

6. ENFORCING THE LAW

Crime has been dropping, now, for seven straight years. This is the longest continuous decline in the crime rate ever recorded in our country. In part, that is because all of us, from the grass-roots to Washington, D.C., have intensified our support for common-sense strategies to fight crime and to prevent crime . . . [but] I doubt if there is . . . a person in our country who thinks the crime rate is low enough.

President Clinton
October 1999

When President Clinton took office in 1993, the violent crime rate in America had more than tripled during the previous three decades. Today, with the rate of violent crime continuing to fall each and every year since 1993, the President's crime-fighting program has made our streets safer and our communities stronger (see Chart 6-1). The Nation's overall crime rate is now at a 25-year low, the murder rate is its lowest in 31 years, and crime is down in every region of the Nation.

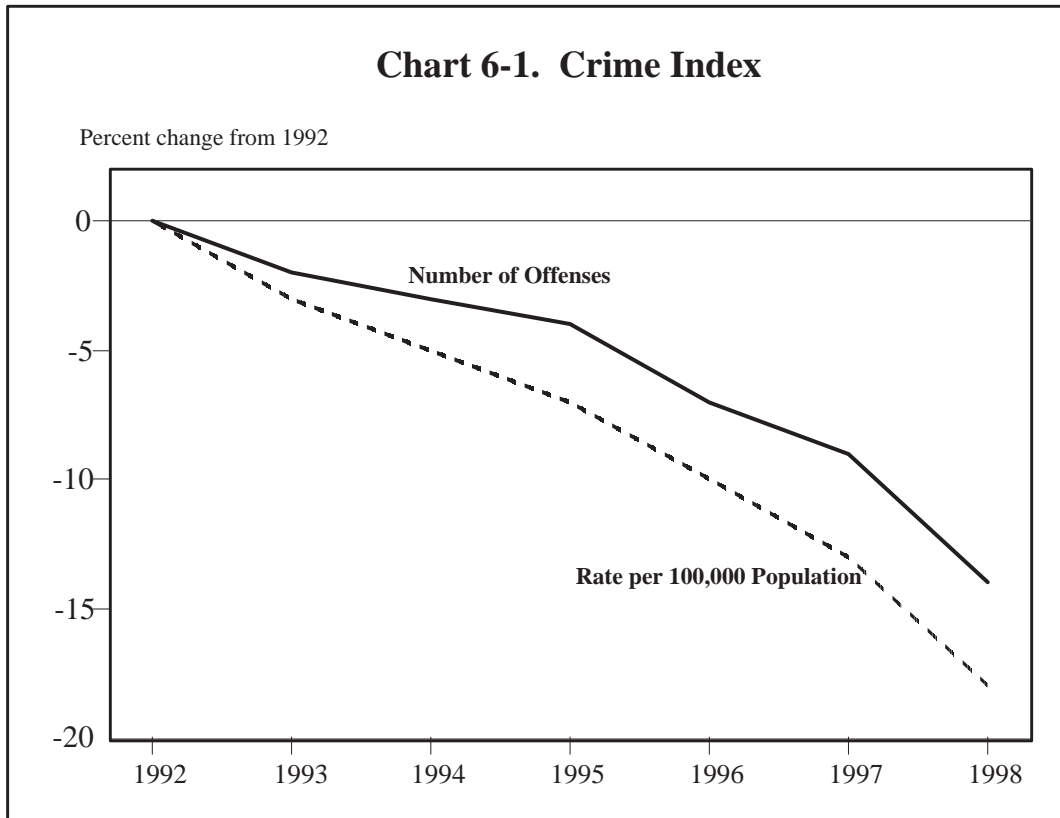
The President has described to leaders from the law enforcement community his clear-cut and effective anti-crime philosophy—"We think there ought to be more police and fewer guns on the street." Combined with stepped-up efforts to fight drugs, combat youth violence, and control illegal immigration, this multi-front fight against crime has significantly improved the lives of all Americans. By extending and expanding such efforts, as proposed in this budget, these anti-crime strategies can continue to make Americans safer and more secure for years to come.

The President's Community Oriented Policing Services (COPS) went into force at the start of his first term. An ambitious plan to add 100,000 police officers to local beats, the COPS program has increased resources for State and local law enforcement, expanded community policing to thousands of police departments Nation-wide, and brought stability and security to many crime-ridden neighborhoods. COPS has encouraged citizens to work closely with their local community police officers and with other criminal justice

authorities to fight and prevent crime. By 1999, COPS achieved the goal of funding 100,000 additional officers for our streets—ahead of schedule and under budget—helping to make communities safer.

Building on the success of the COPS program, the President proposed, fought for, and secured passage of the next step in his anti-crime strategy—the 21st Century Policing Initiative. This initiative, also known as COPS II, maintains the Administration's commitment to keep the number of officers on the beat at an all-time high by funding up to an additional 50,000 officers by 2005. It also builds on the COPS program in two key ways. First, it provides significant new funds to give law enforcement access to the latest crime-fighting and crime-solving technologies. Second, the initiative engages entire communities in the hard work of preventing and fighting crime by funding new community-based prosecutors and partnerships among law enforcement and probation and parole officers, school officials, and faith-based organizations.

