

8. ENFORCING THE LAW

"Americans are safer today than they have been in many years. Our strategy of putting more police on the beat and getting guns off the street is working. Americans have taken back their neighborhoods, and shown that rising crime and deadly violence need not be tolerated. But in far too many communities, crime remains a serious problem, and our work is far from done."

President Clinton
November 1998

The Administration's sustained and aggressive efforts to fight crime have been extraordinarily successful. For more than six years, serious crime has fallen uninterrupted. The murder rate is down by more than 28 percent, its lowest point in three decades. And after years of steady increases, drug use among teens is beginning to level off, and even decline. These successes are the result of a simple, three-part strategy:

- putting more police on the street and promoting community policing while taking measures to deter violent offenders and gun violence;
- controlling alien smuggling and illegal immigration into the United States, and the drug smuggling and other illegal activities that can accompany it, 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.

A cornerstone of the Administration's crime-fighting strategy, Community Oriented Policing Services (COPS), went into force at the start of the President's first term. With expanded resources for enforcement, and reliance on neighborhood involvement, COPS has brought stability and security to many once-dangerous neighborhoods. COPS has encouraged citizens to work with officers and other authorities in the criminal justice system to combat and prevent crime in their neighbor-

hoods. And it has put more officers on the beat. COPS will achieve its goal of putting 100,000 officers on the beat in 1999—ahead of schedule and under budget—making all communities that much safer.

The next step in the President's anti-crime strategy is the new 21st Century Policing Initiative. It continues the Administration's commitment to keep the number of officers on the beat at an all-time high, by helping communities hire, redeploy, and retain police officers. 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—improved police communications, crime mapping, laptop computers, crime lab improvements, and more. Second, the initiative makes an unprecedented commitment to engage the entire community in the hard work of preventing and fighting crime—by funding new community-based prosecutors, and partnerships with probation and parole officers, school officials, and faith-based organizations.

The budget also builds on the Administration's efforts to combat gun crime. On the legislative front, the Administration has won difficult victories in passing some of the toughest gun laws ever—including the Brady Law, the ban on assault weapons, and the Youth Handgun Safety Act. To build on these achievements and to further enhance law enforcement's ability to curb the use of guns in our society, the budget proposes a plan to address gun crime by enhancing and better coordinating the enforcement of Federal firearms laws. It also devotes signifi-

cant resources for Federal, State, and local gun tracing, investigation, and prosecution.

