OKLAHOMA'S WAR ON DRUGS

OFFICE OF STATE FINANCE
ALEXANDER HOLMES
DIRECTOR

HENRY BELLMON
GOVERNOR

State of Oklahoma

Executive Department
Office of State Finance

HENRY BELLMON
GOVERNOR

122 State Capitol Building
Oklahoma City, Oklahoma 73105-4887
(405) 521-2141

ALEXANDER B. HOLMES
SECRETARY OF FINANCE AND REVENUE
DIRECTOR OF STATE FINANCE

May 1, 1990

Governor Henry Bellmon
212 Capitol Building
Oklahoma City, Oklahoma 73105

Dear Governor Bellmon,

The issue of alcohol and drug abuse has become a preeminent topic on all levels of government and for all citizens of our society. For that reason, the Office of State Finance chose to review substance abuse issues and how those issues were being addressed in the State of Oklahoma. I hereby submit Oklahoma's War on Drugs, a statewide view of the programs and efforts addressing substance abuse. The document is organized into four sections. The first section is an overview of the issues, including a discussion of the the three program catagories, enforcement, treatment, and prevention/education and your budget recommendations for FY-91 and FY-92. All budget recommendations were included in your FY-91 and FY-92 Exectutive Budget and Capital Budget.

The second section contains the three catagorical financial summaries which contain historical and FY-90 expenditure information. In FY-87, Oklahoma expended $23,137,389 increasing 150% to $57,715,994 budgeted for FY-90 for substance abuse enforcement, treatment, and prevention/education programs. It is important to note, during the past four years the percentage of funds being expended for enforcement have remained relatively constant. However, monies spent for treatment programs have decreased while prevention and education efforts have been provided a larger share of available funds.

The third section includes specific mission, financial and program information for each agency program. Information contained in this section was provided by agency personnel.

At the beginning of this project the amount of funding and program information was anticipated to be minor compared to the other documents this office has published. However, as the project progressed the amount of information and program efforts continued to increase. With this increase of information and a statewide outlook the following policy and administration issues and recommendations evolved. Several state agencies are producing resource materials listing and describing state, federal and local government prevention and treatment facilities. The Department of Corrections produces such a resource manual with a corresponding database. The manual is over 1400 pages in length; the Resource Manual is available to every one of the 256 probation and parole officers in the state. Man hours and dollars are being spent with the creation and recreation of such resource documents for other state agencies. DOC has the most complete manual and on-line database. It would be reasonable to maintain this database of information and make the information available for use by other agencies whether state, local schools or non-profit organizations through a telephone call line or computer modem.

In order to provide a central, comprehensive source of drug program information, it is recommended that a Statewide Resource Unit be developed within the Oklahoma Criminal Justice Resource Center which is located within the Department of Corrections. The Resource Unit would maintain a Statewide Resource Manual and a 24 hour call line for persons seeking information on drug treatment and prevention programs. The Resource Manual would be updated on an ongoing basis. Subsets of the Statewide Manual could be produced by topic area and disseminated to interested parties. It is recommended further, that other efforts to create such a manual be eliminated.

The estimated operational costs for such a service are approximately $45,000 for the one FTE, an 800 phone number, and the printing costs for requested copies.

The Drug-Free Schools and Communities Act funds that come directly to the State Department of Education from the federal government currently are disbursed based upon the application of the local school district and the average daily membership of the district. Oklahoma is one of the five states that has not developed guidelines regarding the curriculum and prevention programs being carried out within the local schools. It is recommended that statewide guidelines be developed in time to effect the FY-91 Drug-Free Schools subgrant award process within the State Department of Education.

A portion of the Drug-Free Schools and Communities Act funds is designated as Governor's Discretionary Funds. In Oklahoma the Department of Mental Health and Substance Abuse Services administers the Governor's Discretionary Funds. The DMHSAS contracts for services with the majority of the funds, however the request for proposal process is not used for all of the contracts awarded to non-profit organizations. It is recommended that the DMHSAS use a request for proposal process for all contracts awarded.

The Department of Mental Health and Substance Abuse Services, as reflected in its recent change in title, has developed into the major state provider of state substance abuse treatment and prevention services. With the increase in funding and complexity of the programs being managed by the DMHSAS, it seems vital that the administrative organization include an individual designated to direct substance abuse treatment and prevention programs.

An issue of importance is the rising amount of seized monies that are being confiscated by state law enforcement agencies. Currently, the funds have remained within the seizing agencies, deposited into an agency special account or revolving fund and expended at the recommendation of the agency head and with approval of the Legislature. Seized funds have been spent primarily for capital needs. The District Attorney's, however, deposit seized monies in county government accounts and forward seized funds the District Attorney's Council on an as needed basis for personnel and travel expenses. Further, an increasing need within the War on Drugs is the funding needed to develop efficient prevention and education programs. The prevention and education efforts will be of benefit to future generations of Oklahomans.

