

United States General Accounting Office

Before the Subcommittee on Crime and
Criminal Justice

DRUG CONTROL

Study of Plans to Use
Federal Resources for
Development of New



121982

U.S. Department of Justice
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United States
General Accounting Office
Washington, D.C. 20548

National Security and
International Affairs Division

B-237105

October 13, 1989

Congressional Committees

The Anti-Drug Abuse Act of 1988 (P.L. 100-690, Nov. 18, 1988), which created the Office of National Drug Control Policy (ONDCP), directed that office to develop a plan to use existing federal research facilities to (1) develop technologies for application to federal law enforcement agencies and (2) provide those law enforcement agencies with research, development, technology, and evaluation support. Some experts believe that technologies such as night vision devices, radars, and intrusion sensors can aid law enforcement efforts in drug detection and interdiction.

The act also directs the Comptroller General to monitor the development of this plan. This report discusses the current status of ONDCP's efforts to develop the plan.

Results in Brief

The act stipulates that ONDCP shall submit its plan to the Congress no later than February 17, 1989, 90 days after the law's enactment. However, we were told that because the Director of ONDCP was not confirmed until March 9, 1989, and ONDCP had other congressionally mandated time-sensitive reporting requirements, development of the plan was delayed. ONDCP now expects to complete the plan and submit it to the Congress on November 1, 1989.

Although ONDCP is responsible for the plan, it has asked the Science and Technology Committee, an ad hoc group that was formerly a part of the disbanded National Drug Policy Board, to develop it. The Committee has obtained the services of a defense contractor with drug law enforcement technology experience to help develop the plan.

Details of the final plan are not known at this time; however, the plan is expected to (1) describe a framework within which federal law enforcement agencies can use the resources of U.S. government research facilities, (2) discuss how ONDCP, the federal research facilities, and the various law enforcement agencies will work together, (3) address ways to measure the federal research facilities' effectiveness in supporting federal law enforcement agencies, and (4) assess the possible participation of state and local law enforcement agencies. In addition, the National Drug Control Strategy, submitted to the Congress on September 5, 1989, by the ONDCP, provides that a Drug Control Research and Development Committee will be established to oversee, among other

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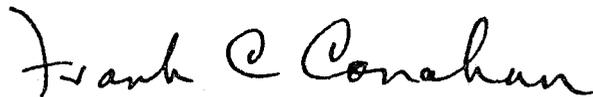
things, the need to develop and adapt technology to aid in law enforcement.

Details of our review, as well as our objectives, scope, and methodology, are in appendix I.

We did not obtain written agency comments on this report. However, we discussed its contents with officials from the Office of National Drug Control Policy, the Department of Defense, and the Science and Technology Committee, and have incorporated their comments where appropriate.

Copies of this briefing report will be sent to interested congressional committees; the Office of National Drug Control Policy; the Departments of Defense, Energy, and Justice; the National Security Agency; the Central Intelligence Agency; and other interested parties.

This report was prepared under the direction of Nancy R. Kingsbury, Director, Foreign Economic Assistance Issues. Other staff members responsible for this report are listed in appendix II.



Frank C. Conahan
Assistant Comptroller General

List of Congressional Committees

The Honorable Robert C. Byrd
Chairman, Committee on Appropriations
United States Senate

The Honorable Sam Nunn
Chairman, Committee on Armed Services
United States Senate

The Honorable J. Bennett Johnston
Chairman, Committee on Energy and Natural Resources
United States Senate

The Honorable Claiborne Pell
Chairman, Committee on Foreign Relations
United States Senate

The Honorable John Glenn
Chairman, Committee on Governmental Affairs
United States Senate

The Honorable David L. Boren
Chairman, Select Committee on Intelligence
United States Senate

The Honorable Joseph R. Biden
Chairman, Committee on the Judiciary
United States Senate

The Honorable Jamie L. Whitten
Chairman, Committee on Appropriations
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House of Representatives

