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THE WHITE HOUSE

WASHINGTON

April 6, 1987

MEMORANDUM FOR NANCY J. RISQUE

FROM:

RALPH C. BLEDSOE *Ralph C. Bledsoe*

SUBJECT:

Drug Abuse Policy

Attached is a copy of the final product of the Domestic Policy Council Working Group on Drug Abuse Policy. It is a group of working papers describing the progress in implementing the President's fall 1986 initiatives against the use of illegal drugs. The activities of that Working Group have been folded into the Coordinating Group on Drug Prevention and Health, established under the new Drug Policy Board. I believe that Ed Meese intends for Board reports to be made to the President through the Domestic Policy Council. Thus, progress on the President's six policy goals will still come through the Council.

The new Coordinating Group held its first meeting on Friday, March 27. Secretary Bowen made the opening remarks and stayed for most of the discussion. The Coordinating Group, which consists of all the members of the previous Domestic Policy Council Working Group, discussed the status of each initiative. In addition they talked about the White House conference for a drug free America, and the status of agency drug testing plans.

The attached report includes initiatives being undertaken within the four demand-side goal areas - 1) drug free workplaces, 2) drug free schools, 3) expanded drug treatment and research, and 4) increased public awareness and prevention. The two supply side goals - increased international cooperation and enhanced law enforcement - are being handled by the Law Enforcement Coordinating Group. Their activities are not included in the attached report.

Attachment

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

Final proof

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

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.

- 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.
 - 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.**
- Recognizing that a drug-free workplace is good business, increasing numbers of government contractors are adopting drug testing programs on their own initiative.
 - 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.**
- 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.
 - 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.**
- Presidential letters will be sent to chief executive officers 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.**
- 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.

- 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.
- HHS is drafting a booklet on "Developing an Occupational Drug Abuse Program." The booklet is expected to go to press by April 1987.
- HHS and DOL are working 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 Department of Education (DOEd) has expedited the release of funds authorized by the Drug Free Schools and Communities Act. Monies will be available to states at the beginning of March 1987 to ensure that funds can reach local schools at the start of the next school year.
- DOEd is also expanding national prevention and awareness programs for students.
- DOEd organized a January 1987 conference of representatives from state governors' offices and state education agencies on the new Education program.
- 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 PTAs 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 and state 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 a prosecution manual dealing with distributing drugs to students and for using juveniles for distributing and/or manufacturing 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.

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.

- To date, 53 states, territories or possessions have applied for the those funds which are to be allocated according to population, and 45 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.
 - 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 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 sponsored by the U.S. Conference of Mayors in 450 cities 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.
- 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 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.
- 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, pipeline, bus and urban rail transportation.
- Through regulation, the Department of Transportation (DOT) will require pre-employment, post-accident and random drug 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 examination for those airline personnel listed above who are required by DOT regulations to have such examinations.
- 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 Traffic 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 Railroad Administration (FRA) has provided leadership for a national voluntary alcohol/drug abuse prevention program known as "Operation Red Block."

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

- The Secretary of Housing and Urban Development (HUD) has taken the lead in a cooperative national effort to achieve drug-free public housing.
- HUD has formed a partnership with the Departments of Justice, Health and Human Services, and Labor and with ACTION to work with local Public House Authorities, law enforcement officials, and other local authorities in the effort.

- The Secretary of HUD, the Attorney General, and the Secretaries of Labor and HHS have jointly sent a letter to all Public Housing Authorities, encouraging them to take an active role in eliminating illegal drugs from public housing developments.
- In May 1987, the National Association of Housing and Redevelopment Officials and HUD will jointly sponsor a National Conference on Drug-Free Public Housing to assist the attendees in forming action plans for their own housing developments.
- 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.
- HUD has been working with HHS to set up research and education programs in public housing. Their activities will be closely tied to Acquired Immune Deficiency Syndrome (AIDS) prevention activities which are geared to the intravenous drug user.
- DOL and HUD are working with the National Association of Private Industry Councils to make Job Training Partnership Act funds available. The message will be - "Don't use drugs, stay in school, get a job."
- On February 2, 1987, HUD issued a Notice announcing that extra points for Comprehensive Improvement Assistance Program funding will be given to Public Housing Authorities with existing or proposed efforts to achieve a drug-free environment.
- HUD and the Just Say No Foundation are planning to jointly sponsor a poster contest for young people in public housing "Just Say No" clubs.
- 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.

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

- A new Memorandum of Agreement between the Secretaries of Interior and Health and Human Services has been signed. The Memorandum, which sets forth a plan of action for dealing with drug and alcohol abuse among Indian tribes and their members, is being transmitted to Congress and will be published in the Federal Register.

- The Department of Interior and HHS is working with the Indian tribes to help them develop Tribal Action Plans for preventing and treating alcohol and drug abuse at the local level.
- The Bureau of Indian Affairs has established an Office of Alcohol and Substance Abuse. The Office is currently managing two task forces which are completing the development of strategies and action plans for implementation of the Anti-Drug Abuse Act of 1986.
- The existing newsletter Linkages, which is widely circulated in Indian country, has been expanded to cover alcohol and drug abuse information as a separate, detachable section.
- Site selection criteria have been established for 11 regional treatment centers for youth and HHS is in the process of identifying centers for renovation.
- The Director of ACTION has initiated discussions on the use of ACTION demonstration grant monies in meeting the special needs of Native Americans, with a focus on intergenerational volunteer efforts.

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I. INTRODUCTION

On August 4, 1986, President Reagan announced six new goals of a national crusade to build upon what has been accomplished and lead us toward a drug-free America:

1. **Drug-Free Workplaces** for all Americans;
2. **Drug-Free Schools**, from elementary to university level;
3. **Expanded Drug Abuse Treatment** to tackle the health problems caused by drugs;
4. **Improved International Cooperation** to achieve full and active involvement by every country to defeat international drug trafficking;
5. **Strengthened Drug Law Enforcement**, using all of our additional resources to hit drug traffickers.
6. **Increased Public Awareness and Prevention** -- the goal on which success ultimately depends -- to help every citizen get involved in fighting the drug abuse menace and to make the use of illegal drugs intolerable throughout our society.

On September 14, 1986, the President and First Lady presented a nationally-televised call to arms to challenge and encourage all citizens and private organizations to join in the national crusade for a drug free America.

President Reagan has provided vigorous personal leadership to the national crusade, and he has committed the Federal Government to doing all in its power to help.

- On September 15, 1986, the President announced numerous new Federal initiatives to help America achieve a future free of illegal drugs.
- On that same day, President Reagan signed Executive Order 12564 to establish a strong policy against illegal drug use by the Federal workforce.
- The President also forwarded to Congress the proposed Drug-Free America Act of 1986 to help strengthen our national resources for fighting drug abuse.
- On October 4, 1986, the President sent a personal letter to the head of each Executive department and agency, directing implementation of the new initiatives.

- In addition, the President sent a personal communication to each and every Executive Branch employee, calling upon them to take a leading role in eliminating the use of illegal drugs.
- On October 27, 1986, President Reagan signed the Anti-Drug Abuse Act of 1986 (Public Law 99-570), which provided a positive legislative response to the Administration's proposals.

The President and the First Lady, the Cabinet Secretaries, and other members of the Administration continue their commitment to a drug-free America, taking every action possible to raise public awareness that the use of illegal drugs is intolerable in our society and to assist the Nation's efforts against the use of illegal drugs. The public has responded enthusiastically to the President's call, and the Federal initiatives announced by the President are progressing rapidly.

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. These initiatives are included under Goal 1 (Drug-Free Workplaces), Goal 2 (Drug-Free Schools), Goal 3 (Expanded Treatment and Research), and Goal 6 (Increased Public Awareness and Prevention). A final section (Other National Initiatives) includes major national programs which cross over several goals: Drug-Free Public Transportation, Drug-Free Public Housing, and Improved Drug Abuse Treatment and Prevention for Indians and Alaska Natives. The requirements of the Anti-Drug Abuse Act of 1986 have been integrated into the Administration's program and are described as appropriate.

The National Drug Enforcement Policy Board (NDEPB) is responsible for overseeing supply reduction initiatives; therefore, Goal 4 (Improved International Cooperation) and Goal 5 (Strengthened Drug Law Enforcement) are not included in the Domestic Policy Council report. Information concerning the status of initiatives in these areas can be found in the NDEPB annual progress report.