It is recommended that seized funds be received by all state agencies be deposited under Office of State Finance receipt codes, designating whether the funds were awarded by state or federal courts, into the respective agency clearing account. At the time of transfer of funds to the agencies revolving funds, 30% of any seized funds by any state agency should be forwarded to a Drug Prevention and Education Revolving Fund in the Office of State Finance. Funds would be held until the Legislature appropriated the funds for one-time state and/or local drug prevention and education needs. Seventy percent of all seized funds would be retained by the agency for law enforcement use as determined by legislative action.

The D.E.T.E.R. (Drug Eradication, Treatment, Education and Rehabilitation) Strike Force is charged with the responsibility to discuss, and research current drug related issues within agencies, and to develop specific recommendations for your consideration and legislative action. Several groups have been formed with members from state agencies, to discuss statewide drug issues. These discussions use valuable time of personnel addressing the same alcohol and drug issues, with few policy changes or initiatives being produced. D.E.T.E.R., on the other hand, as a multi-agency committee, has produced formal recommendations for statewide action, some of which have been included in this document.

Therefore, it is recommended that D.E.T.E.R. include representation from all state agencies involved with alcohol and other drug abuse problems and issues, and be designated as the sole statewide coordinating committee to address strategy in the War on Drugs for the State of Oklahoma.

In summary, this report hopes to provide information that has not been compiled in the past and to give attention to statewide issues and recommendations that should be taken to direct the efforts to combat the social problem of substance abuse.

Sincerely,

Alexander B. Holmes
Director of Finance

OKLAHOMA'S
WAR ON DRUGS

OFFICE OF STATE FINANCE
Dena Owens
May, 1990

ACKNOWLEDGEMENTS

This document was prepared by the Office of State Finance under the direction of Dr. Alexander B. Holmes, Director of State Finance and Rollo Redburn, Director of Division of Budget with the contribution of several individuals.

Catagorical summary data was compiled with the assistance of the staff of the Oklahoma Criminal Justice Resource Center, Department of Corrections. Appreciation goes to Mr. Fred Means, Chairman of the D.E.T.E.R. committee and other D.E.T.E.R. committee members for the knowledge shared and the technical assistance while reviewing this complex social issue. Further, program and financial agency personnel from all agencies represented in the document were especially supportive in the preparation of data.

Special appreciation goes to Michelle Myers, Travis Monroe, and Michael Webb fellow budget analysts who provided support, assistance and encouragement throughout this project. And to Dee Hughes, Administrative Assistant whose expertise, and endless dedication to detail provided the format for the following material.

TABLE OF CONTENTS

This publication, printed by Central Printing Division, Office of Public Affairs, is issued by the Office of State Finance as authorized by Section 41.5a, Title 62 of the Oklahoma Statutes. Three Hundred Fifty (350) copies have been prepared and distributed at a cost of $3200.00. Copies have been deposited with the Publications Clearinghouse of the Oklahoma Department of Libraries.

I. OVERVIEW OF ISSUES AND SUMMARY OF GOVERNOR'S RECOMMENDATIONS

I. OVERVIEW OF ISSUES AND GOVERNOR'S RECOMMENDATIONS

Introduction

The alcohol and drug problem in our society is costly. Personal, business, and governmental dollars have been spent in an attempt to address and solve this issue. In 1983, the total population in America was 234 million, in that year total cost to society in dollars for alcoholism and alcohol use was estimated to be $117 billion and for other drug abuse $60 billion or approximately $756 for each individual living in America (Research Triangle Institute, 1983). Even more tragic is the cost of thousands of human lives that are effected adversely by substance abuse.

An understanding of the negative influence of alcohol and other drug abuse results when a person experiences or observes substance abuse in the home, workplace or school. Personal experiences with alcohol and drugs often leads to loss of income, accidents, injuries, illnesses, strained relationships and often to crime.

Public policy is evolving as is the concept of when use of alcohol and other drugs becomes abuse.

Use of alcohol and other drugs takes place when an individual consumes a substance to increase feelings of euphoria and relaxation. This concept is associated with the "social drinking" of alcohol and the use of tobacco products.

Abuse of a substance can be defined to occur when the user takes the drug either in the wrong setting, or uses in such large amounts that the behavior associated with the use causes problems such as arrest for driving under the influence (DUI), home or traffic accidents, and misbehavior in school. Other examples of abuse are the use of illicit drugs such as cocaine, marijuana, crack, and the use of alcohol by youths before legal drinking age. Abuse of any type of drug, whether nicotine, alcohol, other prescription or illegal drugs leads to problems in the user's life and to society at large.

Dependence can be defined to occur when abusive use of drugs leads to physical and emotional reliance on the substance. Behavior of this kind manifests itself as narrowing of the drug repertoire; increased substance using behavior; repeated withdrawal symptoms; increased tolerance to the substance and finally compulsive to the use of the drug.

