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Abstract

INPUT estimates that Drug Control Program agencies involved in intelligence, interdiction, communications and surveillance operations will spend 12% of their drug control budgets on IT in FY 1991 and FY 1992.

Few drug-war-specific IT initiatives exist at this time. Planning efforts are still embryonic. Security restrictions prevent agencies from disclosing system plans and conducting open competitions. Political turf battles and Congressional inaction have also slowed progress toward the Administration's drug war goals. Success by vendors desiring to enter this market will be primarily dependent on alliances with existing contractors.

This report contains 36 pages, including 18 exhibits.

Table of Contents

Table of Contents (Continued)

Exhibits

Introduction

Introduction

This is a new INPUT report on the Federal Anti-Drug Program. It examines the issues and factors influencing the market potential for information technology vendors in support of drug control program activities.

The report provides an overview of the Federal Anti-Drug Program, and discusses the role information technology is envisioned to play in the drug war. Insight into agency expenditures and factors that impact the market are offered to help vendors plan their marketing strategies to compete for drug war information technology contracts.

The *Federal Anti-Drug Program* is shorter than regular INPUT market analysis reports. For this reason it is considered a market bulletin issued through INPUT's Federal Information Systems and Services Program (FISSP). The report's findings are based on research and analyses of several sources, including:

- Federal agency GFY 1991 Information Technology Budgets
- Interviews with key personnel at federal Drug Control Program agencies
- Issues of the National Drug Control Strategy published in 1989, 1990 and 1991
- Other federal government and public documentation

Most INPUT market analysis reports identify key vendors in the market. However, this report does not include this type of analysis. Agency representatives are reluctant to release specific information on drug war IT initiatives and participating vendors. The security requirements of most drug control information systems prohibit agencies from disclosing contract and contractor information and identifying specific initiatives.

Vendors are also prevented from admitting their contracts. Secrecy is critical to the successful completion of counternarcotics detection, interdiction, and prosecution responsibilities.

A

Objective and History of the Federal Anti-Drug Program

In 1988 Congress passed the first important legislation aimed at eliminating the growing drug problem within the United States—the "Anti-Drug Abuse Act of 1988." The Act's provisions were intended to create a drug-free America by 1995, and started the drug war in the United States. The war combines interdiction activities, treatment functions, and drug education to prevent illicit drug use at all levels.

It is the intention of the federal government to bring together a broad range of law enforcement, judicial, prosecutorial, penal, intelligence and diplomatic resources to stop illegal drug use in the U.S. Federal agencies have responsibility for drug-related diplomatic and border security programs. They also conduct large-scale criminal investigations; scientific research for prevention, detection, and treatment; and distribute information and partial funding to local law enforcement agencies, treatment and prevention programs.

After the passage of the 1988 Act, the Office of National Drug Control Policy (ONDCP) was created. ONDCP has set up a government-wide planning strategy (the National Drug Control Strategy). The office monitors and coordinates anti-drug initiatives within the U.S. ONDCP's oversight functions include approval of agencies' drug control program plans, as well as monitoring and coordination of anti-drug initiatives.

The Anti-Drug Abuse Act of 1988 defines drug control program agencies as "any department or agency and all dedicated units thereof, with responsibilities under the National Drug Control Strategy." Many agencies, bureaus, and divisions are part of this program. Exhibit I-1 lists the most prominently known agencies involved in interdiction and drug intelligence activities.

Information technology responsibilities for each agency related to fighting the drug war are discussed in Section IV. See Appendix B for a comprehensive list of Drug Control Program agencies.

EXHIBIT I-1

Interdiction and Drug Intelligence Drug Control Program Agencies

- Office of National Drug Control Policy
- Department of Justice
  - Drug Enforcement Administration (DEA)
  - Federal Bureau of Investigation (FBI)
  - Immigration and Naturalization Service (INS)
- Department of the Treasury
  - U.S. Customs Service
  - Financial Crime Enforcement Network (FinCEN)
  - U.S. Secret Service
- Department of Transportation
  - U.S. Coast Guard
- Department of Defense
  - Defense Communications Agency (DCA)

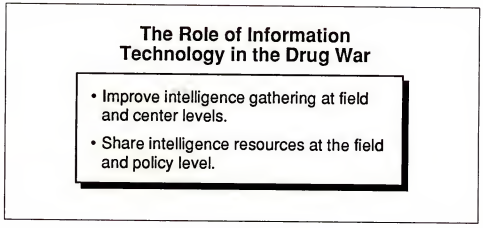
B

Information Technology's Role in the Federal Anti-Drug Program

Information technology helps agencies to fight the drug war more efficiently. Agencies realize information technology is a critical aide for detection and monitoring of drug activities. Information technology is used to track and identify drug-trafficking patterns. It accelerates the processing of information to enhance the effectiveness of interdiction efforts. Information technology permits drug war fighters to move critical data faster.

Agencies require improvement in information systems to enable high-speed electronic data sharing within and between agencies, as shown in Exhibit I-2. Agencies fighting the drug war share one major deficiency: to date, they have not made critical information accessible in a timely fashion.

EXHIBIT I-2



Agencies are faced with the need to translate and summarize their intelligence for two groups:

- National officials who formulate strategic policy
- Law enforcement officers involved in interdiction activities

Existing primary intelligence and analysis centers, listed Exhibit I-3, have historically tracked drug activities. Unfortunately, they have shown limited and specialized focus in support of their respective agencies' missions. To resolve this problem, a National Drug Intelligence Center (NDIC) was announced by the Bush Administration in FY 1991. This center will integrate data from the existing intelligence and analysis centers for strategic planning purposes. Currently sponsored by the DoD, the NDIC is still in the development phase, and has received little funding from Congress.