In March 1987, President Reagan will assign responsibility for the oversight and coordination of all Federal drug abuse health and enforcement functions, including both supply and demand reduction, to a new, Cabinet-level National Drug Policy Board. The Attorney General will serve as Chairman of the Board, and the Secretary of Health and Human Services will serve as Vice Chairman.

The national crusade for a drug free America is in full-swing. Among the many major events planned, President Reagan will open the White House Conference for a Drug Free America in the Spring of 1987. The Conference will be a series of activities over the

next two years, bringing together the Nation's best ideas and experiences to review our progress in fighting drug abuse, assess what works and why, and set the agenda for achieving a drug-free society. The White House Conference has a Congressional mandate, the commitment of the Administration, and the interest of the Nation. Working together, we have an unprecedented opportunity to take a decisive step toward a future free of illegal drugs.

II. DRUG-FREE WORKPLACES

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

- A. Establish a strong policy against illegal drug use by Federal employees and direct the head of each Executive agency to establish programs to increase drug abuse awareness and prevention, identify and rehabilitate illegal drug users, and improve the quality and accessibility of treatment services for employees.

Administration Action:

- Executive Order 12564 was signed by the President on September 15, 1986.
- 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.

Related Legislation: The Anti-Drug Abuse Act of 1986 (ADAA), Title VI (Federal Employee Substance Abuse Education and Treatment), Section 6004, requires the head of each Executive agency to establish appropriate prevention, treatment and rehabilitation programs and services for drug abuse and alcohol abuse for the employees of such agency.

Status - Overall Program Implementation:

The Office of Personnel Management issued its government-wide guidelines on implementation of Executive Order 12564 on November 28, 1986 in Federal Personnel Manual (FPM) Letter 792-16.

The Department of Health and Human Services issued Scientific and Technical Guidelines for Drug Testing Programs on February 19, 1987.

Departments and agencies are working on orders and other implementing directives for the establishment of prevention, treatment and rehabilitation programs. The Department of Transportation's Federal Aviation Administration (FAA) submitted the FAA Drug Testing Program for Department of Justice (DOJ) review in December 1986. Other agencies, such as the Department of Defense, are amending ongoing programs for compliance with the Executive Order.

Status - Department/Agency Programs:

The White House:

To set an example for the Federal workforce, drug testing for White House Senior Staff was conducted in late September 1986.

ACTION:

Implementing guidelines have been received from OPM and have been reviewed by the agency General Counsel. Areas requiring agency policy for implementation have been identified and ACTION orders are being drafted.

Department of Defense:

The Military Services have 400 nonresidential and 52 residential facilities for alcohol and drug treatment. Each of the Services has implemented programs to curb drug and alcohol abuse. The programs vary somewhat among the Services, but all emphasize education, detection and rehabilitation. Employee assistance programs are available for the treatment and rehabilitation of civilian employees in conjunction with the DOD civilian drug testing program.

Department of Education:

The Department of Education is developing policy to implement Executive Order 12564, the OPM Guidelines on establishing a drug-free workforce, and the HHS Guidelines on drug testing.

- DOEd is reviewing options for designating which employees are subject to mandatory drug testing. Planning sessions are being held on a regular basis to discuss options for implementation after the identification of positions is completed.
- Since its establishment in 1980, DOEd has had an active employee assistance program. Components of the program include short-term counseling, referrals to outside treatment facilities, post-treatment follow-up services, and regularly-scheduled training for all supervisors.
- DOEd has developed plans for a more comprehensive drug abuse prevention plan. This plan is discussed under Chapter II, Section 1B below.

Department of Energy:

In a memorandum dated October 15, 1986, the Secretary of Energy advised all employees of his strong support for the drug-free workplace initiative. The Secretary committed the Department of Energy (DOE) to a fair, comprehensive and aggressive program and asked for the full support and cooperation of all employees.

The Secretary has assigned responsibility for development and implementation of DOE's Drug-Free Workplace (DFW) Program to the Assistant Secretary for Management and Administration who has established a senior-level DFW task force. Department officials serving on the task force have broad authority in the areas of Federal personnel management; contractor personnel management; medical, health and safety programs; personnel security clearance; weapons and national security programs; and legal counsel. This task force is developing the DFW Program for Secretarial approval, will fully coordinate it with designated oversight agencies, and will oversee its implementation throughout the Department.

As presently planned, DFW Program implementation will be phased as follows:

1. Issuance of a broad DFW policy statement -- The task force is currently reviewing a draft policy statement which provides for:
 - a. A broadly-scoped program addressing both illegal drugs and alcohol;
 - b. Aggressive supervisory training and employee awareness programs;
 - c. Emphasis on employee assistance, both before and after substance abuse detection;
 - d. The use of urinalysis testing for detection of illegal drug use by employees in sensitive positions;
 - e. Emphasis on confidentiality and protection of the privacy of employees;
 - f. Full recognition of the Department's responsibility to protect the national security and public health and safety, and to provide a safe and healthy work environment for its employees; and

- g. Inclusion of appropriate DOE contractors who are involved with national security, nuclear energy and other sensitive programs on DOE sites.

It should be noted that several major issues raised by the draft policy statement remain unresolved. These include, for example, what information, when and by whom it is required to protect national security interests; the specific DOE contractors to be covered under the authority of the Atomic Energy Act; testing procedures and protocols to be followed by DOE; etc. These and other issues will be resolved prior to issuance of the Department's final policy statement.

2. Issuance of new or modified DFW Program execution or procedural directives to provide specific direction on DFW program components such as employee awareness, supervisory training, employee assistance, testing procedures and protocols, labor relations, etc. Two draft directives are currently under review.
3. Actual implementation of training, counseling and other employee assistance program components for all Federal employees and employees of the Department's management and operating contractors and certain other contractors who perform services on DOE sites.
4. Initiation of urinalysis testing for selected Federal and contractor employees who are in highly sensitive positions as designated by the Department's Personnel Assurance Program (PAP) or the proposed Human Reliability Program (HRP). These personnel occupy extremely sensitive safety and national security related positions.
5. Initiation of urinalysis testing for other Federal and contractor employees in sensitive positions consistent with Executive Order 12564 and the Atomic Energy Act.

The Department is committed to phased implementation since this approach will permit resources to be directed toward DFW Program components with the greatest potential benefits to employees and management. It will also permit DOE to gain experience and assess relevant information which will influence the direction, speed of evolution, and the ultimate scope of the DFW program. Although a precise DFW

Program implementation schedule is not available at this time, it is expected that phased implementation of the employee assistance aspects of the program will begin by June 1987. This will include the expansion of existing Departmental programs which already provide for supervisory training and employee counseling and referral for treatment in response to substance abuse cases. Limited urinalysis testing is expected to begin by the end of Fiscal Year 1987.

Department of Health and Human Services:

The Department of Health and Human Services is actively engaged in the development of policies and programs in accordance with the President's Executive Order for 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 the Secretary 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 (EAP). 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, the Administrator of the Alcohol, Drug Abuse and Mental Health Administration; and a recovering teenage drug addict who is the daughter of an HHS executive. The program also featured exhibits from the Department's employee assistance program 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 the EAP staff and evaluating the program for effectiveness and efficiency. The HHS employee assistance program is also working to increase drug abuse awareness within HHS.

- Training to assist supervisors in identifying and addressing illegal drug use by employees is a crucial component of the HHS employee assistance program. HHS produced a film titled "ECS: A Supervisor's Alternative" for use in supervisory training sessions. The film is geared to a Federal audience and has been used by many Federal agencies.
- A special edition of the 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 12564, the OPM guidelines on implementation of the Executive Order, 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. HHS will also be developing a Secretarial policy statement on drug use which will be implemented throughout the Department. The Secretary has assigned responsibility for development and implementation of HHS's drug-free workplace plan to the Assistant Secretary for Personnel Administration.

Department of Housing and Urban Development:

The Department of Housing and Urban Development maintains an ongoing educational program for supervisors and all employees on drug abuse and its impact. In addition, pamphlets on drug abuse are available and reminders of the dangers of illegal drug use are printed on earning and leave statements. In Washington, D.C., HUD also has an employee assistance program which includes free private sessions with a board-certified psychologist who specializes in treating chemically-dependent persons. HUD is conducting preliminary planning for a drug-testing program in accordance with recently-released guidelines. HUD is considering a draft proposal for testing employees.