Discussion of drug use, abuse and dependence must include the many different types of drugs that affect the human mind and behavior, and whether they are legal or illegal. Legal drugs are those that have been approved for sale either by prescription or over the

counter through the democratic process of lawmaking which presumably reflects current society values. Alcohol, which is a legal drug, is available as beverages, except to minors under a specific age. To this group alcohol is an illegal drug. Illegal drugs for every age group are those whose manufacture, sale, or possession is prohibited by law. These include but are not limited to drugs such as cocaine, PCP, crack, heroin or those drugs approved but obtained by illegal means that are used for illegal purposes. The illegal drug that is the most widely produced and used in Oklahoma is marijuana.

This document will address the war on the use, abuse and dependence of illicit drugs and the abuse and dependence on legal drugs in the State of Oklahoma. Section One of this document discusses the preeminent drug issues facing our nation and thus, the State of Oklahoma. Included in this discussion are the various age groups within society being effected by alcohol and drug abuse, the current efforts being made by the enforcement, treatment and prevention programs within state agencies and the FY-91 and FY-92 recommendations made by Governor Henry Bellmon.

Overview of Issues and Governor's Recommendations

In recent years research has determined that alcohol and drug use and abuse effects all ages from conception of a child to the elderly, who are the fastest growing age group of users and abusers of legal and illegal drugs.

Fetal alcohol syndrome (FAS) and other alcohol related birth defects have come under the public eye with the 1981 Surgeon General of the United States advisory warning, that pregnant women should not consume alcohol. Women should also be aware of the alcohol content of food and drugs. FAS is characterized by physical, mental, and behavior abnormalities such as low birth weight; abnormally small head; specific facial abnormalities; heart defects; joint limb and limb malformation and frontal lobe retardation in most cases. The conditions that are manifested after birth are created during the formative months of pregnancy. The amount and timing of alcohol consumption that put the fetus at risk are still unknown. However, available evidence by the National Council on Alcoholism advises that what many women would consider moderate consumption may put the fetus at risk and that the safest and wisest course of action for pregnant women is to abstain from alcohol.

In Oklahoma, the number of pregnant women using alcohol and other drugs coming to various health institutions is rising at an alarming rate. Residential treatment and the on-going care of these women during pregnancy and their newborns is necessary to

deter them from returning home where drugs are used and sold. Some of these women rely on prostitution as a means of financing their drug habit.

The elderly, as the fastest growing age group in the country are found to be users of overmedication and excessive amounts of alcohol. Most spend two to three times as much on medicines as those individuals under the age of 65. One third take four or more different drugs at the same time while 20% of the elderly in the nation take six or more at the same time. Many of our senior citizens have health related conditions related to the over use of medication. Care and rehabilitation of this group and their substance abuse has become an issue within this state.

The Governor recommends for FY-92, $408,969 be appropriated to the DMHSAS to provide an additional 36 halfway house beds for substance abusers. These beds are used for post-treatment and are long term protective living (drug free) arrangements used to fully stabilize people before they return to their homes and communities.

The use and abuse of drugs within the youth age group is having particularly serious consequences in our country and our state.

According to the U.S. Department of Education:

- Drug use is not confined to particular population groups or economic levels in the society; it affects our entire nation. Though alcohol and drug use is often considered a big-city phenomenon, nearly as many rural as urban youths (32 compared to 39 percent) have used drugs by graduation day.

- Female students use drugs at only a slightly lower rate than males: 34 percent versus 38 percent.

- Middle and elementary schools as well as high schools are experiencing serious problems with drugs. Surveys of students have indicated that pressure to use illegal substances begins around the fourth grade, and by age thirteen, 30% of boys and 22% of girls have begun to drink alcohol. Tobacco use also tends to begin by the fourth grade.

- Between fourth and sixth grade, the number of children experimenting with alcohol, usually beer and wine coolers, increases from 6% to 17%; nearly 2% of sixth graders have experimented with marijuana already. Five percent of America's junior high school students (grades 7 to 9) are daily tobacco users.

– By high school graduation, one quarter of American students are frequent users of illegal drugs, two thirds are frequent users of alcohol, and 19% are daily tobacco users. Over 50% have used marijuana; over 10% hallucinogens, such as LSD and PCP; and over 90% have used alcoholic beverages.

As the most commonly used drug by teenagers, alcohol and its use have caused the age group between 16 to 24 to be the only age group in our country whose life expectancy is decreasing because o f alcohol related traffic accidents. Children making their first contact with drugs through their friends and the use of alcohol and drugs before the age of fifteen (15) has shown to increase the risk of problematic behavior in the future. Within the State of Oklahoma the average age of beginning use of illegal drugs in is twelve and half; either sixth or seventh grade.

Alcohol and drug use prevents young people from obtaining their intellectual, social, and emotional potential which are important to their future success. Consequently, the education and prevention of alcohol and drug use in children must begin early to have an impact. Our children and their potential are the hope of our future success as families, communities, the state and ultimately as a country.

