geographically specific entry points along the United States-Mexico border and secure the SWB, DEA will need to rely heavily on aviation support equipped with advance surveillance capabilities.

» **Mexican Methamphetamine Operation (\$0.8 million)**

DEA requests funding for a complex, multi-faceted operation to focus on methamphetamine production, trafficking, chemical diversion, money flow, and intelligence collection. An important component of this operation will target the supply of essential precursor chemicals and equipment utilized by methamphetamine trafficking and manufacturing organizations to facilitate their criminal activity.

» **Operation Knight Moves (\$0.2 million)**

DEA requests a programmatic enhancement for Operation Knight Moves. Operation Knight Moves funding provides for payments to Human Intelligence (HUMINT), investigative travel, and operational expenses. Operation Knight Moves was initiated in 2002 by DEA and the Defense Intelligence Agency (DIA) as a regional HUMINT collection program to develop maritime trafficking intelligence along the Western Caribbean Corridor and Eastern Pacific areas of Central America and Mexico. The operation has since been expanded to include the collection of intelligence on the smuggling, transportation, and crossing of narcotics through Mexico and across the SWB. The revised scope of the collection effort included intelligence on methods of transportation, crossing areas, smuggling techniques, stash locations, routes, and destinations.

» **Operation White Fang (\$0.3 million)**

Operation Noble Hero, based out of the Houston Field Division, will be expanded to Operation White Fang, which will exploit opportunities to impact the clandestine methamphetamine trade across the entire SWB by focusing on the groups responsible for the drug-related violence facilitated by the major Mexican cartels operating along the U.S./Mexico border.

» **Operations Joint Venture and Archangel (\$3.4 million)**

Operations Joint Venture and Archangel target radio communications of drug trafficking organizations (DTOs) and others involved in illegal activities along the SWB. The requested resources will purchase five wide-band radio systems and five remotely located radio towers. Intercepted communications will be transported from these remote sites to the command center located at EPIC.

» **EPIC Gatekeeper Project (\$0.6 million)**

The Gatekeeper Project was initiated to research, analyze and report information on the Mexican DTOs controlling entry corridors along the SWB. This enhancement will fund the expansion of this project through the addition of six intelligence analysts to further support intelligence collection efforts along the SWB.

Online Investigations (+\$3.0 million)

This enhancement will provide operational funding for the support of Internet investigations, Internet intercept capabilities, and computer forensics support. There are increasing instances where traditional drug trafficking organizations rely on the use of the Internet to facilitate their drug trafficking and money laundering activities. In order to remain on the forefront of technological methods used to traffic illicit narcotics, DEA needs to improve and expand its Internet investigative technologies.

Counterterrorism and Intelligence Sharing (+\$6.5 million)

DEA is committed to sharing intelligence with members of the Intelligence Community and other law enforcement agencies to reduce the flow of drugs into the United States. For FY 2008, DEA is seeking to increase its counterterrorism support and information sharing capabilities through the technical refresh of Merlin equipment and the addition of one Special Agent to DOJ's National Gang Targeting, Enforcement and Coordination Center (GangTECC). Also, DEA proposes the

following enhancement for Operation Breakthrough:

» **Operation Breakthrough (\$1.0 million)**

DEA requests an enhancement to establish permanent base funding for Operation Breakthrough. DEA's Operation Breakthrough provides the federal government with a science-based methodology for estimating potential drug crop yields and drug laboratory efficiencies. Operation Breakthrough teams are composed of DEA Intelligence Analysts, Forensic Chemists, Diversion Investigators, and local scientists under contract to DEA. These teams collect and analyze coca leaf and soil samples to determine coca leaf alkaloid content, conduct coca field surveys to measure coca leaf yields per hectare, and interview coca farmers to record crop yields and farming techniques throughout the Andean region. This request will also extend Operation Breakthrough to Afghanistan to examine poppy growth and heroin production and to support counterterrorism efforts in that country.

Base Adjustments (+\$110.2 million)

Includes adjustments to base for the FY 2008 pay raise, GSA rent, change in compensable days, Thrift Savings Plan, federal health insurance premiums, security investigation increases, and other miscellaneous adjustments related to the FY 2007 funding level.