In 1993, the Clinton Administration also began a sustained effort to reduce gun crime. The Administration proposed and secured passage of a series of new laws—the Brady Act, which created the National Instant Criminal Background Check System (NICS) to require background checks of all purchasers of firearms from federally-licensed dealers; reforms in the Federal firearms dealer licensing system to ensure that gun dealers comply with State and local laws and respond to crime gun trace requests; the assault weapons



ban and the ban on large capacity ammunition feeding devices to reduce access to lethal weapons primarily designed for battle; and, the Youth Handgun Safety Act, prohibiting juveniles under 18 from possessing handguns. These laws have been instrumental in dramatically reducing violent gun violence, which has declined by more than 35 percent in the past seven years. In the same time frame, the number of juvenile gun homicide offenders has dropped by 57 percent.

To strengthen enforcement of these laws and further expand the Administration's comprehensive efforts to combat gun violence in our society, the budget proposes the largest gun enforcement initiative in history: \$70 million for upgrades to State and local criminal history records to improve the speed and accuracy of Brady background checks; \$53 million for 500 new Bureau of Alcohol, Tobacco, and Firearms (ATF) agents and inspectors, and Nation-wide expansion of crime gun tracing and ballistics imaging systems; \$150 million for grants to hire 1,000 State and local gun prosecutors; \$10 million for

smart gun technology research; \$15 million for over 100 Department of Justice (DOJ) prosecutors and 20 enforcement coordination teams; \$10 million for local media campaigns on gun safety and gun violence; and, \$10 million to help law enforcement end the practice of re-selling used police firearms and seized guns on the civilian market. These additional resources will further the decline of gun crime by stepping up Federal, State, and local law enforcement efforts against armed criminals and those who traffic in firearms to criminals and juveniles.

While expanding resources to combat gun crime, the Administration will continue to urge Congress to pass common sense gun legislation to require background checks of prospective purchasers at gun shows, require child safety locks for handguns, ban the importation of large capacity ammunition magazines, and provide tougher penalties against gun traffickers and gun dealers who target and do business with those who are ineligible, including juveniles.

The Clinton Administration's Anti-Crime Strategy

Expanded local policing and fewer guns on the street are the cornerstone of the Administration's three-part strategy to make Americans safer and more secure for years to come:

- putting more police on the street and promoting community policing while taking measures to deter violent offenders and gun violence;
- controlling illegal immigration into the United States, including organized smuggling of aliens and other accompanying illegal activities, through reliance on stepped-up border enforcement and the use of technology; and,
- fighting drug abuse on all fronts, especially among children, by vigorously enforcing the Nation's drug laws and developing prevention programs which give children an alternative to crime and drugs and a chance for a positive future.

Fighting Crime

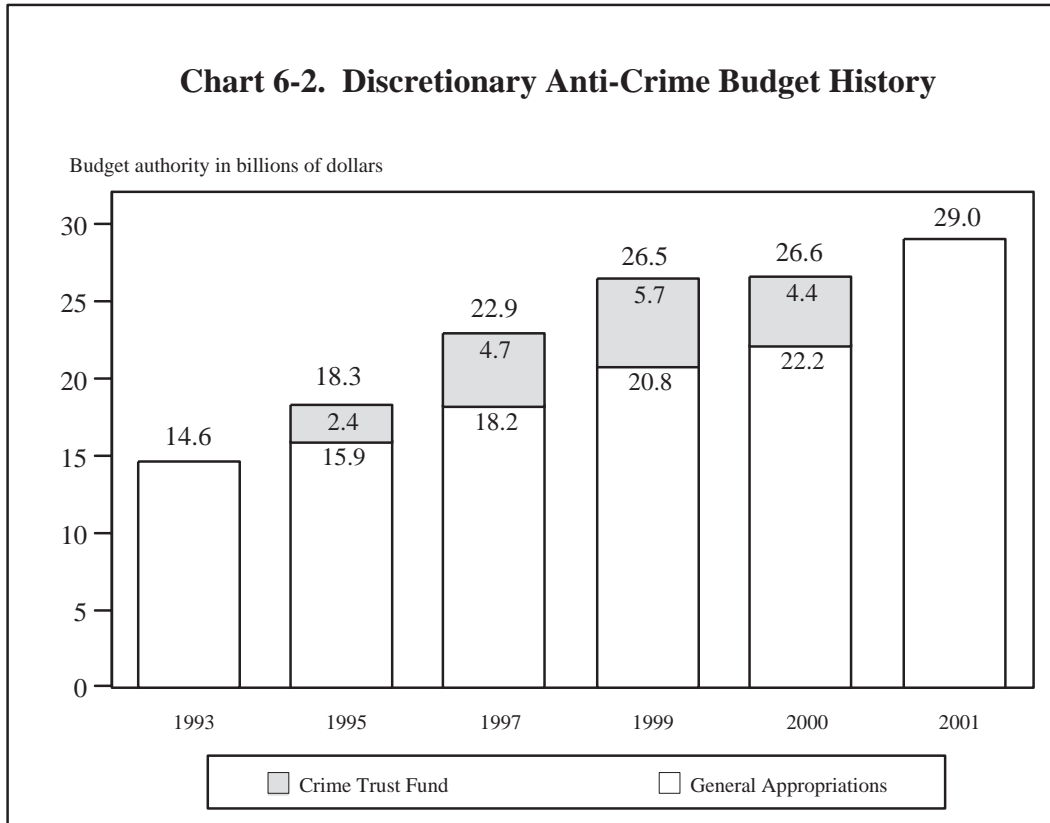
The budget proposes \$29.0 billion to control crime, \$2.4 billion—or 8.8 percent—more than enacted for 2000 (see Chart 6–2). While enhancing Federal anti-crime efforts, the budget seeks to empower States and communities, which play the central role in controlling crime, particularly violent crime.

