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United States of America
**Office of
Personnel Management**

Office of the General Counsel
Washington, D.C. 20415

In Reply Refer To:

Your Reference:

MAR 20 1987

MEMORANDUM FOR THE DPC WORKING GROUP ON DRUG ABUSE POLICY

FROM: MARK BARNES, DEPUTY GENERAL COUNSEL
OFFICE OF PERSONNEL MANAGEMENT

TO: RALPH BLEDSOE, CHAIRMAN
DPC WORKING GROUP ON DRUG ABUSE POLICY
THE WHITE HOUSE

SUBJECT: IMPLEMENTATION STATUS REPORT REVISIONS



OPM suggests that two changes be made in the last paragraph on page 12 of the draft "Working Papers: Implementation of the President's Fall 1986 Initiatives Against the Use of Illegal Drugs." The paragraph should read as follows:

The Office of Personnel Management's FED-INFO drug information hotline for Federal employees has begun operation. A poster promoting the hotline, which was prepared in cooperation with Federal employee unions and employee groups, has been printed and distributed.



The remainder of the paragraph, which continues on to page 13, should remain the same.



OFFICE OF
THE DIRECTOR

ACTION
WASHINGTON, D.C. 20525

MAR 23 1987

Honorable Ralph Bledsoe
Chairman
Drug Abuse Prevention Working Group
Domestic Policy Council
The White House
Washington, D.C. 20500

Dear Mr. ^{Ralph} Bledsoe:

Pursuant to your request of March 13, 1987, comments and recommendations on the draft "Working Papers: Implementation of the President's Fall 1986 Initiatives Against the Use of Illegal Drugs" are attached. The comments are keyed to page numbers of the draft.

I appreciate the opportunity to review this document.

Best regards.

Sincerely,

Donna

Donna M. Alvarado

Sharlyn Lumpkins

ACTION

- page vi, para 3, 3d line. As reads "....series of regional conferences...." change to read "....series of regional/state conferences...." ✓
- page 27, para 2, 3d line. As reads "....series of regional conferences..." change to read "....series of regional/state conferences...." ✓
- page 27, para 3 1st line. As reads "....DOEd in the development of a...." change to read "....DOEd on the possibility of developing a...." ✓
- page 40, para 5, 1st line. As reads "....its regional offices...." change to read "....its regional and state offices...." ✓
- page 40, para 5, 4th line. As reads "....regional conferences during...." change to read "....regional/state conferences during...." ✓
- page 42, para 1, 7th line. As reads "....the calendar year...." change to read "....the current year...." ✓
- page 43, para 2 Beginning "ACTION's Public Affairs...." Delete entire para and substitute with the following: ACTION's Public Affairs Office, in partnership with NBC, CBS, ABC and the NAB is planning a joint conference, to be held in Washington, D.C., in September, 1987, for the purpose of discussing public sector, private sector and media community affairs anti-drug initiatives and developing a "common model" of successful efforts that can be emulated as a long-term drug abuse awareness model. During ✓

regional/state conferences and workshops for community representatives and volunteer project leaders, ACTION's Public Affairs Office will offer technical assistance and training on effective use of the media to support local volunteer coalition and promote the message of saying "No!" to drugs. At these seminars, television, radio and print media representatives will be asked to speak on their organization's efforts to encourage or otherwise advocate local voluntarism initiatives. Drug abuse prevention and education activities will be highlighted.



DEPARTMENT OF HEALTH & HUMAN SERVICES

Office of the Secretary

Washington, D.C. 20201

MAR 26 1987

Ms. Sharyn Lumpkins
Senior Policy Analyst
Office of Policy Development
Old Executive Office Building
Room 220
Washington, D.C. 20500



Dear Ms. Lumpkins:

Attached is a revised HHS report on our activities in implementing the President's Initiative on a Drug-Free Federal Workplace. I believe this will be helpful to you for the Domestic Policy Council report.

Please call me if I can provide any additional information on 245-6757.

Sincerely,

A handwritten signature in blue ink that reads "Phillip Boyle".

Phillip Boyle
Special Assistant to the Assistant
Secretary for Personnel Administration

THE DEPARTMENT OF HEALTH AND HUMAN SERVICES (HHS) IS ACTIVELY ENGAGED IN THE DEVELOPMENT OF POLICIES AND PROGRAMS IN ACCORDANCE WITH THE PRESIDENT'S EXECUTIVE ORDER ON A DRUG-FREE FEDERAL WORKFORCE.

-A MEMORANDUM SIGNED BY THE SECRETARY WAS ISSUED TO ALL HHS EMPLOYEES ON OCTOBER 22, 1986 CALLING UPON EACH EMPLOYEE TO JOIN HIM IN SUPPORTING THE PRESIDENT'S INITIATIVE FOR A DRUG-FREE AMERICA. THE MEMORANDUM WAS A COVER TO THE PRESIDENT'S LETTER TO ALL EXECUTIVE BRANCH EMPLOYEES, WHICH WAS DISTRIBUTED TO EVERY HHS EMPLOYEE.

-OCTOBER 27, 1986 WAS DESIGNATED AS HHS DRUG AWARENESS DAY. A PROGRAM WAS HELD WHICH HIGHLIGHTED THE DEPARTMENT'S COMMITMENT TO ACHIEVING A DRUG-FREE WORKPLACE IN HHS AND THE DEPARTMENT'S EMPLOYEE ASSISTANCE PROGRAM. THE THEME WAS DRUGS: A THREAT TO THE WHOLE FAMILY. THE PROGRAM FEATURED AN ADDRESS BY THE SECRETARY, AND PRESENTATIONS BY MRS. LONISE BIAS; DR. DONALD IAN MACDONALD, ADMINISTRATOR OF THE ALCOHOL, DRUG ABUSE, AND MENTAL HEALTH ADMINISTRATION; AND THE DAUGHTER OF ONE OF OUR EXECUTIVES, A RECOVERING TEENAGE DRUG ADDICT. THE PROGRAM ALSO FEATURED EXHIBITS FROM THE DEPARTMENT'S EMPLOYEE ASSISTANCE PROGRAMS, AND FROM NATIONAL AND LOCAL ORGANIZATIONS INVOLVED IN DRUG ABUSE TREATMENT AND EDUCATION.

-HHS ESTABLISHED AN EMPLOYEE ASSISTANCE PROGRAM IN 1979 FOR HEADQUARTERS AND REGIONAL EMPLOYEES. THE DEPARTMENT HAS ALSO INITIATED MANY CONSORTIA ARRANGEMENTS WHICH ASSIST HHS AND OTHER FEDERAL AGENCY EMPLOYEES. THE EMPLOYEE ASSISTANCE PROGRAM EMPHASIZES EDUCATION, SHORT-TERM COUNSELING, REFERRAL TO REHABILITATION, AND COORDINATION WITH AVAILABLE COMMUNITY RESOURCES. THE DEPARTMENT IS CURRENTLY MAKING EFFORTS TO STRENGTHEN THE PROGRAM BY IMPROVING QUALIFICATIONS OF OUR EAP STAFF, AND EVALUATING THE PROGRAMS FOR EFFECTIVENESS AND EFFICIENCY. OUR EAP IS ALSO TAKING EFFORTS TO INCREASE DRUG AWARENESS WITHIN HHS.

-SUPERVISORY TRAINING TO ASSIST SUPERVISORS IN IDENTIFYING AND ADDRESSING ILLEGAL DRUG USE BY AGENCY EMPLOYEES IS A CRUCIAL COMPONENT OF THE EAP. HHS PRODUCED A FILM TITLED, ECS: A SUPERVISOR'S ALTERNATIVE FOR USE IN SUPERVISORY TRAINING SESSIONS. THE FILM HAS BEEN USED BY MANY FEDERAL AGENCIES AND IS GEARED TO A FEDERAL AUDIENCE.

-A SPECIAL EDITION EAP NEWSLETTER WAS DEVOTED ENTIRELY TO THE ISSUE OF DRUGS IN THE WORKPLACE. THE NEWSLETTER WAS DISTRIBUTED TO EMPLOYEE ASSISTANCE AND SENIOR PERSONNEL STAFF. EMPLOYEE ASSISTANCE STAFF HAVE ALSO RECEIVED FREQUENT INFORMATION PACKETS CONTAINING SUCH RELEVANT DOCUMENTS AS THE PRESIDENT'S EXECUTIVE ORDER ON A DRUG-FREE FEDERAL WORKPLACE, THE OPM GUIDELINES, AND THE HHS SCIENTIFIC AND TECHNICAL GUIDELINES.