Department of Justice:

The Department of Justice has prepared an order establishing the Department's Drug-Free Workplace Program. Comments on this order have been received from DOJ components, and it is expected that the order will be sent to the American Federation of Government Employees (AFGE) for consultation in early 1987. This order includes prevention programs, drug testing programs and treatment and rehabilitation referral programs as called for in Executive Order 12564. The Department has ongoing employee assistance programs to meet employee counseling, treatment and rehabilitation referral needs.

Department of Labor:

The following initiatives have been undertaken in the Department of Labor:

- DOL has prepared a memorandum on OPM guidelines to all agency heads.
- The existing DOL employee assistance program for headquarters and field employees has been reassessed and will be updated and changed to assure complete consistency with the OPM guidelines.
- DOL has directed that training will be provided to supervisors to assist them in understanding the Federal drug-free workplace and in identifying and assessing illegal drug use. A training program is being developed.
- The **Mine Safety and Health Administration (MSHA)** has created a videotape program for employee training and information. It was developed by their labor-management committee and will be previewed on March 19, 1987. After that date, DOL will make the tape available to other departments upon request.

Department of Transportation:

Pursuant to the President's Executive Order and statutory authorities, the Secretary of Transportation has proposed a comprehensive program for DOT employees, which includes extensive drug awareness and education campaigns, drug testing of certain Departmental employees, and rehabilitation assistance.

DOT has under development a comprehensive policy document which will establish and describe the program. The policy statement informs all employees of the purpose of the document, i.e., to establish a drug-free Federal workplace as intended by Executive Order 12564 and the President's October 4, 1986 memorandum to department and agency heads.

- The directive emphasizes the importance of creating an awareness by DOT employees of the problems associated with drug abuse, including a requirement that all employees be informed of the adverse health, family and community implications inherent in illegal drug use, the impact on the workplace, the availability of the employee assistance program, and rehabilitation and abatement resources.
- Extensive requirements are included in the document regarding employee assistance programs. Strict standards for these programs are established and procedures set forth which Departmental elements must follow in providing these services. There is also a requirement that intensive training be provided to supervisors and managers in the operation of the program to ensure accomplishment of the objective.
- The program provides for testing of employees in critical safety and security positions with a direct impact on public health and safety, the protection of life and property, or national security, including such positions as railroad, truck, aviation and highway inspectors, and air traffic controllers. These positions require the highest degree of trust and confidence.
- Employees in these positions will be subject to pre-employment, random, reasonable suspicion, and accident or unsafe practice testing. In addition, employees whose jobs require periodic medical examinations will be routinely tested as part of that procedure. All other DOT employees will be subject to post-accident testing and will continue to be subject to reasonable suspicion testing.
- The document also provides for the assessment of discipline where appropriate to employees who use illegal drugs.

Implementation of the DOT program is awaiting final clearance of the above mentioned policy document.

The United States Coast Guard (USCG) will implement a civilian drug testing program as part of the program planned by the Secretary of Transportation. There will be one DOT civilian program.

The Federal Aviation Administration initiated its efforts toward a drug-free workplace in August 1985 by issuing an Agency Policy on Substance Abuse.

- The policy directed the Federal Air Surgeon to develop a substance abuse urinalysis program for those employees who are engaged in safety-related activities. The drug testing program, which began in mid-February 1987, is conducted in conjunction with employees' annual or periodic physical examinations.
- For those employees who have problems related to substance abuse, the agency has in place an employee assistance program which will provide counseling and direct employees to an appropriate drug abuse rehabilitation center or alcohol abuse treatment program. An active employee assistance program is currently functioning in each employing jurisdiction.
- The agency has embarked upon an extensive educational program to increase drug abuse awareness by each employee. The awareness programs have been quite successful and will continue in the future.

The FAA program will be incorporated into the Department's program when the latter is implemented.

The Department of Transportation's national initiative to ensure drug-free public transportation is described fully in Chapter VI, Section 1.

Department of the Treasury:

The Treasury Department is actively engaged in the development of policies and procedures to implement the Executive Order for a drug-free Federal workplace. The Office of Enforcement has received input from all of the heads of offices and bureaus within the Department to assist in establishing a Departmental program. Responses have been received with a resulting informational base on the following issues:

1. Which positions are critical/sensitive;

2. The number of employees in sensitive positions, now and for the next two years;
3. Which positions should require applicants to be tested and how many tests are involved over the next two years;
4. The number of employees who might volunteer to be tested; and
5. The nature of all employee assistance programs in the Department.

A Treasury working group is processing this survey data and collating it with the OPM and HHS Guidelines as well as the Executive Order. The working group has formulated a directive for implementation which involves delegation by the Secretary of the Treasury to the Assistant Secretary for Management, who in turn may delegate to the Director of Personnel. The final delegation of authority for the program is to the heads of the respective bureaus and offices.

The offices and bureaus should be able to make their modifications and have their respective programs operational by March 1987.

Office of Personnel Management:

The Office of Personnel Management is developing its own internal program, which will be finalized now that HHS has issued the Scientific and Technical Guidelines for Drug Testing Programs. OPM has also reviewed its Employee Counseling Service Program (employee assistance program) and has determined that it is prepared to fulfill its functions as set out in the Executive Order. In addition, OPM's Administration Group sponsored a Drug-Free America Program that was held in the OPM auditorium on January 29, 1987. The theme was "Bringing the Drug Problem to the Forefront in the Conscience and Consciousness of All Americans."

- B. Federal agency heads to expand drug abuse awareness and prevention programs among the Federal workforce. HHS and OPM to ensure that Federal drug abuse prevention programs are using the most accurate and effective strategies and materials available.**

Administration Action: Directive included in Executive Order 12564 of September 15, 1986 and Presidential letters of October 4, 1986.

Related Legislation: The ADAA, Title VI (Federal Employee Substance Abuse Education and Treatment), Section 6003 requires OPM, in consultation with HHS, to establish a Government-wide alcohol and drug abuse education program.

Status:

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. A series of radio and television public service announcements directed toward civil servants is being prepared in cooperation with HHS and FAA. A companion poster and brochure are also being prepared. Additional printed informational materials such as press releases and articles will be distributed.

The National Institute on Drug Abuse (NIDA) developed a short drug abuse program for senior staff of Cabinet departments. The program, which took place in November 1986, clarified the issues surrounding drug testing of Federal employees and enlisted the support of the departments in dealing with drugs in the Federal workplace. NIDA also provided consultants for a training course for OPM supervisors and is preparing to participate in an orientation program for new DOL and HUD senior executives.

Department drug abuse education and prevention programs are included under the comprehensive drug-free workplace programs detailed in II-1A above.

Of note:

Health educational pamphlets and films on drug and alcohol abuse and smoking have been procured, produced and used in the **Department of Defense**. The Armed Forces Radio and Television Service has produced many radio and TV spot announcements. A total of 175 drug and alcohol audiovisuals are available for use within the Services and DOD.

The Federal Aviation Administration began in November 1986 a series of briefings to explain to agency employees the nature and extent of its drug testing programs. The briefings were also designed to examine some of the more commonly raised myths regarding drug testing and to increase the level of drug abuse awareness among FAA employees. Further, FAA contracted

with one of the world's most comprehensive laboratories specializing in testing for drug abuse to provide technical support and to assist the agency in the development and implementation of the program. Employees were given detailed information on laboratory cutoff levels, specimen collection, and laboratory procedures. Further, over 40,000 booklets and pamphlets have been disseminated to employees covering practically all aspects of substance abuse in the workplace. The agency is also developing training courses to assist FAA supervisors and managers in dealing with drug-related problems.

The **Department of Education** is planning to expand its prevention program by increasing prevention program resources, increasing the publicity about the program and the services available to employees and supervisors, and providing drug abuse awareness workshops for employees during their lunch periods. These efforts are expected to increase DOE's ability to reach significantly more employees who may have drug-related problems.

- C. **OPM, in conjunction with DOJ and HHS, to develop guidelines for implementation of the Federal programs for drug testing, supervisory training and employee assistance programs.**

Administration Action: Directive included in Executive Order 12564 of September 15, 1986 and Presidential letters of October 4, 1986.

Related Legislation: The ADAA, Title VI (Federal Employee Substance Abuse Education and Treatment), Section 6004, requires OPM to provide guidelines for Executive agency prevention, treatment and rehabilitation programs and services for drug and alcohol abuse for agency employees; HHS is to provide technical assistance upon request.