21st Century Policing Initiative: The budget includes \$1.3 billion for this initiative, \$422 million more than was provided in 2000. This initiative includes:

- *More police on the streets:* \$650 million will be used to hire and redeploy more law enforcement officers, with an effort to target new police officers to crime “hot spots.” In addition to the 100,000 police officers already funded by the COPS program, this will place up to 50,000 officers on the street by 2005. A portion of the funds will also be used to help economically distressed communities retain new police hires, and for other programs to recruit, train, and educate law enforcement officers.
- *Crime fighting technology:* \$350 million will be used to help State and local law enforcement agencies improve police communication systems, crime mapping, forensic laboratories, and other operations. In particular, this funding, together with efforts at the Treasury and Justice Departments, will ensure that the Nation's public safety workers can communicate with each other securely, swiftly and effectively.

- *Over 1,000 new Federal, State, and local gun prosecutors:* \$200 million will be used for State and local prosecutors, including \$150 million for prosecutors, and \$50 million for community-based prosecutors dedicated to local crime problems and quality of life issues. This will fund 1,000 new State and local prosecutors to combat gun crime and violence, over 100 new Federal gun prosecutors, and new gun enforcement teams to coordinate efforts with local law enforcement to put gun criminals behind bars.
- *Community crime prevention:* \$135 million will be used for community-based crime prevention programs. These funds will be used to form partnerships with probation and parole officers in supervising released offenders, local school officials in adopting community-wide crime prevention plans, and faith-based organizations to address youth crime problems. Funds also will be used to promote police integrity and hate crimes training and to establish citizens' academies that teach neighborhood residents problem-solving skills.

Firearms Enforcement: When the President took office seven years ago, he put into place a comprehensive strategy focused on keeping guns out of the wrong hands and deterring and incarcerating gun criminals. The Brady Act has prevented more than 472,000 felons, fugitives, and stalkers from purchasing firearms while prosecutions of gun criminals are up and gun crime has dropped by more than 35 percent. However, despite this progress, far too many Americans, especially



children, lose their lives as a result of gunfire. The budget will build on the Administration's efforts to reduce gun violence with the largest national gun enforcement initiative in history.

- *500 new ATF agents and inspectors:* The budget funds the largest increase ever in ATF agents and inspectors, including 300 new agents to support local enforcement efforts throughout the country in making cases against armed criminals and against illegal firearms traffickers at gun shows, gun stores, and on the streets, and 200 new inspectors to target gun manufacturers, distributors, and dealers who supply firearms to criminals and juveniles.
- *Comprehensive crime gun tracing:* To move toward tracing every crime gun in America, the budget proposes funds to provide 250 local law enforcement agencies with training and software to facilitate comprehensive tracing, and to expand the Administration's Youth Crime Gun Interdiction Initiative from 38 to 50 cities across the country.
- *New National Integrated Ballistics Information Network:* The Administration proposes to triple current funding for ballistics testing programs to launch the first national ballistics network. This initiative will support the deployment of 150 new ballistics imaging units to law enforcement to trace bullets and shell casings to the criminals who fired them.
- *Local anti-gun violence media campaigns:* The budget provides \$10 million in matching grants from DOJ to support local media campaigns highlighting penalties for breaking gun laws, proper storage of firearms, and preventing child access to guns.
- *Strengthened Brady background checks:* The budget provides \$70 million, double the current funding level, to improve State criminal history records and improve the speed and accuracy of Brady background checks. In addition, \$5 million will fund a National Instant Notification system to help police apprehend criminals attempt-

ing to illegally purchase firearms in those States not acting as a point of contact for NICS.

- *Smart gun technology:* The budget proposes \$10 million for expansion, testing, and replication of “smart” gun technologies. These state-of-the-art gun safety precautions can limit a gun’s use to its owner or other authorized users—preventing gun deaths and injuries.
- *Keeping used police guns out of the hands of criminals:* To end the resale of used police guns and seized firearms, \$10 million is provided for one-time grants to law enforcement agencies on the condition that they halt such practices.

Youth Violence: A total of \$8.9 billion is included in the budget for Government-wide programs to address youth violence. One example of this cross-agency effort is the Safe Schools/Health Students program, which brings together the Justice, Education, and Labor Departments to create collaborative solutions to youth violence. Also included in this effort is \$289 million for DOJ programs to fight juvenile crime, including support for local community prevention programs such as mentoring, truancy prevention, and gang intervention.

Safe Streets Task Forces: The budget proposes \$128 million to continue the Safe Streets program, which blends the efforts of the FBI and other Federal law enforcement agencies with those of State and local police departments to investigate street crime and violence. A complementary initiative, the Weed and Seed Program, provides \$42 million for multi-agency efforts to “weed out” crime from targeted neighborhoods, then “seed” the sites with a wide range of crime and drug prevention programs.