Young people are not only influenced by their personal use of alcohol and other drugs but by their interaction with family members or others who are users of alcohol. There are 28 million children of alcoholics in the United States, 7 million of whom are under the age of 18. Fifty five percent of family violence occurs in alcoholic homes; 50% of children of alcoholics marry an alcoholic; and 70%develop a pattern of compulsive behavior as an adult, including alcoholism, drug abuse and overeating.

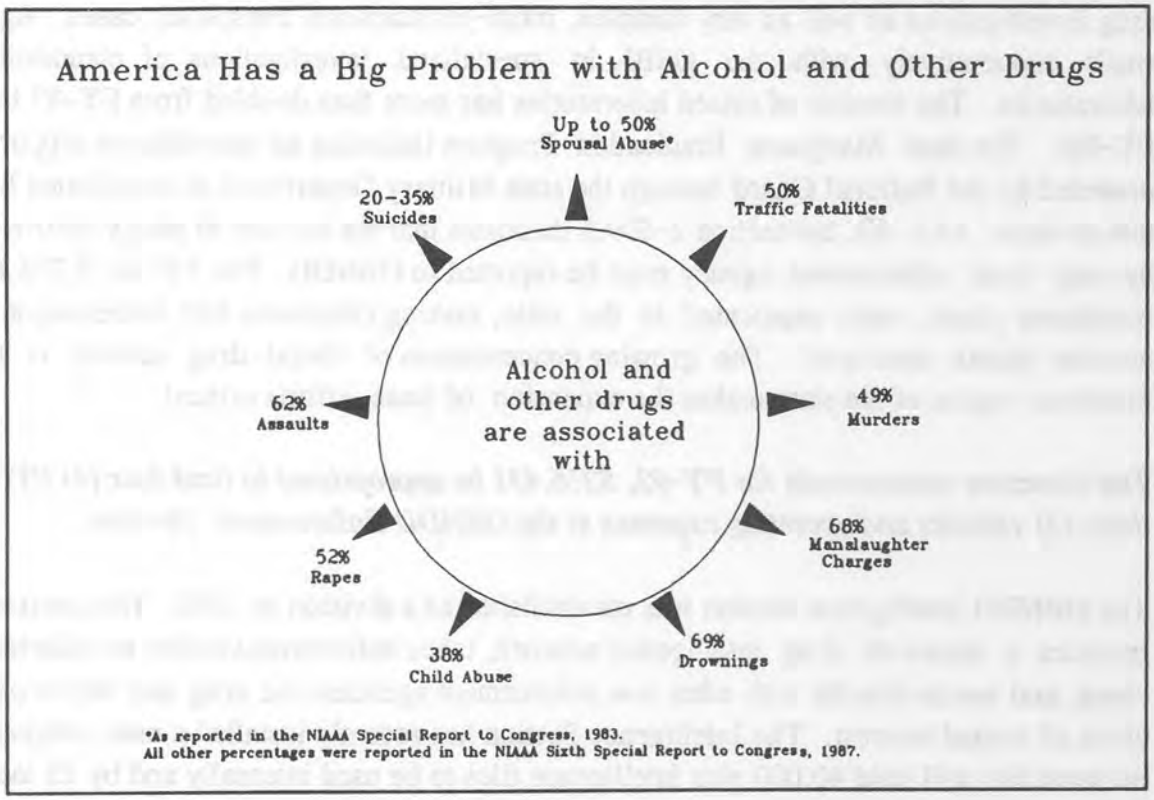
The need to develop programs for children and their families is pressing at a time when the alcohol and drug problem within Oklahoma is growing, to that end, the Governor recommends that $315,000 for FY-91 be appropriated to the DMHSAS to provide youth alcohol and drug abuse counselors in the community mental health centers. Currently, the majority of DMHSAS substance abuse services are aimed at treating adult abusers.

Program Categories

Programs and initiatives approaching the war on drugs are usually placed in the three categories of enforcement, treatment and prevention\education categories. Below is a discussion of the efforts within the State of Oklahoma and the Governor's recommendations concerning future endeavors.

Enforcement

National and local crime rates are directly related to the substance abuse. As described in the diagram below, America has a problem with alcohol and drug use and abuse.



Enforcement efforts nationwide have increased dramatically during the past few years. Governmental forces on all levels have succeeded in initiatives to cut the supply of illegal drugs being smuggled into the country and to investigate and to expose the complex organizations that have proven to be responsible for international drug distribution.

Within Oklahoma, the state and local law enforcement agencies have joined forces to train, to investigate, and to eradicate the illegal drug industry. State agencies involved with this enforcement effort are the Oklahoma Bureau of Narcotics and Dangerous Drugs (OBNDD), Oklahoma Bureau of Investigation (OSBI), Department of Public Safety (DPS), District Attorneys, and the Military Department.

The Oklahoma State Legislature recognized that illegal drug trafficking had become an extremely serious and persistent crime problem and thus created and passed into law the

Uniform Controlled Dangerous Substances Act, 1971. In 1975, the Legislature created the Oklahoma Bureau of Narcotics and Dangerous Drug Control (OBNDD) to enforce the federal and state drug laws.