Status:

The OPM Guidelines for Establishing a Drug-Free Federal Workplace, set out in FPM Letter 792-16 issued November 28, 1986, is a model employee assistance program for agencies to use in implementing Executive Order 12564.

OPM developed a supervisory training course and held a pilot session on January 27-28, 1987 in Washington, D.C. The course will be offered in OPM's ten regions by early March 1987. During the course preparation, OPM consulted with DOD, HHS, DOJ, FBI and DEA. The

course emphasizes the use of employee assistance programs as the primary resource for supervisors of employees with alcohol or drug abuse problems.

OPM has established a drug testing answer group which meets on a daily basis to discuss inquiries received about the program and to prepare responses to those inquiries. Since the issuance of FPM Letter 792-16, the group has provided written information on the drug testing program to 41 Members of Congress and nine Federal agencies, as well as responding to inquiries from Federal employees and members of the public. In addition, OPM has responded orally to numerous inquiries from Federal agency officials.

On February 19, 1987, the Department of Health and Human Services issued the **Scientific and Technical Guidelines for Drug Testing Programs**. The HHS Assistant Secretary for Health will establish an Interagency Technical Review Committee to review and revise, as necessary, the Scientific and Technical Guidelines based on experience in implementing the program in each Federal agency.

The National Institute on Drug Abuse 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, evaluate the cost-benefits of employee assistance programs, and provide technical assistance to the private sector on development of policies for a drug-free workplace and employee assistance programs. Also, this office will develop and manage the laboratory accreditation programs for laboratories eligible to bid on government drug testing laboratory analysis.

In addition, 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 drug tests. The MRO has the authority to meet with the employee and determine if additional personal medical history or other information should be obtained. The MRO has the final authority on forwarding results of positive urine tests to the agency. The MRO Operations Manual will be used to provide technical assistance to private sector employers in managing their drug testing activities.

The **Department of Justice** has provided assistance to OPM and HHS in preparing the drug testing guidelines called for by the Executive Order.

Status - Department/Agency Programs:

Department of Defense: Drug testing in the military has been in effect since the 1970s. Since this Administration first came into office, the military has shown a dramatic 67 percent reduction in reported drug use. In 1985, less than 9 percent of the Nation's military men and women reported using illegal drugs in the preceding 30 days.

In April 1985, DOD authorized the establishment of the DOD civilian drug testing program. The Army is the only DOD component that currently has an ongoing program in this area. The Navy program is being reviewed. The Directive authorizing the program was revised to comply with the President's Executive Order 12564 and the OPM regulation of November 1986 establishing a drug-free Federal workplace. Department-wide implementation of the revised Directive is expected in Spring 1987.

Department of Education: DOE is currently developing its policy and designating which of its employees are subject to drug testing. (See II-1A above.)

Department of Justice: DOJ specifically references and follows the February 19, 1987 guidelines provided by HHS and the November 28, 1986 guidelines distributed by OPM as these guidelines relate to drug testing, supervisory training and employee assistance programs. As stated in item II-1A above, the Department has ongoing employee assistance programs.

Department of Transportation: DOT's proposed program was brought into conformance with the OPM guidance issued on November 28, 1986. The proposal is now being reviewed for conformance with the recently-released HHS guidelines and will be modified where appropriate.

D. Improve the adequacy of sources of payment for drug and alcohol abuse rehabilitation.

Administration Action: OPM negotiated improved Federal Employee Health Benefits Program (FEHBP) benefits covering drug and alcohol abuse rehabilitation with each of the FEHBP carriers last summer. The brochures summarizing each carrier's benefits included a new summary of drug and alcohol abuse rehabilitation afforded by each carrier. Those updated brochures were made available to all Federal employees in the most recent open season for changing FEHBP carriers.

Related Legislation: The ADAA, Title VI (Federal Employee Substance Abuse Education and Treatment), Section 6005 requires HHS, with the National Academy of Sciences, to conduct a study concerning the adequacy of sources of payment for drug and alcohol abuse rehabilitation and report to Congress within one year.

Status:

OPM will continue to monitor and improve, when the opportunity exists to do so, the use of FEHBP to cover the expense of drug and alcohol abuse rehabilitation.

E. Requirement for annual report to Congress on Federal program.

Related Legislation: The ADAA, Title VI (Federal Employee Substance Abuse Education and Treatment, Section 6002, requires OPM in cooperation with the President, the Secretary of HHS and other agencies (a) to develop appropriate prevention, treatment and rehabilitation programs and services for drug and alcohol abuse among employees and (b) to report to Congress on the above programs and services within six months and annually thereafter.

Status:

OPM has started work on the report that is due to Congress by April 27, 1987. The report will be based on agencies' FY 1986 annual reports to OPM on their Federal employee counseling programs as well as additional information required under the ADAA which agencies are now being asked to provide.

F. Initiate programs to prevent illegal drug users from entering Federal employment.

Administration Action: Title I of the Drug-Free America Act forwarded to Congress on September 15, 1986 proposed legislative changes to Title V of the Rehabilitation Act which would disqualify current illegal drug users from entry into Federal employment and make current illegal drug use by employees a basis for removal.

Related Legislation: The proposed legislative change was not included in the Anti-Drug Abuse Act of 1986.

Status: The OPM government-wide guidelines implementing Executive Order 12564, as issued November 28, 1987 in FPM Letter 792-16, include the agency

option of testing applicants for Federal employment for illegal drug use.

G. Initiate programs to prevent illegal drug users from entering Federal employment.

Administration Action: OPM to revise SF-85 and SF-86 to include illegal drug use questions for applicants.

Status:

Illegal drug use questions are included on the revised forms, now in the clearance process.

2. Work with government contractors to establish a policy of drug-free work environments.

A. Establish requirement for selected contractors, particularly those in positions involving public safety and national security, to meet the drug-free requirements established for the Federal workforce.

Administration Action: The Legislative Review Task Force of the Domestic Policy Council Working Group on Drug Abuse Policy developed a report and recommendation concerning the establishment of drug-free requirements for Federal contractors. The Task Force recommendation was presented to the Domestic Policy Council on February 17, 1987.

Status:

A number of government contractors have already adopted drug testing programs on their own initiative and more may be expected to adopt such programs as employers' experience with employee drug testing continues to grow.

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.

B. Develop and promulgate guidance to all government contractors concerning the philosophy, importance and procedures for achieving a drug-free workplace.

Status:

The drug-free Federal workplace initiative, including Executive Order 12564, the OPM Guidelines for

Establishing a Drug-Free Federal Workplace, the HHS Scientific and Technical Guidelines for Drug Testing Programs, the Medical Review Officer Operations Manual, and other actions taken by the Federal government to improve drug abuse prevention and treatment services will serve as a model and source of information for the private sector, including government contractors. Those departments which establish drug-free requirements for their contractors will promulgate the appropriate guidance at the appropriate time. In addition, information about how drug abuse in the workplace can be eliminated is being developed under the initiatives discussed in 5(A-C) below and will be made widely available to the private sector. For example, the National Institute on Drug Abuse plans to implement a national study of policy models for various size businesses and will develop policy models which can be very useful to government contractors.

3. Encourage state and local governments and their contractors to develop drug-free workplaces.

- A. **Send Presidential letters to state and local government officials outlining the President's six goals and asking them to follow his lead.**

Administration Action: Letters were sent to governors and state legislators in the Fall of 1986. Additional correspondence will follow full implementation of Federal program.

- B. **Send letters from appropriate Cabinet members and agency heads to the heads of their counterpart organizations in state and local governments.**

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

Status:

The **Attorney General** and other Department of Justice Officials will send appropriate correspondence to their counterpart organizations in state and local governments following full implementation of the Federal program.

The **Secretary of Education** has sent copies of Schools Without Drugs to all state education agencies and to all elementary and secondary schools inviting them to use the information contained in the booklet to achieve drug-free schools.

The Secretary of Housing and Urban Development, the Attorney General, the Secretary of Labor, and the Secretary of Health and Human Services have sent a joint letter to all Public Housing Authorities, encouraging them to take an active leadership role in eliminating illegal drugs from public housing developments.

A letter is being drafted from the **Secretary of Labor** to state Commissioners/Secretaries of Labor.

A letter to state transportation department executives is being drafted for signature by the **Secretary of Transportation**. The **Urban Mass Transportation Administrator** has sent a similar letter to the heads of the public transportation agencies as part of DOT's anti-drug abuse program.