-A DRAFT PLAN FOR IMPLEMENTATION OF EXECUTIVE ORDER 12564 AND THE CRITERIA FOR SELECTION OF POSITIONS FOR DRUG TESTING IS NOW BEING

DEVELOPED. WE WILL ALSO BE DEVELOPING A SECRETARIAL POLICY STATEMENT ON DRUG USE WHICH WILL BE DEPARTMENT-WIDE. THE SECRETARY HAS ASSIGNED RESPONSIBILITY FOR DEVELOPMENT AND IMPLEMENTATION OF HHS'S DRUG-FREE WORKPLACE PLAN TO THE ASSISTANT SECRETARY FOR PERSONNEL ADMINISTRATION.

Draft Advance Copy

March 19, 1987

Note to: Sharyn Lumpkins
Through: Deputy Administrator, ADAMHA

Re: Implementation Status Report (Working Paper of the Domestic Policy Council
Working Group on Drug Abuse Policy)

Attached is a copy of the subject working paper which includes notations for revisions prepared by ADAMHA.

In addition, the following general comments are provided:

1. Realizing the attached was meant to be a status report, it seems that eventually, if not now, there should be some inclusion of the final time for completion of each goal and objective.
2. The status of the White House Conference for a Drug Free America is not included in the working paper although it was included in the Anti-Drug Abuse Act of 1986. This seems to be the time to include it. I assume the Conference status would be prepared by your office.
3. Several pages of the report are not numbered (or the numbers may have been dropped in the xeroxing process).

I hope that you find the agency comments useful. Please call me at 443-1910 if you have any comments.

Helen Cesari

Helen Cesari

March 19, 1987

Insert A-Page 7

The Assistant Secretary for Health will establish an Interagency Technical Review Committee to review and revise, as necessary, the Scientific and Technical Guidelines for Drug Abuse Testing based on experience in implementing the program in each Federal agency.

Insert B-Page 13

NIDA created the Office for Workplace Initiatives to conduct research on the effectiveness of employee assistance programs, provide guidance and technical assistance on implementation of the drug testing guidelines for all Federal agencies, provide technical assistance to the private sector on development of implementation and evaluation of policies for a drug-free workplace, employee assistance programs, and cost benefits of EAPs. Also, this office will develop and manage the laboratory accreditation programs for laboratories eligible to bid on government drug testing laboratory analysis.

NIDA will publish the Scientific and Technical Guidelines for Drug Testing and disseminate to all Federal agencies, as well as the private sector. NIDA will manage the update of the Guidelines as necessary based on new scientific information on drug testing.

NIDA will develop, print, and disseminate the Medical Review Officer (MRO) Operations Manual to standardize the decision-making role each agency's MRO may exercise in reviewing the results of the drug tests. This MRO has the authority to meet with the employee and determine if additional personal medical history or other information should be obtained. The MRO is the final authority on forwarding results of positive urine tests to the agency. This MRO Operations Manual will be used to provide technical assistance to private sector employers in managing their drug testing activities.

RLS
for comment

THE WHITE HOUSE

WASHINGTON

March 13, 1987

MEMORANDUM FOR THE DPC WORKING GROUP ON DRUG ABUSE POLICY

FROM: RALPH BLEDSOE, CHAIRMAN *Ralph Bledsoe*
SUBJECT: Implementation Status Report

Attached for final clearance is the draft "Working Papers: Implementation of the President's Fall 1986 Initiatives Against the Use of Illegal Drugs." The report reflects the status of initiatives as of February 28, 1987.

Please submit your clearance and any comments to Sharyn Lumpkins at 456-2761 no later than Thursday, March 19, 1987.

Attachment

DRAFT

Working Papers:

IMPLEMENTATION OF

THE PRESIDENT'S FALL 1986 INITIATIVES

AGAINST THE USE OF ILLEGAL DRUGS

DOMESTIC POLICY COUNCIL

WORKING GROUP ON DRUG ABUSE POLICY

February 28, 1987

DRAFT

DRAFT

Working Papers:
IMPLEMENTATION OF
THE PRESIDENT'S FALL 1986 INITIATIVES
AGAINST THE USE OF ILLEGAL DRUGS

DOMESTIC POLICY COUNCIL
WORKING GROUP ON DRUG ABUSE POLICY

PARTICIPATING DEPARTMENTS AND AGENCIES:

Department of Defense
Department of Education
Department of Energy
Department of Health and Human Services
Department of Housing and Urban Development
Department of the Interior
Department of Justice
Department of Labor
Department of State
Department of Transportation
Department of the Treasury
ACTION
Office of Management and Budget
Office of Personnel Management

EXECUTIVE OFFICE OF THE PRESIDENT
The White House

February 28, 1987

DRAFT

DRAFT

S U M M A R Y

The nation continues to mobilize in the President's crusade for a drug-free America. The public has responded enthusiastically to the President and First Lady's call for action. Most of the Federal initiatives announced by the President in August 1986 are progressing rapidly. The Anti-Drug Abuse Act of 1986 (Public Law 99-570), which was signed by the President on October 27, 1986, provided a positive legislative response to the Administration's proposals.

The following report was prepared by the Domestic Policy Council Working Group on Drug Abuse Policy to summarize the status of Federal initiatives to help Americans stop the use of illegal drugs.

GOAL - DRUG-FREE WORKPLACES

1. Accelerate development of a drug-free Federal Workplace.

- Executive Order 12564 was signed by the President on September 15, 1986, directing the head of each Executive agency to increase drug abuse awareness and prevention, identify and rehabilitate illegal drug users, and improve the quality and accessibility of treatment services for employees.
- Presidential letters were issued on October 4, 1986 to the head of each Executive department and agency, with the President's personal communication to each and every Executive Branch employee, calling upon them to take a leading role in eliminating the use of illegal drugs.
- The Office of Personnel Management (OPM) negotiated improved health benefits covering drug and alcohol abuse rehabilitation, with each of the Federal Employee Health Benefits Program carriers improving the adequacy of sources of payment for drug and alcohol abuse rehabilitation.
- To set an example for the Federal workforce, drug testing for White House Senior Staff was conducted in late September 1986.
- OPM issued its government-wide guidelines on implementation of Executive Order 12564 on November 28, 1986 in Federal Personnel Manual Letter 792-16.
- Scientific and Technical Guidelines for Drug Testing Programs were issued by the Department of Health and Human Services (HHS) on February 19, 1987.

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- o To prevent illegal drug users from entering Federal employment, illegal drug use questions are being included on revised Standard Forms 85 and 86, and agencies have the option of testing job applicants for illegal drug use.
 - o The Department of Defense (DOD) is amending its existing civilian program for compliance with the Executive Order. Department-wide implementation of the revised Directive is expected in Spring 1987.
- 2. Work with government contractors to establish a policy of drug-free work environments.**
- o Recognizing that a drug-free workplace is good business, increasing numbers of government contractors are adopting drug testing programs on their own initiative.
 - o The Federal Government is reviewing ways to assist all government contractors in achieving drug-free workplaces. Special attention is being given to those contractors involved in national security, nuclear energy, public safety and other sensitive activities.
- 3. Encourage state and local governments and their contractors to develop drug-free workplaces.**
- o In early Fall 1986, the President sent letters to state governors and legislators, outlining the President's six goals and asking them to follow his lead.
 - o Cabinet members are sending similar letters to the heads of their counterpart organizations in state and local governments.
- 4. Mobilize management and labor leaders in the private sector to fight drug abuse in the workplace.**
- o Presidential letters will be sent to Chief Executive Offices of Fortune 500 companies and to major labor leaders, calling on them to mobilize in the national crusade for a drug-free America.
- 5. Communicate accurate and credible information about how drug abuse in the workplace can be eliminated.**
- o HHS has established a toll-free "Drug-Free Workplace Helpline" -- 800-843-4971 -- to provide information to employers about stopping drug abuse in the workplace."

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- The Department of Labor (DOL) is collecting samples of outstanding or innovative programs being used in the private sector and meeting with their originators to determine what aspects may be applied to other programs.
- ~~DOL and~~ ^{is} HHS ~~are~~ drafting a booklet on "Developing an Occupational Drug Abuse Program." The booklet is expected to go to press by April 1987.
- ~~DOL~~ is working with HHS to establish a team of experts for on-site technical assistance and training to businesses and unions developing or expanding programs to get illegal drugs out of the workplace.

GOAL - DRUG-FREE SCHOOLS

1. **Communicate accurate and credible information on how to achieve a drug-free school.**

- On September 15, 1986, the Secretary of Education issued the booklet Schools Without Drugs to provide parents, school officials, students and communities with reliable and practical information about the problem of school-age drug abuse and what they can do to achieve drug-free schools. Over 1 million of the booklets have already been distributed.

2. **Encourage all schools to establish a policy of being drug free.**

- The Secretary of Education has continued his role as a national advocate for drug-free schools.
- The Administration requested and was authorized additional funding in FY 1987-88 for state discretionary grants to school districts which have a sound plan for getting drugs out of their schools and keeping them out. The funds will reach the local schools before the start of the next school year.
- The Department of Education (DOEd) is also expanding national prevention and awareness programs for students. Schools which are successful at fighting drug abuse will receive a large banner that reads: "Schools Without Drugs: The Challenge."
- DOEd organized a January 1987 conference of representatives from state governors' offices and state education agencies on the new Education program.