Within, the OBNDD there is an Enforcement Division with agents that undertake small drug investigations as well as very complex, multi-jurisdictional conspiracy cases. Agents work cooperatively with the OSBI in specialized investigations of clandestine laboratories. The number of seized laboratories has more than doubled from FY-87 to FY-89. The state Marijuana Eradication Program including air surveillance support provided by the National Guard through the state Military Department is coordinated by this division. O.S. 63, Subsection 2-509.5 mandates that the number of plants destroyed by any state enforcement agency must be reported to OBNDD. For FY-89, 3,235,633 marijuana plants were eradicated in the state, making Oklahoma fifth in the nation for number plants destroyed. The growing concentration of illegal drug activity in the Southeast region of the state makes the expansion of these efforts critical.

The Governor recommends for FY-92, $216,431 be appropriated to fund four (4) FTE, three (3) vehicles and operating expenses at the OBNDD Enforcement Division.

The OBNDD Intelligence Section was reestablished as a division in 1988. This section operates a statewide drug intelligence network, takes enforcement action on selected cases, and works directly with other law enforcement agencies and drug task forces on cases of mutual interest. The Intelligence Section has recently installed a new computer network that will hold 40,000 plus intelligence files to be used internally and by 15 local task forces operative from the various District Attorney's Offices. Local agents will have the opportunity to directly with the OBNDD intelligence files allowing valuable case data to be shared.

Further, the OBNDD Compliance Section investigates cases involving legally manufactured and distributed controlled substances that are illegally diverted. Cases are pursued through both criminal and regulatory channels. A monthly newsletter is sent to 9,000 Oklahoma narcotic permit holders (physicians, pharmacies, hospitals, distributors, and researchers) to communicate new Oklahoma drug laws and illegal diversion practices. The OBNDD Compliance Section is familiar and concerned with an element of drug abuse that does not receive significant public attention. This is the diversion and abuse of legally manufactured controlled pharmaceuticals (prescription drugs).

The diversions of these drugs can result from illegal sales by dishonest health care providers, indiscriminate prescribing practices, prescription forgeries, theft, and

"professional patient" schemes. Of the 1.5 billion prescription drugs dispensed each year, several hundred million dosage units are diverted to illicit use. Further, the abuse of prescription drugs results in more injuries and deaths that all illegal drugs combined. (U.S. Department of Justice, Drug Enforcement Agency (1987). The number of highly addictive Schedule II drugs prescribed and sold in Oklahoma is disproportionate to the population of the state.

Oklahoma's consumption of Schedule II drugs ranks in the top five compared to all other states. Contributing to this abuse are the one in every five physicians in the state who are abusers of drugs or alcohol, according to the Oklahoma Board of Medical Licensure and Supervision.

The Governor supports the Anti Drug Diversion Act – HB 1963 and the funds included to support the program in the Oklahoma Bureau of Narcotics and Dangerous Drug Control FY–91 budget request. To this end, the Governor recommends for FY–91 $328,500 be appropriated to fund the program and for FY–92 $78,500 should be appropriated for program operations. The proposed system would place data input terminals in pharmacies, allowing data on the flow of prescription drugs to be transmitted to a computer located at the OBNDD. This kind for information network would enable the Compliance Division of the OBNDD, using computer software already successful in other states, to identify and prosecute offenders. In states in which "pre" and "post" statistics exist, a reduction of Schedule II prescriptions of 30 to 55 percent was realized in the first two years of anti diversion programs. It is important to note that these states have received no significant complaints from patients or physicians regarding interference with legitimate prescribing activities or an inability to obtain necessary medication.

The Oklahoma State Bureau of Investigation's (OSBI) function in Oklahoma's war on drugs by nature is the investigation and evidential portion of cases regarding alcohol and other drug cases. OSBI has examined and processed an increasing amount of drug cases from FY–87 to FY–89. The use of alcohol and drugs continues to be a part of most criminal cases. OSBI is the enforcement agency with whom an automated fingerprint identification system could be utilized to disclose and prosecute unsolved and complex crimes.

In 1985, the California Department of Justice took delivery of an automated fingerprint identification system (AFIS). As in the case of any large enforcement agency, the state of California had accumulated millions of fingerprint cards on offenders and suspects. Before the system could be ready for use, each of these fingerprint cards had to be

scanned and entered into the system computer. The ensuing investigation of the infamous Night Stalker and the match of fingerprint information led to the arrest and conviction of the killer, a direct result of the use of the automated fingerprint identification system. Then, after the system was fully loaded, fingerprints from unsolved murders were fed into the system and compared to the data base. Immediately, matches by the computer re-opened dead-end cases and led to the conviction of several other murderers.

Research demonstrates that most crimes are committed by previous offenders, therefore the AFIS technology promises to be an effective tool against both major and lessor crimes. Currently, sixty five (65) state and local agencies nationwide and fourteen (14) foreign countries have an automated fingerprint identification system.