Community Supervision of Released Offenders—Project Reentry: The budget proposes a new \$60 million community supervision initiative to address community safety concerns, lower recidivism rates, and promote responsible fatherhood for the nearly 500,000 inmates who will leave prison or jail this year and reenter local communities. The need for greater supervision is significant: two-thirds of all prisoners are arrested for new offenses

within three years of release. The initiative is comprised of reentry partnerships and reentry courts. Reentry partnerships will team up police and corrections agencies with local service providers and non-profit groups (including faith-based, victims, and fatherhood groups) to regularly monitor released offenders. Grants will fund partnerships to help hire additional corrections staff to supervise offenders and impose graduated sanctions, target resources such as drug testing and treatment and job training, and require responsibility for child support and other obligations. Reentry courts will employ the drug court model of judicial supervision to oversee offenders on conditional release—with regular court appearances, graduated sanctions to establish accountability, and targeted services such as drug testing and treatment. The initiative will be complemented by job training grants from the Department of Labor’s Responsible Reintegration for Young Offenders initiative, and targeted substance abuse and mental health grants from HHS.

Crime in Public Housing: The budget proposes \$345 million to support anti-crime, anti-drug, gun safety, and violence reduction programs in public housing, including Operation Safe Home and a new \$3.0 million Community Gun Safety and Violence Reduction initiative. The Department of Housing and Urban Development’s Office of Public Housing and Office of the Inspector General jointly administer Operation Safe Home, which brings together residents, managers, and various Federal and local law enforcement agencies to rid public housing communities of crime. The Community Gun Safety and Violence Reduction initiative will support gun violence reduction programs to complement existing community safety programs and will fund state-of-the art computerized gun-violence tracking and gun-tracing efforts to assist communities and law enforcement agencies in planning gun-violence reduction efforts.

Violence Against Women: Violence against women is a continuing problem. Nearly a third of all women murdered in the United States are killed by a current or former spouse or intimate partner. Studies show that child abuse occurs in 30 to 60 percent of domestic violence cases involving families with children. Studies also show that law enforcement inter-

vention often breaks the cycle of domestic violence, preventing subsequent incidents. The budget proposes a record high \$516 million to maintain efforts to combat gender-based crime, \$33 million more than 2000. These funds are used to support grants to develop and strengthen the criminal justice system's response to violence against women and to support and enhance services for victims, to fund the National Domestic Violence hotline, to fund battered women's shelters, and to expand outreach to under-served rural, Indian, and minority populations.

Hate Crimes: The President has urged Congress to pass the Hate Crimes Prevention Act, which would strengthen the existing Federal hate crimes law by expanding the situations in which DOJ can prosecute defendants for violent crimes based on race, color, religion, or national origin. Further, it would expand existing law to cover cases of hate crimes based on sexual orientation, gender, or disability. The budget includes \$20 million for training for Federal, State, and local law enforcement to prevent and respond to hate crimes and police integrity.

Law Enforcement on Indian Lands: Homicide and violent crime rates on Indian lands are rising, even as crime rates in the rest of the country fall. According to DOJ, American Indians are the victims of violent crimes at more than twice the rate of all U.S. residents. The Administration proposes \$439 million for the third year of this joint Justice and Interior Departments initiative, an increase of \$103 million over the 2000 level. The money is used to increase the number of fully trained and equipped police officers in Indian country, improve the quality of the criminal justice system, including courts and detention facilities, enhance substance abuse programs, and combat tribal youth crime.

State Criminal Alien Assistance: The budget proposes \$600 million to reimburse State and local governments for the cost of incarcerating criminal illegal aliens. This is a \$15 million increase over the 2000 level.

Financial Crime: The budget provides a \$15 million increase to the Treasury Department to develop and implement initiatives as part of the national strategy for combating money laundering and financial crime. This

strategy relies on the efforts of a number of Treasury Department bureaus, including the U.S. Customs Service and the Internal Revenue Service, which identify, disrupt, and dismantle criminal organizations that launder the proceeds generated by smuggling, trade fraud, export violations, and a range of other illegal activities. In addition, the Financial Crimes Enforcement Network provides money laundering case support through its regulatory partnerships and technology enhancements that allow for strategic analysis of trends and patterns in money laundering and related financial crimes.

Terrorism: Acts of domestic terrorism have resulted in deaths and injuries to American citizens, while terrorism overseas has taken an even heavier toll. While it is true that our Nation has had fewer incidents of domestic terrorism than many others, we must remain vigilant against terrorist threats on domestic soil and overseas.

Over the past years, the Administration has consistently sought additional resources to enhance the safety of the public and the Government from these violent and devastating criminal acts. The budget provides over \$11 billion to combat terrorism, weapons of mass destruction, and cyber crime, \$1.3 billion more than provided in 2000. Of the total, \$632 million would support law enforcement activities in the Departments of Justice and the Treasury and other domestic agencies. Chapter 9, "Supporting the World's Strongest Military Force," describes the Federal Government's efforts to combat terrorism and protect our national security.

Federal Crime Fighting Technology: The budget includes major increases for two technology programs that will significantly enhance the capabilities of Federal law enforcement. Court-authorized wiretaps are a major investigative tool of Federal law enforcement. However, as the telecommunications industry converts from an analog to digital environment, the ability of law enforcement to use this tool is diminished unless the digital equipment contains certain features. The Communications Assistance for Law Enforcement Act of 1994 authorizes the Federal Government to reimburse telecommunications manufacturers and carriers for the costs of "retrofitting" equip-

ment installed before January 1, 1995, in order that court-authorized wiretaps can be conducted. Funding for this purpose would be increased from \$15 million in 2000 to \$240 million in 2001. Manufacturers and carriers are responsible for including the necessary features in telecommunications equipment installed after January 1, 1995.