International Enforcement

FY 2008 Request: \$339.3 million

(Includes +\$33.6 million in program changes)

The major focus of DEA's International Enforcement program is the disruption or dismantlement of drug trafficking organizations identified by DEA Country Attachés as the most significant international drug and chemical trafficking organizations, also known as PTOs. Specifically, DEA's foreign country offices focus their investigative efforts on PTOs with a direct connection to DOJ's CPOT targets, which include the most significant international command and control organizations threatening the United States as identified by OCDETF member agencies. Recently, the International Narcoterrorism Provisions in the USA Patriot Improvement

and Reauthorization Act of 2005 (Patriot Act) enhanced DEA's investigative authority overseas. DEA now has the authority to pursue drug traffickers who are terrorists or provide funding to terrorists even if the drugs are not destined for the United States. In addition, the Patriot Act makes it a federal crime to engage in drug trafficking to benefit terrorists.

To attack the vulnerabilities of major international drug and chemical trafficking organizations, DEA is working to strengthen partnerships with its international law enforcement counterparts worldwide. With the Drug Flow Prevention initiative, DEA is implementing an innovative, multi-agency strategy, designed to significantly disrupt the flow of drugs, money, and chemicals between the source zones and the United States by attacking vulnerabilities in the supply, transportation systems, and financial infrastructure of major drug trafficking organizations. This new strategy calls for aggressive, well-planned and coordinated enforcement operations in cooperation with host-nation counterparts in global source and transit zones.

**FY 2008 Program Changes (+\$33.6 million)
Merlin (+\$0.6 million)**

Merlin is the primary component of DEA's classified infrastructure and provides the single point of connectivity between DEA offices for rapid transmission of, and access to, classified investigative and intelligence information. This ability is critically important to all domestic and foreign DEA offices. Merlin is the gateway to the classified infrastructure within DEA that enables intelligence analysts and Special Agents to perform their duties in a secure environment. Merlin will provide DEA's National Security Section with secure communications infrastructure that is required to communicate IC requests to both domestic and foreign DEA field offices in a classified environment. Merlin also provides DEA users with their only access to a variety of systems and tools that are widely used to support DEA investigations and intelligence programs. In support of international enforcement, DEA requests \$0.6 million for Merlin. This request is in addition to \$5.4 million enhancement that is a part of the counterterrorism and intelligence sharing initiative previously identified in the domestic enforcement section.

Base Adjustments (+\$33.0 million)

Includes adjustments to base for the FY 2008 pay raise, change in compensable days, federal health insurance premiums, Department of State's Capital Security Cost Sharing and residential guard services charges, foreign cost of living adjustments, and other miscellaneous adjustments related to the FY 2007 funding level.

**State & Local Assistance
FY 2008 Request: \$36.6 million**

(Includes -\$43.9 million in program changes)

DEA provides direct assistance to state and local law enforcement through its State and Local Law Enforcement Officer Training. Also, DEA supports state and local efforts with specialized programs aimed at reducing the demand for and availability of drugs, including marijuana eradication through the Domestic Cannabis Eradication/Suppression program.

**FY 2008 Program Changes (-\$43.9 million)
Mobile Enforcement Teams (MET) Program
(-\$20.6 million)**

The budget incorporates the reduction of the MET program. MET teams are deployed on a temporary basis to assist state and local law enforcement in areas that have been overrun with drug-related violent crime. To better support DEA's mission and fund higher priority initiatives, DEA proposes to reduce the MET program.

Base Adjustments (-\$23.3 million)

Includes adjustments to base for the FY 2008 pay raise, GSA rent, change in compensable days, Thrift Savings Plan, federal health insurance premiums, and security investigation increases.

Performance

Introduction

This section on the FY 2006 performance of the DEA program is based on agency GPRA documents and the PART review, discussed earlier in the Executive Summary. The table below includes conclusions from the PART assessment, as well as performance measures, targets and achievements for the latest year for which data are available.

The 2003 PART assessment concluded that DEA had made progress in achieving its performance goals, revising budget submissions to track performance, and implementing monitoring systems to enable DEA headquarters to review resource allocation. DEA was assigned an overall rating of “Adequate.”

DEA focuses on PTOs, which are of two types – those linked to CPOT and non-CPOT related priority targets. During FY 2006, DEA disrupted and dismantled 231 international and domestic priority targets linked to CPOT targets and 1,074 international and domestic priority targets not related to CPOT targets.

Discussion

Targeting the financial infrastructures of major drug trafficking organizations and members of the financial community who facilitate the laundering of proceeds is a vital component of DEA’s overall strategy. In order to cripple drug cartels so that they are unable to reconstitute their operations with new leadership, DEA created a plan to increase its drug and asset seizures through new domestic and international seizure strategies. In FY 2006, DEA seized a combined total of \$1.6 billion in drugs and assets, which is a 60 percent increase over FY 2005.