The Office of Personnel Management's Office of Public Affairs has provided copies of OPM's government-wide guidelines to state officials. OPM will prepare letters to counterpart organizations in state and local governments outlining the activities being undertaken by OPM in support of the President's initiative.

4. **Mobilize management and labor leaders in the private sector to fight drug abuse in the workplace.**

A. **Mobilize Chief Executive Officers of Fortune 500 companies, as "leaders of corporate communities," in the national crusade for a drug-free America.**

Status:

A Presidential letter to Chief Executive Officers of Fortune 500 companies is being drafted and will be processed through clearance.

Other related initiatives are included in Section V-2.

B. **Mobilize major labor leaders, as protectors of workers' rights, in the crusade for a drug-free America.**

Administration Action: Presidential memorandum dated October 4, 1986 directed DOL to work with labor leaders to promote goal of drug-free workplace.

Status: DOL prepared a draft Presidential letter which was placed in White House clearance process on November 25, 1986. DOL has prepared a list of approximately 75 labor leaders who will receive the letter and provided that list to the White House on

January 30, 1987. The letter will be sent upon clearance of the letter and list by the White House.

5. Communicate accurate and credible information about how drug abuse in the workplace can be eliminated.

A. **HHS to establish and publicize a toll-free "Drug-Free Workplace Helpline" to answer questions about illegal drugs and how to eliminate their use by workers.**

Administration Action: Presidential memorandum dated October 4, 1986 directed HHS to develop establish the Helpline.

Status:

NIDA has established a toll-free "Drug-Free Workplace Helpline" -- 800-843-4971 -- to provide information to employers about eliminating drug abuse in the workplace.

- Helpline staff have training and experience and are prepared to talk with callers about drug testing, the use of employee assistance programs to help employees who use illegal drugs, and various approaches to education and prevention of drug abuse in the workplace.
- The staff has assembled information materials which will be sent at a caller's request.
- The staff is also working with national organizations to identify practitioners and consultants to provide on-site assistance to employers who need help to establish drug abuse identification, prevention and assistance programs in their companies.
- NIDA's Director has written a letter to the chief executive officers of 105,000 companies, each with more than 100 employees, to inform them of the Helpline service.
- NIDA is working with major business organizations to further publicize the new service.

The Helpline operates from 9:00 a.m. to 8:00 p.m. (Eastern Time), Monday through Friday.

B. DOL to develop and disseminate a "what works" booklet on Workplaces Without Drugs to provide reliable and

practical information about the problem of illegal drug use in the workplace and what can be done to stop it.

Administration Action: Presidential memorandum dated October 4, 1986 directed DOL to develop booklet.

Related Legislation: The ADAA, Title IV, Subtitle D, Section 4303 (Information on Drug Abuse in the Workplace) requires the Secretary of Labor to collect, analyze and report information concerning the incidence of drug abuse in the workplace and efforts to assist workers, including counseling, rehabilitation and employee assistance programs. The aggregate sum of \$3 million is authorized for Fiscal Years 1987-88 to carry out this requirement, and a report to Congress is required within two years.

Status:

DOL is preparing to initiate various studies on drug abuse, prevention, and rehabilitation programs in the workplace as directed by the ADAA. DOL has also begun 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.

HHS/NIDA has assumed responsibility for development of the "what works" booklet which is titled "Developing an Occupational Drug Abuse Program." The booklet is an update of an earlier (1978) publication by HHS. Included in the booklet will be general guidelines and checklists along with detailed model programs already in place in the private sector. The booklet is expected to go to press by April 1987.

C. DOL to establish a team of experts to provide on-site technical assistance and training to businesses and unions developing or expanding programs to get illegal drugs out of the workplace.

Administration Action: Presidential memorandum dated October 4, 1986 directed DOL to establish the team.

Status:

DOL has met with HHS on the expert team. Discussions continue, with the size and scope of the team(s) being the major issues to reconcile. Budget constraints are

the major stumbling blocks to "on-site" provision of expertise.

NIDA's new Office for Workplace Initiatives is currently available to provide technical assistance to the private sector on the development of policies for drug-free workplaces and employee assistance programs. Additional information can be found under II-1C above.

III. DRUG-FREE SCHOOLS

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

A. **Secretary of Education to send letter to all heads of state educational boards.**

Status:

The Secretary of Education has sent letters to governors, state education agencies, and all elementary and secondary schools, enclosing a copy of Schools Without Drugs and inviting them to use that guide to help achieve drug-free schools.

B. **The Department of Education to issue booklet Schools Without Drugs.**

Status:

The Department of Education issued Schools Without Drugs on September 15, 1986 and since that time has distributed over 1,162,000 copies across the country.

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

A. **The Secretary of Education to continue role as national advocate for drug-free schools.**

Status:

The Secretary of Education has continued his role as national advocate for drug-free schools.

- In addition to publishing a guide on how to achieve drug-free schools (Schools Without Drugs), the Secretary on February 5, 1987 initiated a campaign, "Schools Without Drugs: The Challenge" to mobilize local community efforts. The campaign is based on the principles found in the handbook Schools Without Drugs.
- The Secretary has also called upon college presidents to send a letter to all students telling them that drugs will not be tolerated on campus and that policies against illegal drug use will be strictly enforced.
- In addition, DOEd will establish a school recognition program for the 1987-1988 school year

for elementary, middle and high schools with outstanding programs.

- A Department newsletter to schools participating in "The Challenge" campaign will highlight model programs and ways to achieve drug-free schools.

B. Provide additional funding for (a) state discretionary grants to school districts which have a sound plan for getting drugs out of their schools and keeping them out and (b) national prevention and awareness programs for students.

Administration Action: Title II (Zero Tolerance Act) of the Drug-Free America Act, forwarded to Congress on September 15, 1986, requested \$100 million annually (\$80 million for state discretionary grants and \$20 million for national programs).

Related Legislation: The ADAA, Title IV, Subtitle B (Drug-Free Schools and Communities Act of 1986) authorizes \$200 million for FY-1987 and \$250 million for each of FY-1988 and FY-1989 to establish programs of drug abuse education and prevention for students through the provision of Federal financial assistance, including approximately 82 percent to be allotted to the states; 1 percent for U.S. Territories; 1 percent for Indian youth; 0.2 percent for Hawaiian natives; 8 percent for institutions of higher education; 3.5 percent for use by the Secretary of Education in carrying out national drug abuse education and prevention activities; and 4.5 percent for five regional centers to provide training and other assistance to educational personnel involved in drug abuse education and prevention.

Status:

The Department of Education has been implementing the Drug-Free Schools and Communities Act of 1986 since October 27, 1986.

In regard to state funds, the Secretary has expedited procedures to provide the funds to the states as quickly as possible. DOEd held a conference for representatives of the governors and state education agencies on January 26-27, 1987. State funds were available at the end of February. Other discretionary grants and contracts resulting from the Act will be made by September 30, 1987. These will focus on providing practical information and replicating successful prevention efforts around the country.

With regard to prevention and awareness programs, the Secretary has established a nationwide campaign to mobilize schools, parents, law enforcement officers and community organizations to prevent illegal drug use by children. "The Challenge" (see 2A above) began on February 5, 1987.

C. Department of Education to encourage local school districts to expand drug abuse education as part of an overall health curriculum.

Status:

In Schools Without Drugs, the Department of Education outlines the measures schools can take to become drug free. Point 7 is for schools to implement a comprehensive drug abuse prevention curriculum for kindergarten through grade 12, teaching that illegal drug use is wrong and harmful and supporting and strengthening resistance to drugs. The Department is also examining the feasibility of establishing an outside board to review curricula for use in the schools.

D. Department of Education to encourage efforts to train student leaders in developing anti-drug abuse activities.

Status:

The Department of Education is currently exploring ways to assist the efforts of student organizations, such as "College Challenge." In addition, the Department's drug abuse prevention newsletter will highlight activities of schools that developed effective programs, including student-run, anti-drug abuse activities. Student leaders are co-signers with parents, teachers and community leaders of school plans in "The Challenge" campaign.

E. Department of Education to work with Department of Defense to develop model program for DOD schools.

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

Status:

The Department of Defense is in the process of developing the Model Schools Program, which will be ready for implementation in June 1987. Both DOD overseas dependents and Section 6 schools already have

drug abuse education and information programs in place. These materials are available throughout the year to students, parents, and teachers.