Since the establishment of a National Control Strategy, CNC, FinCEN, and EPIC have succeeded in moving some of the many technical and bureaucratic impediments involved in sharing intelligence information. However, progress is reported to be slow.

In some agencies, agents resist the use of new interdiction equipment. Agents often work undercover, and are reluctant to learn about or experiment with equipment viewed as jeopardizing drug interdiction activities. Computer equipment must also be extremely user-friendly and basically maintenance free. Agents do not have the luxury of time to learn new technology or to cope with equipment that is non-functional.

EXHIBIT I-3

Drug War Intelligence and Analysis Centers

- DEA's Office of Intelligence
- FBI's Drug Intelligence Unit
- DEA's El Paso Intelligence Center (EPIC)
- Treasury's Financial Crimes Enforcement Network (FinCEN)
- CIA's Counternarcotics Center (CNC)
- DoD's Joint Task Forces (JTFs) and C3I Centers

Executive Overview

Market Analysis

II

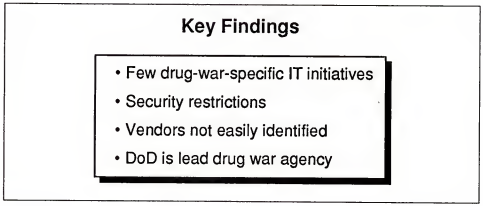
Executive Overview

A

Key Findings

The report's key findings are summarized in Exhibit II-1. Much drug war rhetoric focuses on the needs of federal agencies to improve intelligence gathering and sharing capabilities through information technology. However, few specific IT initiatives exist at this time. Efforts to carry out the goals and objectives outlined in the National Drug Control Strategy have not passed the embryonic stage. Hindered by political turf battles, congressional inaction, and the slow start-up process inherent in most federal programs, the progress of anti-drug war initiatives is slow.

EXHIBIT II-1



Comprehensive knowledge about the numbers and types of current systems involved in tracking anti-drug activities is lacking at the national level. Drug war strategists must still identify all existing systems and evaluate their level of security before exchanging data resources across agencies.

The necessity of maintaining systems' security prevents agencies from publicly disclosing specific plans for augmentations or new systems. Security issues also restrict identification of key vendors in the federal IT drug market.

Drug Control Program agencies are upgrading their abilities to store, retrieve, and share information by augmenting the capabilities of their existing systems. If contractor services are needed for hardware, software or professional services, existing contracts are often used.

Traditionally Americans have viewed the Drug Enforcement Administration (DEA) and the U.S. Customs Service as the chief agencies involved in anti-drug activities. Due to inter-agency conflicts and turf battles, the DoD has recently emerged as the best equipped agency in terms of manpower, technical experience, and equipment to lead the drug war. DoD's success in managing secure and sensitive information is well known. Coordination of all border command, control and communications (C3) operations is becoming as a DoD responsibility. The DoD also provides technical and acquisitions support for other Drug Control Program agencies. These functions are expected to increase as DoD's role becomes more prominent in the drug war.

B

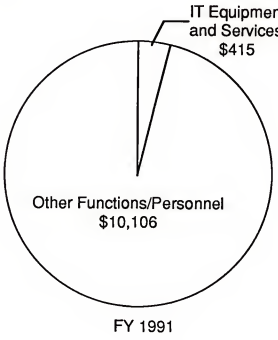
Forecast

Drug Control Program agencies involved in intelligence, interdiction, communications and surveillance operations rely on information technology to help in these efforts. INPUT estimates that these agencies will spend about 12% of their drug control budgets during FY 1991 and FY 1992 on IT resources and services, as depicted in Exhibit II-2. This amounts to about $415 million for FY 1991, and $445 million in FY 1992.

Of the portion to be spent on IT, INPUT predicts that one-quarter will be distributed for traditional ADP equipment and services, with another quarter earmarked for ADP security, and the remaining half for communications services and equipment. Because the current activities of federal anti-drug agencies are in a state of flux, INPUT has no basis for a five-year forecast.

EXHIBIT II-2

Agency Estimates for IT Expenditures
FY 1991 and FY 1992
($ Millions)



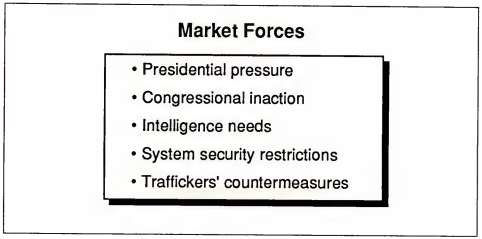
C

Market Forces

The forces impacting the market for information technology at Drug Control Program agencies are shown in Exhibit II-3.

The Administration considers the drug war a national priority dedicated to saving the nation's chief resource, people, from the effects of drug use and abuse. The Administration expects to increase political pressure aimed at achieving a drug-free America by 1995. As the Administration pushes harder for additional capabilities, associated agency information technology resources should also be improved or developed.

EXHIBIT II-3



Congress can impede the National Drug Control Strategy by not approving funding, regardless of Presidential priorities. Debate over limiting Congressional authority to delve into secret or sensitive operations poses problems to agencies when seeking budget approval from Congress. Information technology initiatives of the drug war must also be given Congressional priority, if the anti-drug strategy is to be effective by 1995.