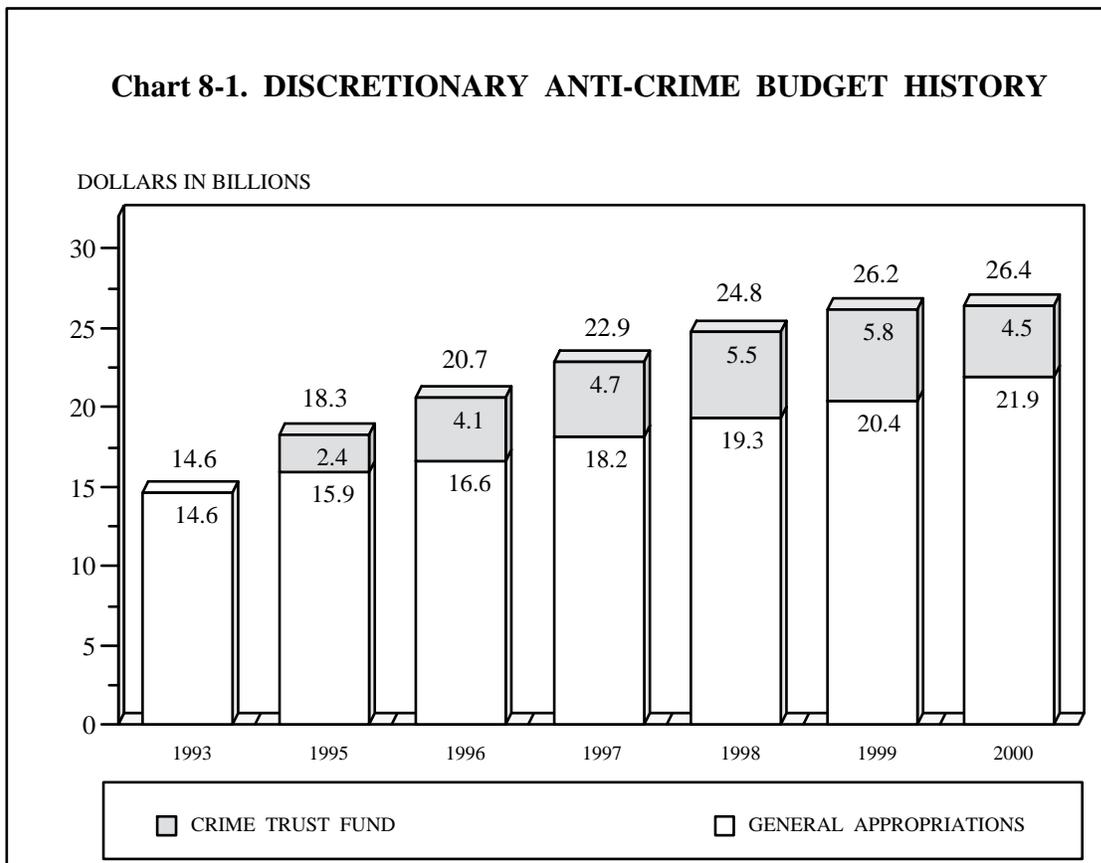
Fighting Crime

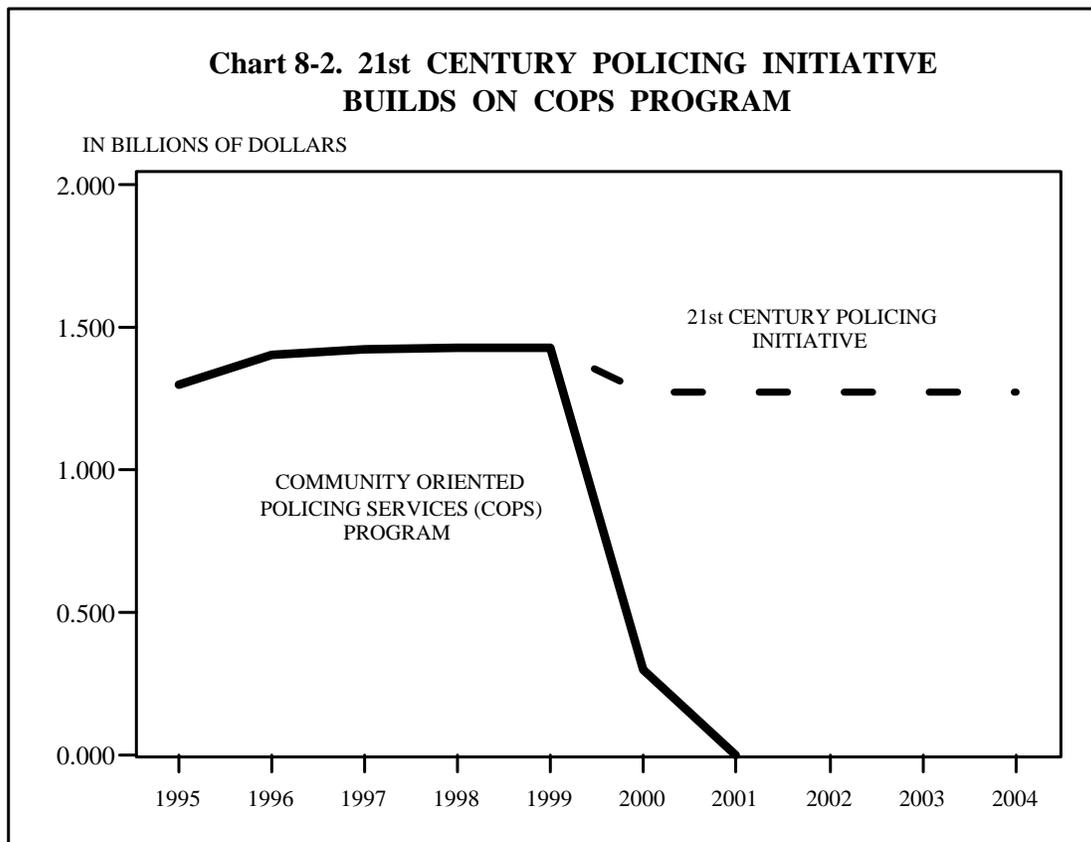
The budget proposes \$26.4 billion to control crime (see Chart 8-1). Of the total, \$4.5 billion would go for programs authorized in the 1994 Crime Act. While enhancing Federal anti-crime capabilities, the budget seeks to empower States and communities, which play the central role in controlling crime, particularly violent crime.