The Department of Education provided DOD with copies of Schools Without Drugs and a review of the DOD Congressional report detailing the current drug abuse prevention program in the DOD schools. DOEd has also made available to DOD additional materials concerning peer-resistance training.

F. Improve participation of private sector groups and organizations in achieving drug-free schools.

Related Legislation: ADAA, Title IV, Subtitle D, Section 4302 establishes the National Trust for Drug-Free Youth to assist the Secretary of Education through charitable, nonprofit and nonpartisan corporation. The Trust shall consist of a three-member Board of Directors, one each appointed by President, Speaker of the House, and Majority Leader of the Senate.

Status:

One member of the Board of Directors of the National Trust for a Drug-Free Youth has been appointed; the Department of Education awaits the appointment of the two additional members.

The Department of Education emphasized the need for strong community participation in comprehensive school-based programs in Schools Without Drugs. As a follow-on to the book, Education initiated "Schools Without Drugs: The Challenge," a campaign to mobilize local school and community activity (see Section III-2A). It should be noted that 14 education, parent and community organizations are co-sponsors of "The Challenge" campaign.

In addition to the DOEd programs, the following initiatives are underway by ACTION:

- ACTION is discussing possible joint efforts with DOEd whereby ACTION's 350,000 Retired Senior Volunteers can provide volunteer support to local parent-teacher associations and schools in promoting drug abuse awareness among parents, teachers and students.
- ACTION has launched an ongoing review through the agency's regional and state offices to identify the best models of community-based volunteer drug

abuse prevention efforts directed at youth, including positive prevention models such as character-building, as well as "Just Say No" clubs and others. The results, especially as they pertain to school-based programs will be shared with DOEd.

- In consultation with DOEd, ACTION will invite representatives from major school districts to participate in a series of regional and state conferences for community-based volunteer groups to identify mutual efforts in achieving drug-free communities.
- ACTION will coordinate with DOEd on the possibility of developing a national drug abuse prevention essay, poster and video contest for the Nation's students, with underwriting by the major corporations.

The U.S. Coast Guard is planning to adopt the First Lady's "Just Say No" program on five large installations which will allow them to expose the program to the greatest number of elementary school-age children possible. The Coast Guard has obligated \$250,000 to this program and plans to hire a GS-11 civilian to administer the program. The Coast Guard Military and Family Social Actions Staff has already contacted the national Just Say No Foundation administrators in California for the requisite materials and training aids; they expect the program to be operating by the end of Fiscal Year 1987.

3. Increase penalties for distributing drugs to students and for using juveniles for the distribution and/or manufacture of illegal drugs.

- A. **Attorney General and Secretary of Education to work together to ensure that Federal laws against distributing drugs in or near schools are known and enforced in cooperation with local authorities.**

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

Status:

The Attorney General has caused to be distributed to all United States Attorneys and Assistant United States Attorneys a prosecution manual which analyzes sections of the law dealing with distributing drugs to students and for using juveniles for the distribution and/or

manufacturing of illegal drugs. In addition, the FBI and DEA, which have jurisdiction over drug matters, 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 all local law enforcement agencies where they operate.

The Department of Education emphasized the "school yard rule" in both its handbook Schools Without Drugs and in its conference with state representatives. The Department will mention it again in its drug newsletter.

- B. Expand "school yard rule," whereby violators receive additional penalties for distributing or manufacturing drugs on or near a school, to college and university campuses.**

Administration Action: Proposed in Title V of the Drug-Free America Act forwarded to Congress on September 15, 1986.

Related Legislation: The ADAA, Title I, Subtitle C, Sections 1104-1105, extends the "school yard rule" to colleges and universities and includes both manufacturing and distribution.

Status:

The Department of Justice is taking the same actions as described under III-3A above. Additionally, DEA and the FBI will be speaking to college and university officials within respective geographic areas to discuss consistent enforcement of the statute.

- C. Prevent the use of juveniles for the commission of drug violations.**

Related Legislation: ADAA, Title I, Subtitle C (Juvenile Drug Trafficking Act of 1986), Sections 1101-1103, provide for additional penalties for individuals who hire or otherwise use a person under 18 years of age to commit drug violations.

Status:

The Department of Justice is taking the same actions as described under III-3A above.

IV. EXPANDED DRUG TREATMENT AND RESEARCH

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

- A. Provide 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.

Administration Action: Presidential memorandum dated October 4, 1986 directed the Department of Health and Human Services to provide \$100 million for state allotments to be used for emergency expansion of services.

Related Legislation: The ADAA, Title IV, Subtitle A, Treatment and Prevention Rehabilitation), Section 4001 amends Title XIX by authorizing \$197 million for FY 1987 for emergency substance abuse treatment and rehabilitation, including:

- \$184 million for allotments to states;
- \$10.8 million for Veterans Administration outpatient treatment, rehabilitation and counseling; and
- \$2.4 million to the Alcohol, Drug Abuse and Mental Health Administration to develop and evaluate alcohol and drug abuse treatment programs to determine the most effective forms of treatment.

Status:

The Anti-Drug Abuse Act of 1986 provided \$162 million for allocation to the states for the treatment and rehabilitation of alcohol and drug abuse. The alcohol and drug monies are to be divided among states with 45 percent to be based on population and 55 percent based on need. The Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) requested state applications for the 45 percent monies in a letter to all governors on November 24, 1986. To date, 53 states (including territories and possessions) had applied for these funds, and 45 had received their share of these monies, as well as the first increments of the Part B Alcohol and Drug Abuse and Mental Health Services (ADMS) Block Grants.

ADAMHA developed a funding allocation formula for the 55 percent monies and, on January 20, 1987, transmitted

it to state governors for comment. An open meeting to discuss state feedback on the proposed formula was held at ADAMHA headquarters on January 30, 1987. Written comments on the allocation formula were offered by 37 states. ADAMHA is reviewing these comments and recommendations and will make a final decision on the amount for each state in the near future.

States must comply with legislative requirements in receiving these monies by completing an acceptable application. ADAMHA has developed application guidelines and requirements in line with the legislation's intent. The Office of Management and Budget (OMB) has approved and transmitted these application materials to the states. These applications will be quickly reviewed to assure distribution of funds as closely as possible to the legislative time-frame.

A total of \$2.3 million is available to ADAMHA to develop and evaluate alcohol and drug abuse treatment programs to determine the most effective forms of treatment. As a result of a series of internal planning meetings with leadership of the National Institute on Drug Abuse and the National Institute on Alcohol Abuse and Alcoholism (NIAAA), ADAMHA plans to utilize these funds to study the efficacy and cost effectiveness of various alcohol and drug therapies in a variety of treatment settings. Prior to issuance of a special grants announcement, ADAMHA will initiate dialogue with representatives of various treatment providers and organizations on approaches to effectively conduct these evaluation projects.

HHS has several other initiatives underway which will also expand services in primary care settings for drug abusing clients who could not otherwise afford treatment.

- The Health Resource and Services Administration (HRSA), with \$2 million earmarked to be awarded by August 1987, will establish pilot/model substance abuse projects in selected community and migrant health centers with emphasis on preventive effects toward youth, minority and mothers.
- The Indian Health Service (IHS) will integrate alcohol and drug abuse treatment into the IHS health care delivery system, including acute detoxification, and will also develop ten youth treatment centers.

- Through a Memorandum of Understanding between ADAMHA and HRSA signed on February 9, 1987, additional materials for prevention, identification and treatment of substance abuse will be made available to primary care providers within community and migrant health centers, the Indian Health Service delivery system, in AIDS and Hill-Burton programs, and for those preparing to become primary care providers.

B. Establish Community Systems Development Projects to assist communities in mobilizing comprehensive, integrated treatment and prevention efforts to reduce illegal drug use.

Administration Action: Presidential memorandum of October 4, 1986 directed HHS to establish Community Systems Development Projects.

Status:

Section 4005 of the Anti-Drug Abuse Act of 1986 established a new Office for Substance Abuse Prevention in ADAMHA and authorized the Director of the new Office to make grants to demonstrate effective models which may be replicated for the prevention, treatment and rehabilitation of drug abuse and alcohol abuse among high risk youth. Of the total \$20 million appropriated for these grants in FY 1987, \$12 million will be utilized for grant projects to demonstrate improved comprehensive community service systems for the high risk youth population. Models which coordinate and fill in gaps in a continuum of activities, including information and education, early intervention, treatment, and rehabilitation, will be given priority.