Drug war intelligence communities are expected to need additional systems and systems upgrades as they further quantify their resource needs. Most procurements will not be competitive. Intensive security surrounds systems containing sensitive or secret data. During the competitive procurement process, systems specifications and requirements become public information. Conducting an open competition can negate the utility value of a system prior to its implementation.

In this federal IT market, installation and maintenance services are rarely required of vendors because of security issues. Agencies depend on in-house personnel to ensure that systems' security is not breached. Agency personnel perform most systems installation and maintenance functions.

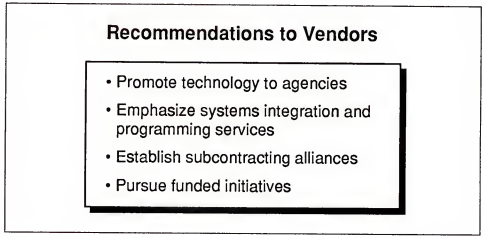
Drug traffickers are improving their countermeasures by using technology to intercept U.S. intelligence communications and to set up new smuggling routes. Correspondingly, Drug Control Program agencies must step up network security, and develop alternate technologies to promote interdiction efforts.

D

Recommendations to Vendors

Exhibit II-4 lists INPUT's suggestions for vendors interested in penetrating the IT market at Drug Control Program agencies. First, hardware vendors should educate agency personnel on ease-of-use of equipment aimed at many levels of personnel and on products' technical capabilities. Vendors need to create a demand for their abilities and products by showing tangible benefits to federal customers.

EXHIBIT II-4



Second, vendors should emphasize their systems integration and programming experience to agencies. Many Drug Control Program agencies must upgrade existing systems and data resource sharing requirements while facing a shortage of in-house technical staff to perform these tasks.

Vendors need to promote subcontracting alliances with those who have current contracts with program agencies when so advised. Most contractor services for augmentations and enhancements are provided through existing contracts.

Finally, vendors should pursue identified initiatives. Additional marketing efforts directed at Drug Control Program agencies strengthen agencies' perceptions of vendors. Vendors with positive reputations will more likely win contracts at Drug Control Program agencies.

Market Analysis

This section presents INPUT's forecast for FY 1991 and FY 1992. Factors impacting the market for IT and specific IT opportunities at Drug Control Program agencies are also discussed.

A

Agency Estimates for Information Technology, FY 1991 and FY 1992

The latest National Drug Control Strategy was published in February 1991. It lists the following information technology-related initiatives for federal agencies as National Funding Priorities during fiscal years 1992-1994:

- Improve data collection, research, evaluation, demonstration, and dissemination for education, community action and workplace awareness
- Increase technical and secure communications capabilities for DEA and FBI agents
- Automate DEA reporting capabilities
- Provide additional resources for investigations of drug trafficking
- Enhance interdiction activities in Customs and INS
- Augment the El Paso Intelligence Center through ADP enhancements
- Augment equipment at INS
- Improve ADP of interdiction agencies
- Improve integration of C3I systems within DoD Joint Task Forces

- Increase use of developing technologies
- Increase strategic intelligence capabilities
- Increase counternarcotics intelligence programs with Central American and Caribbean agencies
- Augment overall intelligence efforts

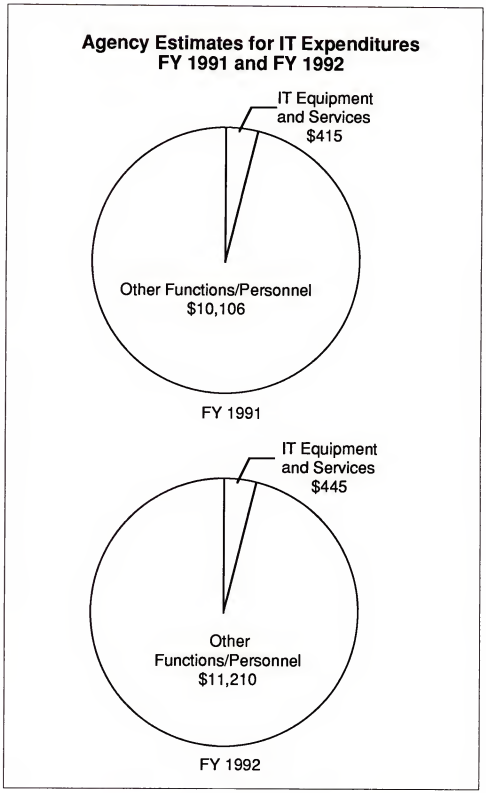
Review of the priorities—in addition to the $11.7 billion requested for the anti-drug war in the FY 1992 budget—suggests that a number of information technology acquisitions are planned to meet these goals. However, a review of agency A-11 budget submissions for FY 1991 and interviews conducted with key agency officials reveals few specific IT drug war initiatives.

Drug Control Program agencies charged with interdiction, communications, and surveillance responsibilities employ IT to improve intelligence gathering and data sharing resources. These agencies include:

- DEA
- FBI
- INS
- U.S. Customs
- FinCEN
- U.S. Secret Service
- U.S. Coast Guard
- Department of Defense

INPUT estimates that each of these agencies will spend a minimum of 12% of their Drug Control Budgets during FY 1991 and FY 1992 for information technology and services, as shown in Exhibit III-1.