In September of 1989, the Governor appointed a task force of public safety experts to form a recommendation concerning the state's possible acquisition of an automated fingerprint identification system. The task force studied the available technology, potential vendors, cost, and the most advantageous location for such system.

At the final meeting of the Task Force on November 28, 1989, a final report to the Governor was adopted. The Task Force recommended that the State acquire an automated fingerprint system as soon as possible, and that the system be placed at, and be operated by, the Oklahoma State Bureau of Investigation.

The Governor supports HB 2216 establishing an automated fingerprint identification system and recommends in the capital budget for FY-91, $3.5 million be appropriated for the purchase of an AFIS to be operated by the Oklahoma Bureau of Investigation on behalf of both state and local law enforcement agencies.

Further, some OSBI cases involving driving-under-the-influence-of-drugs (DUID) cases cannot be prosecuted without the testing of blood samples by a Gas Chromatographic Mass Spectrometer with negative ion capability, an instrument that the state law enforcement agencies do not have. This equipment will allow the prosecution of many DUID cases which now cannot be prosecuted.

The Governor recommends that for FY-92, $190,000 be appropriated to OSBI to purchase needed toxicology equipment.

The Oklahoma Department of Public Safety (DPS) and the Highway Patrol have played important part of the interdiction of drugs that are flowing into and through the state.

DPS provides interdiction training for all troopers and has an increase of 115 cases of interdictions filed in FY-88 to a projected amount of 300 plus cases in FY-90. In FY-89, the DPS through a federal grant started a Marijuana Eradication Program that has destroyed a total of 259,648 marijuana plants since its beginning. The Highway Patrol troopers provide upon request, the DARE and other drug awareness programs for schools and local community groups. The Alcohol Beverage Laws Enforcement Commission (ABLE) is the oversight agency of businesses who manufacture, import, export, transport, store, sell, and distribute alcohol within Oklahoma. ABLE issues alcoholic beverage licenses and provides enforcement services to insure beverage laws are followed. The ABLE Commission offered the funding for two (2) vacant agent positions during the FY-87 budget reductions. The legislative subcommittee accepted the offer but allowed the two (2) FTE to remain in the agency's FTE limit. These positions have continued to be unfunded up to this time.

The Governor recommends for FY-92, $57,669 be appropriated to fill the vacant agents positions in the ABLE Commission.

Within the ABLE Commission, the licensing and enforcement divisions for the central region operate out of the same office in Oklahoma City. Licensees who process their licenses at this building have the opportunity to recognize undercover enforcement agents.

The Governor recommends $16,500 for FY-92 be appropriated to the ABLE Commission for the purpose of relocation of the enforcement division to a separate facility.

An element that has effected several of the state enforcement agencies is confiscation of assets and property from drug seizures. The amounts of property and assets has increased over the past few years due to the efforts of the agencies. The agencies that have received court awarded seizure funds are Oklahoma Bureau of Narcotics and Dangerous Drugs, Department of Public Safety, District Attorney's Offices, and the ABLE Commission.

SEIZURE RECEIPTS BY AGENCY - FY-89

OK Bureau of Narcotics and Dangerous Drugs -		$670,396
Department of Public Safety -		503,585
District Attorney's Offices -		1,124,848
ABLE Commission -		3,500
	Total	$2,302,329

A persuasive factor contributing to the increase in seized funds is that the confiscated money, cars, homes, weapons, and other valuable assets have gone to directly benefit the seizing agencies. Funds received by the agencies are either awarded through federal or state courts and are recorded as such within the state enforcement agencies budgets. Oklahoma has recently received more forfeitures from seizures made by state agencies, without assistance from the federal drug agencies and the awarded funds have bypassed the federal court system. This allows the discretion of the distribution of the seized funds to be determined by the state law enforcement agency heads.

Seized funds are commonly use for capital needs or special projects. Expenditures funded with seized funds have included repair of currently owned vehicles and purchase of new vehicles, weapons, and further training for law enforcement officers.

Currently, seizure revenue information is maintained at the agency level for all agencies except for the District Attorney's Council. Local District Attorney's account for the seized funds on the county level and submit seized funds on an as needed basis to the DAC to fund personnel and other expenses.

The Governor recognizes the need for strong law enforcement initiatives, equal to these initiatives are the long term benefits that efficient prevention and education programs can produce for future generations of Oklahomans. Therefore, the Governor recommends that seized funds received by all state agencies be deposited under Office of State Finance receipt codes, designating whether the funds were awarded by state or federal courts, into the respective agency clearing account. At the time of transfer of funds to the agencies revolving funds, 30% of any seized funds by any state agency should be forwarded to a Drug Prevention and Education Revolving Fund in the Office of State Finance. Funds would be held until the Legislature appropriated the funds for one-time state and/or local drug prevention and education needs. Seventy percent of all seized funds would be retained by the agency for law enforcement use as determined by legislative action.

Once the state law enforcement agencies arrest a drug suspect, the case is processed through the court system and guilty individuals enter one of the Oklahoma Department of Corrections institutions.