C. Remove Congressional quotas on Alcohol and Drug Abuse and Mental Health Services Block Grants and extend the Block Grants for an additional five years.

Administration Action: Proposed in Title III of Drug-Free America Act, which was forwarded to Congress on September 15, 1986.

Related Legislation: The ADAA provided additional FY 1987 funding for the ADMS Block Grants but did not remove quotas.

Status:

The Anti-Drug Abuse Act added \$13.8 million to the existing ADMS Block Grants (Part B). These additional

funds, and all Part B Block Grant funds, remain subject to existing set-asides and earmarks. ADAMHA has submitted legislative proposals which support elimination of these earmarks (quotas) for Block Grant activities beginning in FY 1988.

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

A. **Develop 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.**

Administration Action: The Administration requested a budget amendment of \$3 million for this purpose. HHS was directed to expand systems in Presidential memorandum dated October 4, 1986.

Status:

The National Institute on Drug Abuse is recruiting four medical epidemiologists and expects at least two of these positions to be filled by April 1987. This will establish a capability for conducting field studies using qualified personnel on a full-time basis and should significantly improve NIDA's production in the field studies area. NIDA had established a small field studies effort over the past several years, including descriptive field studies done on its own and other studies done in conjunction with the Centers for Disease Control (CDC); however, personnel used in these efforts had other major responsibilities.

NIDA's goal is to be invited to conduct field studies by city or state authorities. These studies will be conducted either by NIDA acting alone or as a collaborative effort with CDC. To establish credibility and increase its visibility with state and local authorities, NIDA will first conduct a series of studies at its own initiation.

An interagency agreement is being prepared between NIDA and the Food and Drug Administration (FDA) to utilize FDA's Rapid Response Capability. NIDA is also partially funding the implementation of a probability sample for the Drug Abuse Warning Network (DAWN). At this point, NIDA has implemented the sample in four cities. Implementation in New York City is currently underway.

B. Expand research which will strengthen resources for preventing, identifying and treating illegal drug use.

Administration Action: Administration requested budget amendment of \$33 million for this purpose. HHS was directed in Presidential memorandum dated October 4, 1986 to expand such research.

Status:

The National Institute on Drug Abuse has set the goal to commit all of the research funds resulting from the Anti-Drug Abuse Act of 1986 within FY 1987. The Institute has also adopted the goals of broadening the base of researchers working in the drug abuse field and greatly expanding its efforts in the areas of treatment and prevention research. To meet these goals, NIDA:

- Published 12 new grant announcements;
- Contacted over 20,000 scientists (through direct mailings, announcements in the scientific media, notices to universities, and promotional activities with professional organizations) to convince them to undertake drug abuse related research projects;
- Extended the grant receipt deadline for its new announcements from February 1, 1987 to April 1, 1987 in order to ensure that researchers will have additional time to prepare their applications and still receive their awards within FY 1987; and
- Streamlined the grants review process to meet the anticipated increase in applications.

NIDA can now absorb an increase of 300 grant applications per grant period over its normal rate of approximately 150. Contingency plans should permit NIDA to handle 1,000 applications per period. In the first period of FY 1987, NIDA experienced a 14 percent increase in grant applications.

C. Ensure that alkyl nitrites are controlled appropriately to the health risk presented by these substances.

Related Legislation: The ADAA, Title IV, Subtitle A, Treatment and Prevention Rehabilitation), Section 4015 requires the FDA and NIDA to conduct a study on alkyl nitrites to determine their use by the public and the extent to which the nitrites present a health risk. A report is to be submitted to Congress within 180 days.

Status:

ADAMHA and FDA have convened meetings to discuss the issues related to completion of the mandated alkyl nitrite study.

V. INCREASED PUBLIC AWARENESS AND PREVENTION

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

- A. The President and First Lady to present nationally-televised call to arms to challenge and encourage citizens and private organizations to participate in the national crusade to eliminate the use of illegal drugs.**

Administration Action: Completed September 14, 1986.

- B. Presidential letter to Fortune 500 chief executive officers to encourage personal and corporate support of the national crusade.**

Administration Action: To be included in Presidential letter to Fortune 500 chief executive officers under Chapter II, Section 4A above.

- C. Encourage 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.**

Administration Action: Ongoing.

Status: 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. Citizens participated in parades, workshops and prayer breakfasts to focus attention on "Just Saying No."
- In Paterson, New Jersey "Just Say No" messages are displayed across police cars.
- Britain has adopted the "Just Say No" campaign as a national priority.

ACTION initiatives:

- In November 1986, ACTION met with the Just Say No Foundation to discuss future initiatives. "Just Say No" clubs are established in nearly 12,000

schools throughout the country; however, that represents less than 20 percent of the public schools in the United States. ACTION is assisting the expansion of "Just Say No" clubs through grant and technical assistance to community-based volunteer and service group programs.

- ACTION obtained the talents of popular "rap" singer Kurtis Blow, who wrote and performed an anti-drug abuse song entitled "Ya Gotta Say No." Under sponsorship of ACTION, the recording was premiered January 29, 1987 and, in cooperation with the National Association of Broadcasters (NAB), will be released to top-40 stations throughout the Nation in March 1987.
- ACTION is ensuring that all agency-prepared radio and TV public service announcements, printed media releases, and program materials pertaining to drug abuse prevention and education are specific in projecting the message of saying "No!" to drugs.
- The Director of ACTION and the President of the Just Say No Foundation are working together to develop long-term private sector support and involvement of volunteer organizations in the continuation and expansion of "Just Say No" clubs in local communities nationwide.

Other Federal initiatives:

- 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 on five large installations. (See Chapter III, Section 2F.)
- HUD is encouraging the establishment of "Just Say No" clubs as part of their drug-free public housing initiative. (See Chapter VI, Section 2F.)

2. Encourage corporations, service organizations and the media to develop prevention programs within their organizations, communities and our Nation.

- A. **Establish Presidential private sector initiative for a drug-free America with representative leaders from the media, advertising, business, entertainment, education, youth, labor and/or sports.**

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. Public Law 99-500 provided \$5 million in FY 1987 for the salaries and expenses for the Conference activities.

Status:

The objectives of the Blue Ribbon Panel and the legislation are being consolidated in the White House Conference for a Drug Free America.

The White House Conference will be a series of activities over the next two years, bringing together the Nation's best ideas and experiences to review our progress in fighting drug abuse, assess what works and why, and set the agenda for achieving a drug-free society.

The Conference will stress broad public participation. It will begin with a period of extensive preparation in the Spring and Summer of 1987. The appointed membership will convene in the early Fall. A full report will be prepared and provided to the President and the Congress.

The Director of the White House Drug Abuse Policy Office has been designated Acting Executive Director to facilitate planning and preparations for the Conference. A staff is being assembled, with the immediate task of establishing the Conference office facilities, equipment and administrative support. Plans will be finalized upon appointment of the Executive Director.

The President is expected in the near future to name the Executive Director and issue an executive order which will open the Conference. Conference members, who will be selected by the President, will represent a broad segment of society, including government leaders, chief executive officers, university presidents, and other distinguished experts and individuals committed to fighting drug abuse.

The Conference provides an excellent opportunity to stimulate other supporting activities which will contribute directly to the purpose of the Conference. For example, regional conferences are planned to address public safety, and a national conference is scheduled on drug-free public housing.

Although government will be actively involved, the most significant participant will be the private sector. In addition to formal membership and participation in preliminary activities, the Conference will design a mechanism to allow anyone who wishes to contribute ideas and information to do so.

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

Related Legislation:

- 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.
- 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 materials on cocaine addiction and the "crack" cocaine problem. Up to ten television and a minimum of four radio public service announce-

ments 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," which depicts the negative results of drug abuse and encourages high school 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 prescribed membership of the Commission is 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. The statute permits the Commission to accept donations, as stated above, to implement new programs.

Status: The Congressionally-mandated Media Commission has a broader membership and objectives than its name would indicate. Many media objectives are being met through the actions of HHS, ACTION and others. Discussions are continuing regarding the most effective approach to coordinate media advisory activities.

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 symposiums 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 to be held in April 1987.

ACTION is working with the White House Office of Private Sector Initiatives to encourage the support of corporate chief executive officers for nationwide drug abuse prevention and education programs. The ACTION Director briefed the Private Sector Initiatives Board in February 1987. Plans will be finalized for an honor roll of companies that contribute significant resources to drug abuse prevention.