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- The Department of Defense is developing a model schools program for implementation in Summer 1987. Both DOD overseas dependents and Section 6 schools already have drug abuse education and information programs in place.
 - ACTION is discussing possible joint efforts with DOEd whereby ACTION's 350,000 Retired Senior Volunteers can provide volunteer support to local PTA's and schools in promoting drug abuse awareness.
 - In consultation with DOEd, ACTION will invite representatives from major school districts to participate in a series of regional conferences for community-based volunteer groups.
 - ACTION will coordinate with DOEd in the development of a national drug abuse prevention essay, poster and video contest for the Nation's students, with underwriting by major corporations.
3. **Increase penalties for distributing drugs to students and for using juveniles for the distribution and/or manufacture of illegal drugs.**
- The President requested and Congress authorized an extension to college and university campuses of the "school yard rule," whereby violators receive additional penalties for distributing or manufacturing drugs on or near a school.
 - In addition, the President requested and Congress authorized additional penalties for individuals who hire or otherwise use a person under 18 years of age to commit drug violations.
 - The Attorney General has distributed to all United States Attorneys and Assistant United States Attorneys a prosecution manual dealing with distributing drugs to students and for using juveniles for the distribution and/or manufacturing of illegal drugs.
 - The Federal Bureau of Investigation (FBI) and Drug Enforcement Administration (DEA) have likewise distributed materials to their agents in the field to acquaint them with this new statute. Both agencies have been instructed to bring the statute to the attention of local law enforcement agencies.

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GOAL - EXPANDED DRUG TREATMENT AND RESEARCH

1. Encourage states and communities to develop programs to treat specific drug-related health problems.

- The President requested and Congress authorized additional funding for emergency expansion of services in treatment centers which have a high demand for services by endemic drug users who could not otherwise afford treatment.
- As of January 23, 1987, 36 states have applied for the those funds which are to be allocated according to population, and 29 states have received their share of these monies, as well as the first increments of the ADMS Block Grants.
- HHS has developed a funding allocation formula for the portion of the money to be allocated according to need and is making every effort to assure the timely distribution of these funds.

2. Expand research in health-related areas, including drug testing.

- HHS is developing enhanced epidemiology and surveillance systems which will ensure accurate tracking of the incidence and prevalence of alcohol and drug use and improved identification of risk factors and risk groups.
- HHS is also expanding research which will strengthen resources for preventing, identifying and treating illegal drug use. HHS has published 12 new grant announcements; contacted over 20,000 scientists; and streamlined the grants review process. In the first period of FY 1987, NIDA experienced a 14 percent increase in grant applications.

GOAL - INCREASED PUBLIC AWARENESS AND PREVENTION

1. Encourage all citizens and private sector organizations to join the First Lady's drug abuse awareness campaign.

- On September 14, 1986, the President and First Lady presented a nationally-televised call to arms, challenging and encouraging citizens and private organizations to participate in the national crusade to eliminate the use of illegal drugs.

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- The Administration is encouraging the use of positive peer pressure by adopting the theme of "Just Say No" as the consistent message in all campaigns against the use of illegal drugs.
 - Since the September 14, 1986 nationally-televised address of the President and Mrs. Reagan, the number of requests for information on "Just Say No" clubs has more than doubled from 500 to over 1,000 each week.
 - On November 18, 1986, "D-Day Against Drugs" was declared in 450 cities, sponsored by the U.S. Conference of Mayors to focus attention on "Just Saying No."
 - Britain has adopted the "Just Say No" campaign as a national priority.
2. **Encourage corporations, service organizations and the media to develop prevention programs within their organizations, communities and our Nation.**
- The White House Conference for a Drug-Free America is being planned to bring public attention to the dimensions of the drug abuse problem, evaluate existing anti-drug efforts, and formulate a national strategy for achieving a drug-free society.
 - One objective of the White House Conference will be to encourage media to redouble efforts in all media forms to stop illegal drugs and make their use unacceptable in our society.
 - The Administration is encouraging the development of public-private partnerships through an expanded drug abuse prevention program at ACTION. The ACTION program includes a speakers bureau and an honor roll of companies that contribute significant resources to drug abuse prevention.
 - Discretionary grants and contracts will be awarded by ACTION for additional state parents' networks; demonstration models for youth peer prevention groups; and technical assistance to communities in fighting illegal drugs.
 - ACTION is producing a series of television and radio public service announcements and has developed a partnership with the National Association of Broadcasters to ensure widespread airing.

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3. **Ensure that Americans have access to accurate and effective information about illegal drugs and strategies for getting drugs out of their homes, schools, workplaces, communities, and Nation.**
- In August 1986, the Domestic Policy Council created a Working Group on Drug Abuse Policy to provide direction and coordination to the overall drug abuse prevention and awareness effort; encourage private sector support; and ensure that Federal programs respond effectively to community needs.
 - On February 3, 1987, the Attorney General announced plans to create a Drug Prevention and Health Coordinating Group under a new Cabinet-level National Drug Policy Board. The proposed Coordinating Group will assume responsibilities for ongoing coordination of Federal prevention and awareness initiatives, including the development and dissemination of information.
 - HHS has established a new Office for Substance Abuse Prevention (OSAP), located in the Office of the Administrator, Alcohol, Drug Abuse and Mental Health Administration. OSAP will assist public and volunteer efforts by disseminating knowledge gained from prevention and treatment research, providing training and technical assistance, and supporting the development of community-based programs to prevent drug and alcohol abuse by young people.
 - On January 13, 1987, the Secretary of Defense sent a memorandum to all components outlining the Department's role in the President's crusade against illegal drugs and urging all DOD personnel to get involved and spread the word that drugs are dangerous.
 - Military recruiters have been encouraged to help American youth say no to drugs in their frequent contacts with this target population.
 - The U.S. Coast Guard is planning to adopt the First Lady's "Just Say No" program for elementary school-age children on five large installations.
 - The U.S. Attorneys, FBI and DEA agents and other Department of Justice officials often visit with young people, explaining the facts about drugs and drug use and explaining to them the law and its consequences.

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- DOJ has produced a series of videos on the dangers of illegal drug use and has made these videos available to schools and other community groups.
- The Department of Labor has been in contact with numerous unions, employers and assistance groups to discuss a drug-free workplace and has represented the Administration at conferences specifically devoted to drug abuse prevention.
- Agencies of the Department of Transportation are providing information about drug abuse in their dealings with the public and the transportation industry.