While drug seizure data are readily available, they do not fully capture the impact of disrupted or dismantled PTOs

on drug availability. In an effort to evaluate DEA’s impact on drug availability, the agency piloted the Significant Investigation Impact Measurement System (SIIMS) in FY 2004 and FY 2005. SIIMS is a system designed to assess the impact that the disruption or dismantlement of major drug trafficking organizations has on a wide range of variables such as drug availability, crime statistics, and other quality-of-life factors. Under SIIMS, DEA collects and analyzes comprehensive enforcement, public health, and social service statistics before and six-months after the takedown of the targeted organization.

DEA’s objective is ultimately to dismantle PTOs, ensuring that these criminal organizations cannot reestablish themselves. In FY 2006, DEA continued to experience significant success, exceeding its FY 2006 target for PTOs not linked to CPOTs by 59 percent. Although more investigative work hours were spent on disrupting and dismantling PTOs linked to CPOTs, these organizations have become more complex, resulting in more labor intensive cases, leading to a lower number of CPOT-linked PTOs being disrupted and dismantled in FY 2006. However, the FY 2006 amount of PTOs disrupted and dismantled surpassed FY 2005 achievement levels by 13 percent.

Drug Enforcement Administration			
PART Review			
Year of Last Review: 2003		Rating Received: Adequate	
Evaluation Area	Score	Review Highlights Below:	
Purpose	100	DEA has made progress in meeting performance goals, revising its budget submission to track performance, developing appropriate long-term and annual performance measures, and revising the strategic plan to include a focus that encompasses all of DEA’s programs.	
Planning	88		
Management	83		
Results	26		
Selected Measures of Performance		FY 2006 Target	FY 2006 Achieved
» Contribution to DOJ’s goal to reduce the availability of drugs in the U.S.		*	*
» Number of active international and domestic priority targets linked to CPOT targets that were disrupted or dismantled.		277	231
» Number of active international and domestic priority targets not linked to CPOT targets disrupted or dismantled.		677	1,074

* Measure under development

DEPARTMENT OF JUSTICE

Interagency Crime and Drug Enforcement

Resource Summary

	<i>Budget Authority (in Millions)</i>		
	FY 2006 Final	FY 2007 Estimate	FY 2008 Request
Drug Resources by Function			
Intelligence	32.660	35.692	44.072
Investigations	318.753	317.641	326.176
Prosecution	131.776	131.776	138.906
Total Drug Resources by Function	\$483.189	\$485.109	\$509.154
Drug Resources by Decision Unit			
Investigations:			
Bureau of Alcohol, Tobacco, Firearms & Explosives	11.323	11.323	11.530
Drug Enforcement Administration	196.176	195.265	199.689
Federal Bureau of Investigation	136.748	136.547	138.608
OCDETF Fusion Center	0.141	3.173	11.868
U.S. Marshals Service	7.025	7.025	8.553
Prosecution:			
Criminal Division	2.703	2.703	2.743
Tax Division	0.984	0.984	0.994
U.S. Attorneys	128.089	128.089	135.169
Total Drug Resources by Decision Unit	\$483.189	\$485.109	\$509.154
Drug Resources Personnel Summary			
Total FTEs (direct only)	3,299	3,521	3,522
Drug Resources as a Percent of Budget			
Total Agency Budget	\$483.189	\$485.109	\$509.154
Drug Resources Percentage	100.00%	100.00%	100.00%

Program Summary

Mission

The Organized Crime Drug Enforcement Task Force (OCDETF) program was established in 1982 as a multi-agency partnership of federal law enforcement agencies and prosecutors, with assistance from state and local police departments, to identify, dismantle, and disrupt sophisticated national and international drug trafficking

and money laundering organizations. By combining the resources, expertise, and statutory authorities of member agencies, OCDETF does what no single agency can do alone. OCDETF's attack on all the related components of major trafficking organizations not only will disrupt the drug market, resulting in a reduction in the drug

supply, but also will bolster law enforcement efforts in the fight against those terrorist groups supported by the drug trade.

Budget

For FY 2008, OCDETF requests \$509.2 million, which is an increase of \$24.1 million over the FY 2007 level. The majority of OCDETF's funding goes to payroll costs for agents, analysts, and attorneys performing investigative, intelligence, and prosecutorial work.