In addition, the budget proposes increases to support upgrades in Federal wireless communications systems, including improved efficiency in the use of telecommunications spectrum assigned to law enforcement and promoting compatibility with communications equipment of public safety agencies at all levels of government. DOJ's budget for wireless systems would increase from \$103 million to \$205 million, which would support radio systems for the FBI, the Drug Enforcement Administration (DEA), the Immigration and Naturalization Service (INS), and the U.S. Marshals Service. DOJ's planning and infrastructure efforts also would support other agencies' wireless efforts. Treasury's budget includes \$55 million to establish an Integrated Treasury Network for wireless communications, which would primarily support Treasury's law enforcement bureaus, including the U.S. Customs Service, the U.S. Secret Service, and the ATF. Increased costs in Justice, Treasury, and other agencies would be offset by \$200 million in proposed fees on commercial television broadcasters' use of the analog spectrum.

Corrections: The number of inmates in the Federal Prison System has more than doubled since 1990 as a result of tougher sentencing guidelines, the abolition of parole, minimum mandatory sentences, and significant increases in Federal law enforcement spending. This growth rate is projected to continue into the 21st Century. The budget provides \$4.4 billion for the Federal Bureau of Prisons, \$736 million over the 2000 level, to reduce the current level of overcrowding and to accommodate this future growth. The budget also supports an effort to increase inmate enrollment in literacy programs.

Meeting the Challenges of Immigration

The United States is a Nation of immigrants. While we have always welcomed legal immigrants, the United States is also a Nation of laws and must act to combat illegal immigration. This Administration has done more to control illegal immigration than any before. Working through the INS, the Administration has reversed decades of neglect along the Southwest border and has added technology along the Northern border. Since 1993, this strategy has added over 5,400 new Border Patrol agents—over 130 percent higher than the 1993 level. And while the INS continues to recruit and train qualified new Border Patrol agents aggressively, it is also extending its enforcement efforts through the use of state-of-the-art technology, border barriers, and infrastructure to enhance the rule of law along the border. However, we must do more. The budget continues to fund this bipartisan effort to gain control and effectively manage our Nation's borders. (See Table 6-1 for INS funding by program.)

While the Federal Government takes steps to curb illegal immigration, it must also be responsive to those who seek to immigrate to this country by legal means, and to those who have emigrated and now seek to become U.S. citizens.

Over the past year, the Administration has made steady progress in reforming the naturalization process which, since 1995, has seen a dramatic upsurge in demand for naturalization and other immigration benefits. After two years of a growing application backlog and longer wait times, in 1999, the first year of a two-year naturalization program reform effort, INS reduced the pending application backlog by nearly 500,000 applications. In total, INS completed over 1.2 million applications for new citizens and reduced the average application processing times from 27 months in 1998 to 12 months in 1999. INS intends to reduce average processing times further, to just six months, by the end of 2000. This will be accomplished while completing 1.3 million applications for citizenship. The Administration is committed

**Table 6-1. Immigration and Naturalization Service
Funding by Program**

(Budget authority, in millions of dollars)

	1993 Actual	2000 Estimate	2001 Proposed	Dollar Change: 1993 to 2001	Dollar Change: 2000 to 2001
Appropriated Funds:					
Border Patrol	354	1,055	1,208	+854	+153
Investigations and intelligence	142	308	328	+186	+20
Land border inspections	83	182	218	+135	+36
Immigration support		124	35	+35	-89
Detention and deportation	161	728	828	+667	+100
Program support and construction	227	594	649	+422	+55
Subtotal, Appropriated Funds	967	2,991	3,266	+2,299	+275
Fee Collections and Reimbursements:					
Citizenship and benefits	308	754	807	+499	+53
Detention and deportation		69	110	+110	+41
Air/sea inspections and support	255	487	529	+274	+42
Immigration support/enforcement			98	+98	+98
Subtotal, Fee Collections and Reimbursements	563	1,310	1,544	+981	+234
Total, Immigration and Naturalization Service	1,530	4,301	4,810	+3,280	+509

to a streamlined naturalization program that provides high quality and timely customer service for the most important and valuable benefit the Federal Government can bestow—citizenship. In addition, the INS has established completion goals and developed a multi-year plan to address application backlogs in other immigration services programs. The budget provides additional funds to reduce these backlogs and expand process reinvention to ensure that all immigration benefits and services are provided in an efficient and timely manner.

Border Control and Enforcement: The budget proposes support for a combination of Border Patrol agents and technology to control specific border crossing areas. Previous investments have led to successful efforts to control and manage the border near urban areas with a high level of illegal entry, such as San Diego, California, and El Paso, Texas. Continuing this border control strategy, the budget funds 430 new Border Patrol agents and \$20 million in

“force-multiplying” technology. The current focus is to gain control of the border around Douglas, Arizona. Once an acceptable level of control has been achieved here, the agents and technology proposed in the budget will be used to improve Border Patrol control over border areas in and around Laredo, McAllen, and Del Rio, Texas. With the new agents to be added by the end of 2001, it is estimated that over 9,800 Border Patrol agents will be deployed along the Nation’s Northern and Southern borders—nearly 150 percent more than the 3,965 agents in 1993. An additional \$20 million will fund high resolution color and infrared cameras and state-of-the-art command centers as force multipliers to supplement the new agents and provide continuous monitoring of the border from remote sites. In test locations in Arizona and New Mexico, this technology has had a dramatic effect on border control and management and is increasing the safety of officers who must respond to incursions. The proposed combination of surveillance technology and Bor-

der Patrol agents will permit INS to enforce the rule of law and enhance border management over larger portions of the border. The budget also supports the INS border safety initiative to dissuade migrants from illegal crossings, particularly in areas that could lead to their injury or death.