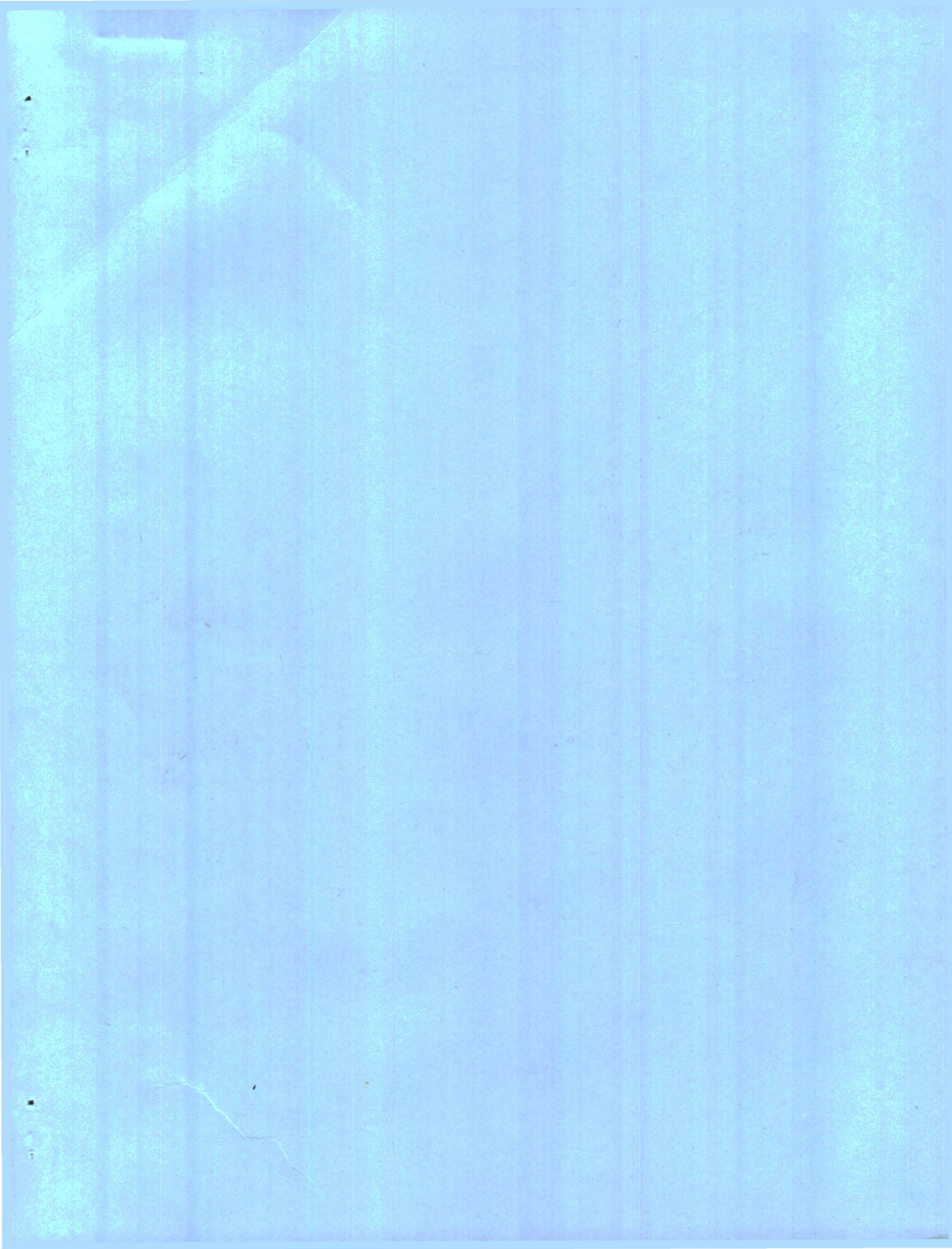
OTHER NATIONAL INITIATIVES

1. Ensure drug-free public transportation.

- The Secretary of Transportation is taking the lead in a national effort to ensure safe transportation for people and goods. Anti-drug abuse activities are being pursued in all areas of transportation, including aviation, water, rail, motor carrier, bus and urban rail transportation.
- Through regulation, the Department of Transportation (DOT) will require pre-employment, post-accident and random testing for commercial airline pilots and crew, and other employees directly responsible for the safety of flight operations.
- In addition, periodic testing will be required as part of the annual physical for those airline personnel listed above who are required by DOT regulations to have such physicals.
- In rail transportation, DOT implemented in 1986 the first rule in American history to deal with alcohol and drug abuse by railroad employees; and the Secretary has called upon Congress to give the Department authority to regulate directly the conduct of railroad employees who have safety-related responsibilities.
- The National Highway Safety Administration (NHTSA) is working with the Department of Education to develop and distribute educational materials to state and local public transportation officials.
- The Federal Railway Administration (FRA) has provided leadership for a national voluntary alcohol/drug abuse prevention program known as "Operation Road Block."

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Administration Action: Blue Ribbon Panel approved.

Related Legislation: The ADAA, Title I, Subtitle S requires the establishment of a White House Conference for a Drug Free America, with members to be appointed by the President and to include public and private sector representatives. Among its objectives, the conference will bring public attention to the dimensions of the drug abuse problem, evaluate existing anti-drug efforts, and formulate a national strategy for dealing with the problem.

Status: Objectives of the Blue Ribbon Panel and the legislation are being consolidated in the White House Conference for a Drug Free America. The Conference is planned as a continuing Conference with preparatory activities in early 1987 and a meeting of the appointed membership in the Summer of 1987.

- B. Encourage media to redouble efforts in all media forms to stop illegal drugs and make their use unacceptable in our society.

Related Legislation:

- o The Congress, in the ADAA, Title IV, Subtitle A, Section 4018, encourages the entertainment and written media industry (a) to refrain from producing material meant for general entertainment which in any way glamorizes or encourages the use of illegal drugs and alcohol and (b) to develop films, television programs, records, videos, and advertising which discourage the use of illegal drugs and alcohol.
- o The Congress, in Title IV, Subtitle A, Section 4019, recommends that the Motion Picture Association of America incorporate a new rating in its voluntary movie system to clearly identify films which depict alcohol abuse and drug use.

Status:

Department of Defense: The Marine Corps is developing an anti-drug abuse video for use by high school students. The Armed Forces Radio and Television Service has produced many radio and television spot announcements and audiovisuals in the area of drug abuse for use within the Services and DOD.

Department of Health and Human Services: The National Institute on Drug Abuse and the Advertising Council, Inc. are developing public service announcements for high school and college students to respond to the increasing demand for public education materials on cocaine addiction and the "crack" cocaine problem. Up to ten television and a minimum of four radio public service announcements will be distributed to approximately 820 television stations and networks in September 1987.

Department of Justice: DOJ's Office of Public Affairs is making every effort through its contacts with the media to encourage the development of films, television programs, records, videos, and advertising which discourage the use of illegal drugs and alcohol. The Office of Public Affairs has produced a video, "It Can't Happen to Me," for general distribution and geared to high school students, which depicts the negative results of drug abuse and encourages students to "say no" to drugs. This video is described more completely in Chapter V, Section 3C below.

- C. Establish media advisory board to accelerate objectives of Item 2B above.

Administration Action: A media advisory board was included in the Administration initiatives approved in September 1986.

Related Legislation: The ADAA, Title VIII, calls for the establishment of a President's Media Commission on Alcohol and Drug Abuse Prevention to examine existing public education programs and coordinate the voluntary donation of resources from the media, private business and professional sports organizations to implement new public information programs for drug and alcohol abuse prevention.

The Commission is to consist of 12 members appointed by the President, including representatives of advertising agencies; motion picture, television, radio, cable communications, and print media; the recording industry; other segments of the business sector of the United States; experts in the prevention of alcohol and drug abuse; professional sports organizations and associations; and other Federal agencies, including the Director of the Office of Substance Abuse Prevention.

The ADAA does not authorize government funding for the operation of the Commission; however, the statute permits the use the donations.

Status: The Congressionally-mandated Media Commission has a broader membership and objectives than its name would indicate. It has been proposed that the objectives of the Media Commission be integrated into the White House Conference and accommodate the intent of both the Administration and the legislation. Discussions are continuing regarding the Commission.

- D. Encourage the development of public-private partnerships through an expanded drug abuse prevention program at ACTION.

Administration Action: The Administration requested a budget amendment of \$5 million for an expanded ACTION program in FY 1987-88. The ACTION program would require cooperation with other appropriate agencies and with the private sector to sponsor:

- Briefings to target involvement by selected networks of individuals;
- An honor roll for companies that contribute significant resources to drug abuse prevention;
- A national drug abuse prevention essay, poster and video contest for the Nation's students;
- A major media campaign of public service announcements featuring Administration officials, national celebrities and athletes;
- A speakers' bureau consisting of expert government and private sector speakers for addressing conferences, meetings and general media requests; and
- Annual drug abuse prevention symposium for community affairs/public affairs representatives and their foundation counterparts to share materials, films, goals and objectives.

Related Legislation: The ADAA, Title IV, Subtitle D (Action Grants) Section 4301, legislates the Administration's request by authorizing the Director of ACTION to engage in activities that mobilize and initiate private sector efforts to increase voluntarism in preventing drug abuse through public awareness and education, including grants; contracts; conferences; public service announcements; a speakers bureau; public-private partnerships; and technical assistance to nonprofit and for-profit organizations. The legislation increases the ACTION authorization by a

total of \$6 million for FY 1987 and 1988.
Appropriations total \$3 million for FY 1987.

Status:

ACTION Drug Abuse Prevention Program:

The ACTION Drug Alliance Office, currently staffed with full-time personnel, continues to add experts and consultants as necessary. During 1987, the ACTION Drug Alliance will provide the impetus, through conferences and grants, for a lasting coalition of community-based volunteer drug abuse prevention groups; major community service and church organizations; youth organizations; media; state and local government; businesses; and foundations. These public/private partnerships will ensure long-term financial and in-kind support for volunteer parents groups and peer groups to prosper without the need for Federal funding.

Negotiations are underway with a major non-profit positive prevention organization to develop the agenda and list of participants for a meeting of prospective coalition members, with an opportunity for community-based volunteer groups to articulate short-term and long-term needs. The conference will be held in April 1987.

Separate efforts are underway, in concert with the White House Office of Private Sector Initiatives, to develop unified support of corporate chief executive officers for nationwide drug abuse prevention and education programs. The ACTION Director will brief the Private Sector Initiatives Board in February 1987, and plans will be finalized for an honor roll of companies that contribute significant resources to drug abuse prevention.

ACTION, in conjunction with its regional offices and with the participation of its National Volunteer Advisory Council members, will host a series of regional conferences during the third and fourth quarters of FY 1987 to strengthen and build local coalitions with a sound basis of self-sustainment independent of the Federal sector in the future.

An annual drug abuse prevention symposium is planned for the end of the year. In this symposium, senior representatives of the private sector will compile their respective accomplishments and future commitment for presentation to the President and the First Lady.