OCDETF focuses on key program priorities in order to effectively and efficiently support its mission. OCDETF's major priority is the Consolidated Priority Organization Target (CPOT) List, which is a unified agency list of the top drug trafficking and money laundering targets. OCDETF regions also target and identify Regional Priority Organization Targets (RPOTs), which represent the most significant drug and money laundering organizations threatening the regions. In addition, OCDETF requires that all cases include a financial investigation to enable the identification and destruction of financial systems supporting drug organizations.

OCDETF is also developing co-located strike forces in key cities around the country to aggressively target the highest-level trafficking organizations and to serve as a central point of contact for OCDETF agents and prosecutors nationwide, gathering intelligence and disseminating leads throughout neighboring areas. Along with OCDETF's other priorities, these strike forces, are critical to agency's ability to address some of the most significant drug threats facing the United States, including the importation of drugs via maritime routes and across the Southwest Border.

Operation Panama Express (PANEX), which is estimated to be funded at \$14 million in FY 2008, is one of OCDETF's most successful strike forces. PANEX is a long-term investigative program that seeks to dismantle drug trafficking organizations responsible for the supply of cocaine to the United States. PANEX harnesses the investigative and intelligence capabilities of numerous agencies, including the Drug Enforcement Administration (DEA), Federal Bureau of Investigation (FBI), Immigration and Customs Enforcement (ICE), Internal Revenue Service (IRS), and the United States Coast Guard (Coast Guard), to combat drug traffickers.

PANEX has recently been designated as one of only high priority co-located task forces. This program, as well as other priorities, are being implemented with resources from OCDETF's Investigations and Prosecution programs.

Investigations

Total FY 2008 Request: \$370.3 million

(Includes +\$16.9 million in program changes)

Investigations include the reimbursable resources that support investigative activities of the following participating agencies: Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), DEA, FBI, and the U.S. Marshals Service (USMS). (The President's Budget proposes funding investigative activities for ICE, Coast Guard, and IRS in support of the OCDETF program out of the direct appropriations of the Departments of Homeland Security and Treasury.) Also included are the reimbursable resources that support the intelligence activities of OCDETF's member agencies and the OCDETF Fusion Center.

Bureau of Alcohol, Tobacco, Firearms, and Explosives

FY 2008 Request: \$11.5 million

(Includes +\$0.2 million in program changes)

The FY 2007 resources of \$11.3 million support ATF's investigative activities as a member of the OCDETF program. ATF Agents focus on major drug traffickers who have violated laws related to the illegal trafficking and misuse of firearms, arson, and explosives. Firearms often serve as a form of payment for drugs and, together with explosives and arson, are used as tools by drug organizations in order to intimidate, enforce, and retaliate against their own members, rival organizations, or the community in general. Thus, ATF's jurisdiction and expertise is vital in combating illegal drugs.

FY 2008 Program Changes (+\$0.2 million)

The Budget includes a modest upward adjustment for a pay raise and other inflationary increases.

Drug Enforcement Administration

FY 2008 Request: \$199.7 million

(Includes +\$4.4 million in program changes)

The FY 2007 resources of \$195.3 million support DEA's involvement in OCDETF investigations. DEA is the agency most actively involved in the OCDETF program with a participation rate in investigations that exceeds

80 percent. DEA is the only federal agency in OCDETF that has drug enforcement as its sole responsibility. The agency's vast experience in this field, its knowledge of international drug rings, its relationship with foreign law enforcement entities, and its working relationships with state and local authorities have made DEA an essential partner.

FY 2008 Program Changes (+\$4.4 million)

The Budget includes adjustments for a pay raise and other inflationary increases.

Federal Bureau of Investigation

FY 2008 Request: \$138.6 million

(Includes +\$2.1 million in program changes)

The FY 2007 resources of \$136.6 million support FBI's involvement in OCDETF investigations. FBI brings to OCDETF its extensive expertise in the investigation of traditional organized crime and white collar/financial crimes. FBI uses its skills to gather and analyze intelligence data and to undertake sophisticated electronic surveillance. FBI, despite its other priorities, is committed to the OCDETF program and to the goal of targeting major drug trafficking organizations and their financial infrastructure.

FY 2008 Program Changes (+\$2.1 million)

The Budget includes adjustments for a pay raise and other inflationary increases.