21st Century Policing Initiative: The \$1.275 billion initiative (see Chart 8-2) includes the following:

- *More police on the streets:* \$600 million will be used to hire and redeploy more law enforcement officers, with an effort to target new police officers to crime “hot spots.” A portion of the funds will also be used to help economically-distressed communities retain new police hires, and for other programs to train, educate, and recruit law enforcement officers.

- *Crime fighting technology:* \$350 million will be used to help State and local law enforcement agencies improve police communications, crime mapping, laptop computers, and crime lab improvements.
- *Community based prosecutors:* \$200 million will be used to hire new community-based prosecutors and develop community-based prosecution programs. These prosecutors will interact directly with the community. Prosecutors are increasingly being asked to designate attorneys to work in neighborhoods that desperately need help, in order to help solve local crime problems, and to focus on methods of crime prevention.
- *Community crime prevention:* \$125 million to engage the entire community in preventing and fighting crime. These funds could be used to: work with probation and parole officers in supervising released offenders; work with local school officials in adopting community-wide plans to prevent school violence; involve faith-based organi-





zations in juvenile crime prevention; and establish citizens' police academies that teach neighborhood residents problem-solving skills.

- *Narrowband Communications:* In addition, the Justice and Treasury Departments will be able to upgrade the Federal wireless communication systems' efficiency, security, and compatibility with the radio systems of State and local public safety agencies. This communications network will ensure that the Nation's public safety workers can communicate with each other securely, swiftly and effectively.

Firearms Enforcement: The Administration supports hiring more Federal prosecutors and agents for an intensified effort to keep guns out of the hands of criminals, reduce youth violence, and make America's streets safer. As part of this effort, the Justice Department, working with the States and the Treasury Department, is now conducting computerized background checks on all firearms purchases. In its first four weeks, the new Na-

tional Instant Check System has reviewed 779,170 prospective gun sales to make sure only law-abiding citizens take home new guns. Federal gun checks kept 7,900 felons, fugitives, stalkers, and other criminals from purchasing new firearms—an average of 290 illegal gun sales blocked every day.

The Administration proposes \$5 million to increase firearms prosecutions based on focused Federal-local law enforcement efforts to incarcerate and deter armed violent criminals, violent youth offenders, and illegal gun traffickers. To support these prosecutions, the Administration also proposes \$23.8 million and 160 additional Bureau of Alcohol, Tobacco, and Firearms (ATF) agents to investigate and arrest violent criminals and gun traffickers, which will extend the Youth Crime Gun Interdiction Initiative from 27 to 37 cities and support investigations of illegal activity associated with gun shows and illegal attempts to purchase firearms.

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. The Administration proposes \$164 million for the second year of this joint Justice and Interior Departments initiative which provides anti-crime grants to Indian jurisdictions. The money is used to increase the number of fully trained and equipped police officers in Indian country and to improve the quality of detention facilities on Indian lands.

Violence Against Women: Violence against women is a continuing problem. Studies show that law enforcement intervention often breaks the cycle of domestic violence, preventing subsequent incidents. The budget proposes \$456 million to maintain efforts to combat gender-based crime. Funding for these programs will also enable States to further expand outreach to previously under-served rural, Indian, and other minority populations.

Juveniles: The budget proposes \$194 million for programs to fight juvenile crime and \$95 million to support more local community prevention programs such as mentoring, truancy prevention, and gang intervention. To prevent young people from becoming involved in the juvenile justice system, the budget expands programs that provide supervised afternoon and evening activities for youth. The budget provides an additional \$6 million in 2000 to the Departments of Health and Human Services and Justice to investigate and prosecute the most egregious child support violators.