ACTION Grants:

ACTION plans to award discretionary grants and contracts by September 30, 1987. An ACTION Task Force with headquarters and field representatives is assessing potential drug abuse prevention and education grant funding priorities and will present recommendations to the Director by February 1987. Among the activities the Director of ACTION will fund are:

- (a) Additional state parents networks;
- (b) Demonstration models for high-school and college-based youth peer prevention groups; and
- (c) Technical assistance for replicating existing successful community-based approaches through publication and dissemination of materials on "What Works" in volunteer drug abuse prevention efforts.

Other needs will be identified by community based groups in the context of national and regional conferences.

To date, ACTION has made the following drug abuse prevention and education grants:

1. Parents Resource Institute for Drug Education (PRIDE), Atlanta, GA - \$151,000 for continuation of toll-free, drug abuse information 800 line;
2. The Cottage Program International, Salt Lake City, UT - \$15,000 to assist in providing drug and alcohol abuse education and other self-esteem development programs for prison inmates;
3. Parents Communication Network of Minnesota, Apple Valley, MN - \$28,550 for training volunteer consultants in drug abuse prevention and education; and
4. Just Say No Foundation, Walnut Creek, CA - \$49,900 for development of informational booklets for service organizations providing guidance on sponsoring "Just Say No Clubs."

Regional/State ACTION Volunteer Network:

ACTION has extensive experience in successful community volunteer programs through its state and regional program offices. Several of these programs deal with

drug abuse prevention and education, and many have become institutionalized without continued Federal support. ACTION's state and regional staff are working with ACTION's Drug Alliance Office to address programming needs. These efforts include:

1. In November 1986, the Director announced that programming in volunteer drug abuse prevention and education activities was a major priority for all programs currently funded by ACTION. Goals for increased drug abuse prevention programming have been articulated at all levels of the agency in the calendar year operating plans. Funding will be prioritized for those projects demonstrating the most promise for absorption by the private sector.
2. ACTION is collecting data on all current volunteer programs dealing with drug abuse, applicable to both youth and intergenerational populations.
3. Through its regional and state program offices, ACTION is conducting a survey of successful volunteer drug abuse prevention projects which have acquired private sector support. These projects will be analyzed to determine how and why they have become successful and if they can be replicated elsewhere. Examples of these self-sufficient models and programs will be made available for distribution to other Federal agencies, state governments, and grassroots organizations seeking to develop effective volunteer programs.
4. ACTION has developed a new and innovative agency-wide training program to be launched in March 1987. The program includes specific curricula on management and enhancement of drug abuse prevention and education projects using volunteers and private sector support. The training program will reach over 2,000 ACTION project directors and VISTA supervisors nationwide, as well as other interested community volunteer leaders.
5. ACTION will sponsor workshops on development and administration of successful community-based drug abuse prevention projects at the annual Association of Volunteer Administration Conference in Chicago during the Fall of 1987.
6. ACTION has initiated contact with major volunteer organizations such as United Way, VOLUNTEER, and

The Independent Sector to enlist their active support in expanding the ACTION Drug Alliance of community-based volunteer drug abuse prevention and education programs, service support groups, and the business community.

Major Media Campaigns:

ACTION's Public Affairs Office will organize five regional press seminars during April 1, 1987 through October 31, 1987. At these seminars, television, radio and print media executives will be asked to speak on their organization's efforts to encourage or otherwise advocate local voluntarism initiatives. Drug abuse prevention and education activities will be highlighted. Joining the news executives (managing editors, stations managers, news directors, etc.) will be key community leaders from profit and non-profit enterprises. State and local government representatives will also be included. Each participant will develop a paper for seminar presentation. Upon conclusion of the seminar series, ACTION will compile and publish appropriate abstracts and excerpts.

ACTION has initiated production of a series of television and radio public service announcements promoting public awareness in the area of drug abuse prevention and education. ACTION has developed a partnership with the National Association of Broadcasters to ensure widespread airing of the announcements. The first such production premiered on January 29, 1987 and featured popular "rap" star Kurtis Blow performing an anti-drug abuse song entitled "Ya Gotta Say No" at the Duke Ellington School for Performing Arts. The song will be distributed to top-40 radio stations nationwide, and the video will be featured on local television during the week of March 11, 1987 as part of the youth-directed public service program "Operation Prom/Graduation," which encourages safe planning of high school prom and graduation parties.

A Speakers Bureau for centralized clearance of nationwide requests for speakers to address groups on the topic of drug abuse prevention, education, volunteer opportunities, and private sector support of community-based programs is being housed within ACTION's Office of Legislative and Public Affairs. The names of suggested speakers will be solicited from all appropriate agencies, the Office of the First Lady, and private sector leaders.

An ACTION video brochure, to be released in May 1987, will highlight volunteer opportunities in drug abuse prevention and education, as well as the need for business and community support of these efforts. This video brochure will receive widespread dissemination through ACTION's state offices and projects.

Interagency Cooperation:

An interagency agreement has been signed by ACTION and ADAMHA. The agreement defines common goals and outlines a working relationship to include exchange of information, development of ACTION's Speakers Bureau, and reimbursable funding to ACTION for youth drug abuse survey data developed by PRIDE.

ACTION also participates in HHS, DOEd and other agency working group meetings and is a member of the Juvenile Justice Delinquency Prevention Coordinating Council. A sample of mutual initiatives include:

1. Explore interagency agreement with the Department of Education to support expansion of Retired Senior Volunteer Program (RSVP) projects that address drug abuse prevention in schools;
2. Use of ACTION's Student Service Learning Program models to support DOEd Office of Post-Secondary Education grants directed to colleges and universities;
3. Provide technical assistance through ACTION regional and state offices to those states receiving Federal block grants and seeking to develop and expand community-based volunteer efforts.
4. Explore cooperative projects with the Bureau of Indian Affairs to enhance drug abuse prevention and education efforts on Indian reservations; and
5. Review all existing agency ^{for} drug abuse literature to assist the HHS Office of Substance Abuse Prevention in the "clearinghouse" mandate included in the Anti-Drug Abuse Act of 1986.

3. **Ensure that Americans have access to accurate and effective information about illegal drugs and strategies for getting drugs out of their homes, schools, workplaces, communities, and Nation.**

- A. Establish an interagency prevention oversight mechanism to provide central oversight and overall coordination of the entire national effort; encourage private sector support and participation; and ensure that Federal programs respond effectively to community needs.

Administration Action:

In August 1986, the Domestic Policy Council created a Working Group on Drug Abuse Policy to provide direction and coordination to the overall drug abuse health effort, including drug abuse awareness and prevention. The Working Group developed and provided initial implementation oversight for a number of major new initiatives to encourage private sector action against drug abuse and to ensure that Federal programs respond effectively to community needs.

On February 3, 1987, the Attorney General announced plans to create a Drug Prevention and Health Coordinating Group under a new Cabinet-level National Drug Policy Board. The proposed Coordinating Group will assume responsibilities for ongoing coordination of Federal prevention and awareness initiatives, including the development and dissemination of information.

Related Legislation: The ADAA, Title IV, Subtitle D (Interagency Coordination), Section 4304, requires the Secretaries of Education, HHS & Labor to designate an employee to coordinate interagency drug abuse prevention activities and requires a report to Congress by the above Secretaries within one year after enactment concerning the extent to which states and localities have been able to implement non-duplicative drug abuse prevention activities.

Status: The Congressional requirement will be addressed by the proposed Drug Prevention and Health Coordinating Group.

- B. Establish a Center for Substance Abuse Prevention in HHS to (a) facilitate, monitor and support Federal activities in cooperation with public and volunteer efforts; (b) disseminate knowledge gained from prevention and treatment research through statewide prevention networks; and (c) provide immediate aid to

communities in drug crisis through rapid response technical assistance, needs assessment, and other appropriate strategies.

Administration Action: The Department of Health and Human Services was directed in the Presidential memorandum dated October 4, 1986 to establish a Center for Substance Abuse Prevention. A budget amendment was requested.

Related Legislation: The ADAA, Title IV, Subtitle A (Treatment and Rehabilitation) Section 4005 authorizes the Office of Substance Abuse Prevention headed by a Director in ADAMHA with funding of \$23.4 million plus \$20 million in grants for projects to demonstrate effective models for prevention, treatment and rehabilitation of drug abuse and alcohol abuse among high risk youths.

Responsibilities include sponsoring regional prevention workshops; coordinating the findings of prevention research; developing prevention literature; working with Education to assure the widespread dissemination of prevention literature; supporting programs of clinical training of substance abuse counselors and other health professionals; working with the CDC to develop educational materials to prevent AIDS in intravenous drug users; conducting training, technical assistance, data collection, and evaluation of the activities of programs supported under the Drug Free Schools and Communities Act of 1986; supporting development of model community-based programs to prevent drug and alcohol abuse by young people; and preparing documentary films and public service announcements for television and radio, using appropriate private sector organizations and business concerns in the preparation of such announcements.