The budget provides funds for compensation and overtime reform for Border Patrol agents and inspectors. It also provides funds to expand, renovate, and construct Border Patrol stations, border barriers and fencing, install permanent lighting, and construct support roads along the borders. These deterrents help control the border by increasing the abilities of Border Patrol agents to apprehend those trying to enter illegally. Since 1993, INS has added over 233 night scopes, 7,299 ground sensors, 82 miles of fencing, and 22 miles of border lighting. It has also added or improved over 1,500 miles of roads. The budget provides funds for another 18 miles of border lighting and fencing, and for maintaining border deterrents now in place.

Detention and Removal of Illegal Aliens:

The Administration is committed to removing those who have entered the country illegally and to detain criminal aliens. Since 1993, INS' detention budget has increased by over 407 percent and over 13,600 detention beds have been added. The budget expands on this commitment by adding another 1,000 detention beds and 38 juvenile beds—bringing total INS detention capacity to nearly 20,000 beds. It also funds INS detention and deportation staff and increases resources to remove criminal and illegal aliens swiftly. With the resources provided over the past few years, INS has targeted its efforts primarily on removing deportable aliens held in Federal, State, and local facilities to ensure these criminal aliens are not allowed back on the street. In 1999, INS removed 178,168 aliens, including 62,838 criminal aliens. At the same time, the budget provides funding to implement detention standards to ensure those detained, particularly those who have pending asylum cases, are treated fairly.

Border and Port-of-Entry Coordination:

The Departments of Justice and Treasury have initiated a five-year Border Coordination Ini-

tiative with a goal of achieving a comprehensive, integrated border management strategy that provides for increased cooperative efforts to interdict illegal aliens, drugs, and other contraband. It will result in a seamless process of travel and trade facilitation and border enforcement at and between the land ports of entry, especially along the Southwest Border. During the past year, the Customs Service and INS have made strides in fostering a culture of cooperation that enables them to act in concert for improved results. These cooperative efforts include expansion of multi-agency intelligence units to coordinate intelligence gathering and dissemination among agencies and the establishment of a timetable to implement compatible and secure communications systems.

Citizenship and Benefits: The Administration is committed to building and maintaining a naturalization and immigration service system that ensures integrity and provides service and benefits in a timely manner. The surge of citizenship applications, growing from approximately 340,000 in 1993 to a peak of nearly 1.6 million in 1997, resulted in an unacceptable backlog and has required the INS to redesign its decentralized process which had been built for a far smaller application volume. The record number of applications, antiquated INS processes, and complex automation and redesign efforts contributed to an unacceptable citizenship application backlog that exceeded 1.8 million cases in 1999. As a result of a concerted and ongoing effort, this backlog has since been significantly reduced.

Over the past two years, the Administration, working with Congress, has provided \$300 million to supplement INS examinations fee revenue in a successful effort to reduce naturalization backlogs and to initiate reforms in the processing of immigration service programs. Ongoing initiatives include:

- centralization of immigrant records into a National Records Center with automated query and retrieval capability to ensure accurate and complete records and to speed service delivery;
- establishment of a National Customer Service Center for telephone service, with access throughout the United States and Puerto Rico in 2000;

- centralization of application and medical waiver reviews from INS field offices to Service Centers to maximize application and file quality and integrity, thereby ensuring that INS adjudicators receive cases that can be processed properly; and,
- quality assurance audits and reviews of the benefits processing system and benefits applications.

The budget provides \$35 million to address backlogs in other immigration benefit programs and establishes an Immigration Services Capital Investment Account to provide funding for ongoing backlog reduction efforts in all immigration benefit programs and for major capital acquisitions. This account will be further capitalized with an estimated \$93 million from two new fees, including a premium processing fee of \$1,000 for expedited adjudication of business-related services. Payment of this voluntary fee will ensure INS action on applications within 15 days through direct business-INS liaison, and permits INS to target additional resources at fraud prevention in business applications. The second proposal would re-authorize the 245(i) adjustment of status penalty provision. This provision, which expired in 1998, permits certain migrants, upon payment of a \$1,000 penalty, to adjust their immigration status while remaining in the United States.

An INS Structure for the Future: Over the past few years, the Administration has worked in a close and bipartisan manner with Congress to improve INS' operations. In the same vein, the Administration remains committed to addressing systemic problems, particularly those related to INS' dual missions of service and enforcement. These systemic problems include: competing priorities; insufficient accountability between field offices and headquarters; overlapping organizational relationships, and, lack of consistent operations and policies.

The Administration's principles for a successful restructuring are that immigration enforcement and service missions must have separate and clear lines of authority at all levels, from the field to headquarters, and that the immigration agency must be led by a single executive who can integrate immigration policy, standards, and manage-

ment operations. This single executive, appointed by the President and confirmed by the Senate, is essential to maintain balance between enforcement and services, while ensuring a coherent and coordinated national immigration policy. To be effective, this official must have the statutory authority to direct operations and supervise key integrating and oversight functions, such as legal counsel, financial management, policy, and communications.