Certainty of Punishment: The budget proposes \$35 million for grants to States, local governments, and Indian Tribes to develop and implement innovative punishment alternatives to incarceration and probation for young offenders. The program aims to ensure certain punishment, to strengthen accountability and responsibility, to foster reduced recidivism, and to promote assistance for victims.

Gangs: The Administration intends to crack down on violent youth gangs and to keep guns out of the hands of criminals and away from children. It has launched a tough Anti-Gang and Youth Violence Strategy to help communities hire more prosecutors and probation officers, and to keep schools open later when

youth crime rates peak. The budget provides \$13 million for gang reduction programs, including Treasury funded local gang education efforts designed to educate youth about the dangers of gang involvement.

Safe Streets Task Forces: The budget proposes \$108 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.

Crime in Public Housing: This budget proposes \$310 million to support anti-drug and anti-crime activities in public housing, including Operation Safe Home, and a new Youth Anti-Drug Diversion initiative. The Office of Public Housing and the Department of Housing and Urban Development's 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 Youth Anti-Drug Diversion program provides funding in support of anti-drug and anti-crime activities among youths living in public and assisted housing, including mentoring and after-school programs focused on employment training and job placement.

State Criminal Alien Assistance: The budget proposes \$500 million to reimburse State and local governments for the cost of incarcerating criminal illegal aliens.

Terrorism: Acts of domestic terrorism have resulted in deaths and injuries to American citizens, while terrorism overseas, as shown by the recent bombings in east Africa, has taken an even heavier toll. The Administration has sought more Federal resources to ensure the safety and security of the public and the Government from these violent and devastating criminal acts. The budget provides \$8.5 billion to combat terrorism, of which \$5 billion would support the Defense Department's (DOD) terrorism-related and force protection efforts. While much of the proposed funding continues, current terrorism-related programs in physical protection and law enforcement activities, the budget also provides increases in the following high-priority areas:

- *Weapons of mass destruction:* The budget proposes fully funding the second year of the Administration's 1999 chemical/biological weapons initiative, including: \$174 million for the Justice Department to improve the capability of State and local governments to prepare for and respond to weapons of mass destruction; more than \$100 million for DOD domestic preparedness and response capabilities; \$35 million for the Department of Energy's emergency response capabilities for nuclear terrorist events; and \$17 million for the Department of Health and Human Services' Metropolitan Medical Strike Teams, which handle the medical response to an incident involving biological or chemical weapons of mass destruction.
- *Critical infrastructure protection/cyber crime:* The budget proposes over \$1.4 billion for critical infrastructure protection across the Government. These funds support a national effort to assure the security of our increasingly vulnerable and interconnected infrastructures, such as telecommunications, banking and finance, energy, transportation, and essential government services. Of the total, \$46 million enhances the investigative and prosecutorial efforts of the FBI, the U.S. Attorneys, and the Justice Department's Criminal Division. The budget also supports critical infrastructure-related research and development programs in DOD and other agencies. In aggregate, the 2000 request exceeds 1999 enacted levels by more than \$400 million.
- *Aviation security:* The budget provides \$100 million to the Federal Aviation Administration for airport explosives detection equipment in support of recommendations of the White House Commission on Aviation Safety and Security.
- *Financial crime:* The Treasury Department is developing a national strategy for combating money laundering and related financial crime. This strategy relies on the efforts of a number of Treasury bureaus, including the U.S. Customs Service and the Internal Revenue Service, which identify, disrupt, and dismantle criminal organizations that launder the proceeds gen-

erated by smuggling, trade fraud, export violations, and a range of other illegal activities. The Financial Crimes Enforcement Network also provides money laundering case support to local, State, and Federal agencies.

Meeting the Challenges of Immigration

The United States is a Nation of immigrants. While we welcome legal immigrants to our Nation, the United States is also a Nation of laws and it is imperative to take serious measures to bar illegal immigrants from making their way across America's borders. Illegal immigration can threaten public safety when it is accompanied by organized drug, alien smuggling and gang activities that increase disorder in our communities.