Status:

The Office for Substance Abuse Prevention (OSAP) is located in the Office of the ADAMHA Administrator. OSAP was staffed in November 1986, developed preliminary action plans and held a national strategy conference in December 1986, and is completing the development of grant announcements and contract scopes of work to implement its legislative mandates in January 1987. Work is proceeding rapidly in all areas so that the funds can be obligated in FY 1987.

- o The national strategy conference, held by OSAP on December 15-16, 1986, was attended by about 180

leading experts on substance abuse prevention. These experts reviewed OSAP's preliminary action plans and offered guidance and recommendations.

- o Building on these recommendations, OSAP has ~~issued a finalized~~ its grant announcement for the High-Risk Youth Demonstration Grants Initiative. *Technical assistance guidelines are available to assist potential applicants.* ✓
- o OSAP has completed action plans for establishing a new National Clearinghouse for Alcohol and Drug Information, which will be launched in May 1987. This effort combines and extends the previous clearinghouse programs operated by the National Institute on Drug Abuse and the National Institute on Alcohol Abuse and Alcoholism. The new clearinghouse will have extended capabilities for developing materials for various target audiences, including minorities. ✓
- o OSAP has completed other action plans to provide nationwide assistance to youth and parent groups and organizations, with particular attention given special populations (including minorities), the handicapped, and the medical/health community.
- o OSAP is developing an evaluation strategy rooted in a comprehensive assessment of substance abuse prevention research and practice. Evaluations will focus on the entire OSAP program, with a primary focus on the high-risk youth demonstration program.
- o OSAP will be sponsoring many workshops, conferences and technical assistance activities on a national, regional, state and local basis in order to promote state-of-the-art understanding of substance abuse prevention.
- o OSAP has met regularly with other Federal departments and agencies, including ACTION and the Departments of Education, Justice, Labor, and Housing and Urban Development, in order to coordinate activities. It is anticipated that interagency agreements will be signed with most of these departments and agencies. An agreement is currently being drafted with the Department of Education.
- o A new OSAP media campaign entitled "Be Smart! Don't Start! Just Say No!" is ready for national kickoff scheduled late April 1987. Aimed at 8-12 year old youth and designed to prevent the early

In addition to disseminating information through state-wide prevention networks,

use of alcohol by this age group, this multi-media campaign features the popular rock music group "The Jets" and involves music videos and public service announcements, along with print materials for youth, parents, teachers and others. CBS has made a commitment to air the announcements in prime time throughout the spring.

- o OSAP is also formulating plans for the systematic involvement of private sector organizations, particularly major corporations and foundations, in substance abuse prevention activities.

C. All agencies to stimulate development of innovative community-based prevention programs.

Administration Action: Directive included in Presidential memorandum dated October 4, 1986.

Status:

Department of Defense: On January 13, 1987, the Secretary of Defense sent a memorandum to all components outlining the Department's role in the President's crusade against illegal drugs and urged all DOD personnel to get involved and spread the word that drugs are dangerous. As part of the DOD initiative, military recruiters have been encouraged to help American youth say no to drugs in their frequent contacts with this target population.

Department of Justice: In addition to enforcement, the Department of Justice is using other tools to help free schools of drugs: prevention and education. DOJ believes that with all the facts about illegal drugs in hand and with support from parent and student groups, young people will find it easier to say "no" to drugs. DOJ is working hard to help America's students make the right choice.

- o The U.S. Attorneys, FBI and DEA agents and other department officials often visit with young people, spelling out the facts about drugs and drug use and explaining to them the law and its consequences.
- o DOJ has produced a series of videos on the dangers of illegal drug use and has made these videos available to schools and other community groups together with a brochure describing possible uses for the video program. The video and program are geared to the high school level student.

- o The first video (10 minutes) features five drug addicts in Pittsburgh and shows the dangers and other disturbing aspects of drug abuse. This video was subsequently shown to two high school assemblies which also featured a skit by RAP, Inc. (a local drug rehabilitation program) and presentations by a U.S. Attorney and Dr. Mark Gold, who established the 800-COCAINE Helpline. Excerpts from these assemblies were combined with the original video to make a new video which, together with the descriptive brochure, was offered to all U.S. Attorneys for use with schools and community groups.
- o Office of Public Affairs representatives traveled to 20 judicial districts to meet with school superintendents, local principals and community groups.
- o Film clips from the first two videos have now been combined with film messages from the President, the Attorney General and other individuals to make a new, 22-minute video entitled "It Can't Happen to Me" for distribution to any interested parties. The Office of Public Affairs is currently trying to identify an appropriate distribution agency for this new video.

DOJ components are participating in a working group designed to share information between components involved in the demand-side efforts. With coordination from the Office of Public Affairs, management level employees are accepting speaking engagements on the drug abuse issue.

Department of Labor: The Department of Labor has been in contact with numerous unions, employers and assistance groups to discuss a drug-free workplace. In addition, DOL personnel have represented the Administration at conferences addressing drug abuse prevention, such as the recent meeting of the Association of Labor Management Administrators on Alcohol (ALMACA) and the National-American Wholesale Grocers' Association (NAWGA).

Department of Transportation: Drug abuse prevention and education activities are carried out by the operating Administrations in their dealings with the public and the transportation industry -- for example, the USCG in boating safety efforts, the FAA in carrying out its safety and inspection responsibilities with

pilots and airmen, etc. Also see DOT comments under Chapter VI, Section 1.

Department of Housing and Urban Development: HUD has launched a major national campaign to achieve drug-free public housing, as described in Chapter VI, Section 2.

VI. OTHER NATIONAL INITIATIVES

1. Ensure drug-free public transportation.

- A. The Secretary of Transportation to take lead in an effort to ensure safe transportation of people and goods and work with the Secretary of Health and Human Services, the Secretary of Education, and the Attorney General to promote regulatory changes, drug-testing, prevention, and education leading to a drug-free transportation system.

Administration Action: Directive included in Presidential memorandum dated October 4, 1986.

Status:

Through regulation, the Department of Transportation will require pre-employment, post-accident and random testing for commercial airline pilots and crew, and other employees directly responsible for the safety of flight operations. In addition, periodic testing will be required as part of the annual physical for those who are required by DOT regulations to have such physicals.

In rail transportation, DOT implemented in 1986 the first rule in American history to deal with alcohol and drug abuse by railroad employees. Stronger measures are still necessary. For example, DOT does not have the statutory authority necessary to penalize railroad employees who tamper with safety devices such as cab warning whistles. The Secretary has called upon Congress to act immediately to give the Department authority to regulate directly the conduct of railroad employees who have safety-related responsibilities.

The National Highway Safety Administration (NHTSA) is working with the Department of Education to develop and distribute educational materials to state and local public transportation officials. A pamphlet has been drafted, "Anti-Substance Abuse and the School Bus Driver," with plans to distribute it in the third quarter of 1987.

In addition to these actions, DOT has a number of other current or proposed actions which are summarized below with their status as of January 1987.

Aviation:

- o Air Carriers, Commuters and General Aviation
 - Use of drugs prohibited for airman certificate holders. (Status: Program in effect.)
 - Drug testing program for safety-related industry personnel. (Status: ANPRM issued 12/09/86. Comments close 02/23/87.)

Water Transportation:

- o Commercial Marine Operating Personnel
 - Drug screening for mariners at physicals. (Status: NPRM in DOT coordination shortly.)
 - Optional post-casualty testing; "intoxication defined. (Status: Final Rule expected within few months.)
 - Mandatory post-casualty drug testing. (Status: NPRM in coordination shortly.)
- o Recreational Boaters
 - Establish Federal standards for intoxication and enforcement. (Status: NPRM sent to OMB 12/02/86.)

Rail Transportation:

- o Certain Safety-Related Rail Crew
 - Post-accident and pre-employment toxicological testing. Breath and urine testing for reasonable cause. (Status: Rule in effect. Undergoing judicial challenge.)
- o AMTRAK
 - Testing of safety-sensitive employees at physicals, also covered by Federal Railroad Administration (FRA) testing program. (Status: In effect.)

Motor Carrier Transportation:

- o Interstate Truck and Bus
 - Pre-employment disqualification for alcoholism or use of certain drugs. (Status: In effect.)
 - Pre-employment and regular drug testing. (Status: ANPRM published 05/13/86.)
 - Post-accident testing. (Status: SNPRM in DOT coordination.)
- o Hazardous Materials Drivers
 - Mandate or recommend drug testing requirement. (Status: NPRM published 05/13/86.)
 - Random drug testing. (Status: SNPRM in DOT coordination.)

Urban Public Transportation:

- o Transit Bus Drivers, Urban Rail Motormen, Conductors
 - Encourage development of local drug and alcohol abuse programs. (Status: "Dear Colleague" letter sent to operators.)