ACTION, in conjunction with its regional and state offices and with the participation of its National Volunteer Advisory Council members, will host a series of regional and state 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. 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 current 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 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, in partnership with NBC, CBS, ABC, and the National Association of Broadcasters, is planning a conference, to be held in Washington, D.C. during 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.

During regional and state conferences and workshops for community representatives and volunteer project leaders, ACTION's Public Affairs Office will offer technical assistance and training on use of the media to support local volunteer coalitions 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.

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 NAB to ensure widespread airing of the announcements. The first production premiered on January 29, 1987 and featured popular "rap" star Kurtis Blow performing an anti-drug abuse song entitled "Ya Gotta Say No." The song will be distributed to top-40 radio stations nationwide. 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 planning of safe 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 signed by ACTION and ADAMHA 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. A possible 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. 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. Potential cooperative projects with the Bureau of Indian Affairs to enhance drug abuse prevention and education efforts on Indian reservations;
 5. A review of all existing drug abuse literature to assist the HHS Office for Substance Abuse Prevention in the "clearinghouse" mandate included in the Anti-Drug Abuse Act of 1986; and
 6. Participation in the National Conference on Drug-Free Public Housing and possible use of Foster Grandparents and other ACTION programs in public housing.
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 and 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 National Drug Policy Board Drug Prevention and Health Coordinating Group.

B. Establish a Center for Substance Abuse Prevention in HHS.

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. The Center would: (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. 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 DOEd 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.

- 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.
- Building on these recommendations, OSAP has issued a grant announcement for the High-Risk Youth Demonstration Grants Initiative. Technical assistance guidelines are available to assist potential applicants.
- In addition to disseminating information through statewide prevention networks, 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 NIDA and NIAAA. The new clearinghouse will have extended capabilities for developing materials for various target audiences, including minorities.

- 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.
- 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.
- 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.
- 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.
- 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 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.
- 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.

- 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.
- 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.
- The first video (10 minutes) features five drug addicts in Pittsburgh and shows the dangers 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.

- Office of Public Affairs representatives traveled to 20 judicial districts to meet with school superintendents, local principals and community groups.
- 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 was asked by the President to take the 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:

The Secretary of Transportation is taking the lead in the 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, pipeline, bus, and urban rail transportation. In most cases, rulemaking will cover pre-employment, periodic, reasonable suspicion or reasonable cause, post-accident or post-casualty, and random drug testing.

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 or who violate the Federal prohibition against alcohol or drug use. The Secretary has called upon Congress to act immediately to give the Department enforcement authority to penalize directly railroad employees with safety-related responsibilities who violate the safety laws.

Additional current and proposed actions are summarized below.

Aviation - Certain Air Carrier, Commuter and General Aviation Personnel:

- Use of drugs is prohibited for airman certificate holders.
- DOT has initiated rulemaking for a drug testing program for all safety-related industry personnel. The comment period closed on February 23, 1987.
- More than 650 comments were received on pre-employment, post-accident, and random testing of commercial airline pilots, crew and other employees directly responsible for the safety of flight operations.

Aviation - FAA Personnel:

- Drug testing of safety and security-related Federal Aviation Administration personnel was implemented on February 15, 1987.

Water Transportation - Commercial Marine Operating Personnel:

- Federal law prohibits issuing merchant marine licenses, certificates or documents to individuals who have used certain drugs, unless they can prove they are "cured." Also, licenses, certificates or documents will be revoked if the individual is determined to have used such drugs.
- DOT will issue proposed rulemaking shortly that would require pre-employment drug screening of commercial marine operating personnel and testing at periodic physical examinations.
- A rulemaking is in process that would provide for mandatory post-casualty testing of commercial marine operating personnel after serious marine accidents.

Water Transportation - Recreational Boaters:

- DOT has published proposed rulemaking that would establish Federal standards for intoxication of recreational boaters.

Water Transportation - U.S. Coast Guard Military Personnel:

- U.S. Coast Guard military personnel have been subject to random drug testing since January 1983.

Rail Transportation - Certain employees in Safety-Sensitive Functions (e.g., train crews):

- The Federal Railroad Administration has a rule in effect that requires post-accident and pre-employment toxicological testing for certain safety-related rail crew. It also provides for breath and urine testing for reasonable cause.
- DOT has called upon Congress to act immediately to give the Department enforcement authority to penalize directly railroad employees with safety-related responsibilities who violate the safety laws.
- FRA is considering development of a random drug testing rule.

Motor Carrier Transportation - Interstate Truck and Bus Drivers:

- Currently, interstate truck and bus drivers are medically certified upon initial entry into the industry and biennially as not using prohibited drugs and not having a current diagnosis of alcoholism. Drug screens are currently used in these examinations.
- Rulemaking has been proposed for pre-employment and periodic testing. Rulemaking covering pre-employment, periodic, reasonable suspicion, post-accident, and random drug testing is in the drafting stage.

Urban Public Transportation - Transit Bus Drivers, Urban Rail Motormen, Conductors:

- The Urban Mass Transportation Administration sent a "Dear Colleague" letter to all transit operators encouraging development of local drug and alcohol abuse programs. DOT is considering requiring a plan as a condition for Federal assistance. Technical assistance will be provided to grantees for establishing alcohol and drug abuse programs.

Pipelines:

- A rule is being developed for drug testing of certain natural gas, liquified gas, and hazardous liquid pipeline personnel.

School Bus Operators:

- DOT is working with the Department of Education to develop educational material on drug abuse. The pamphlet "Anti-Substance Abuse and the School Bus Driver" will be distributed soon.

Highway Vehicle Operators:

- DOT is preparing an anti-drugged driving report, due to Congress by November 1987.

State Departments of Transportation:

- The Secretary of Transportation will send a letter to state departments of transportation encouraging the development of local drug and alcohol abuse prevention programs.

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 Chapter VI, Section 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) Pre-employment drug screening, and
- (iii) Improved reporting of the role of alcohol and drugs in accidents.

FRA held 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.

Congress is considering legislation which would require FRA to expand its alcohol and drug program to include random testing. Anticipating enactment of such legislation, FRA is considering the likely structure of a random testing program.

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 Red Block." A joint effort uniting labor, management and FRA, this program stresses peer intervention, as well as general prevention and training activities.

If Congress gives DOT enforcement authority to penalize directly railroad employees with safety-related responsibilities who violate the safety laws, the Department will be better able to deter unsafe behavior, including that involving substance abuse.

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 Chapter VI, Section 1A.

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 contract's objective.

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

- A. **The Secretary of Housing and Urban Development was asked by the President to take the lead in a cooperative national effort to reduce the level of illegal drug activity in Public Housing Authorities.**

Administration Action: Directive included in Presidential memorandum dated October 4, 1986. Includes partnership formed by HUD with DOJ, HHS and DOL to work with local Public Housing Authorities, law enforcement officials, and appropriate local authorities to achieve drug-free public housing.

Status:

On November 18, 1986, the Secretary of Housing and Urban Development, the Attorney General, the Secretary of Labor, and the Secretary of Health and Human Services jointly sent a letter to all Public Housing Agency Executive Directors. The Cabinet Members announced their partnership to achieve drug-free public housing and encouraged the Public Housing Executive Directors to take an active role in eliminating illegal drugs from public housing developments.

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) and ACTION 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 intravenous 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 could 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 Chapter VI, Section 2A-D.

- 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:

- 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.
- HUD and the Just Say No Foundation 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.
- On January 28, 1987, the Secretary of HUD sent a letter to Public Housing Authority Executive Directors encouraging them to form "Just Say No" clubs in their developments.
- 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

ADAA: 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 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.

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 for March 16, 1987.

B. Tribal Action Plans

ADAA: 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

ADAA: 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

ADAA: 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 was published at the end of February 1987. Subsequent issues will be 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

ADAA: 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

ADAA: 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 site criteria for construction selection.

G. Treatment and Rehabilitation

ADAA: 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.

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

CDC: Centers for Disease Control (HHS)
CIAP: Comprehensive Improvement Assistance Program

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

EAP: Employee Assistance Program

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)
FPM: Federal Personnel Manual
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)

JTPA: Job Training Partnership Act

MOA: Memorandum of Agreement
MRO: Medical Review Officer
MSHA: Mine Safety and Health Administration (DOL)

NAB: National Association of Broadcasters
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
NDEPB: National Drug Enforcement Policy Board
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 for 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

TAPS: Tribal Action Plans

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

YPLL: Years of potential life lost