The Administration has done more to control illegal immigration than any Administration before it. Working through the Immigration and Naturalization Service (INS), the Administration has reversed decades of neglect along the Southwest border with an aggressive border control strategy. Since 1993, this strategy has added nearly 5,000 new Border Patrol agents—more than double the 1993 levels—fully equipped with state-of-the-art technology, border barriers and infrastructure to gain control and return the rule of law to 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 8-1 for INS funding by program.)

While the Administration takes steps to curb illegal immigration, which is a threat to our society, it must also be responsive to those who seek to immigrate to this country by legal means, those who come here to work hard and play by the rules, and who may also fear persecution in their homeland.

The Administration is reengineering the naturalization process which, since 1995, has seen a dramatic upsurge in demand for naturalization. Due to this unprecedented flood of applications, the Nation welcomed over a million new citizens in 1997, and 473,152 citizens in 1998. There is currently a backlog of over 1.8 million applicants waiting for the receipt of the most important

Table 8-1. IMMIGRATION AND NATURALIZATION SERVICE FUNDING BY PROGRAM

(Budget authority, dollar amounts in millions)

	1998 Actual	1999 Estimate	2000 Proposed	Dollar Change: 1999 to 2000	Percent Change: 1999 to 2000
Appropriated Funds:					
Border Patrol	875	917	1,044	+127	+14%
Investigations and intelligence	271	293	324	+31	+10%
Land border inspections	168	172	189	+17	+10%
Detention and deportation	413	474	577	+103	+22%
Program support and construction	614	704	802	+98	+14%
Subtotal, Appropriated Funds	2,342	2,560	2,935	+376	+15%
Fee Collections and Reimbursements:					
Citizenship and benefits	719	636	689	+53	+8%
Air/sea inspections and support	412	486	518	+32	+7%
Immigration support	203	184	127	-57	-31%
Subtotal, Fee Collections and Reimburse- ments	1,333	1,306	1,334	+28	+2%
Total, Immigration and Naturalization Service	3,675	3,866	4,269	+403	+10%

and valuable benefit the Federal Government can bestow—citizenship. The Administration is committed to ensuring that the benefits of citizenship are provided in a timely manner.

Border Control and Enforcement: The budget continues last year's level of Border Patrol staffing at nearly 9,000 agents—a 127-percent increase from 3,965 agents—representing a year of consolidation after steady growth since the start of this Administration. The budget increases the Administration's commitment to border control by proposing \$50 million in funding for "force-multiplying" technologies, including border monitoring with high resolution color and infrared cameras and state-of-the-art command centers. This combination of surveillance technology, Integrated Surveillance Intelligence System (ISIS), provides the capability to monitor the border from remote sites. Reliance on this advanced technology will permit Border Patrol agents to monitor the border more effectively and increase their ability to actively respond to incursions. The \$50 million budget request will fund the deployment of approximately 200 sys-

tems, adding capacity to monitor areas that would otherwise require the addition of approximately 1,000 extra agents. The deployment of these systems ensures an immediate and effective deterrent while the Border Patrol more effectively deploys and builds the experience base of the agents it has hired and trained over the past several years.

The budget also provides funds to expand, renovate and construct Border Patrol stations, border barriers and fencing, install permanent lighting, and construct support roads along the Southwest border. 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 165 night scopes, 5,115 ground sensors, 97 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 additional 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. With the resources provided over the past few years, INS has targeted its efforts primarily on removing aliens held in Federal, State and local facilities to ensure these criminal are not allowed back on the street. In 1998, INS removed 169,072 aliens, including 55,211 criminal aliens. The budget supports INS' detention program by proposing a \$42.5 million increase for detention facilities, transportation, and contract bed space to detain and swiftly remove those who have entered illegally. An additional \$54 million is requested to fund detention operations previously funded from a depleted Breached Bond/Detention Fund account.

Border and Port-of-Entry Coordination:

The United States Customs Service (Customs) and the INS have developed a strategic plan to expand cooperation on the Southwest border focused on increasing the interdiction of illegal drugs, aliens and other contraband. The border management agencies have announced six initiatives along the Southwest border aimed at improving coordination.