The Administration will work with Congress to enact legislation that will fundamentally improve the way immigration operations are conducted, building on the progress already made to reform the INS. The Administration considers it critical to meet this challenge and enact responsible restructuring legislation this year.

Reducing Drug Use, Trafficking, Drug-Related Crime, and Its Consequences

Drug use and its damaging consequences cost our society more than \$110 billion a year and poison the schools and neighborhoods where our youth strive to reach their full potential. Illicit drug trafficking thrives on a culture of crime, violence, and corruption throughout the world. Drug use is a major contributing factor in the spread of AIDS and other deadly diseases. All Americans, regardless of economic, geographic, or other position in society, feel the effects of drug use and drug-related crime.

The results of the most recent National Household Survey on Drug Abuse show that the rate of use in the past month of any illicit drug among 12 to 17 year olds declined from 11.4 percent in 1997 to 9.9 percent in 1998, a 13-percent decrease. This change is complemented by the 1999 Monitoring the Future Study finding that over the past three years, youth viewed marijuana use with greater risk. Youth use of other drugs, including alcohol, cigarettes, cocaine, and heroin, either declined or remained stable over this period. These results suggest that America's youth are receptive to the Government's "no use" message.

The budget proposes \$19.2 billion for drug control programs, an \$1.7 billion increase over the 2000 enacted level. The budget

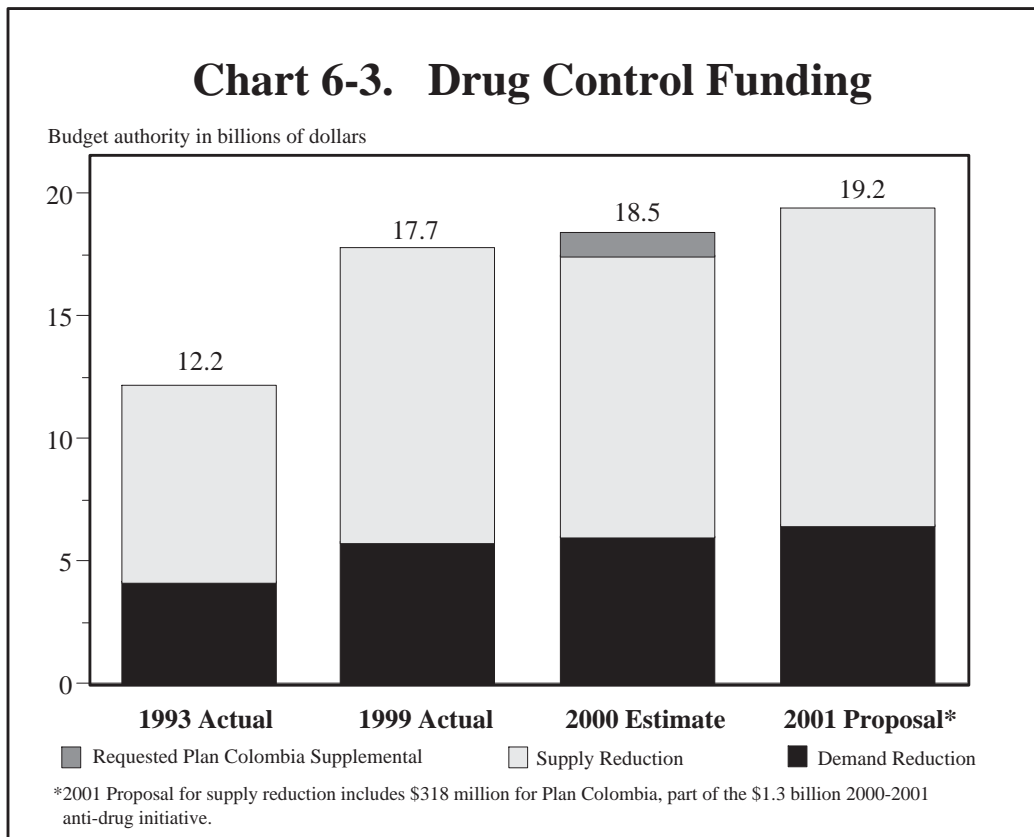
supports increases for key elements in the effort to reduce drug use and its consequences, such as drug treatment; prevention, especially for children and adolescents; domestic law enforcement; and, other supply reduction programs, including significant support for anti-drug efforts in Colombia. (For more information, see Chart 6-3, and Chapter 23, "Federal Drug Control Funding" in *Analytical Perspectives*.)

Colombia: The budget proposes \$1.6 billion, of which \$1.3 billion is new 2000 and 2001 funding, for counternarcotics efforts in the Andean Region, primarily in Colombia. An estimated 80 percent of the cocaine that enters the United States originates in or passes through Colombia. Colombia also produces up to six metric tons of heroin annually, and is a major supplier of heroin to the United States. Cultivation of coca, the raw material for cocaine, has nearly tripled in Colombia since 1992. In addition, Colombian traffickers and coca farmers have recently adopted new cultivation and processing techniques, increas-

ing the amount of drugs processed from each acre of crop. Colombia now cultivates more than half of the coca leaf grown in the world. If unchecked, the rapid expansion of coca crops and cocaine production in Colombia threatens to increase significantly the global supply of cocaine over the next several years.