U.S. Marshals Service

FY 2008 Request: \$8.6 million

(Includes +\$1.5 million in program changes)

The FY 2007 resources of \$7.0 million support the U.S. Marshals Service's involvement in OCDETF investigations. USMS is the specialist agency responsible for the apprehension of OCDETF fugitives. Fugitives are typically repeat offenders who flee apprehension only to continue their criminal enterprise elsewhere. Their arrest by USMS immediately makes the community in which they were hiding and operating a safer place to live. USMS is responsible for apprehension of approximately 90 percent of all OCDETF fugitives.

FY 2008 Program Changes (+\$1.5 million)

The Budget includes adjustments for a pay raise and other inflationary increases.

OCDETF Fusion Center

FY 2008 Request: \$11.9 million

(Includes +\$8.7 million in program changes)

The FY 2007 resources of \$3.2 million will enhance OCDETF's overall capacity to engage in intelligence-driven law enforcement. The OCDETF Fusion Center (OFC), which commenced operations during FY 2006, is a comprehensive data center containing all drug and related financial intelligence information from six OCDETF-member investigative agencies, and the Financial Crimes Enforcement Network. OFC is designed to conduct cross-agency integration and analysis of drug and related financial data, to create comprehensive intelligence pictures of targeted organizations, including those identified as CPOTs and RPOTs, and to pass actionable leads through the multi-agency Special Operations Division (SOD) to OCDETF participants in the field. These leads will ultimately result in the development of better-coordinated, more comprehensive, multi-jurisdictional OCDETF investigations of the most significant drug trafficking and money laundering networks.

FY 2008 Program Changes (+\$8.7 million)

The Budget requests funding for a full-time Fusion Center Director, providing oversight and management of OFC. The remaining funding will support the operation and maintenance of the OCDETF Fusion Center's technical infrastructure, as well as enhanced analytical support.

Prosecution

Total FY 2008 Request: \$138.9 million

(Includes +\$7.1 million in program changes)

Prosecution includes reimbursable resources from the ninety-four U.S. Attorneys offices around the country (executed through the Executive Office for U.S. Attorneys) and the Criminal and Tax Divisions of the Department of Justice.

Criminal Division

FY 2008 Request: \$2.7 million

(Includes no program changes)

The FY 2007 resources of \$2.7 million aid the Criminal Division's Office of Enforcement Operations direct operational support to U.S. Attorneys offices as it reviews all applications for electronic surveillance and assists agents and attorneys by providing guidance on the justification for and development of such applications.

With the increasing complexity and scope of OCDETF cases, senior attorneys are called upon with greater frequency to assist in the supervision and prosecution of OCDETF cases. The Criminal Division's Narcotics and Dangerous Drugs Section (NDDS) attorneys, in particular, play a critical role in supporting and coordinating nationwide investigations through their work with the multi-agency SOD. NDDS attorneys also assist U.S. Attorneys' offices across the country in drafting wiretap applications and otherwise help with wiretap investigations.

FY 2008 Program Changes (None)

The Budget includes no program changes.

Tax Division

**FY 2008 Request: \$0.9 million
(Includes no program changes)**

The FY 2007 resources of \$0.9 million support the Tax Division's nationwide review and coordination of all tax charges in OCDETF cases, as well as assistance in OCDETF money laundering investigations. Tax Division attorneys communicate frequently with regional IRS coordinators to remain aware of new developments. Attorneys also maintain a clearinghouse of legal and investigative materials.

FY 2008 Program Changes (none)

The Budget includes no program changes.

U.S. Attorneys

**FY 2008 Request: \$135.2 million
(Includes +\$7.1 million in program changes)**

The FY 2007 resources of \$128.1 million support the U.S. Attorneys' involvement in the development of case strategy for OCDETF investigations and prosecutions. Experienced OCDETF attorneys are able to coordinate investigative efforts more efficiently and minimize the

risk of legal challenges because of their familiarity with the intricacies of drug trafficking investigations. Their involvement ensures that the prosecutions are well prepared, comprehensively charged, and expertly handled.

FY 2008 Program Changes (+\$7.1 million)

The Budget includes adjustments for a pay raise and other inflationary increases.

Performance

Introduction

This section on the FY 2006 performance of the OCDETF program is based on agency GPRA documents and the PART review, discussed earlier in the Executive Summary. The table includes conclusions from the PART assessment, as well as performance measures, targets and achievements for the latest year for which data are available.

The OCDETF program will not be reviewed under the Administration's PART process because the agencies (and the related programs) OCDETF reimburses (i.e., FBI, DEA, USMS) have been individually assessed.