Twenty five to twenty nine percent of the criminals entering the Oklahoma Corrections system have been sentenced for drug related crimes. Eighty percent of the inmates

within the state's prisons have been involved with some type of substance abuse at one time or substance abuse was directly related to their crime. The correctional facilities maintain 24 hour security and supervision of these offenders. At an average annual operating cost of $12,000, the consistent increase of 903 offenders in FY-87 to 1780 offenders projected in FY-90 has placed a rising cost of Oklahoma dollars to incarcerate these offenders from $10,836,000 in FY-87 to $21,360,000 in FY-90. Drug offender work camps are an alternative to the practice of placing drug offenders into the conventional prison system. The two proposed drug offender work camps will attempt to eliminate drug related behaviors, develop self-discipline and work habits in inmates, and accomplish labor intensive work projects for state and local governments. Drug offenders assigned to the camp will proceed through a multi-level program featuring paramilitary discipline, physical conditioning, intensive physical labor, and, at advance levels, education and drug rehabilitation.

The Governor recommends for FY-91 funds be appropriated to DOC for the construction of two drug work camps to be built at or near a long-term work site at a cost estimated at $3.9 million. For FY-92 the Governor recommends $3.2 million for the operation expenses of the work camps.

Treatment

The offenders in the above described programs require alcohol and drug assessment and treatment while being incarcerate. The DOC cooperatively with the Department of Mental Health and Substance Abuse Services place offenders in state funded mental health hospitals and programs.

With the increase of offenders with alcohol and other drug abuse conditions, the Governor recommends for FY-91, $523,855 be appropriated for the Department of Corrections Substance Abuse program. This program will impact offenders system-wide, at all institutions, Community Treatment Centers, and even after release, through the Probation and Parole Division.

Juvenile offenders are treated for substance abuse problems within state operated Department of Human Services Central Oklahoma Juvenile Treatment Center (COJTC) and the Rader Treatment Center (RTC) and contracted group foster homes.

The drug and alcohol treatment community is one that encompasses the public and private sectors alike. With the expansion of alcohol and drug use, a critical condition

has surfaced not just nationwide but here in Oklahoma. Residential treatment can range from two (2) weeks to on-going care. Existing programs within the state are implemented through the state funded Department of Mental Health and Substance Abuse (DMHSAS) Alcohol and Drug Treatment Centers are consistently full and have lengthy lists of clients in need of treatment. The DMHSAS also contracts for treatment services with several private non-profit organizations. Yet with rising demand for treatment program, most citizens are unable to financially afford private treatment services. There are currently Oklahoma communities where those who want and are in need of alcohol and drug treatment have no facility to accommodate their needs.

Due to underfunding, there is high turnover rate of counselors and staff in DMHSAS treatment facilities detracting from quality care. The Governor recommends for FY-91, $1,280,299 be appropriated for the recruitment and retention of quality health care professionals.

As a function within the DMHSAS, the Oklahoma Mental Health Information System (OMHIS) collects data from DMHSAS institutions and contractors on clients served during treatment. The validity of using only those substance abuse related data collected during treatment at public supported substance abuse treatment facilities to project state substance abuse patterns and trends is very low. As a concept of the National Institute on Drug Abuse (NIDA), the DMHSAS created the Oklahoma State Epidemiology Workgroup (SEWG). The SEWG is a forum for those individuals that work with substance abusers, or those who address the consequences of substance abuse. Representatives from health, community welfare, as well as law enforcement issues have met bimonthly since fall of 1987 to discover Oklahoma's substance abuse patterns and trends. Recently, the SEWG developed a task force to develop an efficient and useful process of integrating substance abuse data from multiple agency sources.

A key to the development of a state-wide drug strategy is baseline data. Within the State of Oklahoma baseline data have not been developed on the use and abuse of drugs for adults, but more importantly the youth. The State Department of Education, funded through the Drug Free Schools and Communities Act of 1988, plans to provide a survey of a sample of 8th, 10th, and 12th grade students from across the state. The results of this survey of drug use and abuse are of extreme interest to all state agencies involved with drug enforcement, treatment and prevention categories.

The Governor recommends that the results of the survey to be performed in the spring of 1990 be made available by the end of the summer 1990. Further, that a plan of strategy that addresses the assessment needs determined in the survey be developed by the State

Department of Education.
In addition to the survey of the youth, emergency room overdose information is needed to discover the areas in the state and type of action most beneficial to eliminate the alcohol and other drug problems in Oklahoma. The Governor recommends legislation be passed which requires detailed patient medical condition and drug information on the cases of drug overdoses be reported to the state by hospital emergency rooms.

The ultimate goal of the collection of these data is to effectively address the enforcement, treatment, and prevention\education categorical needs of the different areas of Oklahoma. However, research has revealed that the category of programs that will be most influential in the war on drugs for years to come is that of prevention.