The Government of Colombia's efforts to attack the drug trade are hampered by the fact that guerrillas and paramilitary groups dominate key drug-producing regions. In addition to these illegal armed groups, organized drug mafias continue to control the international aspects of Colombia's drug trade. The money flowing to these outlaw groups from the drug trade generates violence and corruption and threatens Colombia's democratic institutions. The drug threat, violence, and insecurity are compounded by the worst economic recession in Colombia in almost 70 years.

The democratically elected government of Colombian President Andres Pastrana has devised a comprehensive, integrated strategy,



Plan Colombia, to address Colombia's drug and interrelated social and economic troubles. The budget proposes \$1.6 billion in assistance for Plan Colombia, including an increase of \$1.3 billion over two years—a 2000 supplemental appropriation of \$954 million and \$318 million in 2001.

Since there is no single solution to Colombia's difficulty, the program is an integrated combination of funds for Colombian counterdrug efforts and for other programs to help President Pastrana strengthen democracy and promote prosperity. The proposal would enhance alternative development, strengthen the justice system and other democratic institutions, and provide counterdrug equipment, training, and technical assistance to Colombian police and military forces. The Administration is also encouraging U.S. allies and international institutions to assist Colombia in implementing President Pastrana's Plan Colombia. The budget proposal would also provide additional funding to support counterdrug regional interdiction and alternative development programs to preserve and advance gains against drug production in Peru and Bolivia and prevent the traffickers from simply moving their operations to avoid law enforcement. It is in the national interest of the United States to stem the flow of illegal drugs into the United States and to promote stability and strengthen democracy in Colombia and the Andean Region.

Stop Drugs—Stop Crime: In order to break the cycle of drug use and its consequences, drug-abusing offenders in local, State, and Federal correctional systems should be subject to vigorous drug testing and treatment. The budget includes \$215 million, including \$112 million in new funding, to help break this cycle. The initiative includes: \$100 million of new funding to help States and localities implement or expand tough systems of drug testing, treatment, and graduated sanctions for prisoners, parolees, probationers, and ex-offenders re-entering society; \$50 million, a 25-percent increase over 2000, for drug courts that work to break non-violent offenders of their drug addiction; and, \$65 million, three percent above 2000, to provide intensive drug treatment to hardcore drug users before and after they are released from prison.

Drug Treatment: The budget proposes \$3.8 billion to treat drug abuse, \$256 million more than in 2000, including \$1.2 billion, two percent above 2000, for the Substance Abuse Block Grant and \$163 million, a 43-percent increase over 2000, for the Targeted Treatment Capacity Expansion Grants. The Administration realizes that an effective treatment system must confront drug abuse where the challenge is the greatest—in the streets of urban, suburban, and rural drug markets, and in the criminal justice system. It is a top priority to close the gap between the number of persons wanting treatment and the number receiving it. These chronic drug users consume a disproportionate amount of the illicit drugs used and inflict a disproportionate share of drug-related costs on society.

National Youth Anti-Drug Media Campaign: The Office of National Drug Control Policy, in conjunction with other Federal, State, local, and private experts, is implementing a \$2 billion, multi-year national media campaign, including paid advertisements. The campaign targets youth, their parents, and other influential adults on the consequences of illicit drug use. The anti-drug media campaign is fully integrated Nationwide, including utilization of the Internet, radio, newspapers, and other media outlets. This campaign will continue in 2001 with \$195 million in Federal funds, matched by private sector contributions.

Community-Based Prevention: The budget proposes \$2.5 billion for drug prevention programs, an increase of \$75 million over 2000. The budget also includes \$35 million, a 17-percent increase over 2000, for activities of the Drug-Free Communities Support program that promotes citizen participation in efforts to reduce substance abuse among youth and help community anti-drug coalitions carry out their important missions.

Safe and Drug-Free Schools and Communities Program: Students can reach their full potential only in safe, disciplined, and drug-free learning environments. The Safe and Drug-Free Schools and Communities program helps 97 percent of all school districts implement anti-drug and anti-violence programs. The budget proposes \$650 million for this program, including \$40 million in new funding

to expand the interagency Safe Schools/Healthy Students initiative, which supports comprehensive, community-wide school safety and violence prevention plans. The budget also includes \$50 million for the Coordinator Initiative, which will enable over 1,300 of the Nation's middle schools to have a knowledgeable director for drug and violence prevention programs to ensure that local programs are effective and that school-based prevention programs are linked to community-based efforts.

Domestic Drug Law Enforcement: The budget proposes \$9.8 billion for drug-related domestic law enforcement, \$774 million more than in 2000, to bolster community-based law enforcement efforts, shield the Southwest border from illicit drugs, and enhance coordination among Federal, State, and local law enforcement agencies. The budget proposes an increase of \$65 million for DEA, most of which is to increase staff productivity through an improved information, telecommunications, and technology infrastructure. The Federal Govern-

ment will continue its focus on providing leadership and training; facilitating multi-agency cooperative efforts through the High Intensity Drug Trafficking Areas program, the Southwest border initiative, and other efforts; and, offering incentives to States and localities to use the most effective drug control methods.

Southern Tier of the United States: The Administration remains committed to shielding the Nation's Southern tier from the drug threat. The budget supports the addition of inspectors and new technology at additional ports of entry along the Southwest border. The Customs Service will continue to deploy technology, such as the use of x-rays in the air passenger and outbound environments, to detect illicit contraband and currency. The budget further solidifies the INS interdiction effort by providing additional staff and force-multiplying technology. An increase of \$46 million will expand Coast Guard interdiction operations nine percent above the 2000 level.