These initiatives include:

- replicating the successful San Ysidro, California, port management model which combines enforcement, traffic management and community partnership to all major land ports;
- expanding joint intelligence operations and creating Customs/INS intelligence teams;
- adopting a unified investigative approach focusing on seizures and controlled drug deliveries originating from ports of entry;
- sharing research, development, and deployment of border and port technology;
- promoting interoperable wireless communications; and
- developing a coordinated air and marine interdiction capability.

These initiatives, which began in 1998, are expected to result in a fully integrated border management approach by Customs and INS along the entire Southwest border by 2003.

In primary inspection and areas of shared responsibility, Customs and INS have seen virtually the same level of staffing growth from 1993 to 1997, with both agencies adding approximately 1200 inspectors. Since 1998, the Administration has targeted INS inspection staff on primary vehicle and pedestrian inspections, where the use of illegal and fraudulent entry documents poses the greatest enforcement threat. This has permitted Customs to focus greater attention on cargo inspection and pre- and post-inspection roving operations in the passenger environment. These efforts have helped to control the entry of illegal drugs into the country and to expand outbound vehicle inspections to control the smuggling of contraband.

To ensure a comparable mix of Customs and INS enforcement staff and technology at ports of entry, Customs will continue to deploy narcotics detection technology to support cargo and passenger inspection operations. The budget includes \$6 million for INS inspectors for ports scheduled to open in 2000. Customs inspectors were funded for these ports in the 1999 Budget.

Citizenship and Benefits: The Administration is committed to building and maintaining a naturalization system that ensures integrity and provides service and benefits in a timely manner. The surge of citizenship applications in 1995 required the INS to reengineer what had previously been a manual operation built to handle a far smaller application volume. The INS also had to address unprecedented growth in naturalization applications from approximately 340,000 annually to nearly 1.6 million applicants in 1997. The record number of applications, antiquated INS processes, and complicated reengineering efforts have all contributed to an unacceptable citizenship application backlog of over 1.8 million cases.

In 1999, the Administration worked with Congress to obtain \$176 million in appropriated and reprogrammed funds to supplement the INS fee revenue. These resources have funded the process reengineering and the backlog reduction initiatives. The 1999 funding request was accompanied by a series of INS initiatives including:

- establishing backlog reduction teams in the five offices responsible for 65 percent of the caseload and hiring 200 addition adjudicators,
- expanding support staff and contract services;
- establishing an Immigration Services Division to coordinate backlog reduction and process reengineering;
- creating a customer service telephone center to provide an accurate and timely responses to inquiries; and
- centralizing application and medical waiver review to ensure quality and integrity.

The budget provides \$124 million to continue funding these initiatives and to assist INS in finalizing the naturalization process reengineering in 2000. The result of these funding enhancements is that the unacceptable backlog—which currently requires applicants to wait upwards of two years for immigration benefits they are eligible for now—should be reduced to a six to nine month waiting period.

Reducing Drug Use, Trafficking, and its Consequences

Drug use and its damaging consequences cost our society more than \$110 billion a year¹ and poison the schools and neighborhoods where our youth strive to meet their full potential. Illicit drug trafficking thrives on a culture of crime, violence, and corruption

¹ National Institute on Drug Abuse and National Institute on Alcohol Abuse and Alcoholism, March 1998.

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 budget proposes \$17.8 billion for drug control programs, a 4.3-percent increase over the 1999 budget, which was supplemented with \$844 million in emergency funds primarily to provide one-time capital investments for boats and planes. The budget supports increases for key elements in the mission to reduce drug use and its consequences, such as drug treatment and prevention, especially for children and adolescents; domestic law enforcement; and other supply reduction programs (see Table 8-2).

Community-Based Prevention: The budget proposes \$2.5 billion for drug prevention programs. The percentage of 8th, 10th, and 12th grade students reporting that they used marijuana at least once in the past month decreased slightly from 1997 to 1998. This is the second year of decline for 8th graders and the first year for 10th and 12th graders. The use of other drugs, including alcohol, cigarettes, cocaine, and heroin either declined or remained stable over this period. Additionally, the view that drug use is harmful appears to be more deeply shared, particularly among the youngest age segment. These results indicate that America's youth are receptive to the Administration's "no use" message and that it should reinforce this message and expand upon recent gains.