Prevention and Education

The Drug-Free Schools and Communities Act passed by Congress in 1986 ushered in a new era of national commitment to solving the problem of alcohol and other drug abuse among our Nation's young people. To coordinate the greatly expanded responsibilities and activities, the U.S. Department of Education selected regional centers to assist states with the program. The University of Oklahoma, Public Responsibility and Community Affairs was selected as the Southeast Regional Center for Drug-Free Schools and Communities (SWRC) serving Arizona, Arkansas, Colorado, Kansas, Louisiana, Mississippi, New Mexico, Oklahoma, Texas and Utah.

The SWRC serves as a catalyst for planned social change by increasing the capacity of individuals, families, schools and communities to create environments supportive of healthy life choices regarding alcohol and other drugs and related high-risk behaviors. The guiding philosophy that local people armed with current prevention knowledge and skills are in the best position to solve local problems related to the use of alcohol and other drugs. SWRC addresses drug prevention needs with a creative and flexible approach using multiple agencies on the local and state levels to maximize the use of available resources.

In Oklahoma, the SWRC has worked with the State Department of Education and the Department of Mental Health and Substance Abuse Services (DMHSAS). The SWRC and the DMHSAS have coordinated efforts in the establishment of a prevention system infrastructure known as the Area Prevention Resource Centers (APRC). The APRC's carry out the comprehensive training and technical assistance at the grass roots level. Through joint planning, training of trainers, special events, and on-going coordination

and collaboration, the SWRC and the DMHSAS have begun to develop a common prevention philosophy and disseminate information through the Area Prevention Resource Centers. This intentional, community based planning is required for comprehensive prevention training and programming, on-going support and follow-up assistance to local communities as they endeavor to expand their prevention efforts.

In an effort to address the prevention needs the Governor recommends the introduction of $500,000 state appropriated funds during FY-92 into DMHSAS prevention activities. These funds will expand the Area Prevention Resource Centers (APRC) programs and to provide training materials for the centers and their staff in the 7 areas not currently served. Currently, the state is served by 9 APRCs, each serving its own mental health planning area. These services are available to all citizens of the counties located in that area.

Statewide Coordination

To coordinate a statewide approach for effective enforcement, treatment and prevention programs within state agencies, Governor Bellmon appointed the D.E.T.E.R. (Drug Eradication, Treatment, Education and Rehabilitation) Strike Force. D.E.T.E.R. consists of members from the Oklahoma Bureau of Investigation, Department of Public Safety, Military Department, Oklahoma Bureau of Narcotics and Dangerous Drugs Commission, Department of Mental Health and Substance Abuse Services, Department of Corrections, and the State Department of Education. Involvement on an as needed basis, are the Alcohol Beverage Laws Enforcement Commission, Department of Transportation, Board of Medical Licensure and Supervision, State Board of Osteopathic Examiners, Board of Pharmacy and the rangers with the Department of Wildlife and Tourism and Recreation. D.E.T.E.R. is charged with the responsibility to discuss, research within agencies the current drug related issues, and develop specific recommendations for the Governor and legislature to act upon.

Several groups have been developed with membership from state agencies, to discuss statewide drug issues. Valuable time of program personnel is being spent in discussion of the same alcohol and drug issues and programs at different meetings with few policy changes or initiatives being produced. D.E.T.E.R. as a multiagency committee has produced formal recommendations for statewide action, some of which have been included in this document.

The Governor recommends that D.E.T.E.R. include representation from all state

***agencies involved with the alcohol and other drug abuse and be designated as the sole statewide coordinating committee to address the War on Drugs strategy for the State of* Oklahoma.**

As a component of D.E.T.E.R. since November of 1989, the Oklahoma Task Force for a Drug Free Workplace and its sixty (60) volunteers have been active in the Oklahoma business community to insure that drug policies are in place within the business workplace; to promote employee assistance and treatment programs; to develop resources for enforcement of drug laws in the workplace and to develop drug education programs for management personnel. The Task Force is comprised of six (6) subcommittees coordinated to address management, safety, security, employee assistance programs, human resources, and business education. The Task Force since inception, has organized 32 workshops and lectures given to approximately 5,000 employers, employees and professional service providers; developed a workshop for the Governor's Conference on a Drug Free Workplace; conducted and completed a major investigation and is in the process of 2 additional investigations; established 6 company policy alternatives for drug free workplaces that have been adopted by the various companies assisted; advised and assisted 8 corporations and 2 universities with regard to establishment of specific drug free programs. In the future, the Task Force hopes to identify and direct both state and federal legislative needs concerning drug free businesses in Oklahoma.

The Governor recognizes and supports the efforts made thus far by the Oklahoma Task Force for a Drug Free Workplace, recognizing that the drug problem is one which can impact not only every home in Oklahoma, but every business as well.

Whether the approach is enforcement, treatment or prevention, to influence the effect that alcohol and other drugs is having on our state will require the commitment and action of every individual in the family and local communities. Success will be achieved when key governmental and community networks determine the substance abuse issues in their community, then with the resources available develop an effective strategy to eliminate this debilitating social problem.