OCDETF monitors performance in two program areas: investigations and prosecutions. For investigations, OCDETF tracks the percent of active investigations linked to the CPOTs list and the number of CPOT-linked organizations dismantled or disrupted. For prosecutions, OCDETF measures the number and percent of convicted OCDETF defendants connected to CPOTs.

OCDETF		
No PART Assessment Made		
Selected Measures of Performance	FY 2006 Target	FY 2006 Achieved
» Number of convicted OCDETF defendants connected to CPOTs.	360	388
» Percent of convicted OCDETF defendants connected to CPOTs.	5%	5%
» Percent of active OCDETF investigations linked to CPOTs.	18%	14%
» Number of CPOT-linked organizations dismantled/disrupted.	255	199

Discussion

While only about 33 percent of active OCDETF investigations are linked to CPOTs (14 percent) or RPOTs (19 percent), the remaining 67 percent of cases are significant, multi-district investigations that received OCDETF designation because of their potential to link to a CPOT, RPOT, or other significant nationwide drug-trafficking or money laundering network.

The OCDETF program strives to link its investigations to those organizations designated as CPOTs and/or RPOTs. However, to ensure data integrity, the OCDETF Executive Office has instituted strict guidelines on what constitutes a valid link to a CPOT or RPOT – credible, corroborated information that demonstrates the linkage to a target designated in the CPOT or RPOT lists.

OCDETF initiated 968 new cases in FY 2006. The percent of active investigations linked to CPOTs is lower than the target, reflecting the establishment of improved validation procedures to ensure strong case justifications by district and regional coordination groups. While OCDETF did not meet the expected target for number of CPOT-linked organizations dismantled/disrupted, it still achieved significant results against these organizations.

OCDETF reports continuing success in asset seizures and forfeitures. A large percent of investigations result in the forfeiture of assets and proceeds – the program continues to report an upward trend in the dollar amount of such forfeitures. In FY 2006, OCDETF seized approximately \$300 million while forfeitures amounted to over \$382 million.

DEPARTMENT OF JUSTICE
Office of Justice Programs

Resource Summary

	<i>Budget Authority (in Millions)</i>		
	FY 2006 Final	FY 2007 Estimate	FY 2008 Request
Drug Resources by Function			
Prevention	29.617	29.935	0.000
State and Local	188.879	183.888	109.369
Treatment	19.744	13.931	69.500
Total Drug Resources by Function	\$238.240	\$227.754	\$178.869
Drug Resources by Decision Unit			
Regional Information Sharing System	39.719	39.676	38.469
Domestic Cannabis Eradication/Suppression	4.936	0.000	–
Drug Courts	9.872	8.931	–
Enforcing Underage Drinking Laws	24.681	25.000	0.000
Methamphetamine Enforcement and Clean Up	62.778	62.778	–
Prescription Drug Monitoring	7.404	7.404	–
Residential Substance Abuse Treatment	9.872	5.000	–
Southwest Border Prosecutors	29.617	29.617	–
Weed and Seed	49.361	49.348	–
Byrne Public Safety and Protection	–	–	140.400
Total Drug Resources by Decision Unit	\$238.240	\$227.754	\$178.869
Drug Resources Personnel Summary			
Total FTEs (direct only)	75	75	75
Drug Resources as a Percent of Budget			
Total Agency Budget	\$2,032.400	\$1,637.800	\$1,006.400
Drug Resources Percentage	11.72%	13.91%	17.77%

Program Summary

Mission

The Justice Assistance Act of 1984 established the Office of Justice Programs (OJP). OJP supports collaboration of law enforcement at all levels in building and enhancing networks across the criminal justice system to function more effectively. Within OJP's overall program structure, there are specific resources dedicated to support of the National Drug Control Strategy.

Budget

In FY 2008, OJP requests \$178.9 million for drug-related activities, which is a decrease of \$48.9 million from the FY 2007 level. As will be detailed, the creation of the new Byrne Public Safety and Protection (Byrne) program has altered the allocation of funding for several OJP drug control programs. While OJP continues to support

legacy program operations in FY 2008, a reduction in resources nevertheless results from a consolidation of programs under Byrne.

Regional Information Sharing System

Total FY 2008 Request: \$38.5 million

(Includes –\$1.2 million in program changes)

The Regional Information Sharing System (RISS) is the only national criminal intelligence system operated by and for state and local law enforcement agencies. Six regional intelligence centers operate in all 50 states, the District of Columbia, and U.S. territories, with some member agencies in Canada, Australia, and England. These regional centers facilitate information sharing and communications to support member agency investigative and prosecution efforts by providing state-of-the-art investigative support and training, analytical services, specialized equipment, secure information-sharing technology, and secure encrypted e-mail and communications capabilities to over 6,000 municipal, county, state, and federal law enforcement agencies nationwide.