The Honorable Dante B. Fascell
Chairman, Committee on Foreign Affairs
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The Honorable John Conyers, Jr.
Chairman, Committee on Government Operations
House of Representatives

The Honorable Anthony C. Beilenson
Chairman, Permanent Select Committee on Intelligence
House of Representatives

The Honorable Jack Brooks
Chairman, Committee on the Judiciary
House of Representatives

The Honorable Charles B. Rangel
Chairman, Select Committee on Narcotics Abuse and Control
House of Representatives

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Abbreviations

ONDCP	Office of National Drug Control Policy
DOD	Department of Defense
NTCO	National Technology Coordination Office

Activities of the Office of National Drug Control Policy and Current Status of the Development of the Plan

Background

As the technology of transportation, communications, and security advances for society as a whole, the same technology is being used by drug traffickers. This has resulted in a dynamic "technology race" between drug traffickers and agencies involved in drug law enforcement. Drug traffickers use sophisticated communication devices to carry out their activities. Experts believe that certain technologies, such as night vision devices, radars, and intrusion sensors, can aid law enforcement efforts in drug detection and interdiction.

The Anti-Drug Abuse Act of 1988, enacted on November 18, 1988, contains provisions relating to virtually every aspect of the federal effort to curb drug abuse. The act created the Office of National Drug Control Policy (ONDCP) to coordinate federal anti-drug efforts. Section 6163 of the act requires ONDCP to develop a plan for using no fewer than eight existing federal facilities to develop technologies for application to federal law enforcement agencies, and to provide research, development, technology, and evaluation support to federal law enforcement agencies.¹ The law specifies the following government research and development facilities to be examined in developing the plan:

- Department of Defense (DOD), Army Materiel Command, Night Vision Laboratory, Fort Belvoir, Virginia, for night vision research and development;
- DOD, Army Materiel Command, Communications Electronic Command, Fort Monmouth, New Jersey, for ground sensor research and development;
- DOD, Air Force Systems Command, Electronic Systems Division, Hanscom Field, Massachusetts, for physical/electronic security research and development;
- Central Intelligence Agency and National Security Agency, Washington, D.C., for imaging/electronic surveillance research and development;
- DOD, Army Materiel Command, Chemical Research Development and Engineering Center, Aberdeen, Maryland, for chemical/biosensor research and development;
- DOD, Sandia National Laboratories, Albuquerque, New Mexico, for chemical/molecular detector research and development;
- Department of Justice, Federal Bureau of Investigation and Drug Enforcement Administration, Washington, D.C., for physical/electronic surveillance and tracking, research and development; and

¹Section 6163 of the Anti-Drug Abuse Act is based on a study performed by the Defense Science Board in 1987 to examine the use of innovative technologies for the detection and neutralization of illegal drugs and terrorist weapons.

- DOD, Naval Ordnance Station, Indian Head, Maryland, for explosives ordnance detection research and development.

The act required ONDCP to submit its plan to the Congress by February 17, 1989, and directed the Comptroller General to monitor progress toward developing the plan, with periodic reports to the Congress.

How the Plan Is Being Developed

In May 1989, the ONDCP Chief of Staff asked the Chairman of the Science and Technology Committee, a group formerly aligned with the National Drug Policy Board, to develop the plan.² The Science and Technology Committee proposed that a defense contractor familiar with drug law enforcement technology and the research and development capabilities of many of the facilities identified in the act help develop the plan under its direction. The Committee believed that this would produce a comprehensive plan in the shortest time. ONDCP accepted this approach and asked that the Committee submit the plan no later than October 12, 1989.

According to a member of the Science and Technology Committee, the plan will use as its framework an existing draft plan developed by the Army Materiel Command, Communications Electronic Command, in Fort Monmouth, New Jersey, one of the facilities named in the act. B.K. Dynamics, a DOD contractor that worked on the Defense Science Board Study that led to the evolution of section 6163 of the act, is presently under contract with the Communications Electronic Command and has helped develop the draft plan. The Deputy Assistant Secretary of Defense for Drug Policy and Enforcement has tasked B.K. Dynamics under this existing contract to help develop the plan.