EXHIBIT III-1



Estimated IT expenditures for each of the agencies involved in intelligence, interdiction, communications and surveillance operations are listed in Exhibit III-2. IT spending amounts to about $415 million for FY 1991, and $445 million in FY 1992. Although INPUT predicts an increase in IT spending by $30 million in FY 1992, it is only 3.8% of the 1992 Drug Control Budget.

EXHIBIT III-2

Specific Agency Estimates for IT—FY 1991 and FY 1992

Agency/Division	IT Expenditures ($ Millions)	
	FY 1991	FY 1992
Justice		
DEA	83.3	89.8
FBI	21.0	24.7
INS	16.6	19.4
Treasury		
U.S. Customs Service	72.6	79.6
FinCEN	2.0	2.2
U.S. Secret Service	6.5	4.6
Transportation		
U.S. Coast Guard	79.8	84.5
DoD	132.6	139.0
Total	414.4	443.8

Other program agencies will not come close to spending 12% of their funding on IT equipment or services. They do not focus primarily on intelligence gathering to stop or prevent drug trafficking. Other Drug Control Program agencies' responsibilities are directed at treatment and prevention programs, prosecution, punishment, and law enforcement activities.

Of the portion to be spent on IT, INPUT predicts that one-quarter will be distributed for traditional ADP equipment and services, another quarter is earmarked for ADP security, and the remaining half will be for communications services and equipment. Because the current activities of federal anti-drug agencies are fluctuating, INPUT has no basis for a five-year forecast.

B

Agency Budget Requests

In the FY 1992 budget, $11.7 billion is designated for anti-drug war activities and functions by the Drug Control Program agencies. Their requests are summarized in Exhibit III-3.

The budget summary is representative of the integrated drug control system advocated by the National Drug Control Strategy. Many federal agencies are involved. Some departments have both supply and demand reduction functions, while others focus on one activity.

The Departments of Justice, HHS, and Defense expect the highest expenditures during FY 1991 and FY 1992. Many Department of Justice agencies and the DoD concentrate their efforts on supply reduction/ interdiction activities. HHS agencies target demand reduction goals through education and community-based prevention programs.

EXHIBIT III-3

National Drug Control Budget Summary*

Agency/Department	$ Millions	
	1991 Estimate	1992 Request
Office of National Drug Control Policy	105.6	70.2
Department of Justice		
Drug Enforcement Administration	694.3	748.0
Federal Bureau of Investigation	175.0	206.4
Organized Crime Drug Enforcement Task Forces	334.9	402.0
Criminal Division	16.5	18.5
Tax Division	1.1	1.2
U.S. Attorneys	181.5	200.8
U.S. Marshals	201.9	233.4
Prisons	1,034.2	1,383.9
Support of Prisoners	135.1	159.7
Immigration and Naturalization Service	138.3	161.4
Office of Justice Programs	534.6	525.7
Forfeiture Fund	372.0	382.5
INTERPOL	1.4	1.9
Subtotal	3,821.0	4,425.4
Department of the Treasury		
U.S. Customs Service	605.4	663.7
FinCEN	16.5	18.1
Internal Revenue Service	86.9	86.7
Alcohol, Tobacco, & Firearms	117.2	128.3
U.S. Secret Service	53.8	38.6
Federal Law Enforcement Training Center	20.8	15.2
Subtotal	900.6	950.6
Department of Transportation		
U.S. Coast Guard	718.6	704.1
Federal Aviation Administration	29.2	36.0
National Highway Traffic Safety Administration	7.2	7.8
Subtotal	755.0	747.9

* Source: National Drug Control Strategy, February 1991, Appendix B

EXHIBIT III-3 (CONT.)

National Drug Control Budget Summary*

Agency/Department	$ Millions	
	1991 Estimate	1992 Request
Department of State		
Bureau of International Narcotics Matters	150.0	171.5
Emergencies in the Diplomatic and Consular Service	0.0	0.5
Agency for International Development	208.3	294.0
U.S. Information Agency	3.8	4.5
Military Assistance	100.4	141.1
Subtotal	462.5	611.6
Department of Agriculture		
Agricultural Research Service	6.5	6.5
U.S. Forest Service	9.7	9.3
Subtotal	16.2	15.8
Department of the Interior		
Bureau of Land Management	6.9	11.2
National Park Service	11.3	12.9
Bureau of Indian Affairs	17.3	20.3
Fish & Wildlife Service	1.0	1.0
Office of Territorial & International Affairs	1.7	1.7
Subtotal	38.2	47.1
Department of Health and Human Services		
ADAMHA	1,370.5	1,477.8
Health Care Financing Administration	190.0	200.0
Centers for Disease Control	29.3	29.3
Indian Health Service	35.3	44.3
Food and Drug Administration	7.4	7.6
Human Development Services	64.6	64.0
Family Support Administration	0.0	0.0
Subtotal	1,697.1	1,823.0

* Source: National Drug Control Strategy, February 1991, Appendix B

EXHIBIT III-3 (CONT.)

National Drug Control Budget Summary*

Agency/Department	$ Millions	
	1991 Estimate	1992 Request
Department of Defense		
Interdiction & Other Activities	1,084.1	1,158.6
International (506 (a) & Excess Defense Articles)	21.2	0.0
Subtotal	1,105.3	1,158.6
Department of HUD	150.0	165.0
Department of Education	679.1	713.4
Department of Labor	74.5	83.0
Department of Veterans Affairs	368.2	407.1
ACTION	10.9	11.1
U.S. Courts	337.0	424.4
Total	10,521.0	11,654.8

* Source: National Drug Control Strategy, February 1991, Appendix B

Within Justice, DEA, FBI, and INS account for 26.4% of FY 1991 estimated expenditures; and for 25.2% of the requested budget for FY 1992, as shown in Exhibit III-4. Three-quarters of the funding for both years is associated with Justice agencies charged with drug war prosecutorial and punishment functions.