The FY 2007 resources of \$39.7 million will enhance intelligence analysis capabilities to aid in the fight against drugs, terrorism, human trafficking, identity theft, cybercrime, gangs, and other major criminal activity. This will be achieved through the electronic connection and integration of other systems that operate with RISS and continued efforts to participate in information sharing initiatives.

FY 2008 Program Changes (–\$1.2 million)

The Budget proposes a reduction of \$1.2 million for RISS in FY 2008.

Enforcing Underage Drinking Laws

Total FY 2008 Request: \$0 million

(Includes –\$25.0 million in program changes)

The Enforcing Underage Drinking Laws program supports and enhances efforts by states and local jurisdictions to prohibit the purchase and consumption of alcoholic beverages by minors. Minors are defined as individuals under 21 years of age.

The FY 2007 resources of \$25.0 million will support funding to enforce state laws prohibiting the purchase or consumption of alcoholic beverages by minors.

FY 2008 Program Changes (–\$25.0 million)

The Budget does not request funding for this program.

Byrne Public Safety and Protection

Total FY 2008 Request: \$140.4 million

(Includes –\$22.7 in program changes)

The Byrne Public Safety and Protection program, which is requested at \$350.0 million (\$140.4 drug-related) in FY 2008, consolidates the most successful OJP law enforcement assistance programs into a single, flexible grant that will help state, local, and tribal governments develop programs appropriate to the particular needs of their jurisdiction. Through a competitive grant process, OJP will focus assistance on those jurisdictions experiencing significant criminal justice problems and assist state and local governments in addressing a number of high-priority criminal justice concerns. Based upon the collection of programs within Byrne, approximately 40 percent of the program can be considered drug-related. The following legacy programs are included in the new Byrne grant:

Domestic Cannabis Eradication and Suppression

The Domestic Cannabis Eradication and Suppression program is the only nationwide operation that exclusively targets marijuana. This program is designed to halt the spread of marijuana cultivation in the United States through eradication campaigns and suppression programs. Financial assistance is provided for operations, training, and guidance to over 100 state and local law enforcement agencies. Marijuana continues to be the most widely used and readily available drug in the United States and it is the only major drug of abuse grown within U.S. borders.

Drug Courts

The Drug Court program provides alternatives to incarceration by using the coercive power of the court to force abstinence and alter behavior with a combination of escalating sanctions, mandatory drug testing, treatment, and strong aftercare programs. The long-term direction of the Drug Court program is shifting from an emphasis on creating new drug courts to improving state and local capacity to enhance and sustain existing ones.

Residential Substance Abuse Treatment

The Residential Substance Abuse Treatment (RSAT) program for state prisoners was established to help states

and units of local governments develop, implement, and improve substance abuse treatment programs in correctional facilities and establish and maintain community-based aftercare services for probationers and parolees. Ultimately, the goal of every RSAT-funded program is to help offenders become drug-free and learn the skills needed to sustain themselves upon return to the community.

Prescription Drug Monitoring Program

The purpose of the Prescription Drug Monitoring Program (PDMP) is to enhance the capacity of regulatory and law enforcement agencies to collect and analyze controlled substance prescription data. The program assists states that want to establish a PDMP. Objectives of the program include, (1) building a data collection and analysis system at the state level; (2) enhancing existing programs' ability to analyze and use collected data; (3) facilitating the exchange of collected prescription data between states; and, (4) assessing the efficiency and effectiveness of the programs funded under this initiative.

Prisoner Reentry

The Prisoner Reentry program supports strategies to deliver pre-release assessments and services, as well as develop transition plans in collaboration with other justice and community-based agencies and providers for supervised and non-supervised, nonviolent offenders. Grants include an assessment/planning phase not to exceed 3 months following the award start date, with implementation occurring in the remaining project period.

Southwest Border Prosecutors

This program provides funding for local prosecutor offices in the four Southwest Border States: (1) California, (2) New Mexico, (3) Arizona, and (4) Texas for the costs of processing, detaining, and prosecuting drug and other cases referred from federal arrests or federal investigations. The program also protects against foreign threats by supporting costs associated with a border area that has a significantly higher degree of vulnerability than many other areas in the continental United States.