Table 8-2. DRUG CONTROL FUNDING

(Budget authority, dollar amounts in millions)

	1998 Actual	1999 Estimate ¹	2000 Proposed	Dollar Change: 1999 to 2000	Percent Change: 1999 to 2000
Demand reduction	5,372	5,830	6,040	+210	+4%
Supply reduction	10,726	11,212	11,737	+525	+5%
Total, Drug Control Funding	16,098	17,042	17,777	+735	+4%

¹ Excludes \$844 million in emergency funds provided primarily for one-time capital investments.

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 \$195 million national media campaign, including paid advertisements, targeting youth and their parents on the consequences of illicit drug use. Advertisers are required to provide a “pro bono” match for each dollar the Federal government spends on these paid advertisements. The anti-drug media campaign is fully integrated Nationwide, including utilization of the Internet and the entertainment industry. This campaign will continue in 2000 with proposed funding \$10 million higher than 1999.

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 school districts implement anti-drug and anti-violence programs in schools. The budget proposes \$591 million for this program, including \$90 million in competitive grants to high-need areas that use proven program designs and \$50 million for the School Drug Prevention Coordinators program. The proposed funding, 43 percent more than in 1999, will enable nearly half of the Nation’s middle schools to have a knowledgeable director of drug and violence prevention programs to ensure that local programs are effective and link school-based prevention programs to community-based programs.

Drug Free Communities Act: The budget proposes \$22 million, a 10-percent increase over 1999 for activities under this Act that promote citizen participation in our efforts to reduce substance abuse among youth and provide funds to help community anti-drug coalitions carry out their important missions.

Drug Treatment: The budget proposes \$3.6 billion to treat drug abuse, six percent more than in 1999. 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 capacity of the public treatment system and all those who could benefit from substance abuse treatment. These chronic drug

users consume a disproportionate amount of the illicit drugs used and inflict a disproportionate share of drug-related costs on society.

Zero Tolerance Drug Supervision: The budget includes \$215 million to promote zero tolerance drug supervision for persons under criminal justice supervision. Specifically, it proposes: (1) \$100 million to help States and localities implement tough new systems to drug test, treat, and punish prisoners, parolees and probationers; (2) \$50 million for drug courts that work to break non-violent offenders of their drug habits; and (3) \$65 million to provide intensive drug treatment to hardcore drug users before and after they are released from prison.

Domestic Drug Law Enforcement: The budget proposes \$9.2 billion for drug-related domestic law enforcement, 3.5 percent more than in 1999, to help 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 \$22 million for the Drug Enforcement Administration (DEA), most of which is to increase staff productivity through an improved information, telecommunications, and technology infrastructure. The Federal Government 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.

International Programs and Interdiction: The Administration’s comprehensive approach to combating drug use includes an enhanced international strategy, making it harder for drug-criminals to smuggle illicit drugs into the United States. The budget includes funds to upgrade interdiction efforts along the Southwest border and in the Caribbean, and continues to provide heightened assistance to foreign governments to curtail drug cultivation and production. In addition, the budget fully supports the operation of the planes and boats provided for in the 1999 Omnibus Consolidated and Emergency Supplemental Appropriations Act.

Source Nation Efforts: Internationally, the United States focuses primarily on interdiction in source countries and transit zones, disrupting the drug organizations and their production, marketing, and money laundering structures. The budget proposes an increase of \$29 million over the 1999 base program level to continue funding counternarcotics programs in source nations, mainly Columbia, Peru, and Bolivia. It proposes continued funding for enhanced coca, opium poppy, and marijuana crop eradication efforts, and to provide training, logistics, equipment, intelligence, and communications support to source nations. The budget also provides for relocation of the U.S. Government's drug mission from Panama to other localities in the region in compliance with the Panama Canal Treaty.

Southern Tier of the United States: The Administration remains committed to shielding the Nation's Southern tier from the drug threat. Customs 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 interdiction effort by providing \$50 million for the technological equivalent of adding another 1,000 border patrol agents, of which \$7.5 million supports anti-drug programs. An increase of \$36 million, or 7.4 percent above the 1999 level, expands Coast Guard interdiction operations beyond the levels initiated with 1999 emergency supplemental funding.