Agencies focusing on supply reduction functions use information technology more extensively than other agencies. Supply reduction efforts are supported by the intelligence gathered and analyzed on drug-traffickers. Increased use of new computer-based surveillance and detection equipment helps to stop drug smuggling attempts.

EXHIBIT III-4

Drug Control Program Agency Budget Summary
Department of Justice

Agency/Bureau	FY 1991 Estimate ($ M)	Percent of Budget	FY 1992 Estimate ($ M)	Percent of Budget
DEA	694.3	18.2	748.0	16.9
FBI	175.0	4.6	206.4	4.7
INS	138.3	3.6	161.4	3.6
Others	2,813.4	73.6	3,309.5	74.8
Totals	3,821.0	100.0	4,425.3	100.0

At Treasury, the U.S. Customs Bureau forecasts using 70% of Treasury's FY 1991 and FY 1992 total drug control budget (see Exhibit III-5). Smuggling detection and surveillance activities at U.S. ports of entry will consume most of Customs' expenditures. FinCEN's request of about $2 million per year maintains the data services on financial crimes provided by the center.

EXHIBIT III-5

Drug Control Program Agency Budget Summary
Department of Treasury

Agency/Bureau	FY 1991 Estimate ($ M)	Percent of Budget	FY 1992 Estimate ($ M)	Percent of Budget
U.S. Customs	605.4	67.2	663.7	69.8
FinCEN	16.5	1.8	18.1	1.9
Secret Service	53.8	6.0	38.6	4.1
Others	224.8	25.0	230.2	24.2
Totals	900.5	100.0	950.6	100.0

The U.S. Coast Guard anticipates using approximately 95% of Transportation's drug control budget during 1991-1992, as shown in Exhibit III-6. INPUT believes most USCG monies will be spent on trafficking detection and interdiction activities.

EXHIBIT III-6

Drug Control Program Agency Budget Summary
Department of Transportation

Agency/Bureau	FY 1991 Estimate ($ M)	Percent of Budget	FY 1992 Estimate ($ M)	Percent of Budget
U.S. Coast Guard	665.2	94.8	704.1	94.1
Others	36.4	5.2	43.8	5.9
Totals	701.6	100.0	747.9	100.0

DoD requests of about $1.1 billion for FY 1991 and FY 1992 (see Exhibit III-7) reflect the Pentagon's nationwide responsibility for handling border command, control, and communications (C3) operations.

EXHIBIT III-7

Drug Control Program Agency Budget Summary
Department of Defense

Agency/Bureau	FY 1991 Estimate ($ M)	Percent of Budget	FY 1992 Estimate ($ M)	Percent of Budget
Interdiction and Other Activities	1,084.1	98.1	1,158.6	100.0
Other	21.2	1.9	0.0	0.0
Totals	1,105.3	100.0	1,158.6	100.0

C

Market Forces

The forces impacting the market for information technology at Drug Control Program agencies are shown in Exhibit III-8.

EXHIBIT III-8

Market Forces

- Presidential pressure
- Congressional inaction
- Intelligence needs
- System security restrictions
- Traffickers' countermeasures

The Administration considers the drug war a national priority dedicated to saving the nation's chief resource, people, from the effects of drug use and abuse. The Administration expects to increase efforts to achieve a drug-free America by 1995. The 1992 budget request of $11.7 billion is 80% higher than when the current Administration took office. Additional needs now under study include:

- Improved data base management capabilities
- Better network communications
- Use of newer technologies for surveillance activities
- Tighter border control systems
- Strengthening coordination among agencies with border control responsibilities

As the Administration pushes harder for these capabilities, associated agency information technology resources will be improved.

Congress has the power to stifle initiatives by not approving funding, regardless of Presidential priorities. Debate over limiting Congressional authority to delve into secret or sensitive operations poses problems to agencies when seeking budget approval from Congress.

Limiting funding for NDIC is an example of Congress impeding an IT drug war initiative, according to the 1991 National Drug Control Strategy. Early funding requests for $46 million from the Department of Justice failed. Congress finally approved $10 million in the 1991 Defense bill, and appointed the DoD to set up the NDIC. Congress will need to consider information-technology-based drug war initiatives as top national priorities if the anti-drug strategy is to be effective by 1995.

As the drug war intelligence communities further quantify their resource needs, new systems and systems upgrades will be required. Most procurements will not be competitive. Intensive security surrounds systems containing sensitive or secret data. The competitive procurement process obligates agencies to disclose systems specifications and requirements as public information. Conducting an open competition can negate the utility value of a system prior to its implementation.

Agencies rarely seek installation and maintenance services from vendors because of security issues. Agencies depend on in-house personnel to ensure that systems' security is not breached. Agency personnel perform most systems installation and maintenance functions.

Drug traffickers are improving their countermeasures by employing IT to intercept U.S. intelligence communications and establish new smuggling routes. Drug Control Program agencies must counterattack. Stepped-up network security and alternative technologies will promote interdiction efforts.

D

Information Technology Opportunities

The specific IT drug war initiatives that INPUT has identified are listed in Exhibit III-9. A discussion of each system follows the exhibit. INPUT expects that most information technology additions will be made as augmentations or refinements of present agency systems and networks. Agencies will use existing contract vehicles whenever possible to

expedite acquisitions of additional hardware, software, or network services to improve drug war information intelligence resources.