Weed and Seed

The Weed and Seed program provides assistance to address violent crimes and gang-related activities in adversely-impacted neighborhoods. The Weed and Seed program develops the capacity of some of the country's most violent communities to not only address their crime

problems, but also begin the process of converting these highly distressed areas into thriving neighborhoods. Over 300 communities have been helped with coordination of law enforcement efforts while developing their capacity to implement crime prevention programs such as Safe Havens, after-school enrichment activities, and treatment options.

FY 2008 Program Changes (–\$22.7 million)

The consolidation of legacy programs under Byrne results in a reduction of \$22.7 million in resources.

Performance

Introduction

This section on the FY 2006 performance of OJP is based on agency GPRA documents and the PART review, discussed earlier in the Executive Summary. The table on the next page includes conclusions from the PART assessment, as well as performance measures, targets and achievements for the latest year for which data are available.

The Drug Court program received an overall 2002 PART rating of "Results Not Demonstrated," partially because of performance measures that focused on outputs (the number of drug courts) instead of the effectiveness of the courts. The PART assessment is expected to be updated in 2007.

The RSAT program received an overall 2002 PART rating of "Results Not Demonstrated," partially because of performance measures that focused on outputs (the number of offenders treated) instead of the effectiveness of the treatment.

The Weed and Seed program received a rating of "Results Not Demonstrated" in the 2004 PART review. With refinements to both long-term and annual performance goals, the program improved its overall rating to "Adequate." Weed and Seed improved training and is working with grantees to improve their ability to operate. Weed and Seed has adopted goals and begun tracking the number of homicides per site and the percent reduction in homicides per site.

Drug Courts Program

Drug Courts			
PART Review			
Year of Last Review: 2002		Rating Received: Results Not Demonstrated	
Evaluation Area	Score	Review Highlights Below:	
Purpose	100	The program is generally well-managed but faces challenges in developing outcome-oriented measures focusing on post-program recidivism.	
Planning	57		
Management	82		
Results	53		
Selected Measures of Performance			FY 2006 Target
» Total number of drug courts (cumulative).			690
			FY 2006 Achieved
			673

Discussion

The total number of drug courts established in FY 2006 reflects funding for that year. This measure was implemented beginning in FY 2005. OJP is currently funding a multi-year, longitudinal study through NIJ focusing on recidivism of drug court graduates. Results will be available in 2008.

Residential Substance Abuse Treatment (RSAT)

RSAT			
PART Review			
Year of Last Review: 2002		Rating Received: Results Not Demonstrated	
Evaluation Area	Score	Review Highlights Below:	
Purpose	60	Linking funding and performance has been complicated by treatment cost variations; also by the lack of reliable data.	
Planning	71		
Management	56		
Results	20		
Selected Measures of Performance			FY 2006 Target
» Of the offenders that complete the program, the number who have remained arrest-free for 1 year following release from aftercare.*			1,700
» Number of participants.**			17,500
			FY 2006 Achieved
			-
			**

Baseline of 1,688 participants was established in 2005. Data will be available in April 2007.

** FY 2006 actuals will be available in March 2007.

Discussion

Since FY 2002, states with existing in-prison drug treatment programs in compliance with federal requirements are allowed to use up to 10 percent of RSAT grants to fund a full continuum of drug treatment services, including treatment and sanctions, both during incarceration and after release. Aftercare services are available to inmates enrolled in RSAT-funded programs as a condition of release (integrated into the parole agreement). These provide better transitional services in an effort to lower recidivism rates. OJP now requires grantees to collect data for new measures addressing treatment costs related to residential and aftercare programs, recidivism, and reduction in substance abuse.

Weed and Seed

Weed and Seed			
PART Review			
Year of Last Review: 2004		Rating Received: Adequate	
Evaluation Area	Score	Review Highlights Below:	
Purpose	100	The program has improved training, and has begun tracking the reduction of crimes such as homicide in Weed and Seed sites.	
Planning	75		
Management	90		
Results	33		
Selected Measures of Performance		FY 2006 Target	FY 2006 Achieved
» Percent reduction in homicides per Weed and Seed funded sites.		1.2%	TBR*
» Number of homicides per site.		4.3	TBR*

*Data is collected on an annual calendar year basis and will not be available until Spring 2007.

Discussion

The base year for the “Percent reduction of homicides” was 2002 with a baseline of 2.17 percent reduction. Since Weed and Seed reports on a calendar year basis, this baseline represents the average change in number of homicides from the previous year to the reporting year. In 2006, 2007, and 2008 the target is to reduce homicides by 1.2 percent.