Other:

- o School Bus Operators
 - NHTSA working with Department of Education to develop educational material on drug abuse. (Status: NHTSA is drafting and expects to complete pamphlet by third quarter of 1987.)
- o Highway Vehicle Operators
 - Anti-drugged driving activities. (Status: Report due to Congress by 10/27/87.)
- o State Departments of Transportation
 - Send letter from the Secretary encouraging development of anti-drug and alcohol abuse programs. (Status: Being drafted by DOT Governmental Affairs.)

DOT Personnel:

- o All Employees
 - Drug awareness and education program. (Status: Proposed 01/21/87.)
 - o Safety and Security-Related Employees
 - Random drug testing. (Status: Proposed 01/21/87.)
 - o FAA Safety and Security-Related Employees
 - Periodic drug testing. (Status: Awaiting Department of Justice clearance.)
 - Random drug testing. (Status: Proposed 01/21/87.)
 - o U.S. Coast Guard Military Personnel
 - Random drug testing. (Status: In effect since January 1983.)
- B. Establish mechanisms to ensure that common carrier operators are not under the influence of alcohol or drugs.

Related Legislation: The ADAA, Title I, Subtitle T (Common carrier operation under the influence of alcohol or drugs) establishes penalties of not more than five years imprisonment or not more than \$10,000 fine, or both, for an individual who operates or directs the operation of a common carrier while under the influence of alcohol or drugs.

Status: See comments under VI-1A.

Federal Railroad Administration regulations for the control of alcohol and drug use have been in effect since February 10, 1986. Those regulations prohibit employees who are directly involved in train operations from using, possessing, being under the influence of, or being impaired by alcohol or drugs while on the job. The regulations require blood and urine testing of employees involved in major accidents. For example, the toxicological tests performed on employees involved in the fatal Amtrak/Conrail crash in Maryland on January 4, 1987 were done under the authority of FRA's

rule. The regulations also permit urine and breath testing where reasonable cause exists, and require:

- (i) Adoption of railroad policies to identify and treat employees with alcohol or drug problems,
- (ii) Re-employment drug screening, and
- (iii) Improved reporting of the role of alcohol and drugs in accidents.

FRA will hold a hearing on February 18, 1987 to obtain information to assist in evaluating its regulations. Should that information indicate a need for revisions, a Notice of Proposed Rulemaking (NPRM) would be issued at a later date.

FRA's regulations are being challenged in court by rail labor organizations which allege that the testing provisions violate the Fourth Amendment. The parties are awaiting decision by the United States Court of appeals for the Ninth Circuit.

In addition to the regulatory and enforcement action FRA has taken to ensure drug-free rail transportation, FRA provides leadership for a national voluntary alcohol/drug abuse prevention program known as "Operation Road Block." A joint effort uniting labor, management and FRA, this program stresses peer intervention, as well as general prevention and training activities.

As soon as Congress gives DOT authority to regulate directly the conduct of railroad employees who have safety-related responsibilities, the Department will set requirements similar to those planned for aviation.

- C. Improve highway safety by implement programs to prevent drugged driving.

Related Legislation: The ADAA, Title III, Subtitle G (Transportation Safety), Section 3402 requires the Secretary of Transportation to conduct a study, with a report submitted to Congress within one year, on the relationship between the use of controlled substances and highway safety.

Status: See comments under VI-1A above.

The National Highway Traffic Safety Administration is undertaking the study required by Congress. The report will contain a review of what is known about the

effects of drugs on simulated driver behavior and the incidence of drugs in fatally injured drivers. It will also contain a description of ongoing research designed to provide more definitive information on the drug/highway safety hazard. The report will be submitted by October 27, 1987, as required by Congress.

- D. Prevent the operation of commercial motor vehicles while under the influence of drugs or alcohol.

Related Legislation: Section 12008 of the Commercial Motor Vehicle Safety Act of 1986 (Title XII of the ADAA) requires the Federal Highway Administration (FHWA) to contract with the National Academy of Sciences (NAS) to conduct a study to determine the appropriate blood alcohol concentration (BAC) level (0.10 to 0.04 percent) by which a person operating a commercial motor vehicle would be deemed to be driving under the influence of alcohol. The Secretary of Transportation, guided by the study's results and rulemaking comments, will then promulgate a commercial motor vehicle driver BAC standard. Drivers who operate commercial motor vehicles in violation of this standard will be subject to disqualification and possible civil or criminal penalties. States would be required to enact similar laws providing that any driver who operates a commercial motor vehicle at or above the Federal level is deemed to be driving under the influence of alcohol. States not enacting a BAC level law mandating licensing suspension for violators risk the loss of Federal-aid highway funds. Failure by the Secretary to establish a BAC standard under Section 12008 by October 17, 1988 will result in the adoption of a 0.04 percent standard as the applicable Federal standard. The final report is due October 27, 1987.

Status: The FHWA has contracted with NAS for the study, which will cost \$275,000 and was awarded on January 12, 1987. Currently, the NAS is assembling a committee of alcohol and safety experts to study and research the contracts objective.

2. Reduce the level of illegal drug activity in Public Housing Authorities.

- A. The Secretary of Housing and Urban Development to take the lead in a cooperative national effort to reduce the level of illegal drug activity in Public Housing Authorities. Includes partnership formed by HUD with DOJ, HHS and DOL to work with local Public House Authorities, law enforcement officials, and appropriate local authorities to achieve drug-free public housing.

Administration Action: Directive included in Presidential memorandum dated October 4, 1986.

Status: The National Association of Housing and Redevelopment Officials (NAHRO) and HUD are jointly sponsoring a National Conference on Drug-Free Public Housing, which will be held on May 1-2, 1987 in Atlanta, Georgia. HUD estimates between 500-1,000 participants, representing Public Housing Authorities and resident leaders. The objective will be to present to the attendees the appropriate information from which they can form action plans for their own housing developments. Every Department in the Partnership (HUD, DOJ, HHS and DOL) will be represented by high-level officials. Also, all of the private sector organizations involved in the effort will actively participate.

- B. HUD and DOJ cooperatively to target public housing developments with major illegal drug problems.

Status: In early 1987, the Partnership will select four or five public housing developments across the country for concentrated law enforcement, drug treatment and education, and job training activities. Each department is currently evaluating a list of possible sites: Houston, Texas; Oakland, California; San Francisco, California; Seattle, Washington; Tampa, Florida; Atlanta, Georgia; Columbus, Ohio; and Milwaukee, Wisconsin.

- C. Secretary of HHS to assist in the development of drug abuse prevention materials for tenants of Public Housing Authorities.

Status: HUD has been working with the National Institute on Drug Abuse and will be working with the new Office of Substance Abuse Prevention to set up research and education programs in public housing. Their activities will be closely tied to AIDS prevention activities which are geared to the IV drug user.

- D. Secretaries of HUD and Labor to ensure accessibility of information concerning Job Training Partnership Act (JTPA) funds in public housing developments.

Status: DOL is working with HUD using the National Association of Private Industry Councils (NAPIC) to develop a mechanism for coordinating the use of JTPA funds for use by public housing residents to assist in

the drug-free public housing efforts. By combining efforts with the Department of Education, a total package can be presented -- "Don't use drugs, stay in school, get a job."

- E. Secretary of HUD to inform Public Housing Authorities of local agencies affiliated with the Departments of Labor and HHS for drug education, testing, treatment, job training and employment opportunities.

Status: Included under VI-2A through 2D

- C. HUD to encourage all Public Housing Authorities to take an active leadership role in eliminating illegal drugs from public housing developments.

Status: On February 2, 1987, HUD issued a Notice for the Comprehensive Improvement Assistance Program (CIAP) funding for public housing. CIAP is a \$1.4 billion fund which HUD allocates on a competitive basis. In the Notice, HUD is specifying that the Public Housing Authorities may use this money to hire additional staff to coordinate drug education programs and to carry out timely evictions of disruptive tenants such as drug dealers. In this same Notice, HUD is announcing that extra points will be given to Housing Authorities with existing or proposed efforts to achieve a drug-free environment. HUD is also looking at ways to prevent the allocation of CIAP funds to those Public Housing Authorities where illegal drug activity affects the habitability of a development and which have not attempted to address the problem.

- F. All Public Housing Authorities to be encouraged to facilitate access to treatment services for tenants and to do everything possible to initiate the formation of tenant groups, including parent groups and "Just Say No" clubs on the premises.

Status:

- o On December 5, 1986, 15 public housing tenant leaders from across the country attended a meeting to discuss the drug abuse issue. The President's drug advisor addressed the group to explain the importance of their involvement in the national crusade for a drug-free America. HUD received very positive support from the group, which HUD hopes will become actively involved and serve as a conduit for other residents.