EXHIBIT III-9

IT Initiatives

Agency	Initiative
DoD	- National Drug Intelligence Center (NDIC)
Treasury/Customs	- Interagency Border Inspection System (IBIS) - Treasury Enforcement Communications System (TECS II)
Justice/DEA	- Narcotics & Dangerous Drugs Information System (NADDIS) - El Paso Intelligence Center (EPIC)
Justice/FBI	- Drug Information System (DIS) - National Crime Information Center (NCIC)
Justice/INS	- Non Immigrant Information System (NIIS) - Automated Information System for Criminal Alien Programs (AISCAP)
State	- Consular Lookout and Support System (CLASS)

NDIC

The National Drug Intelligence Center (NDIC) is now funded by the DoD. Initially, the Department of Justice sponsored the establishment of the NDIC through its Justice Management Division. The NDIC was envisioned as a link between law enforcement and foreign intelligence operations generating strategic long-range intelligence on drug trafficking organizations. Its data resources were to come from the CIA's Counternarcotics Center (CNC), Treasury's Financial Crime Enforcement Network (FinCEN), and DEA's EPIC. Controversy over duplicating efforts performed by other agencies, complaints from civil liberties groups concerning legal and privacy issues, and conflicting directives from Congress prevented the Department of Justice from implementing the NDIC.

Congress recently approved $10 million requested by the DoD to establish the NDIC. The funding is considerably less than the $46 million

originally asked by Justice. The DoD is now regarded as the natural agency to set up the NDIC. DoD's mission, and intelligence resources will provide much of the NDIC's information capabilities. The NDIC is now in the early stages of development by the DoD. It will be established as a separate agency positioned outside of the military, and physically located outside of Washington.

It is unknown what portion of the $10 million will be spent on information technology resources during 1991. However, it will be significantly lower than that anticipated by the Department of Justice (about $23 million).

IBIS

IBIS, designated as a Presidential Priority System, is an automated support structure to enforce the border inspection mission. The structure includes various information technology components, organizational groups, and the IT support staffs of participating agencies. A steering committee composed of representatives from Customs, INS, State and Agriculture coordinate IBIS functions across agencies.

Major components of IBIS include: the Treasury Enforcement Communications System, an INS LAN connecting ports of entry to the TECS system, and the State Department's Consular Lookout and Support System (CLASS). Other federal data bases and information systems supporting the border inspection mission are also included in the IBIS structure.

The TECS II procurement is currently recompeting contractor programming and maintenance services. LAN equipment and maintenance services sponsored by INS are currently fulfilled through an existing EDS contract. This contract will expire shortly. Additional LAN equipment may be acquired through the DMAC II contract or an upcoming INS procurement.

TECS II

The Treasury Enforcement Communications System is a Customs communications network linking borders, airports and seaports and providing support services to Treasury and other agencies. Programming and maintenance services are performed by a contractor. At the writing of this report, the current PRC contract is being recompeted. An award is expected during June 1991.

NADDIS

The Narcotics and Dangerous Drugs Information System (NADDIS) is a major data base containing DEA investigative efforts. Although the A-11 funding request for NADDIS is over $25 million for the next five years, equipment enhancements will be accomplished through the DEA's Office Automation procurement. An RFP is expected by December 1991.

EPIC

DEA's El Paso Intelligence Center (EPIC) equipment was scheduled for augmentation in FY 1991. DCA is handling the procurement. As of the writing of this report, the requirements analysis remains incomplete, and the acquisition method is undetermined.

Most DEA systems enhancements are performed through existing DoD/DCA contracts for systems development and hardware. DEA itself receives very little funding.

DIS

Funding for the FBI's Drug Information System (DIS) is incorporated into the Bureau's A-11 request for the Criminal Law Enforcement System (CLES). The FBI initially intended to use contractor services to develop and support DIS. However, agency in-house personnel are performing these functions. At this time, the FBI does not foresee hiring a contractor for this effort.

NCIC

The National Crime Information Center (NCIC) is now scheduled for upgrade by the FBI. After years of delay, Congress authorized $17 million in FY 1991, and $56 million in additional funding through FY 1994. An RFP for software development and other professional services is scheduled for release during 3QFY91. The hardware RFP should follow a year later.

NIIS

The INS has requested over $65 million through FY 1995 for operations, maintenance, systems analysis, programming and engineering, and data entry services for the Non Immigrant Information System (NIIS). Data collection services for NIIS are currently performed by Appalachian Computer Services. The contract will expire in 9/94 if all options are exercised. Its value is expected to be $51.5 million at that time.

AISCAP

INS requested $11 million for equipment, operations, systems design, and programming services for the Automated Information System for Criminal Alien Programs (AISCAP) through FY 1995. The INS has not responded to INPUT's attempts to clarify this system's status.

CLASS

CLASS, the Consular Lookout and Support System, operated by the Department of State, is a major existing data base that was previously known as the Automated Visa Lookout System (AVLOS). Enhancements are not expected at this time.

Agency IT Roles in the Federal Anti-Drug Program

Agency IT Roles in the Federal Anti-Drug Program

This section discusses federal agencies that are dependent on information technology to provide strategic and tactical intelligence on drug trafficking and interdiction activities. Agencies that have specific drug war-related IT missions are presented in more detail than those that merely utilize information technology to assist in fulfilling their overall mission responsibilities. The Drug Control Program agencies discussed in this section are listed in Exhibit IV-1.