Participants in the development of the plan are expected to include various federal law enforcement agencies, including the Coast Guard, the U.S. Customs Service, the Immigration and Naturalization Service, the Drug Enforcement Administration, and the Federal Bureau of Investigation. The Director, ONDCP, will ensure that representatives of the federal

²The National Drug Policy Board, established by the National Narcotics Act of 1984 and disbanded by the Anti-Drug Abuse Act of 1988, was a cabinet-level board charged with facilitating the development and coordination of national drug policy to reduce the supply and use of illegal drugs. The membership of the Science and Technology Committee includes representatives from federal law enforcement agencies, DOD, and the intelligence community. The Chairman of the Science and Technology Committee is the Deputy Assistant Secretary of Defense for Drug Policy and Enforcement.

law enforcement agencies are given the opportunity to make recommendations on the plan. In addition, these law enforcement agencies will identify their needs for technological application and evaluation.

The draft plan prepared by the Army Communications Electronic Command suggests establishing a central National Technology Coordination Office (NTCO) to function as a liaison among the federal government facilities, federal law enforcement agencies, and ONDCP. In addition, to encourage timely and appropriate development of anti-drug technologies, the draft plan includes provisions enabling federal law enforcement agencies to become closely involved in NTCO activities.

Contents of the Plan

The plan to be submitted to the Congress is not an operational plan, in that it will not describe specifically how the federal law enforcement agencies will use the facilities, or the specific products or assistance each facility will provide. However, the plan will identify

- the responsibilities of the federal law enforcement agencies, the facilities, and their respective departmental hierarchies;
- how each facility will determine its capabilities to assist law enforcement agencies, and how requesters will authorize, specify, and evaluate work; and the process involved to effect the transition technology to the enforcement agencies;
- how law enforcement agencies will define and prioritize their requirements, determine appropriate sources of support, identify primary action offices, provide guidance and assistance to the facilities, ensure effective use of the support provided by the facilities, and how the facilities will integrate law enforcement priorities into their own mission priorities;
- sources, criteria, and methods for allocating funds to reimburse the facilities for support;
- measures of effectiveness to be applied to the use of the federal facilities in support of the law enforcement agencies; and
- the role, if any, of state and local law enforcement agencies.

Time Frames and Funding Issues

Although the act required that the plan be prepared by February 17, 1989, ONDCP has scheduled its submission to the Congress for November 1, 1989. Development of the plan has been delayed because (1) the ONDCP Director was not confirmed until March 9, 1989, and (2) ONDCP has been working on a series of congressionally mandated

Appendix I
Activities of the Office of National Drug
Control Policy and Current Status of the
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reporting requirements, including preparation of the National Drug Control Strategy.

The Science and Technology Committee estimates that it will cost \$95,000 to develop the plan. No estimates were given of future costs for the facilities to provide research, development, technology, and evaluation support to drug law enforcement agencies. Science and Technology Committee representatives informed us that a possibility exists that assistance can be provided by the facilities within their existing budgets. However, officials at the facilities we contacted told us that the facilities do not have sufficient funds in their existing budgets to provide this support.

Objectives, Scope, and Methodology

We examined the development of a plan by ONDCP for using existing federal research facilities to develop innovative technologies and to support drug law enforcement agencies. We met with officials at ONDCP responsible for preparing the plan. We interviewed officials at the Army, Air Force, and Navy, and at the following DOD facilities: Fort Monmouth, Hanscom Field, Naval Ordnance Station, and Naval Explosive Ordnance Disposal Technology Center. We also interviewed officials at the National Security Agency, Federal Bureau of Investigation, Drug Enforcement Administration, and Sandia National Laboratories. We met with representatives from B.K. Dynamics and with officials from the Science and Technology Committee.

In addition to these meetings, we reviewed documents pertinent to the development of the plan.

Our review was performed from June to September 1989 in accordance with generally accepted government auditing standards.

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