- o HUD and "Just Say No" Clubs are planning to jointly sponsor a poster contest for young people in public housing "Just Say No" Clubs. HUD anticipates having local, regional and national finalists by age groups. The finalists will be flown to Washington for an awards ceremony.
- o On January 28, 1987, the Secretary of HUD sent a letter to Public Housing Authority directors encouraging them to form "Just Say No" clubs in their developments.
- o The Jaycees will make the formation of "Just Say No" Clubs in public housing a priority for club activities.

3. Improve drug and alcohol abuse prevention and treatment programs available to Indians and Alaska natives.

Related Legislation: The ADAA, Title IV, Subtitle C, authorizes the development of a comprehensive coordinated attack upon the illegal narcotics traffic in Indian country and the deleterious impact of alcohol and substance abuse upon Indian tribes and their members, including:

- ✓ A. Inter-Departmental Memorandum of Agreement - Section 4205 requires the Secretary of the Interior and the Secretary of HHS, within 120 days, to enter into a Memorandum of Agreement which identifies the scope of the problem, available resources, and a plan of action for dealing with drug and alcohol abuse among Indian tribes and their members.

Status:

The Department of Interior's Bureau of Indian Affairs (BIA) and the Department of Health and Human Services Indian Health Service (IHS) are jointly working to complete the Memorandum of Agreement (MOA). On December 17, 1986, a letter was sent to each tribal chairperson requesting their comments on the issues and language of the MOA under Section 4205. A copy of the MOA that was signed on September 1986 between IHS and BIA was included as a strawman MOA.

Additionally, regional meetings have been held throughout the country with tribal, IHS and BIA officials to review the law and receive additional comments on Section 4205. IHS and BIA have identified personnel who have been given the responsibility for drafting the MOA within the requirements of Section 4205.

*Sharon -
F/EI - the MOA
was signed by Secy, HHS
on 3/16/87. Interior
has the lead for
transmitting to Congress
& publishing in the
Federal Register*

The first draft was ready in early February 1987 and incorporated the comments from the December letter. The comments from the regional meetings were incorporated into the second draft. Signature was scheduled on February 24, 1987.

- B. Tribal Action Plans - Section 4206 provides the authority and opportunities for Indian tribes to develop and implement a coordinated program for the prevention and treatment of alcohol and substance abuse at the local level.

Status:

Joint BIA, IHS and tribal regional consultation meetings were held in January 1987 to provide an overview of the legislative mandates, to discuss Federal and tribal roles and responsibilities, and to stimulate interest in and commitment toward meaningful action to address alcohol and drug abuse. Many tribes are in the process of adopting resolutions and subsequently will develop their Tribal Action Plans (TAPS). If reprogramming is determined to be necessary, the funding would, in turn, be used to assist tribes via a technical assistance grant.

- C. Office of Alcohol and Substance Abuse - Section 4207 establishes an Office of Alcohol and Substance Abuse within the Bureau of Indian Affairs to improve coordination of the various programs of the Bureau in carrying out this subtitle.

Status:

The Assistant Secretary of Interior for Indian Affairs has established an Alcohol and Substance Abuse Project Office with a director, a three-member management team, and a secretary. Two task forces are currently completing the development of strategies and action plans for the implementation of the law.

- D. Newsletter - Section 4210 requires the Secretary of Interior, in cooperation with the Secretaries of HHS and Education, to publish a quarterly newsletter reporting on Indian alcohol and substance abuse projects and programs.

Status:

As mutually agreed upon by the IHS and BIA, Linkages -- the existing Indian Child Welfare Program newsletter

-- has been expanded to cover alcohol and drug abuse information as a separate, detachable section. BIA and IHS will share the cost of expanding the newsletter, both in terms of length of the publication and in the number of copies distributed.

The first expanded issue will be published at the end of February 1987, with subsequent issues released on a bi-monthly basis. The Linkages will receive wide circulation in Indian country as well as by Federal agencies.

- E. Indian Education Programs - Section 4212 requires the Bureau of Indian Affairs to develop and implement pilot programs in Bureau schools.

Status:

This section did not receive a budget appropriation. A review of funding is underway to determine if reprogramming is possible.

The Director of ACTION has initiated discussions with the Oglala Sioux Tribe in South Dakota as well as community leaders in Alaska on the optimal application of ACTION demonstration grant monies and volunteers in meeting the special needs of Native Americans, with a focus on intergenerational volunteer efforts.

ACTION has also approached the W. Clement and Jessie V. Stone Foundation with a view toward providing volunteer training for developing positive prevention models within the Native American population.

- F. Emergency Shelters - Section 4213 authorizes \$8 million for each of FY 1987 and 1989 for the building and operation of emergency shelters or half-ways houses to provide emergency care for Indian youth who are alcohol or substance abusers.

Status:

Congress appropriated \$5 million for construction and no money for staffing and ongoing operations. Efforts are currently underway to develop funding and siting criteria for construction selection.

- G. Treatment and Rehabilitation - Sections 4224-4230 require the Secretary of HHS, acting through the Indian Health Service, to provide a program of comprehensive alcohol and substance abuse prevention and treatment.

Status:

The law mandates 11 regional treatment centers for youth. Criteria for site selection have been established and IHS is currently designing a process for identifying renovatable centers. Since the FY 1987 funds designated for this purpose fall short of the amount necessary to implement construction and staffing of all centers, IHS plans to start up as many facilities as possible with available funds. Should a balance of funds remain in FY 1987, it will be applied to purchasing residential treatment programs for youth from non-IHS or tribal programs.

The law further provides for community based rehabilitation and followup services in every service unit. Funds will be made available to regions to begin aftercare services in existing and new programs.

A total of \$4 million has been earmarked for community education and training. Funds will be made available to tribal leadership, health, law enforcement, judicial services, and educational personnel to use for training in substance abuse. Funds will be distributed by an alcohol resource allocation methodology formula that factors community need based on alcohol and drug abuse morbidity and mortality, YPLL (years of potential life lost) of alcohol cirrhosis, dependence, psychosis, rates of motor vehicle accidents, suicide, homicide, population, and demand for education and prevention services.

ABBREVIATIONS

ADAA: Anti-Drug Abuse Act of 1986 (P.L. 99-590, 10/27/86)
ADAMHA: Alcohol, Drug Abuse & Mental Health Administration (PHS/HHS)
ADMS: Alcohol and Drug Abuse and Mental Health Services
AFGE: American Federation of Government Employees
AIDS: Acquired Immune Deficiency Syndrome
ALMACA: Association of Labor Management Administrators on Alcohol, Inc.
ANPRM: Advance Notice of Proposed Rulemaking

BAC: Blood alcohol concentration
BIA: Bureau of Indian Affairs (Interior)

CDC: Centers for Disease Control (HHS)
CEO: Chief executive officer
CIAP: Comprehensive Improvement Assistance Program

DAPO: White House Drug Abuse Policy Office
DAWN: Drug Abuse Warning Network
DEA: Drug Enforcement Administration (DOJ)
DFW: DOE's Drug-Free Workplace Program
DOD: Department of Defense
DOE: Department of Energy
DOEd: Department of Education
DOJ: Department of Justice
DOL: Department of Labor
DOT: Department of Transportation

FAA: Federal Aviation Administration (DOT)
FBI: Federal Bureau of Investigation (FBI)
FDA: Food and Drug Administration (HHS)
FEHBP: Federal Employee Health Benefits Program
FHWA: Federal Highway Administration (DOT)
FR: Final Rule
FRA: Federal Railroad Administration (DOT)

HHS: Department of Health and Human Services
HRP: DOE's Human Reliability Program
HRSA: Health Resources and Services Administration (HHS)
HUD: Department of Housing and Urban Development

IHS: Indian Health Service (HHS)

JJPA: Job Training Partnership Act

MOA: Memorandum of Agreement
MSHA: Mine Safety and Health Administration (DOL)

JTPA

NAHRO: National Association of Housing and Redevelopment
Officials
NAPIC: National Association of Private Industry Councils
NAS: National Academy of Sciences
NAWGA: National-American Wholesale Grocers' Association
NHTSA: National Highway Traffic Safety Administration (DOT)
NIAAA: National Institute on Alcohol Abuse and Alcoholism
(ADAMHA/PHS/HHS)
NIDA: National Institute on Drug Abuse (ADAMHA/PHS/HHS)
NPRM: Notice of Proposed Rulemaking

OMB: Office of Management and Budget
OPM: Office of Personnel Management
OSAP: Office of Substance Abuse Prevention (ADAMHA/PHS/HHS)

✓ **PAP:** DOE's Personnel Assurance Program
PHA: Public Housing Authority
PHS: Public Health Service (HHS)
PTA: Parent-Teachers Association
SANPRM: Supplemental Advance Notice of Proposed Rulemaking
SNPRM: Supplemental Notice of Proposed Rulemaking

TAPS: Tribal Action Plans

UMTA: Urban Mass Transportation Administration (DOT)
USCG: United States Coast Guard (DOT)

YPLL: Years of potential life lost