A brief discussion of agency missions and responsibilities as they relate to the use of information technology in the drug war follows.

EXHIBIT IV-1

Interdiction and Drug Intelligence Drug Control Program Agencies

- Department of Defense (DoD)
- Office of National Drug Control Policy (ONDCP)
- Drug Enforcement Administration (DEA)
- Federal Bureau of Investigation (FBI)
- Immigration and Naturalization Service (INS)
- U.S. Customs Service
- FinCEN
- U.S. Secret Service
- U.S. Coast Guard

A

DoD

The Department of Defense provides intelligence support to counter-drug efforts. Its functions include offering DoD intelligence assets to aid in detection and monitoring activities, assisting law enforcement interdiction efforts, and providing technical support to other Drug Control Program Agencies. DoD Joint Task Forces (JTFs) improve the production and information stream of defense intelligence to law enforcement agencies.

Under Title XI of the FY 1989 Defense Authorization Act, three specific primary missions were assigned to DoD as a Drug Control Program agency, as shown in Exhibit IV-2.

EXHIBIT IV-2

DoD Drug Control Mission

- Integrate U.S. C3I assets into a communications network.
- Monitor and detect all aerial and maritime illegal drug transit into the U.S.
- Provide funds to states to use National Guard resources.

Within DoD, the Defense Communications Agency (DCA—to be renamed Defense Information Systems Agency) has emerged as the lead agency responsible for C3I integration. DCA plays a lesser role in detection and monitoring activities, and a secondary role in supporting National Guard drug war functions.

DCA's Joint Tactical Command, Control and Communications Agency (JTC3A) has provided technical assistance to ONDCP by revising the 1988 National Telecommunications Master Plan for Drug Enforcement (NTMPDE), and developed the Drug Enforcement Telecommunications Implementation Plan (DETIP). The NTMPDE solidifies the communications architecture for federal, state and local government agencies, and the DETIP provides the acquisition strategies for communications systems that will implement the Master Plan.

DCA's Counter-Drug Telecommunications Integration Office (CDTIO), JTC3A, and the Center for Command, Control and Communications Systems (C4S) are actively involved in preparing an Information Protection Guide. The guide is a by-product of the NTMPDE. It is dedicated to resolving information protection issues affecting the myriad of law enforcement agencies.

DCA provides other forms of information systems support to many law enforcement agencies performing counternarcotics activities. These include planning, systems engineering, prototyping, requirements analysis, and acquisitions management. DCA handles most of DEA's systems requirements and acquisitions in addition to providing the funding for systems implementation. The requirements analysis for DEA's El Paso Intelligence Center (EPIC) augmentation is currently being conducted by DCA. DCA will ensure EPIC is in agreement with the NTMPDE.

The DCA office of Counter-Drug Telecommunications Integration (CDTIO) also administers DoD funds intended to improve telecommunications capabilities for the Law Enforcement Agencies.

DCA also supports the DoD commands, their Joint Task Forces (JTFs), and the Joint Staff by providing high-level planning, architectural studies and acquisition support. Current projects include:

- DoD's Anti-Drug Network (ADNET) for the Joint Staff and law enforcement agencies. ADNET is a secure, interoperable C3I network linking EPIC and the JTFs with interdiction command centers.
- A prototype integrated intelligence workstation for the Joint Staff.

B

Office of National Drug Control Policy (ONDCP)

The ONDCP was established in January 1989 to create a government-wide planning strategy to effectively fight the nation's war on drugs. ONDCP replaced the National Drug Policy Board. Its responsibilities include monitoring and coordinating all domestic anti-drug initiatives and programs. In this capacity, ONDCP oversees the implementation of the National Telecommunications Master Plan for Drug Enforcement.

To date, ONDCP has published three issues of the National Drug Control Strategy which outlines strategies and summarizes requirements, problems, and drug interdiction progress efforts.

ONDCP's Science and Technology Committee supervises ADP and communications planning and implementation at Drug Control Program agencies.

ONDCP is now targeting fall 1991 to release an Information Management and Communications Architecture Master Plan (IMCAMP), which will integrate its architecture with the communications architecture in the NTMPDE. Law enforcement agency and DoD requirements and capabilities, including information classification and protection components, will be addressed, as well as time-phased improvements and justification for multi-agency budget requests.

C

Drug Enforcement Administration

DEA concentrates on ending drug operations in U.S. major trafficking areas. Its Office of Intelligence provides analytical support to DEA enforcement operations within and outside the U.S. DEA's EPIC contains anti-smuggling data from a variety of federal and law enforcement agencies. EPIC's information is primarily tactical, containing arrest and prosecution data on drug traffickers.

D

Federal Bureau of Investigation

The Federal Bureau of Investigation is charged with investigating multinational organized crime networks. Its Drug Intelligence Unit employs information technology to provide analytical information on FBI investigative efforts of major trafficking organizations.

E

Immigration and Naturalization Service

The Immigration and Naturalization Service (INS) does not perform drug interdiction activities as a main role. However, the agency is involved in land interdiction activities along with the U.S. Customs Service. Agency information systems are often jointly sponsored with Customs to track and prevent criminal aliens from entering the U.S.

F

U.S. Secret Service

The Secret Service functions as a secondary agency in the federal drug control effort. As a major law enforcement agency, it serves on various committees sponsored by the ONDCP. Strictly speaking, it does not have drug enforcement jurisdiction. Rather, its anti-drug activities arise out of its efforts against counterfeiting and credit card fraud, where it does have jurisdiction. Agency information systems track these crimes. Frequently, crimes in these areas tie into drug crimes. In fact, the largest drug seizure on record resulted from a Secret Service investigation into counterfeiting.

G

U.S. Customs Service

The U.S. Customs Service acts to prevent drug smuggling at U.S. ports of entry. Agency information systems target drug transportation infrastructures to impede drug-smuggling operations. Use of detection and surveillance technology is critical to Customs' anti-smuggling role, along with advanced networks and computer alert systems to detect smuggling patterns.

H

FinCEN

The Financial Crimes Enforcement Network (FinCEN) is a dedicated unit of the Department of the Treasury offering multi-source data access and financial services to federal, state, local and foreign law enforcement agencies. Strategic and tactical data and analyses on financial crimes are tracked.

I

U.S. Coast Guard

The U.S. Coast Guard performs intelligence, detection and surveillance functions that support maritime and air interdiction operations.

Appendixes

Drug War Partial Acronym List

Acronyms that INPUT enountered most often in drug control documentation and interviews with federal agency officials are included here, but this glossary should not be considered all-inclusive.

ADAMHA	Alcohol, Drug Abuse, and Mental Health Administration (HHS)
ADNET	Anti-Drug Network
AISCAP	Automated Information System for Criminal Alien Programs (INS)
AVLOS	Automated Visa Lookout System (State)
C3I	Command, Control, Communications, and Intelligence
C4S	Center for Command, Control, and Communications Systems (DCA)
CDTIO	Counter-Drug Telecommunications Integration Office (DCA)
CIWG	Communications Interoperability Working Group (ONDCP)
CNC	Counternarcotics Center (CIA)
DCSO	Defense Communications Systems Organization (DCA)
COTHEN	Customs Over-The-Horizon Network (U.S. Customs)
CTAC	Counternarcotics Technology Assesment Center (ONDCP)

DAWN	Drug Abuse Warning Network
DEA	Drug Enforcement Administration
DETIP	Drug Enforcement Telecommuniations Implementation Plan (JTC3A)
DIS	Drug Information System (FBI)
EPIC	El Paso Intelligence Center (DEA)
FBI	Federal Bureau of Investigation
FinCEN	Financial Crimes Enforcement Network (Treasury)
HIDTA	High Intensity Drug Trafficking Area
IBIS	Interagency Border Inspection System (Customs)
IMCAMP	Information Management and Communications Architecture Master Plan (ONDCP)
JTC3A	Joint Tactical Command, Control and Communications (C3) Agency (DCA)
JTFs	Joint Task Forces (DoD)
LEA	Law Enforcement Agencies
LEDIC	Law Enforcement Drug Intelligence Council (Attorney General's Office)
NADDIS	Narcotics and Dangerous Drugs Information System (DEA)
NCIC	National Crime Information Center (FBI)
NDIC	National Drug Intelligence Center (DoD)
NIDA	National Institute on Drug Abuse (HHS/PHS)
NIIS	Non Immigrant Information Systems (INS)
NTMPDE	National Telecommunications Master Plan for Drug Enforcement (JTC3A)
OCDETF	Organized Crime Drug Enforcement Task Force
ONDCP	Office of National Drug Control Policy
OSAP	Office of Substance Abuse Prevention (HHS)

OTAR	Over-The-Air Rekeying
TECS II	Treasury Enforcement Communications Systems (Customs)

National Drug Control Program Agencies and Accounts

Office of National Drug Control Policy
- Special Forfeiture Fund

Department of Justice
- Drug Enforcement Administration
- Federal Bureau of Investigation
- U.S. Attorneys
- Tax Division
- Criminal Division
- U.S. Marshals Service
- Bureau of Prisons
- Immigration and Naturalization Service
- Office of Justice Programs
- INTERPOL/U.S. National Central Bureau
- Asset Forfeiture Fund
- Organized Crime Drug Enforcement Task Forces
- Support for Prisoners

Department of the Treasury
- U.S. Customs Service
- Financial Crimes Enforcement Network
- Internal Revenue Service
- Bureau of Alcohol, Tobacco, and Firearms
- U.S. Secret Service
- Federal Law Enforcement Training Center

Department of Transportation
- U.S. Coast Guard
- Federal Aviation Administration
- National Highway Traffic Safety Administration

Department of Agriculture

- Agricultural Research Service
- U.S. Forest Service

Department of the Interior

- Bureau of Land Management
- National Park Service
- Bureau of Indian Affairs
- Fish and Wildlife Service
- Office of Territorial and International Affairs

Department of Health and Human Services

- Alcohol, Drug Abuse, and Mental Health Administration
- Indian Health Service
- Food and Drug Administration
- Office of Human Development Services
- Centers for Disease Control
- Family Support Administration

Department of Education

- Office of the Assistant Secretary for Elementary and Secondary Education
- Office of the Assistant Secretary for Post-Secondary Education
- Office of Educational Research and Improvement
- Office of Special Education and Rehabilitative Services

Department of State

- Bureau of International Narcotics Matters
- Bureau of Politico/Military Affairs
- Emergencies in the Diplomatic and Consular Service

Department of Defense

Department of Housing and Urban Development

Department of Labor

Department of Veterans Affairs

U.S. Judiciary

ACTION

Agency for International Development

U.S. Information Agency

Central Intelligence Agency

Source: National Drug Control Strategy, Appendix C, February 1991